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# Talking Paper

## \*\*\*OLDER AMERICANS\*\*\*

President Nixon has demonstrated in his proposals and programs that the nation's responsibilities to older Americans have been too long neglected. He is aware of the wealth of diversity and talent in this generation, and he is aware, too, of the special problems older Americans encounter in today's fast changing society.

President Nixon last year called the White House Conference on Aging and, in his special message to Congress in March 1972, he pledged a "year of action" on behalf of older Americans.

Fifty-two percent of older Americans must live on Social Security and pensions. The President has increased Social Security benefits 51 percent since 1969. In addition he has:

- Provided automatic cost of living increases in benefits;
- Proposed that widows receive 100 percent of their deceased husbands' federal benefits (they now receive 82 percent); and
- Proposed tax incentives to encourage broader coverage by private pension plans and laws to guarantee sound administration of pension funds.

One part of President Nixon's welfare reform package would provide an income floor for older Americans that would substantially eliminate poverty in this group. Although the proposal has been pending for 3 years, the Democrat-controlled Congress has not acted.

Congress also has not acted upon President Nixon's Revenue Sharing proposal which would relieve fiscal pressures on states and localities, allowing them to provide property tax relief -- a matter of concern to all Americans, but especially



those living on fixed incomes.

President Nixon also has made proposals to Congress to allow a single person 65 or over to receive up to \$5,100 in tax free income. A married couple, both 65 or over, would be allowed to receive about \$8,000 in tax free income under the President's tax reform plan.

The quality of nursing home care for our nation's elderly also is of concern to the President. One year ago he initiated an eight-point program to upgrade nursing home care and insure enforcement of standards necessary for older Americans to spend their retired years in comfort and health.

President Nixon does not believe that people must or should end their contributions to society just because they are 65 or over. He has proposed legislation to open federal volunteer programs to older Americans and he has doubled the funding for several public service job projects for the elderly.

In the area of private employment President Nixon has proposed broadened coverage of the Age Discrimination in Employment Act to include state and local governments, and has directed the Secretary of Labor to expand employment opportunities for persons 65 or over.

These actions constitute a positive momentum toward a better life for older persons in this country -- a momentum the President intends to sustain.

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# Talking Paper

## \*\*\*REVENUE SHARING\*\*\*

For the past 40 years there has been a one-way flow of power to Washington in terms of federal control and tax dollars. The federal budget alone has grown from \$4.6 billion in 1933 to almost \$250 billion in fiscal 1973.

Revenue sharing is President Nixon's answer to this one-way flow of power away from states and cities. The idea is to put federal resources into more hands and give others more chance to innovate and create new ways to solve problems.

Revenue sharing also is the President's answer to the plea from local authorities for more funds. Our cities and states are facing a fiscal crisis which local tax sources can no longer meet. Between 1948 and 1969, for example, state and local debt rose from \$19 billion to \$135 billion.

President Nixon would institute revenue sharing in two forms - General and Special Revenue Sharing.

General Revenue Sharing -- now passed by the House and awaiting Senate action-- would distribute \$5.3 billion in the first full year of operation and increase as states made greater efforts to utilize their existing tax sources. By 1977 this fund would amount to nearly \$30 billion in money returned to states and cities over the five-year period.

General Revenue Sharing meets the two immediate problems facing state and local governments. First, it provides funds virtually immune from complicated and restricted federal requirements that have so long plagued programs offered from Washington.

The money may be used for any purpose states or localities designate -- from public safety and transportation to environmental protection and sewage collection.

Second, General Revenue Sharing will provide immediate tax relief. States and localities will be able to supplement their own revenue sources or reform their tax systems with these added funds.

Through Special Revenue Sharing, President Nixon has proposed a revamping of the government's myriad of grant programs that restrict states and localities in meeting often unique local problems. He proposes that the federal government replace 130 federal categorical grant programs with more than \$12 billion in six defined areas. States and local governments could then determine how best to use federal funds to tackle their problems.

The six areas in Special Revenue Sharing are:

Elementary and secondary education (\$3.2 billion);

Transportation (\$2.8 billion);

Urban development (\$2.3 billion);

Manpower training (\$2 billion);

Rural development (\$1.1 billion); and

Law enforcement (\$900 million).

Congress has yet to act on these six Special Revenue Sharing bills.

Taken together, General and Special Revenue Sharing can help right the imbalance that has existed for too long in the federal system. They would help restore power to the people where they need it most -- at the local level. Much of the inefficiency, duplication and delay connected with federal programs would be eliminated. And the \$8 billion "revenue gap" at the state and local level that existed in 1971 would be narrowed.

In short, President Nixon's Revenue Sharing plan would revitalize government and strengthen the federal system.

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FACTBOOK UPDATE:

OLDER AMERICANS

*Elderly*SOCIAL  
SECURITY

On July 1, 1972, President Nixon signed into law a 20 percent increase in social security benefits, adding \$6 billion to the incomes of older Americans during calendar 1973. Although the President felt that the bill "threatens dangerously to escalate the rate of inflation," he signed the legislation because he felt older Americans "both need and deserve a significant increase in social security benefits." He also welcomed the passage of inflation-proof social security benefits as called for in his welfare reform proposal, H.R. 1.

FOOD  
ASSISTANCE

HEW Secretary Elliot Richardson announced in August the regulations to implement a low-cost hot meal nutritional program for older Americans. Administered by the Administration on Aging, the program is designed not only to feed older Americans living alone, but also to reduce their isolation from community activities. For the first year, \$100 million has been authorized.

In a statement issued August 2, the President launched Project FIND, which will seek out those older persons who are eligible for Federal food assistance programs, but who are not participating. A nationwide volunteer network, managed by the American Red Cross, will help older persons enroll.

## HEW

Also in June Secretary Richardson announced the appointment of sixteen members to the Technical Advisory Committee on Aging Research. They will devise a plan to bring together the total research resources available to the Federal government in such areas as biomedical research, transportation systems, management science and economic research into a comprehensive strategy that could improve the way of life for senior citizens.

Another study that has been granted funds by HEW is the "day hospital" concept. As a possible alternative to long-term care of the elderly in nursing homes, this study has been granted \$294,000 to explore the feasibility of granting day care to aged who are still well enough to live at home.

## HOUSING

Under way in HUD is a program to finance 82,000 units specifically designed for the elderly in fiscal 1973. Under the President's recommendation, HUD hopes to subsidize more housing and community space projects specifically for senior citizens, and will investigate home ownership eligibility for older Americans.





## KEY FACTS ON AGING

*For Early*

- I. The President pledged at the White House Conference on Aging to make 1972 a year of action on behalf of the nation's elderly. The message sent to Congress in March began that action.
- II. President Nixon's program is comprehensive - 5 major points:
  - A. The President has improved the income position of older Americans -
    1. 51% increase in Social Security benefits since 1969.
    2. H. R. 1 proposes a national income floor for the elderly and elimination of the \$5.80 Medicare monthly premium.
  - B. The President has upgraded the quality of nursing homes - through an 8-point plan announced by the President in August 1971.
  - C. The President has increased the independence of older Americans - increasing the Administration on Aging budget to \$200 million for 1973 - to provide homemaker, transportation, nutrition and community services.
  - D. The President has expanded opportunities for older Americans to make meaningful contributions to all facets of society -
    1. Doubled funding for the Foster Grandparents Program and tripled it for the Retired Senior Volunteer Program (RSVP).
    2. Proposed legislation to broaden the coverage of the Age Discrimination in Employment Act to include state and local government.
  - E. The President has organized the Executive Branch to meet the needs of older Americans -
    1. Formed the Domestic Council Cabinet-level committee.
    2. Appointed a Special Assistant on Aging and a Special Consultant on Aging.

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UPI-22

(AGED)

WASHINGTON--SPURNING THE ADMINISTRATION'S ADVICE, THE SENATE FINANCE COMMITTEE HAS VOTED TO BROADEN -- RATHER THAN KILL -- A PROPOSAL UNDER WHICH 20 MILLION ELDERLY PEOPLE COULD BUY DRUGS FOR THE TREATMENT OF COMMON CHRONIC DISEASES FOR \$1 PER PERSCRIPTION.

THE ADMINISTRATION ASKED THE PANEL TO DROP THE PROVISION FROM ITS BILL TO REVISE SOCIAL SECURITY AND WELFARE PROVISIONS. INSTEAD, THE COMMITTEE DECIDED TUESDAY TO ADD THREE DISEASES TO THE LIST OF 12 FOR WHICH MEDICARE WOULD PAY MOST OF THE COST.

IT ADDED PARKINSON'S DISEASE, EPILEPSY AND MYASTHENIA GRAVIS, A MUSCULAR DISEASE WHICH RESULTS IN NEAR PARALYSIS, TO THE ORIGINAL LIST -- CANCER, HEART, RESPIRATORY AND KIDNEY DISEASES, DIABETES, HIGH BLOOD PRESSURE, ARTHRITIS, GOUT, RHEUMATISM, TUBERCULOSIS, GLAUCOMA AND THYROID DISEASE.

9/20--GE950A

# NEWS

FROM

U. S. SENATOR  
Robert P. Griffin



353 SENATE OFFICE BLDG.

WASHINGTON, D. C. 20510

202-225-6221

FOR RELEASE:

IMMEDIATE

9-22-72

*Ageing*  
**GRIFFIN PROVISION PROVIDING REDUCED  
AIR FARES FOR SENIOR CITIZENS PASSES SENATE**

WASHINGTON, D. C. --- The Senate has passed legislation, co-sponsored by U. S. Senator Robert P. Griffin (R-Mich.) that would authorize the airlines to offer reduced fares on a space-available basis to senior citizens.

The provision, which passed by a voice vote, now goes to the House of Representatives for further action. It would, if it becomes law, apply the same reduced fare policy on a standby basis to senior citizens that many airlines now make available to youthful passengers.

Griffin told the Senate that authorizing the reduced fares would be beneficial both to senior citizens and the airlines. He noted that persons over 65 now account for only five per cent of all airlines passengers, and added that many airlines are operating at far less than capacity on many routes, especially on weekdays, and can use a new source of revenue.

"It is an unfortunate fact of life," Griffin said, "that many of our senior citizens are virtually imprisoned because economical transportation is not available. For example, in 1970 only one million of our 20 million senior citizens crossed a state line.

"Until our senior citizens are provided with adequate retirement income, including increased social security payments and better private pension security, they should not be denied basic services, such as transportation, which are available to the rest of our society.

"This amendment will provide a fair and reasonable opportunity for the elderly to travel across the country as well as overseas. It is an opportunity they richly deserve."

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*Aging*

HOLD FOR RELEASE UNTIL 1:00 PM (EST),  
THURSDAY, MARCH 23, 1972

Office of the White House Press Secretary

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THE WHITE HOUSE

TO THE CONGRESS OF THE UNITED STATES:

When I addressed the White House Conference on Aging last December, I pledged that I would do all I could to make 1972 a year of action on behalf of older Americans. This message to the Congress represents an important step in fulfilling that promise.

Many of the actions which are outlined in this message have grown out of concerns expressed at the White House Conference and at related meetings across the country. The message also discusses a number of steps that have already been taken or that were announced at an earlier date. All of these actions are part of our comprehensive strategy for helping older Americans.

The momentum which has been generated by all these steps -- old and new -- will move us toward the great national objectives which the White House Conference set forth. I pledge that this momentum will be sustained as we follow through on these initiatives and as we keep other recommendations of the White House Conference at the top of our agenda, under continuing review.

This message, then, does not represent the last word I will have to say on this important subject. It does, however, identify those administrative steps which we are taking immediately to help older Americans, along with a number of legislative initiatives which should be of highest priority on this year's Congressional agenda.

We often hear these days about the "impatience of youth." But if we stop to think about the matter, it is the elderly who have the best reason to be impatient. As so many older Americans have candidly told me, "We simply do not have time to wait while the Government procrastinates. For us, the future is now." I believe this same sense of urgency should characterize the Government's response to the concerns of the elderly. I hope and trust that the Congress will join me in moving forward in that spirit.

A COMPREHENSIVE STRATEGY FOR  
MEETING COMPLEX PROBLEMS

The role of older people in American life has changed dramatically in recent decades. For one thing, the number of Americans 65 and over is more than six times as great today as it was in 1900 -- compared to less than a 3-fold increase in the population under 65. In 1900, one out of every 25 Americans was 65 or over; today one in ten has reached his 65th birthday.

While the number of older Americans has been growing so rapidly, their traditional pattern of living has been severely disrupted. In an earlier era, the typical American family was multigenerational -- grandparents and even great-grandparents lived in the same household with their children and grandchildren, or at least lived nearby. In recent years, however, the ties of family and of place have been loosened -- with the result that more and more of our older citizens must live apart or alone. The rapid increase in mandatory retirement provisions has compounded this trend toward isolation.

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Under such conditions, other problems of older persons such as ill health and low income have become even more burdensome. And all of these difficulties are intensified, of course, for members of minority groups and for those who are blind or deaf or otherwise handicapped.

The sense of separation which has characterized the lives of many older Americans represents a great tragedy for our country. In the first place, it denies many older citizens the sense of fulfillment and satisfaction they deserve for the contributions they have made throughout their lifetimes. Secondly, it denies the country the full value of the skills and insights and moral force which the older generation is uniquely capable of offering.

The major challenge which confronts us, then, as we address the problems of older Americans is the new generation gap which has emerged in this country in recent decades between those who are over 65 and those who are younger. The way to bridge this gap, in my judgment, is to stop treating older Americans as a burden and to start treating them as a resource. We must fight the many forces which can cause older persons to feel dependent or isolated and provide instead continuing opportunities for them to be self-reliant and involved.

If we can accomplish this goal, our entire Nation will reap immense benefits. As I put it in my speech to the White House Conference on Aging, "...any action which enhances the dignity of older Americans enhances the dignity of all Americans, for unless the American dream comes true for our older generation, it cannot be complete for any generation."

From its very beginnings, this Administration has worked diligently to achieve this central objective. To assist me in this effort, I established a special task force on aging in 1969. In that same year, I elevated the Commissioner on Aging, John Martin, to the position of Special Assistant to the President on Aging, the first such position in history. Later, I created a new Cabinet-level Committee on Aging, under the leadership of the Secretary of Health, Education, and Welfare, to ensure that the concerns of the aging were regularly and thoroughly considered by this Administration and that our policies to help older persons were effectively carried out. To provide greater opportunity for older Americans to express their own concerns and to recommend new policies, I convened the White House Conference on Aging -- which met last December and which was preceded and followed by many other meetings at the grassroots level. I asked the Cabinet-level Committee on Aging to place the recommendations of the Conference at the top of its agenda. And I also asked the Chairman of the Conference, Arthur Flemming, to stay on as the first Special Consultant to the President on Aging, so that the voice of older Americans would continue to be heard at the very highest levels of the Government.

One dimension of our efforts over the last three years is evident when we look at the Federal budget. If our budget proposals are accepted, overall Federal spending for the elderly in fiscal year 1973 will be \$50 billion, nearly 150 percent of what it was when this Administration took office. One particularly important example of increased concern for the elderly is the fact that overall Federal spending under the Older Americans Act alone has grown from \$32 million in fiscal year 1969 to a proposed \$257 million in fiscal year 1973 -- an eight-fold increase. This figure includes the \$157 million I originally requested in my 1973 budget, plus an additional \$100 million which I am requesting in this message for nutrition and related services.

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How much money we spend on aging programs is only one part of the story, however. How we spend it is an equally important question. It is my conviction that the complex, interwoven problems of older Americans demand, above all else, a comprehensive response, one which attacks on a variety of fronts and meets a variety of problems.

This message outlines the comprehensive strategy which this Administration had developed for bridging the new generation gap and enhancing the dignity and independence of older Americans. That strategy has five major elements:

1. Protecting the income position of the elderly;
2. Upgrading the quality of nursing home care;
3. Helping older persons live dignified, independent lives in their own homes or residences -- by expanding and reforming service programs;
4. Expanding opportunities for older people to continue their involvement in the life of the country; and
5. Reorganizing the Federal Government to better meet the changing needs of older Americans.

#### A SUMMARY OF MAJOR INITIATIVES

In addition to discussing important actions which have been taken in the past or are now underway, this message focuses attention on the following major items of new and pending business.

1. To protect the income position of older Americans,

The Congress should:

-- enact H.R. 1 as soon as possible, thus providing older Americans with \$5-1/2 billion of additional annual income. H.R. 1 would increase social security benefits by 5 percent, make social security inflation-proof, increase widow, widower and delayed retirement benefits, liberalize earnings tests, and establish a floor under the income of older Americans for the first time;

-- repeal the requirement that participants in part B of Medicare must pay a monthly premium which is scheduled to reach \$5.80 this July. This step would make available to older persons an additional \$1.5 billion -- the equivalent of roughly another 4 percent increase in social security benefits for persons 65 and over;

-- strengthen the role played by private pension plans by providing tax deductions to encourage their expansion, requiring the vesting of pensions, and protecting the investments which have been made in these funds;

-- enact revenue sharing proposals designed to provide the opportunity for significant property tax relief; and

-- enact my proposed consumer protection legislation which deals with problems which are especially acute for older citizens.

The Administration will:

-- continue its investigation of alternative methods for financing public education in such a manner as to relieve the present heavy reliance on property taxes;

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-- propose major improvements in the military retirement system, including a one-time recomputation of retired pay;

-- continue the battle against price inflation, with special emphasis in the health care field;

-- develop a program to foster greater awareness among older citizens of their legal rights under the Interstate Land Sales Full Disclosure Act; and

-- develop a program designed to help each State create consumer education programs for older citizens.

2. To upgrade the quality of nursing home care,

The Congress should:

-- make it possible for the Federal Government to assume the entire cost of State inspection of homes receiving payments under the Medicaid program; and

-- approve my request for additional funds for training nursing home personnel.

The Administration will:

-- continue to strengthen and expedite other portions of my 8-point program for upgrading nursing homes, including my commitment to withdraw Federal funds from those homes that refuse to meet standards and to make adequate alternative arrangements for those who are displaced from sub-standard homes; and

-- develop proposals for protecting older persons in the purchase of nursing home services.

3. To help older persons live dignified, independent lives in their own homes or residences,

The Congress should:

-- appropriate the \$100 million I requested for the Administration on Aging in my 1973 budget;

-- appropriate an additional \$100 million for nutritional and related purposes;

-- appropriate \$57 million for other programs under the Older Americans Act, bringing total spending under this act to \$257 million -- an eight-fold increase over fiscal year 1969;

-- renew and strengthen the Older Americans Act, which so many older persons rightly regard as landmark legislation in the field of aging -- extending it for an indefinite period rather than for a specified period of years;

-- create a new, coordinated system for service delivery under this act, so that the Administration on Aging can help develop goals for such services, while State and area agencies create specific plans for achieving these goals; and

-- allow States and localities to use some of the funds now in the Highway Trust Fund to finance their mass transit programs, including special programs to help the elderly.

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The Administration will:

-- ensure that Departments and agencies involved in the field of aging identify the portion of their total resources that are available for older persons and ensure that use of these resources is effectively coordinated all across the Government;

-- strengthen the role already played by local officials of the Social Security Administration and other agencies in providing information about Federal services to older persons and in receiving their complaints;

-- launch this summer a new Project FIND -- a program which will enlist the services of Government workers at the grassroots level in an outreach effort to locate older persons who are not involved in Federal nutrition programs and who should be;

-- step up efforts to meet the special transportation needs of older Americans, giving priority to community requests for capital grants that aid the elderly from the Urban Mass Transportation Fund;

-- provide more and better housing for older Americans by issuing new guidelines for two HUD programs to make them more readily applicable to the elderly, by extending the mortgage maturity for the FHA-insured nursing home program, by drawing upon research of the Law Enforcement Assistance Administration to reduce crime, by encouraging the provisions of more space for senior centers within housing projects for the elderly, and by developing training programs in the management of housing for older persons.

4. To expand opportunities for older persons to continue their involvement in the life of our country,

The Congress should:

-- appropriate the funds I have requested for such action programs as Retired Senior Volunteers and Foster Grandparents;

-- authorize the ACTION agency to expand person-to-person volunteer service programs, helping more older Americans to work both with children and with older persons who need their help; and

-- broaden the Age Discrimination in Employment Act of 1967 to include State and local governments.

The Administration will:

-- work with 130 national voluntary groups across the country in a special program to stimulate volunteer action; and

-- develop a national program to expand employment opportunities for persons over 65, through programs such as Senior Aides and Green Thumb, by urging State and local governments to make job opportunities available under the Emergency Employment Act of 1971, by working through the public employment offices to open part-time job opportunities in both the public and private sector, and by reaffirming Federal policy against age discrimination in appointment to Federal jobs.

5. To improve Federal organization for future efforts,

The Administration will:

-- strengthen the Secretary of Health, Education,

and Welfare's Advisory Committee on Older Americans -- providing it with permanent staff capability to support its increased responsibilities;

-- arrange for the Commissioner of Aging, in his capacity as Chairman of the Advisory Committee on Aging, to report directly to the Secretary of Health, Education, and Welfare;

-- create a Technical Advisory Committee on Aging Research in the Office of the Secretary of Health, Education, and Welfare to develop a comprehensive plan for economic, social, psychological, health and education research on aging.

#### PROTECTING THE INCOME POSITION OF OLDER AMERICANS

Perhaps the most striking change in the lives of most Americans when they turn 65 is the sudden loss of earned income which comes with retirement. The most important thing we can do to enhance the independence and self-reliance of older Americans is to help them protect their income position. I have long been convinced that the best way to help people in need is not by having Government provide them with a vast array of bureaucratic services but by giving them money so that they can secure needed services for themselves. This understanding is fundamental to my approach to the problems of the aging.

The success of this income-oriented strategy depends in turn on giving effective attention to two factors: first, where older Americans' money comes from and second, what it is used for.

#### Where the Money Comes From: Reforming and Expanding Government Income Programs

The most important income source for most older Americans is social security. Accordingly, improvements in social security have been the centerpiece of this Administration's efforts to assist the elderly. Today, approximately 85 percent of all Americans over 65 receive regular cash benefits from social security, while 93 percent of those now reaching age 65 are eligible to receive such benefits when they or their spouses retire.

Since 1969, social security cash benefits have been increased twice -- a fifteen percent increase in January of 1970 and another ten percent increase one year later. These increases represent a \$10 billion annual increase in cash income for social security beneficiaries. As I suggested, however, in my 1969 message to the Congress concerning social security reform, bringing benefit payments up to date alone is not enough. We must also make sure that benefit payments stay up to date and that all recipients are treated fairly.

My specific proposals for achieving these ends are presently contained in the bill known as H.R. 1 -- legislation which is of overwhelming importance for older Americans. This bill passed the House of Representatives in the first session of the 92nd Congress and is presently pending before the Senate Finance Committee. I continue to believe firmly that H.R. 1 is the single most significant piece of social legislation to come before the Congress in many decades.

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Let us consider the several ways in which this legislation would help the elderly:

1. An Additional Increase in Social Security. Under H.R. 1, social security benefits would be increased by an additional 5 percent effective in June of 1972. This increase would provide \$2.1 billion in additional income for older Americans during the first full year that it is effective. It would mean that social security benefits would be one-third higher after this June than they were just 2-1/2 years ago. This represents the most rapid rate of increase in the history of the social security program.

2. Making Social Security "Inflation Proof." Under H.R. 1, social security payments would, for the first time, be automatically protected against inflation. Whenever the Consumer Price Index increased by 3 percent or more, benefits would be increased by an equal amount. Payments that keep pace with the cost of living would thus become a guaranteed right for older Americans -- and not something for which they have to battle again and again, year after year.

3. Increased Widows' Benefits. About 58 percent of the population age 65 and over are women, most of whom depend primarily on social security benefits earned by their husbands. Under the present law, however, widows are eligible for only 82-1/2 percent of the retirement benefits which would be paid to their late husbands if they were still alive. H.R. 1 would correct this situation by increasing widows' benefits to 100 percent of the benefits payable to their late husbands. It would similarly expand the eligibility of a widower for benefits payable to his late wife. Altogether, this provision would mean that about 3.4 million widows and widowers would receive increased benefits totaling almost three quarters of a billion dollars in the first full year.

4. Increased Benefits for Delayed Retirement. Under present law, those who choose not to retire at age 65 forfeit their social security benefits for the period between the time they are 65 and the time they finally retire. H.R. 1 would allow retirees to make up a portion of these lost benefits through higher payments after retirement. Benefits would increase by one percent for each year that a person had worked between the ages of 65 and 72.

5. Liberalized Earnings Tests. Like the increased benefit for delayed retirement, the liberalized earnings tests contained in H.R. 1 would encourage more of our older citizens to remain active in the economic life of our country. This is a step which I promised to take in the 1968 campaign and for which I have been working ever since.

It is high time this step was taken. Those who can work and want to work should not be discouraged from working -- as they often are under the present law. By reducing the barriers to work, we can increase the sense of participation among older citizens and at the same time tap their energies and experience more effectively.

Under H.R. 1, the amount that a beneficiary could earn without losing any social security would be increased from \$1,680 a year to \$2,000 a year. That ceiling, in turn, would be automatically increased each time there was a cost of living benefit increase in social security. In addition, for those who earn in excess of \$2,000, the potential

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reduction in social security payments would also be lessened. Under the present law, benefits are reduced by \$1 for each \$2 of extra earnings, but this rate applies only to the first \$1,200 earned above the exempt amount. Additional earnings beyond that level now cause benefits to be reduced on a \$1 for \$1 basis. Under H.R. 1, benefits would be reduced on a \$1 for \$2 basis for all earnings above \$2,000 -- no matter how much more a person earned.

6. Adult Assistance Reform. One of the most important elements of H.R. 1 -- and one of the most under-publicized -- is its provision to place a national floor under the income of every older American. H.R. 1 would replace the present Old Age Assistance program with a single, federally-financed program which would provide a monthly income of \$150 for an individual and \$200 for a couple when fully effective.

This program would assist 4.5 million elderly persons instead of the 2.1 million currently reached. It would also eliminate the practice of placing liens on homes as a condition of eligibility. Eligibility for assistance would be determined on the basis of need without regard to the income or assets of relatives. Relative-responsibility rules would not be a part of this new program.

I believe this reform is particularly important since it channels massive resources -- some \$2.8 billion in additional annual benefits -- to those whose needs are greatest.

7. Special Minimum Benefits. H.R. 1 would also provide special minimum benefits for people who have worked for 15 years or more under social security. The guaranteed minimum benefit would range from \$75 a month for a person who had worked 15 years under social security to \$150 a month for a person with 30 years of such work experience. At maturity, this provision would increase overall benefit payments to \$600 million.

#### H.R. 1: The Need for Prompt Action

In addition to all of these benefits for older people, H.R. 1 would have enormous benefits for many younger Americans as well. Clearly the passage of this bill is a matter of the very highest priority. I have made that statement repeatedly since I first proposed this far-reaching program in 1969. As I make that statement again today, I do so with the conviction that further delay is absolutely inexcusable. To delay these reforms by even one more year would mean a loss for older Americans alone of more than \$5 billion.

It is my profound hope that the Senate will now carry forward the momentum which has been generated by the passage of H.R. 1 in the House of Representatives, thus seizing an historic opportunity -- and meeting an historic obligation.

#### Where the Money Comes From: Military, Veterans and Federal Employee Benefits

We are also making significant progress toward improving the retirement income of career military personnel, veterans and Federal employees.

1. To improve military benefits, I will soon submit legislation to the Congress for recomputing retirement pay on the basis of January 1, 1971 pay scales, thus liberalizing annuities for current retirees. I will also submit legislation to provide -- for the first time -- full annuities for retired reservists at an earlier age, and to revise benefit

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payments so that retirees receive their full annuities when they are most needed, at the conventional age of full retirement. I hope these proposals will receive favorable consideration.

In addition, I support legislation to provide military retirees with a less expensive survivor annuity plan -- one which is similar to that now provided to retired civil servants.

2. Benefits for veterans are also improving. Our efforts to improve both the quality of care and the number of patients treated in Veterans Administration hospitals will have a major impact on older veterans, since more than one-fourth of all VA patients are over 65. The staff to patient ratio at VA hospitals will be increased to 1.5 to 1, an all-time high, if our budget proposals are accepted.

The fiscal year 1973 budget also provides for further increases in nursing home care with the result that the authorized number of VA-operated nursing beds will have doubled since 1969 and the number of community contract beds and State home beds built and operated with VA subsidies will have increased by one-third over the same period.

In addition, I have signed into law significant improvements in pensions for elderly veterans which relate benefits more closely to need and protect recipients from income loss because of increases in the cost of living. In January of 1971, pensions were increased by an average of 9.6 percent. One year later, they went up an additional 6.5 percent and a new formula was adopted relating benefits more closely to need for the first time.

3. Federal Employee Benefits are also up. Retirement benefits for Federal employees have been liberalized in several instances, and -- under a more generous formula for determining cost of living increases -- annuities have gone up nearly 16 percent in the last 2-1/2 years. In addition, the Government's contribution to Federal health benefit premiums of current and retired employees has been substantially increased.

#### Where the Money Comes From: Reforming the Private Pension System

Only 21 percent of couples now on our social security rolls and only 8 percent of non-married beneficiaries are also receiving private pensions. While this picture will improve somewhat as workers who are now younger reach retirement, nevertheless -- despite the best efforts of labor and management -- only half the work force is presently covered by private pension plans. As the White House Conference on Aging pointed out, the long-range answer to adequate income for the elderly does not lie in Government programs alone; it also requires expansion and reform of our private pension system.

Late last year, I submitted to the Congress a five-point program to achieve this goal. It includes the following items:

1. Tax deductions to encourage independent savings toward retirement. Individual contributions to group or individual pension plans should be made tax deductible up to the level of \$1500 per year or 20 percent of earned income, whichever is less. Individuals should also be able to defer taxation of investment earnings on these contributions.

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2. More generous tax deductions for pension contributions by self-employed persons. The annual limit for deductible contributions to pension plans by the self-employed -- on their own behalf and for those who work for them -- should be raised from \$2,500 or 10 percent of earned income, whichever is less, to the lesser of \$7,500 or 15 percent of earned income.

3. Requiring the vesting of pensions. Persons who have worked for an employer for a significant period should be able to retain their pension rights even if they leave or lose their jobs before retirement. Unfortunately, many workers do not now have this assurance -- their pensions are not vested. To change this situation, I have proposed a new law under which all pensions would become vested as an employee's age and seniority increased. Under this law, the share of participants in private pension plans with vested pensions would rise from 31 percent to 47 percent and the overall number of employees with vested rights would increase by 3.6 million. Most importantly, among participants age 45 and older, the percentage with vested pensions would rise from 60 percent to 92 percent.

4. The Employee Benefits Protection Act. This legislation was first proposed to the Congress in March of 1970; it was strengthened and resubmitted in 1971. It would require that pension funds be administered under strict fiduciary standards and would provide certain Federal remedies when they are not. It would also require that plans provide full information to employees and beneficiaries concerning their rights and benefits.

5. A study of pension plan terminations. In my December message, I also directed the Departments of Labor and the Treasury to undertake a one-year study concerning the extent of benefit losses which result from the termination of private pension plans. This study will provide the information we need in order to make solid recommendations in this field, providing needed protection without reducing benefits because of increased costs.

#### Where the Money Goes: The Burden of Health Costs

Growing old often means both declining income and declining health. And declining health, in turn, means rising expenditures for health care. Per capita health expenditures in fiscal year 1971 were \$861 for persons 65 and older, but only \$250 for persons under 65. In short, older Americans often find that they must pay their highest medical bills at the very time in their lives when they are least able to afford them.

Medicare, of course, is now providing significant assistance in meeting this problem for most older Americans. In fiscal year 1971, this program accounted for 62 percent of their expenditures for hospital and physicians services and 42 percent of their total health payments. In addition, an estimated 40 percent of Medicaid expenditures go to support the health costs of the elderly, while other programs provide significant additional assistance.

But serious problems still remain. Accordingly, this Administration has been working in a number of ways to provide even more help for the elderly in the health-care field. One of our most important proposals is now pending before the Congress. I refer to the recommendation I made more than a year ago that the Congress combine part B of Medicare -- the supplementary medical insurance program, with part A -- the hospital insurance program, thus eliminating the special monthly premium which older persons

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must pay to participate in part B -- a premium which will reach \$5.80 per month by July. I have reaffirmed my commitment to this important initiative on other occasions and today I affirm it once again. Elimination of the premium payment alone would augment the annual income of the elderly by approximately \$1.5 billion, the equivalent, on the average, of almost a 4 percent increase in social security for persons 65 and over. I hope the Congress will delay no longer in approving this important proposal.

Our concern with health costs for older Americans provides additional reasons for the prompt approval of H.R. 1. Under that bill:

-- Provision is made for extending Medicare to many of the disabled (about 60 percent of whom are age 55 and over) who are drawing social security benefits and who have had to give up work before reaching regular retirement age;

-- Medicare beneficiaries would have the opportunity to enroll in Health Maintenance Organizations -- organizations which I strongly endorsed in my special message on health policy because of my conviction that they help to prevent serious illness and also help to make the delivery of health care more efficient;

-- Provision is made for removing the uncertainties relative to coverage under Medicare when a person needs to use extended care facilities after hospitalization.

In my recent message to Congress on health policy, I indicated a number of other measures which will help reduce the cost of health care. I spoke, for example, of the special attention we have been giving under Phase II of our New Economic Policy to the problem of sky-rocketing health costs, through the special Health Services Industry Committee of the Cost of Living Council. I indicated that a number of cost control features would be introduced into the Medicare and Medicaid reimbursement processes -- with the overall effect of reducing health costs. I have also called for new research efforts in fields such as heart disease, cancer, and accident prevention -- initiatives which also promise to reduce health problems -- and health bills -- for older persons.

#### Where the Money Goes: Inflation

Inadequate retirement incomes are strained even further when inflation forces older persons to stretch them to meet rising costs. Because older persons are uniquely dependent on relatively fixed incomes, they are uniquely victimized by the ravages of inflation. While my proposals for making social security benefits inflation-proof will provide significant help in defending the elderly against this menace, it is also important that we take on this enemy directly -- that we curb inflationary pressures.

This goal has been a central one of this Administration. When I came to office this country was suffering from a massive wave of price inflation -- one which had resulted in large measure from the methods chosen to finance the Vietnam War. The problem of reversing this wave by conventional methods was a more stubborn problem, frankly, than I expected it to be when I took office. By the summer of 1971, it became clear that additional tools were needed if inflation was to be quickly and responsibly controlled. Accordingly, I announced last August a New Economic Policy -- one which has received the strong support of the Congress and the American people.

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I have been especially gratified that older Americans -- whose stake in the battle against inflation is so high -- have rallied to support this new economic program. With their continued support -- and that of all the American people -- we can carry this battle forward and win a decisive victory.

One key element in that battle, of course, is to be sure that Government spending programs, including those which help the elderly, are responsibly financed. If they are not, then inflation will merely be reignited and Government policy will merely be robbing older Americans with one hand of the aid it gives them with the other.

#### Where the Money Goes: Property Taxes

Two-thirds of all older citizens -- and 78 percent of older married couples -- own their own homes. For these Americans -- and for many younger Americans as well -- the heavy and growing burden of property taxes constitutes one of the most serious of all income-related problems. Even those who rent their homes often bear an unfair burden since property tax increases are frequently passed along in the form of higher rents. The reason these burdens are so onerous, of course, is that the income from which property taxes must be paid by the elderly is usually going down at the very time the taxes are going up.

Property taxes in the United States have more than doubled in the last ten years. The problems which this fact implies are felt by Americans of all ages. But elderly Americans have a special stake in their solution.

I am committed to doing all I can to relieve the crushing burden of property taxes. I have been proceeding toward this end in two ways. First, I am continuing to push for passage of our General and Special Revenue-Sharing proposals, legislation which would channel some \$17 billion into State and local budgets and thus provide a significant opportunity for property tax relief. At the same time, as I indicated in my recent State of the Union Address, I am also moving to change the system through which we finance public education. In developing a new approach, I will draw on the recommendations of the President's Commission on School Finance, the Advisory Commission on Inter-governmental Relations, and other analyses such as those which are being performed under the direction of the Secretaries of the Treasury, and of Health, Education, and Welfare. The purpose of this intensive investigation is to develop ways of putting this Nation's educational system on a sounder financial footing while helping to relieve the enormous burden of school property taxes.

#### Reducing Income Tax Burdens

Recently approved and pending changes in the income tax laws also provide special help to older persons. Under these provisions, a single person age 65 or over would be able to receive up to \$5,100 of income without paying any Federal income taxes, while a married couple with both husband and wife 65 or over would be able to receive up to \$8,000 of such tax-free income.

#### Where the Money Goes: Protecting Elderly Consumers

The quality of life for older Americans depends to a large extent upon the responsiveness of the marketplace to their special needs. It is estimated that elderly persons now spend over \$60 billion for goods and services every year -- and they will be able to spend billions more if my proposals for increasing their income are enacted. Our economy should be responsive to the needs of older Americans; they have a high stake in advancing consumer protection.

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Through organizational changes, administrative actions and legislative recommendations, this Administration has been working to provide needed protection for the American consumer in general -- and for the older consumer in particular. The several pieces of consumer legislation which I have submitted to the Congress are designed to reduce dangers which are especially acute for older consumers -- and I again urge their enactment.

In addition, I am asking my Special Assistant for Consumer Affairs, in cooperation with the Secretary of Housing and Urban Development, to develop a program for helping to enforce the Interstate Land Sales Full Disclosure Act by fostering greater awareness among older citizens of their legal rights under this legislation.

Recognizing that the complexity of today's marketplace demands great sophistication by the individual consumer, our primary and secondary schools have stepped up their programs for consumer education. Unfortunately, many older Americans have never had the opportunity to benefit from such programs. The Office of Consumer Affairs is therefore developing guidelines for adult consumer education programs with particular emphasis on the needs of the elderly. To carry out these guidelines, I am asking my Special Assistant for Consumer Affairs, working in cooperation with the Secretary of Health, Education, and Welfare, to develop a program of technical assistance to help the States create consumer education programs specifically designed for older citizens.

#### A Comprehensive Effort for Improving Income

The key characteristic of my strategy for protecting the income position of older Americans is its comprehensiveness. For it would help to augment and protect the income older persons derive from social security, adult assistance, Federal military, veterans and civilian benefits, and private pensions, while at the same time curbing the cruel drain on those incomes from rising health costs, inflation, taxes and unwise consumer spending. I hope now that the Congress will respond promptly and favorably to these proposals. If it does, then the purchasing power of the elderly can be enhanced by billions of dollars a year -- an achievement which could do more than anything else to transform the quality of life for Americans over 65.

#### UPGRADING THE QUALITY OF NURSING HOME CARE

Income related measures can help more older Americans to help themselves; they build on the strong desire for independence and self-reliance which characterizes the older generation. We must recognize, however, that some older Americans -- approximately five percent by recent estimates -- cannot be primarily self-reliant. These older men and women require the assistance provided by skilled nursing homes and other long-term care facilities. For them, a dignified existence depends upon the care and concern which are afforded them in such settings.

In June of 1971, at a regional convention of the National Retired Teachers Association and the American Association of Retired Persons, I pledged to meet the challenge of upgrading nursing home care in America. I expressed my determination that nursing homes, for those who need them, should be shining symbols of comfort and concern. I noted that many such facilities provide high quality care, but that many others fall woefully short of this standard. I observed

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that those who must live in such facilities are virtual prisoners in an atmosphere of neglect and degradation.

Following that speech, I directed the development of an action plan to improve nursing home care and I announced that 8-point plan in August of 1971. I am pleased to be able to report that we have made significant progress in carrying out that plan. We have delivered on all of the eight promises implied in that program. Let us look at each of them:

1. Training State Nursing Home Inspectors - Through February of 1972, almost 450 surveyors had been trained in federally-sponsored programs at three universities. Contract negotiations are underway to continue ongoing programs and to establish new ones at two university training centers.

2. Complete Federal Support of State Inspections Under Medicaid - Legislation to raise the level of financial participation by the Federal Government in this activity to 100 percent was submitted to the Congress on October 7, 1971, as an amendment to H.R. 1. This proposal is awaiting Congressional action.

3. Consolidation of Enforcement Activities - A new Office of Nursing Home Affairs has been established in the Office of the Secretary of Health, Education, and Welfare. This unit is directly responsible for coordinating all efforts to meet our July 1, 1972, deadline for inspections of skilled nursing homes and for certification of these facilities in accordance with proper procedures.

4. Strengthening Federal Enforcement - 142 new positions have been allocated to the Medical Services Administration to enforce Medicaid standards and regulations. Added emphasis is being placed on the audit process as a tool for enforcement; 34 additional positions are being added in HEW's Audit Agency to perform audits of nursing home operations.

5. Short-term Training for Professional and Para-professional Nursing Home Personnel - This program is currently funded at the \$2.4 million level and is scheduled to train 20,000 persons. The fiscal year 1973 budget which I submitted to the Congress contains \$3 million to train an additional 21,000 persons.

6. Assistance for State Investigative Units - A program to develop and test investigative-ombudsman units to respond to individual complaints and to other problems in the nursing home area has also been initiated. As an interim mechanism, nearly 900 social security district and branch offices have been designated as listening posts to receive and investigate complaints and suggestions about nursing home conditions.

7. Comprehensive Review of Long-term Care - The Office of Nursing Home Affairs is now carrying out a comprehensive analysis of issues related to long-term care.

8. Cracking Down on Substandard Nursing Homes - Progress is also being made on this important front. Last December I signed legislation which, among other things, authorizes Federal quality standards for intermediate care facilities, thus giving us additional authority to guarantee a decent environment for those who live in long-term care facilities.

Every State providing nursing home care under the Medicare and Medicaid programs has now installed systems for surveying and certifying nursing homes. In the area of fire-safety and other safety guidelines, a coordinated set of standards for homes providing care under these programs is being put into effect.

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Medicaid compliance activities have also been stepped up. Onsite Federal reviews of State Medicaid certification procedures have been carried out. Deficiencies in those procedures were found in 39 States. These deficiencies were publicly announced by the Secretary of Health, Education, and Welfare on November 30, 1971, along with a timetable for correcting them. Since that time, 38 of the 39 States have made the necessary corrections. We have determined that every facility receiving Medicaid funds must have been inspected and correctly certified by July 1, 1972.

While we prefer to upgrade substandard homes rather than shut them down, we will not hesitate to cut off money when that is necessary. As of February 11, 1972, in fact, 13 extended care facilities had been decertified for participation in Medicare. In such cases, as I have often pledged before, we are firmly committed to seeing that adequate alternative arrangements are made for those who are displaced.

In fiscal year 1971, the Federal Government contributed \$1.2 billion to the cost of nursing home care. We should also remember, however, that more than 40 percent of the annual expenditure for nursing homes is borne by private sources. In addition to seeing that Federal tax dollars are properly spent in this area, it is also important that private individuals are protected when they purchase nursing home services. I have asked the Secretary of Health, Education, and Welfare to develop proposals to deal with this dimension of the nursing home challenge.

#### SPECIAL SERVICES TO FOSTER INDEPENDENCE

Improving the income position of older Americans and upgrading nursing homes -- these are two concerns which have been of highest priority for this Administration in the past and which will continue to be central in the future. As we work to develop a truly comprehensive strategy, however, other agenda items have also been emerging as areas of special emphasis, particularly those involving public and private services which can help older persons live dignified, independent lives in their own homes for as long as possible.

#### Increased Resources for the Administration on Aging

Since the passage of the Older Americans Act in 1965, the Administration on Aging has had the lead Federal role in developing and coordinating such services. While that office has accomplished many significant things, the importance and urgency of its mission have outstripped its financial resources.

It was to help remedy this situation that I announced at the White House Conference on Aging last December that I would call for a five-fold increase in the budget of the Administration on Aging -- from \$21 million to \$100 million. As I will discuss below in greater detail, I am now requesting an additional \$100 million for nutritional and related purposes, money which would also be spent through the Administration on Aging.

With this substantial increase in funds, we would be able to step up significantly our efforts to develop and coordinate a wide range of social and nutritional services for older Americans. Our central aim in all of these activities will be to prevent unnecessary institutionalization -- and to lessen the isolation of the elderly wherever possible.

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### Extending the Older Americans Act

Since its passage in 1965, the Older Americans Act has served as an important charter for Federal service programs for the elderly. Unless the act is promptly extended, however, the grant programs it authorizes will expire on June 30th. This must not happen. I therefore urge that this landmark legislation be extended -- and that the extension be indefinite, rather than limited to a specific period of time.

### Strengthening the Planning and Delivery of Services

In addition, I am asking that the Older Americans Act be amended to strengthen our planning and delivery systems for services to the elderly. Too often in the past, these "systems" have really been "non-systems," badly fragmented, poorly planned and insufficiently coordinated. My proposed amendments are designed to remedy these deficiencies.

We should begin by helping to develop and strengthen the planning capacities of the State agencies on aging and of new area agencies on aging which would be established within each State. Up to 75 percent of the administrative costs of these new area planning agencies would be funded by the Administration on Aging, which would also establish general goals to which activities at the State and local levels would be directed. One of the major priorities would be to enhance and maintain the independence of older citizens.

The State and area planning agencies would plan for the mobilization and coordination of a wide range of resources -- public and private -- to meet such goals. The Administration on Aging would be authorized to fund up to 90 percent of the cost of social and nutritional services provided under plans developed by the area planning agencies. In fiscal year 1973, \$160 million would be allocated in formula grants for nutritional and social services. An additional \$40 million would be allocated in special project assistance to develop new and innovative approaches and to strengthen particularly promising area plans.

By establishing overall objectives and by providing both money and mechanisms for a stronger planning and coordination effort, we can ensure that resources and energies which are now widely scattered and fragmented can be pulled together in ways which will notably increase their impact.

### Coordinating Federal Efforts

Even as we strengthen coordination at grassroots levels, so we must do a better job of coordinating Federal programs. As this message makes clear, efforts are being made all across our Government to help older citizens. But if there was one clear message at the White House Conference on Aging, it was that this wide range of Federal resources must be better coordinated. To help achieve this important objective, I have directed my Special Consultant on Aging to work with all these agencies in an intense new effort to develop coordinated services.

As the first step in this effort, I have directed those agencies whose programs have a major impact on the lives of older persons to provide the Cabinet-level Committee on Aging, within sixty days, with the amounts they identify as serving the needs of the elderly. In addition, I am directing that each agency identify, within the total amount it expects to spend for its aging programs, a sum that will be available to the States and localities for purposes related to the Older Americans Act. The Administration on Aging will then provide

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this information to the States so that it can be utilized in the State and local planning process. State aging agencies will also be able to transmit their views on proposed Federal programs, thereby furthering the interchange of information and strengthening overall coordination.

Under these procedures, we can ensure that all resources for helping the elderly are fully marshalled and coordinated, in a way which is responsive to the special needs of every State and locality in our land.

#### Establishing Information and Complaint Centers

We must also work to improve communications between the Federal Government and older Americans and to alert the Government to areas of special need. Because older persons often have some difficulty moving about conveniently, and because services are often fragmented and channeled through complex bureaucratic mechanisms, it is especially important that the elderly have one place to turn where they can obtain needed information and let their views be heard.

As I have already noted, we have been moving in this direction under my program to upgrade the quality of nursing home care. Following the directive which I announced at the White House Conference on Aging, Social Security offices have also been expanding their information and referral services for the elderly. District and branch offices are now handling more than 200,000 such inquiries each month -- and that number is expected to increase. A task force is now at work within the Social Security Administration to examine ways of improving this service.

As another step in this direction, I have directed the Cabinet-level Committee on Aging to examine ways in which we can use other Government offices -- such as the General Services Administration's Federal Information Centers and the Agricultural Extension Service's local offices -- in further expanding and improving our information and complaint services.

#### Fighting Hunger and Malnutrition

In addition to our overall funding and coordination proposals concerning Federal services, we are also moving ahead in a variety of specific service areas. One of the most important is the fight against hunger and malnutrition among the elderly.

The thought that any older citizens -- after a lifetime of service to their communities and country -- may suffer from hunger or malnutrition is intolerable. Happily, since I submitted my message on hunger and nutrition to the Congress in May of 1969, we have made significant strides toward eliminating this problem among all age groups in America. Our efforts to increase incomes have been central to this endeavor, of course. But our special food assistance programs have also been substantially augmented.

If my budget proposals for fiscal year 1973 are accepted, overall spending for food stamps will have increased nine-fold since 1969. In the coming fiscal year, an estimated 2 million elderly participants in the Food Stamp Program will receive benefits of \$343.5 million, compared with only \$45.8 million in fiscal year 1969. Virtually every county in the Nation now offers either the Food Stamp or the Food Distribution Program; in early 1969, nearly 500 counties offered neither. In all, 2.5 million older Americans benefit from at least one of these programs.

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Food assistance is important to the elderly. They benefit not only from nutritious food but also from the activity of preparing meals and sharing mealtimes with others. To maximize these benefits, the Department of Agriculture in January revised its regulations to improve the nutrition program and expand participation.

But more needs to be done. Many older persons who are entitled to food stamps or to surplus commodities are still not receiving them. Why is this the case? In many instances, older Americans do not realize they are eligible for participation. The agencies which provide assistance are often unaware of older persons who need their services. Some older persons choose not to participate -- out of pride or out of fear that accepting food assistance may subject them to the arbitrary treatment they associate with the present welfare system. In some cases, older persons want to participate but find that necessary transportation is unavailable.

To overcome the barriers which keep older Americans from full participation in food assistance programs, we are launching this year a major outreach campaign called Project FIND. This campaign will be conducted through a senior citizen awareness network made up of federally operated or funded field offices and outreach workers. It is my hope that Federally-supported personnel will be augmented in this effort by volunteers from State local government offices and from the private sector. For ninety days, all these workers will go out across our country to find those who should be participating in nutrition programs but who are not yet involved.

Last night, I signed into law S. 1163, a new national nutrition program for the elderly. This program will provide prepared meals in a group setting and delivered meals for those who are confined to their homes. I welcome this effort. Because of my strong feeling that this area should be one of priority action, I will submit to the Congress -- as I suggested above -- an amendment to my 1973 budget to provide an additional \$100 million for nutritional and related services. My proposed amendments to the Older Americans Act would further strengthen this effort by ensuring that the Food Stamp Program is planned as part of a more comprehensive service effort.

Other steps will also be taken in this area. In some areas, for example, space at federally-assisted housing projects will be utilized for feeding older persons. The support of State and local governments, of civic and religious organizations and of the food services industry will also be solicited. Maximum use will be made of existing technical resources, including skilled personnel who have worked with the school lunch program and other special programs of the Department of Agriculture. The time has come for marshalling all of our resources in a comprehensive campaign to meet the nutrition needs of older Americans.

#### Providing Better Transportation for the Elderly

For many older Americans, lack of mobility means poor access to friends and relatives, to government services and to meaningful participation in the community. Unless we meet the challenge of providing better transportation for older persons, our efforts in other fields will not be as effective as they should be. This is why I told the delegates to the White House Conference on Aging that I would, by administrative action, require that Federal grants which provide services for older persons also ensure that the transportation needed to take advantage of these services is available.

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In addition, the Department of Transportation is significantly increasing its program for developing new ways to meet the public transportation needs of older persons. The approaches which are being tested include special new transportation services to take elderly citizens from housing projects and other residential areas to hospitals, senior citizen centers, social service agencies, employment opportunities and the like; and demand-responsive services whereby the elderly are picked up at their doorsteps and taken to specific desired destinations.

Once new ways have been developed for meeting the transportation needs of the elderly, we must also make them generally available. One proposal which could help significantly in this effort is the recommendation recently submitted to the Congress by the Secretary of Transportation under which some of the funds now in the Highway Trust Fund could be used by States and localities to augment resources in the mass transportation area.

I hope the Congress will give prompt approval to this important plan. The flexibility it provides would allow State and local officials -- who know best the transportation needs of the elderly within their own jurisdictions -- to give special consideration to meeting those needs. I am asking the Secretary of Transportation to develop specific suggestions for assisting the States and localities in these undertakings.

In addition, the Department of Transportation is ready to give priority attention to community requests for helping older Americans through capital grants from the Urban Mass Transportation Fund and is willing to commit significant resources to this end. I urge the States and localities to move immediately to take advantage of these resources.

#### Meeting the Housing Needs of Older Citizens

This Administration has also worked hard to respond to the very special housing needs of older Americans. It is expected, for example, that an all-time record in producing subsidized and insured housing and nursing homes for the elderly will be achieved this year by the Department of Housing and Urban Development. In the current fiscal year, nearly 66,000 units of subsidized housing for the elderly will be funded under HUD's housing assistance programs -- a figure which should rise to over 82,000 in fiscal year 1973. In addition, accommodations for over 14,000 people, mostly elderly, will be provided this fiscal year under HUD's nursing and intermediate care facility programs -- and nearly 18,000 such accommodations will be provided next year. Finally, a large number of elderly citizens will benefit from other housing funded by this year's record number of nearly 600,000 subsidized housing unit reservations. Clearly, we are making substantial progress in this important area.

A number of other administrative steps have also been taken to ensure that this new housing is responsive to the special needs of the elderly. For example, Secretary Romney recently announced new guidelines for the Section 236 subsidized rental program for lower income elderly tenants. These guidelines will help ensure greater variety in building types, including highrise structures, and more flexibility in their locations. As a result of these guidelines, older persons will find such housing arrangements even better suited to their particular needs.

The Department of Housing and Urban Development has also issued initial guidelines for the new Section 106 (a) program which will provide technical assistance to non-profit

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sponsors of low and moderate income housing -- including housing which is specially designed for the elderly.

In addition, the Department will extend the mortgage maturity for its Federal Housing Administration insured nursing home program up to a maximum of 40 years. This decision will not only reduce monthly occupancy charges to patients, but it will also enable sponsors of residential housing to "package" residential and nursing home complexes more easily. The proximity of these facilities will permit elderly persons temporarily to vacate their residential units for short term nursing care -- and at the same time remain close to family, friends, and the environment to which they are accustomed.

I have also directed the Secretary of Housing and Urban Development to work with the Administration on Aging in developing training programs dealing with the management of housing for the elderly.

The Law Enforcement Assistance Administration has undertaken an intensive research effort to determine factors which encourage or inhibit crime in residential settings and to develop total security systems to reduce crime in housing projects. The Department of Housing and Urban Development plans to use the results of this effort in its housing programs. I have also made grant funds available through the Law Enforcement Assistance Administration for reducing crime in areas housing older persons. Already, in two cities, funds have been granted specifically for this purpose.

Crime is an especially serious problem for our older citizens. Through these and other measures, we will continue our strong effort to meet this challenge.

Two years ago my task force on aging observed that "older persons would make greater use of many of the services society intends them to receive if these services were made more accessible to them. One reason that the number of senior centers has increased so fast is because centers facilitate the packaging, marketing, and delivery of services." The task force also noted that, "although the number of senior centers has rapidly grown in recent years, centers are still too limited in number to reach more than a fraction of the older population." In my judgement, a natural location for a senior center is a housing facility occupied primarily by older persons.

The Department of Housing and Urban Development administers two housing programs under which such facilities can be made available to older persons living in the project and in the surrounding neighborhood: the Section 236 Program and the Public Housing Program. Both of these programs provide specially designed housing for lower income older persons. The law under which these programs are administered contains language which allows the financing of facilities designed primarily for use by older persons including "cafeteria or dining halls, community rooms, workshops, infirmaries, ... and other essential service facilities."

To increase the supply of well located senior centers, I have instructed the Department of Housing and Urban Development to encourage greater provision of community space for senior centers within subsidized housing projects for the elderly. The Department will consider the community's overall need for these centers in determining the appropriate scale of centers within such housing projects.

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On other fronts, the Farmers Home Administration in the Department of Agriculture is taking steps to meet the housing needs of elderly persons who live in rural areas. Under the Section 502 program, for example, thousands of elderly families have received millions of dollars in loans for home ownership and repair. The Section 515 program, which provides favorable interest loans with repayment periods of up to 50 years to stimulate the development of rental housing in rural areas, has also moved forward. Rental units financed under this program have tripled from 1969 to 1973.

#### EXPANDING OPPORTUNITIES FOR INVOLVEMENT

It is important that we give sufficient attention to the things our Nation should be doing for older Americans. But it is just as important that we remember how much older Americans can do for their Nation. For above all else, what our older citizens want from their country is a chance to be a part of it, a chance to be involved, a chance to contribute.

I am determined that they will have that chance. For as I told the White House Conference, "we cannot be at our best if we keep our most experienced players on the bench." This Administration is deeply committed to involving older citizens as actively as possible in the life of our Nation -- by enhancing their opportunities both for voluntary service and for regular employment.

#### Improving Voluntary Service Programs

Voluntary social action has long been recognized as one of the great distinguishing characteristics of America, a force which has helped to unite and focus our diverse people in the pursuit of common goals. And even as the voluntary spirit has helped our country move forward more effectively, it has also provided those who have volunteered for service with a greater sense of fulfillment.

The voluntary spirit is particularly relevant to the lives of older Americans. The White House Conference on Aging, for example, called attention to "ways in which older Americans could fulfill themselves by giving service to one another and to their communities." Delegates to the Conference called for "a national policy...to encourage older adults to volunteer," and urged "that existing national older adult voluntary programs should be expanded and funded at adequate levels in order to serve extensive numbers of volunteers." They urged a mobilization of public and private organizations to strengthen the volunteer movement.

I agree completely with these judgments. That is why, at the time of the White House Conference, I pledged to move successful voluntary programs from demonstration status to full operation on the national level, an expansion effort that is rapidly moving forward.

I requested, for example, that the Foster Grandparent program be doubled to \$25 million, providing for 11,500 foster grandparents to serve 23,000 children each day -- 50,000 children in all each year -- in some 450 child care institutions throughout the country. I also asked that ACTION's Retired Senior Volunteer Program (RSVP) be tripled to \$15 million so that as many as 75,000 senior volunteers could be involved in community services.

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When the RSVP program has developed to the full extent permitted by the new appropriations, as many as 11,000 volunteers will be serving older persons in nursing homes and other extended care facilities, bringing companionship and personal assistance to some 45,000 residents who might otherwise be lonely and isolated. At the same time, as many as 13,000 part-time RSVP volunteers will be serving as homemaker and health aids, enabling thousands of older persons to continue to live in their own homes. By using senior volunteers in a variety of programs, we can foster that human contact which brightens the lives both of those who are served and those who volunteer.

But other new steps are also needed in this area.

As one such step, the Congress should enact legislation which would enable the ACTION agency to expand person-to-person volunteer service programs for older Americans. These efforts would build on the successful experience of the Foster Grandparent program. One important characteristic of such programs is that so much good can be accomplished, so many people helped, for a relatively small dollar investment. It would indeed be tragic if we did not capitalize on this opportunity.

Measures are also needed to improve coordination among the many Federal and non-Federal volunteer activities which affect the aging. As one important step in this direction, the Administration on Aging and the National Center for Voluntary Action have enlisted the cooperation of 130 national voluntary organizations in a program to help older men and women in 300 communities live dignified lives in the familiar settings of their own homes. Too often, older Americans are displaced from such settings simply because small problems such as simple home repairs, shopping and trips to obtain health care have become too difficult. And yet, with only minimal assistance from volunteers, these problems could easily be met.

I have directed the ACTION agency to work in every possible way to help provide such assistance. Already, the RSVP program is moving forward in this area. I am confident that other ACTION program volunteers can also make a major impact in this field. It is my hope, too, that communities will consider the elderly residents of federally assisted housing projects as a source of volunteer manpower for serving other older persons.

As we move ahead with this entire program, we should take encouragement from successes of the past. One which is particularly noteworthy is the program in Mount Vernon and Edmunds, Washington, where local citizens have designed a unique bridge across the generation gap called STEP -- Service To Elderly Persons. Under this program, volunteers from the local high schools have undertaken, on a regular basis, to assist elderly persons in performing small tasks, while at the same time providing them with companionship and renewed hope. Everyone gains from a program of this sort. If leaders at every level are alert to such possibilities, our progress can be enormous.

Often in quiet ways, the people of the United States have been responding to the challenges of our society with compassion and resourcefulness. Now it is for those of us who have the responsibility for national leadership to provide the Federal assistance which can help such voluntary efforts go even further and accomplish even more.

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### Employment Opportunities for Older Citizens

Discrimination based on age -- what some people call "age-ism" -- can be as great an evil in our society as discrimination based on race or religion or any other characteristic which ignores a person's unique status as an individual and treats him or her as a member of some arbitrarily-defined group. Especially in the employment field, discrimination based on age is cruel and self-defeating; it destroys the spirit of those who want to work and it denies the Nation the contribution they could make if they were working.

We are responding to this problem in a number of ways. The Department of Labor, for example, has filed over 80 suits under the Age Discrimination in Employment Act of 1967 -- 30 of which have been successfully concluded. I will soon propose to the Congress that this act be broadened to include what is perhaps the fastest growing area of employment in our economy -- the State and local governments. I will also send a directive to the heads of all Federal departments and agencies reaffirming and emphasizing our policy that age shall be no bar to a Federal job which an individual is otherwise qualified to perform.

The Age Discrimination in Employment Act relates to persons between the ages of 45 and 65. I recognize that persons falling within this age group are confronted with special problems in the employment area and that we should do everything we can to resolve these problems. It is also important, however, that we help open employment opportunities for persons over 65. To this end, I have requested the Secretary of Labor to urge the States and local communities to include older persons in the opportunities provided by the Emergency Employment Act of 1971, and to work with our public employment offices so that they will be in a position to help open job opportunities for the over 65 group, including opportunities for part-time employment in both the public and private sectors.

I also asked last fall that funds be doubled for special Operation Mainstream projects for low-income older workers -- such as Green Thumb and Senior Aides. This measure can mean that as many as 10,000 older persons will be employed in activities that provide useful community service.

### ORGANIZING FOR FUTURE ACTION

One of the important concerns of the White House Conference on Aging was the way in which the Government is organized to deal with the problems of older Americans. It was because I share this concern that I established my original task force on aging, appointed the first Special Assistant to the President on Aging and the first Special Consultant to the President on Aging, set up a new Cabinet-level Committee on Aging and called the White House Conference.

In a similar manner, the Secretary of Health, Education, and Welfare has taken steps to ensure that the voice of older Americans speaks loud and clear within that Department. He has informed me that he will strengthen the Department's Advisory Committee on Older Americans and provide it with staff capability to support its increased responsibilities. The Commissioner of Aging, in his capacity as Chairman of the Advisory Committee, will report directly to the Secretary.

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Another important organizational concern involves Government research activities which concern the process and problems of aging. It is important that the same scientific resources which have helped more people live longer lives now be applied to the challenge of making those lives full and rewarding for more Americans. Only through a wise investment in research now, can we be sure that our medical triumphs of the past will not lead to social tragedies in the future.

What we need is a comprehensive, coordinated research program, one which includes disciplines ranging from biomedical research to transportation systems analysis, from psychology and sociology to management science and economics. To coordinate the development of such a program, a new Technical Advisory Committee for Aging Research will be created in the office of the Secretary of Health, Education, and Welfare.

#### A GENERATION NO LONGER FORGOTTEN

We all grow old; the younger generation today will be the older generation tomorrow. As we address the needs of older Americans, therefore, we are truly acting in the best interest of all Americans. The actions and proposals which have been outlined in this message are designed to address those needs and meet those interests.

When I spoke about the problems of the elderly back in 1968, I described our older citizens as "an entire generation of forgotten Americans." But since that time, as this message clearly demonstrates, that situation has sharply changed. Today, it can truly be said that at all levels of Government and in all parts of the country, "the aging have come of age." Much work still remains, to be sure, but we can conclude with assurance that the aging are forgotten no longer.

Just before the First World War, one of the brilliant young writers of that day penned a line which has since become a hallmark of the period: "It is the glory of the present age," he wrote, "that in it one can be young."

Since that time, the generation of which he wrote has come through a troubled and challenging time -- through two World Wars and a Great Depression, through the difficult experiences of Korea and Vietnam. The members of that same generation have led this country through a time of social and economic change unparalleled in world history. And they have come through all of these challenges "with colors flying." Because of their success, we now have the opportunity to complete their quest for peace and justice at home and around the world.

At such a moment, one obligation should be very high on our list of priorities: our obligation to this older generation. Let us work to make ours a time of which it can be said, "the glory of the present age is that in it men and women can grow old" -- and can do so with grace and pride and dignity, honored and useful citizens of the land they did so much to build.

RICHARD NIXON

THE WHITE HOUSE,

March 23, 1972.

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FOR IMMEDIATE RELEASE

FROM: State of Michigan  
Commission on Aging  
Suite 700, Commerce Center Bldg.  
300 South Capitol Avenue  
Lansing, Michigan 48926

Phone: 517-373-0590

Frances J. Sims  
Public Information Specialist

#### ACTION Grant

WASHINGTON, D. C.--ACTION, the citizens service corps, has awarded \$93,628 to the Michigan Commission on Aging to develop Retired Senior Volunteer Programs throughout Michigan, according to ACTION Director Joe Blatchford.

The Retired Senior Volunteer Program (RSVP) provides opportunities for retired persons age 60 and over to serve on a regular basis in a variety of volunteer activities in their own communities.

The two-year development grant to the state agency in Lansing will provide salaries and support services for two resource specialists who will assist communities across the state in developing RSVP programs. The resource specialists will give technical assistance to local community organizations, develop community support and involvement, and establish means for the interchange of information among varied programs and organizations.

This grant is a result of President Nixon's request to Congress last fall, following the White House Conference on the Aging, to greatly expand opportunities for meaningful volunteer service for older Americans.

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ACTION Grant  
First and last add

RSVP was started in 1969 by the U. S. Department of Health, Education and Welfare and became operational last July when it became part of ACTION.

RSVP is planned, organized and operated on the local level. It is developed under the auspices of an established community-service organization or agency. Any retired person age 60 and over can become a RSVP volunteer; there are no education, income or experience requirements.

Volunteers serve in a variety of organizations, agencies and institutions such as courts, schools, libraries, day care centers, hospitals, nursing homes, scout offices, economic development agencies and other community service centers.

RSVP volunteers serve without compensation, although they may be reimbursed for such expenses as transportation and meals.

Other ACTION programs are the Peace Corps, Volunteers in Service to America (VISTA), Foster Grandparent Program, Service Corps of Retired Executives (SCORE), Active Corps of Executives (ACE) and University Year for ACTION.

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MCA/FJS  
Series 341  
7/25/72

## NATIONAL INSTITUTE OF AGING

APRIL 27, 1972.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. STAGGERS, from the Committee on Interstate and Foreign Commerce, submitted the following

### REPORT

[To accompany H.R. 14424]

The Committee on Interstate and Foreign Commerce, to whom was referred the bill (H.R. 14424), to amend the Public Health Service Act to provide for the establishment of a National Institute of Aging, and for other purposes, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

#### PURPOSE OF THE LEGISLATION

The reported bill provides for the establishment in the National Institutes of Health of a new institute to be known as the National Institute of Aging, to serve as a focal point for the activities of the National Institutes of Health which relate to the elderly, including the aging process and diseases which affect primarily the aged. The bill also provides for the establishment of an Advisory Council similar to the other advisory councils in the National Institutes of Health, but with the additional duties of advising the Secretary of Health, Education, and Welfare on programs relating to the aged which are administered by him, and reporting to the President for transmittal to the Congress an evaluation of those programs. The legislation also amends the Community Mental Health Centers Act to provide a 1-year program of matching grants for construction and staffing of facilities for the mental health of the aged. The bill was reported to the House by a voice vote. No amendments were offered to the bill during committee consideration.

#### HEARINGS—COST

The Subcommittee on Public Health and Environment held hearings on March 14, 15, 16, 1972, on bills establishing a National Institute of Aging, and a number of other bills establishing a National Gerontological Institute.

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REPORT  
No. 92-1026  
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HOUSE OF REPRESENTATIVES  
92d Congress  
1st Session  
tology Institute. Following the hearings and executive session consideration, a clean bill was introduced at the request of the subcommittee by Mr. Springer, the sponsor of the original legislation in 1960, for himself and members of the Subcommittee on Public Health and Environment. The clean bill was then considered by the full committee and ordered reported to the House.

The bill authorizes a total of \$20 million in appropriations for fiscal year 1973 for programs under the Community Mental Health Centers relating to mental health of the aged. The costs associated with the establishment of a new institute cannot be ascertained, since no new authority is granted to the National Institutes of Health by the legislation. The bill merely consolidates the authorities of a variety of institutes, primarily the National Institute of Child Health and Human Development, which relate to the aging process and problems of the aged, into a new institute.

#### WHITE HOUSE CONFERENCE ON AGING

Public Law 90-526 called for a White House Conference on Aging, to be held in 1971. The conference was held November 28, to December 2, 1971, involving 3,400 delegates from every State in the Union. The recommendations of that conference were printed as Senate Document 92-53. That conference made a substantial number of recommendations, including recommendations for the establishment of a National Institute on Aging, and also for the establishment of adequate staffed and programed comprehensive mental health diagnostic and treatment centers. This legislation would carry out these recommendations.

#### NEED FOR LEGISLATION

The National Institute of Child Health and Human Development was established pursuant to legislation recommended to the House by this committee in 1962. This institute today covers the process of development of the young, the adult population, and the elderly. Approximately 11 percent of the budget of the National Institute of Child Health and Human Development, since 1964, has been devoted to aging. The remainder of the funds appropriated to that institute have been devoted primarily to child health (approximately 58 percent) and population research (approximately 31 percent.)

The number of older people in the United States is growing faster than the population is growing as a whole. At present rates of growth, the population of the United States age 65 and over will number about 28 million persons by the end of this century, and will account for between 11 and 16 percent of the population, depending upon the birth rate in the United States over the next three decades. For men who reach age 65, the expected number of remaining years of life—13—has risen by less than 2 years since 1900; for women it has risen by 4 years, or to an expected age of 82. The greater increase in the life expectancy of women increases the ratio of older women to older men: it is already 139 to 100 and will soon be higher.

Changes in mortality rates could have significant effects upon the composition of the population of the United States. Reduction in mortality, currently attributable to major cardiovascular-renal disease by 50 percent would have the potential of increasing life

expectancy by over 3 years for persons 65 years of age. If major advances in the control of intrinsic aging influences were achieved, increases in life expectancy in the later years of up to 25 years would be possible.

Research on retirement and the retired has focused attention on the health and economic status of older people. Poor health is a major reason for retirement. Of every 10 persons age 65 or over, eight have at least one chronic health problem, and four have some limitation on activity as compared to earlier years.

As a result of declining health, persons age 65 and over are twice as likely as younger ones to be physically disabled and to require hospitalization. Once hospitalized, they usually remain in the hospital twice as long as younger persons. The cost of health care to older persons, consequently, is over twice the costs to younger persons.

The committee is convinced that the existing programs of the National Institutes of Health have not given sufficient emphasis to the problem of aging and the problems of the aged. During the hearings it was repeatedly pointed out that we understand very little about the aging process, and means to slow it or arrest it. It has been discovered that the average lifespan of a number of strains of mice can be significantly increased by the addition of one of a number of relatively common chemicals called antioxidants to the daily diet. In some cases these increases in average lifespan have been as much as 25 to 45 percent and it may be that this could be done in human beings as well. We seem to be near the practical limit of our ability to increase the average lifespan through conventional means. The average lifespan has remained essentially constant at around 70 years for the past 20 years. It is now time therefore to seriously consider to try and slow the aging process. If this can be accomplished, the result will be significant increases in the years of useful healthy life.

The major problem of the aged is the maintenance of functional capabilities, both mental and physical, to the maximum extent so as to make life worth living for as long as possible. An important function of the new Institute will be to actively expand current and future research leading to the accomplishment of this goal.

The committee feels that the importance of this goal is such that an institute should be created with the function of concentrating its efforts in this area, rather than continuing the existing situation in which the problems of the aged are required to compete within the National Institute of Child Health and Human Development with other problems covered by that Institute.

#### MENTAL HEALTH OF THE AGED

The bill adds a new part G to the Community Mental Health Centers Act authorizing a program of grants to public or nonprofit private agencies and organizations for construction of facilities for the mental health of the aged, the cost of professional and technical personnel in new facilities for the mental health of the aged or in new services in existing facilities, and for training and program evaluation. The section in essence parallels the provisions for specialized programs for alcoholics, drug abusers and children already authorized by the Centers Act. A grant may be made only to a facility that is part of or affiliated with a community mental health center or, if there is no

such center, to a facility with respect to which provision has been made for appropriate utilization of existing community resources. An applicant for a grant must also assure that a full range of treatment, liaison, and followup services and, if requested, consultation and education services will be provided. The committee authorized, for fiscal year 1973, \$5 million for construction and \$15 million for staffing, training, and evaluation. Continuation staffing grants through fiscal year 1980 are also authorized.

While all centers funded under the Community Mental Health Centers Act may provide services for the aged, few have provided comprehensive specialized programs targeted to meet the needs of this group. This legislation will provide the incentives necessary to develop comprehensive programs and will stimulate services responsive to the needs of this new target population which, under existing authorities, has been sadly neglected. This population group currently constitutes the largest age group in our mental hospitals; and the incidence of psychiatric disturbances is highest among the elderly. The Special Concerns Session on Mental Health Care Strategies and Aging of the 1971 White House Conference on Aging noted that among this age group "[m]ental impairment and a wide variety of functional disorders are common," and also noted the widespread "[d]epressive reaction to the changes in role, status, appearance, and to decrements of function or ill health" characteristic of this age group. Other problems specific to the aged include feelings of worthlessness, uselessness, isolation and loneliness, feelings helped in no small part by accompanying physical deterioration. The challenges presented by these very real and pressing needs are great; yet the Senate Special Committee on Aging has noted that "progress during the past decade has been sporadic and, in some ways, perhaps even retrogressive. In addition, committee inquiry has produced information which tends to confirm the overall impression of limited achievement." This legislation clearly is needed to end an intolerable situation.

A large number of the aged are treated in inappropriate custodial settings. Alternatives to institutionalization, emphasizing outpatient treatment and reliance on community resources, must be encouraged. This is what this bill does. The community mental health center, the focus of support, is the logical resource of choice. Already widespread geographically, these facilities offer a variety of treatment programs, ranging from emergency and day care to extended care, and including a full range of intermediate, alternative services. The centers' links with community services, moreover, offer a great potential for community involvement with the concerns of the aged.

The bill's concern not merely with the proliferation of facilities for the aged but for the total needs of the aged is underscored by the emphasis on staffing assistance, training, and education. The bulk of the funds authorized are for the provision of services, not construction. The bill specifically attempts to encourage better ways of responding to the particular needs of the aged and to help orient staff's special attention to those needs.

#### DESCRIPTION OF LEGISLATION

The bill consists of two sections; the first amending the Public Health Service Act to establish a new National Institute of Aging,

and section 2 amending the Community Mental Health Centers Act to establish a program for the mental health of the aged.

The first section adds a new part H to title IV of the Public Health Service Act consisting of three sections, sections 461, 462, and 463.

Section 461 provides for the establishment of the National Institute of Aging to conduct and support (1) research on the aging process, (2) research on preventive measures with respect to the special health problems and requirements of the aged, and (3) research on treatment and cures for the other special health problems and requirements of the aged.

The proposed new section 462 establishes a National Advisory Council on Aging which shall be appointed in the same fashion as other advisory councils of the National Institutes of Health, except that the Secretary may include on the Advisory Council such ex-officio members as he deems necessary. The Advisory Council is also given the duty of advising, consulting with, and making recommendations to the Secretary on all programs relating to aged which are administered by him. The Council also shall monitor such programs and the programs conducted by the Institute, and submit to the President annually for transmittal to the Congress an evaluation of the efficacy of such programs, together with recommendations for improvements.

The proposed new section 463 provides for the transfer to the Institute of the functions of other institutes of the National Institutes of Health which relate to the functions of the new National Institute of Aging, and provides the same authority for the new Institute as other Institutes now have.

Section 2 of the bill would add a new part G to the Community Mental Health Centers Act relating to mental health of the aged, consisting of two new sections, sections 281 and 282.

The proposed new section 281 authorizes grants for the cost of construction of facilities to provide mental health services for the aged, and a portion of the costs of compensation of professional and technical personnel for the operation of a facility for mental health of the aged.

Grants may be made only with respect to facilities which are part of or affiliated with a community mental health center, or where there is no such center, satisfactory provision must be made for appropriate authorization of existing community resources needed for an adequate program of prevention and treatment of mental health problems of the aged.

This section authorizes for the fiscal year 1973 \$5 million for grants for construction, and \$15 million for grants for compensation of professional and technical personnel and for training and evaluation grants.

The proposed new section 282 authorizes grants for specialized training programs relating to the mental health of the aged, and surveys and field trials to evaluate the adequacy of programs for the mental health of the aged within the United States.

#### AGENCY REPORTS

H.R. 14424 is a clean bill, introduced after the close of the hearings, and no agency reports have been received on it.



The report of the Office of Management and Budget on H.R. 188 and H.R. 3336 is included for the information of members.

EXECUTIVE OFFICE OF THE PRESIDENT,  
OFFICE OF MANAGEMENT AND BUDGET,  
Washington, D.C., April 25, 1972.

Hon. HARLEY O. STAGGERS,  
Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Rayburn House Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your requests of February 8, 1971, and February 17, 1971, for the views of this Office on H.R. 188 and H.R. 3336, identical bills, "To amend the Public Health Service Act to provide for the establishment of a National Institute of Gerontology," and your request of December 15, 1971, for our views on H.R. 12308, a bill "To amend the Public Health Service Act to provide for the establishment of a National Institute of Aging, and for other purposes.

In testimony before your Committee on March 14, 1972, the Department of Health, Education, and Welfare stated its objections to legislation that would establish a new National Institute to conduct and support research on the health problems of the aged. The Department noted that responsibility for conducting research on the biological medical and behavioral aspects of aging was assigned to the National Institute of Child Health and Human Development of the National Institutes of Health (NIH) in the legislation that established the Institute (P.L. 87-838). Under that authority, the Institute conducts studies of the aging process as it occurs during the entire period of the adult years, as well as studies that relate the events of childhood to the events of health and disease in the later years.

Among its objections to the provisions of bills which would establish a new institute, the Department stated that disease-oriented research which is presently conducted by the individual institutes within NIH is more appropriately concerned with diseases as they affect persons at all age levels. It would be impractical and duplicative to consider diseases only as they affect the aged. Moreover, the establishment of a new institute would of necessity increase the proportionate administrative costs of conducting research on aging, without necessarily increasing the productivity of the research area.

With respect to the mental health provisions in H.R. 12308, the Department of Health, Education, and Welfare notes that the mental health services the bill would authorize for the aged are already authorized and conducted under the Community Mental Health Centers program.

We concur in the views expressed by the Department that creation of a separate gerontological institute is both unnecessary and undesirable. Accordingly, we recommend against enactment of H.R. 188, H.R. 3336, and H.R. 12308.

Sincerely,

WILFRED H. ROMMEL,  
Assistant Director for Legislative Reference.

## CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

## TITLE IV OF THE PUBLIC HEALTH SERVICE ACT

### TITLE IV—NATIONAL RESEARCH INSTITUTES

\* \* \* \* \*

#### PART H—NATIONAL INSTITUTE OF AGING

##### ESTABLISHMENT OF NATIONAL INSTITUTE OF AGING

SEC. 461. For the purpose of conducting and supporting (1) research on the aging process, (2) research on preventive measures with respect to the special health problems and requirements of the aged, and (3) research on treatment and cures for the other special health problems and requirements of the aged, the Secretary shall establish in the Public Health Service an institute to be known as the National Institute of Aging (hereinafter in this part referred to as the "Institute").

##### NATIONAL ADVISORY COUNCIL ON AGING

SEC. 462. (a) The Secretary shall establish a National Advisory Council on Aging to advise, consult with, and make recommendations to him on programs relating to the aged which are administered by him and on those matters which relate to the Institute. The Advisory Council shall monitor such programs and the programs conducted by the Institute and shall submit to the President annually for transmittal to the Congress an evaluation of the efficacy of such programs of the Institute and the Secretary and suggestions and recommendations for improvements.

(b) The provisions relating to the composition, terms of office of members, and reappointment of members of advisory councils under section 432(a) shall be applicable to the Advisory Council established under this section, except that the Secretary may include on such Advisory Council such additional *ex officio* members as he deems necessary.

(c) Upon appointment of such Advisory Council, it shall assume all, or such part as the Secretary may specify, of the duties, functions, and powers of the National Advisory Health Council relating to programs for the aged with which the Advisory Council established under this part is concerned and such portion as the Secretary may specify of the duties, functions, and powers of any other advisory council established under this Act relating to programs for the aged.

##### FUNCTIONS

SEC. 463. The Secretary shall, through the Institute, carry out the purposes of section 301 with respect to research, investigations, experiments, demonstrations, and studies related to the diseases and the special health problems and requirements of the aged, except that the Secretary shall determine the areas in which and the extent to which he will carry



out such purposes of section 301 through the Institute or another institute established by or under other provisions of this Act, or both of them, when both such institutes have functions with respect to the same subject matter. The Secretary may also provide training and instruction and establish traineeships and fellowships, in the Institute and elsewhere, in matters relating to the study and investigation of the diseases and the special health problems and requirements of the aged. The Secretary may provide trainees and fellows participating in such training and instruction or in such traineeships and fellowships with such stipends and allowances (including travel and subsistence expenses and dependency allowances) as he deems necessary and, in addition, provide for such training, instruction, traineeships, and fellowships through grants to public or other nonprofit institutions.

## COMMUNITY MENTAL HEALTH CENTERS ACT

### PART G—MENTAL HEALTH OF THE AGED

#### GRANTS FOR FACILITIES AND STAFFING

SEC. 281. (a) Grants may be made to public or nonprofit private agencies and organizations (1) to assist them in meeting the costs of construction of facilities to provide mental health services for the aged within the States, and (2) to assist them in meeting a portion of the costs (determined pursuant to regulations of the Secretary) of compensation of professional and technical personnel for the operation of a facility for mental health of the aged constructed with a grant made under part A of this section or for the operation of new services for mental health of the aged in an existing facility.

(b)(1) Grants may be made under this section only with respect to (A) facilities which are part of or affiliated with a community mental health center providing at least those essential services which are prescribed by the Secretary, or (B) where there is no such center serving the community in which such facilities are to be situated, facilities with respect to which satisfactory provision (as determined by the Secretary) has been made for appropriate utilization of existing community resources needed for an adequate program of prevention and treatment of mental health problems of the aged.

(2) No grant shall be made under this section with respect to any facility unless the applicant for such grant provides assurances satisfactory to the Secretary that such facility will make available a full range of treatment, liaison, and follow-up services (as prescribed by the Secretary) for the aged in the service area of such facility who need such services, and will, when so requested, provide consultation and education for personnel of other community agencies serving the aged in such area.

(3) The grant program for construction of facilities authorized by subsection (a) shall be carried out consistently with the grant program under part A, except that the amount of any such grant with respect to any project shall be such percentage of the cost thereof, but not in excess of 66% per centum (or 90 per centum in the case of a facility providing services in an area designated by the Secretary as an urban or rural poverty area), as the Secretary may determine.

(c) Grants made under this section for costs of compensation of professional and technical personnel may not exceed the percentages of such costs, and may be made only for the periods, prescribed for grants for such costs under section 242.

(d)(1) There are authorized to be appropriated for the fiscal year ending June 30, 1973, (A) \$5,000,000 for grants under this section for construction, and (B) \$15,000,000 for initial grants under this section for compensation of professional and technical personnel and for training and evaluation grants under section 282.

(2) There are authorized to be appropriated for the fiscal year ending June 30, 1974, and for each of the next six fiscal years such sums as may be necessary to continue to make grants with respect to any project under this section for which an initial staffing grant was made from appropriations under paragraph (1)(B) for the fiscal year ending June 30, 1973.

#### TRAINING AND EVALUATION

SEC. 282. The Secretary is authorized, during the period beginning July 1, 1972, and ending with the close of June 30, 1973, to make grants to public or nonprofit private agencies or organizations to cover part or all of the cost of (1) developing specialized training programs or materials relating to the provision of services for the mental health of the aged, or developing inservice training or short-term or refresher courses with respect to the provision of such services; (2) training personnel to operate, supervise, and administer such services; and (3) conducting surveys and field trials to evaluate the adequacy of the programs for the mental health of the aged within the United States with a view to determining ways and means of improving, extending, and expanding such programs.

Union Calendar No. 527

92<sup>ND</sup> CONGRESS

2<sup>ND</sup> SESSION

H. R. 14424

[Report No. 92-1026]

IN THE HOUSE OF REPRESENTATIVES

APRIL 17, 1972

Mr. SPRINGER (for himself, Mr. ROGERS, Mr. SATTERFIELD, Mr. KYROS, Mr. PREYER of North Carolina, Mr. SYMINGTON, Mr. ROY, Mr. NELSEN, Mr. CARTER, and Mr. HASTINGS) introduced the following bill; which was referred to the Committee on Interstate and Foreign Commerce

APRIL 27, 1972

Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

A BILL

To amend the Public Health Service Act to provide for the establishment of a National Institute of Aging, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 That title IV of the Public Health Service Act (42 U.S.C.  
4 ch. 6A, subch. III) is amended by adding at the end thereof  
5 the following new part:

6 "PART H—NATIONAL INSTITUTE OF AGING

7 "ESTABLISHMENT OF NATIONAL INSTITUTE OF AGING

8 "SEC. 461. For the purpose of conducting and support-

9 ing (1) research on the aging process, (2) research on pre-



1 ventive measures with respect to the special health problems  
 2 and requirements of the aged, and (3) research on treatment  
 3 and cures for the other special health problems and require-  
 4 ments of the aged, the Secretary shall establish in the Public  
 5 Health Service an institute to be known as the National  
 6 Institute of Aging (hereinafter in this part referred to as the  
 7 'Institute').

8 "NATIONAL ADVISORY COUNCIL ON AGING

9 "SEC. 462. (a) The Secretary shall establish a National  
 10 Advisory Council on Aging to advise, consult with, and  
 11 make recommendations to him on programs relating to the  
 12 aged which are administered by him and on those matters  
 13 which relate to the Institute. The Advisory Council shall  
 14 monitor such programs and the programs conducted by the  
 15 Institute and shall submit to the President annually for trans-  
 16 mittal to the Congress an evaluation of the efficacy of such  
 17 programs of the Institute and the Secretary and suggestions  
 18 and recommendations for improvements.

19 "(b) The provisions relating to the composition, terms  
 20 of office of members, and reappointment of members of  
 21 advisory councils under section 432 (a) shall be applicable  
 22 to the Advisory Council established under this section, except  
 23 that the Secretary may include on such Advisory Council  
 24 such additional ex officio members as he deems necessary.

25 "(c) Upon appointment of such Advisory Council, it

1 shall assume all, or such part as the Secretary may specify,  
 2 of the duties, functions, and powers of the National Advisory  
 3 Health Council relating to programs for the aged with which  
 4 the Advisory Council established under this part is concerned  
 5 and such portion as the Secretary may specify of the duties,  
 6 functions, and powers of any other advisory council estab-  
 7 lished under this Act relating to programs for the aged.

8 "FUNCTIONS

9 "SEC. 463. The Secretary shall, through the Institute,  
 10 carry out the purposes of section 301 with respect to  
 11 research, investigations, experiments, demonstrations, and  
 12 studies related to the diseases and the special health problems  
 13 and requirements of the aged, except that the Secretary  
 14 shall determine the areas in which and the extent to which  
 15 he will carry out such purposes of section 301 through the  
 16 Institute or another institute established by or under other  
 17 provisions of this Act, or both of them, when both such  
 18 institutes have functions with respect to the same subject  
 19 matter. The Secretary may also provide training and  
 20 instruction and establish traineeships and fellowships, in the  
 21 Institute and elsewhere, in matters relating to the study and  
 22 investigation of the diseases and the special health problems  
 23 and requirements of the aged. The Secretary may provide  
 24 trainees and fellows participating in such training and in-  
 25 struction or in such traineeships and fellowships with such



1 stipends and allowances (including travel and subsistence  
2 expenses and dependency allowances) as he deems necessary  
3 and, in addition, provide for such training, instruction,  
4 traineeships, and fellowships through grants to public or  
5 other nonprofit institutions."

6 SEC. 2. The Community Mental Health Centers Act  
7 is amended by adding at the end thereof the following new  
8 part:

9 "PART G—MENTAL HEALTH OF THE AGED

10 "GRANTS FOR FACILITIES AND STAFFING

11 "SEC. 281. (a) Grants may be made to public or non-  
12 profit private agencies and organizations (1) to assist them  
13 in meeting the costs of construction of facilities to provide  
14 mental health services for the aged within the States, and  
15 (2) to assist them in meeting a portion of the costs (deter-  
16 mined pursuant to regulations of the Secretary) of compen-  
17 sation of professional and technical personnel for the opera-  
18 tion of a facility for mental health of the aged constructed  
19 with a grant made under part A of this section or for the  
20 operation of new services for mental health of the aged in  
21 an existing facility.

22 "(b) (1) Grants may be made under this section only  
23 with respect to (A) facilities which are part of or affiliated  
24 with a community mental health center providing at least  
25 those essential services which are prescribed by the Secre-

1 tary, or (B) where there is no such center serving the com-  
2 munity in which such facilities are to be situated, facilities  
3 with respect to which satisfactory provision (as determined  
4 by the Secretary) has been made for appropriate utilization  
5 of existing community resources needed for an adequate pro-  
6 gram of prevention and treatment of mental health problems  
7 of the aged. (A)

8 "(2) No grant shall be made under this section with  
9 respect to any facility unless the applicant for such grant pro-  
10 vides assurances satisfactory to the Secretary that such facil-  
11 ity will make available a full range of treatment, liaison, and  
12 followup services (as prescribed by the Secretary) for the  
13 aged in the service area of such facility who need such serv-  
14 ices, and will, when so requested, provide consultation and  
15 education for personnel of other community agencies serving  
16 the aged in such area.

17 "(3) The grant program for construction of facilities  
18 authorized by subsection (a) shall be carried out consistently  
19 with the grant program under part A, except that the  
20 amount of any such grant with respect to any project shall  
21 be such percentage of the cost thereof, but not in excess of  
22 66 $\frac{2}{3}$  per centum (or 90 per centum in the case of a facility  
23 providing services in an area designated by the Secretary  
24 as an urban or rural poverty area), as the Secretary may  
25 determine.

1 “(c) Grants made under this section for costs of com-  
2 pensation of professional and technical personnel may not  
3 exceed the percentages of such costs, and may be made only  
4 for the periods, prescribed for grants for such costs under  
5 section 242.

6 “(d) (1) There are authorized to be appropriated for  
7 the fiscal year ending June 30, 1973, (A) \$5,000,000 for  
8 grants under this section for construction, and (B) \$15,000,-  
9 000 for initial grants under this section for compensation of  
10 professional and technical personnel and for training and  
11 evaluation grants under section 282.

12     “(2) There are authorized to be appropriated for the  
13     fiscal year ending June 30, 1974, and for each of the next  
14     six fiscal years such sums as may be necessary to continue to  
15     make grants with respect to any project under this section for  
16     which an initial staffing grant was made from appropriations  
17     under paragraph (1) (B) for the fiscal year ending June 30,  
18     1973.

## 19 "TRAINING AND EVALUATION

20 "SEC. 282. The Secretary is authorized, during the  
21 period beginning July 1, 1972, and ending with the close of  
22 June 30, 1973, to make grants to public or nonprofit private  
23 agencies or organizations to cover part or all of the cost of  
24 (1) developing specialized training programs or materials  
25 relating to the provision of services for the mental health

1 of the aged, or developing inservice training or short-term  
2 or refresher courses with respect to the provision of such  
3 services; (2) training personnel to operate, supervise, and  
4 administer such services; and (3) conducting surveys and  
5 field trials to evaluate the adequacy of the programs for  
6 the mental health of the aged within the United States  
7 with a view to determining ways and means of improving,  
8 extending, and expanding such programs."



92D CONGRESS  
2D SESSION

# H. R. '14424

[Report No. 92-1026]

## A BILL

To amend the Public Health Service Act to provide for the establishment of a National Institute of Aging, and for other purposes.

By Mr. SPRINGER, Mr. ROGERS, Mr. SATTERFIELD,  
Mr. KYROS, Mr. PREYER of North Carolina,  
Mr. SYMINGTON, Mr. ROY, Mr. NELSEN, Mr.  
CARTER, and Mr. HASTINGS

APRIL 17, 1972

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# A MESSAGE FROM THE PRESIDENT

*Aging*



**D**ESPITE THE DEMOCRATIC and Republican Convention recesses of Congress this summer, Capitol Hill's legislative schedule shows promise of action on legislation to benefit our members. As is often true, from now until the adjournment of the 92nd Congress, the legislative schedule is packed tight with various Committee hearings and major floor votes in both chambers. After a year and a half of seemingly slow action, there is now a mad rush to obtain final action on long pending legislation and get it to the White House for possible enactment before the November elections. Such are the ways of Washington.

## Social Security Increase

Typical of hurried legislative action was the recent signing of the bill which provided a 20 percent increase in Social Security benefits. The benefit increase and a provision for automatic cost-of-living increases in Social Security, were originally part of H.R. 1, on which Senate floor action is still pending, but these two provisions were at the last minute extracted from H.R. 1 and amended to the public debt ceiling bill which was on its way to the White House for signature. On July 1, President Nixon signed this bill into P. L. 92-336. The 20 percent benefit increase in Social Security will become effective September 1, 1972. The new cost-of-living increase provision will work in like manner to the Civil Service cost-of-living increase, being applied to benefits when the Consumer Price Index rises by 3% or more.

## What About H.R. 1?

Immediately upon the signing of P. L. 92-336, President Walters wrote to Senator Frank Church, Chairman of the Senate Special Committee on Aging, voicing his concern on the future of H. R. 1, which contains major reforms of interest to our membership, such as an increase in retirement income credit and medicare liberalizations. An early reply from Senator Church assured us that H. R. 1 was scheduled for a Senate vote shortly after Congress returned from the Democratic Convention recess, and that everything would be done to have these important provisions signed into law before adjournment. NARFE shall

certainly do all we can to push this action along.

Shortly after approval of the 20 percent increase in Social Security benefits, Representative Jerome R. Waldie, Chairman of the House Subcommittee on Retirement, Insurance and Health Benefits issued a press release calling for quick Congressional approval of an increase in Civil Service annuities with the possible establishment of a minimum annuity level. The Subcommittee Chairman further stated he would support new legislation calling for 20% increases across the board to match the increases given Social Security recipients, and hearings were scheduled for July 27th, with NARFE as the first organization witness to testify. Various Members of Congress who have introduced annuity increase bills will testify in their support before the Subcommittee.

## Annuity Increase Needed

NARFE has long urged and argued that a substantial increase in annuities is necessary for thousands of annuitants to meet day to day living costs and we have long advocated the establishment of a minimum annuity. Our statement before the Waldie Subcommittee reiterates this position and goes all out to impress upon Congress the urgency of financial relief for our members. I also used the July 27th annuity increase hearings to urge immediate action on bills to restore full annuities to those who have lost their designated survivors and have not remarried, to eliminate the July 18, 1966 and January 8, 1971 limitation dates governing the remarriage of survivors and eligibility for second spouses to receive survivor benefits, respectively. The entire statement is being printed in this issue of the magazine for your full information. (See page 8)

In reporting Chairman Waldie's call for annuity increase action, Mike Causey's "Federal Diary" in the *Washington Post* of July 7, 1972, wrote:

*"Earlier, Waldie introduced a bill backed by the National Association of Retired Federal Employees that would raise federal pensions on a sliding scale. Retirees making the least would get a flat 13 percent under the bill. Both Waldie and NARFE President*

*Thomas G. Walters say the 20 percent Social Security increase has changed the situation, and they will demand equal treatment for government retirees."*

Predicting the outcome of the hearings, Mr. Causey went on to say:

*"Top federal officials expect the White House will oppose a 20 percent pension boost—as it unsuccessfully fought the Social Security increase. They concede that election year pressures could persuade Congress to vote some sort of flat civil service pension boost before November."*

## Write Those Letters

I shall do everything in my power to have the largest possible increase in annuities enacted into law, with the primary objective of providing a substantial annuity boost for the thousands of annuitants now existing on below poverty level incomes. I urge all NARFE members to engage immediately in a major letter writing effort, urging your Representatives and Senators to bring an early favorable vote on legislation to increase civil service annuities, restore full annuities to retirees who have lost their designated spouses and establish a minimum annuity. You need not mention a bill number in these letters, for there are a number of bills on each item in both chambers and the Member of Congress will be more apt to recognize a subject matter than a bill number. Take this as an emergency call, for now is the time to hit Congress hard with our call for immediate action!

## H. R. 12202

We are hopeful that by the time you read this article, House and Senate Conferees designated to work out a compromise version of the House and Senate-passed measures of H. R. 12202 will have completed their work, and have a bill acceptable to all on its way to the White House. This is the bill which would increase the Government's contribution towards premium costs under the Federal Employees Health Benefits Program. Of extreme importance to many of our NARFE members is Sec. 2 of the bill which allows pre-July 1, 1960 retirees to elect

(Continued on Page 6)



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- ☐ Please start my free subscription to "The Diabetic" magazine.





**DEMOCRATIC PLATFORM COMMITTEE**—NARFE was heard by the Democratic Party's Platform Committee at its hearings last June at the Statler-Hilton Hotel in Washington, D.C. Photographed outside the hearing room (l-r) are: Charles S. Gorman, NARFE Staff Assistant; Judy Park, NARFE Admin-

istrative Assistant; Thomas G. Walters, NARFE President; Nathan Wolkowicz, President of the National Federation of Federal Employees; and Louis J. Mancuso, President of both NARFE's District of Columbia Federation and D.C. Chapter 1.

coverage under the Federal Employees Health Benefits Program which has more liberal coverage than the Retired Federal Employees Health Program under which they are now enrolled. Sec. 2 of the bill was passed intact by both chambers of Congress and therefore is not an issue to be worked out by the Conference Committee.

#### **National Park Rates**

Some of our members have expressed interest in legislation to grant reduced cost passes to National Park and Recreation Areas for Senior Citizens. Such legislation in the form of S. 1893, passed the House and Senate the end of June and was enacted into law by President Nixon on July 11. This new law extends indefinitely the Golden Eagle Passport program which entitles passport holders to a \$10 annual carload admission permit for national parks and recreation areas administered by the Forest Service. It also contains provisions to issue a new golden age passport for persons 62 or older exempting them from any admission fees at federally operated outdoor recreation area and grants a 50 percent reduction in daily recreation user fees, such as camping, for persons carrying a golden age passport. Such passports may be obtained from a National Park office or recreation area supervised by the Forest Service.

#### **NARFE Supports Veterans**

On July 18th I presented testimony before the House Committee on Veterans' Affairs, in support of H. R. 12504, a bill introduced by Committee Chairman Olin E. Teague, along with Representatives Charles Teague, William Jennings Bryan Dorn and John Hammerschmidt. This bill would pro-

vide for payment of pensions to veterans of World War I and their widows subject to income limitations of \$3000 per annum for a single veteran and \$4200 per annum for a married veteran. Under the provisions of this bill World War I veterans would receive a monthly pension of \$135 if unmarried or \$150 per month for a couple. Widows of WWI veterans would receive a monthly pension of \$100 if there is no child or \$125 per month with one child, increased by \$20 per month for each additional child. This bill would also give WWI veterans priority entitlement for veterans hospital and medical care.

#### **Appointed to Executive Board**

I was recently appointed as a member of the Executive Committee for the Post Conference Board of the White House Conference on Aging, along with some 16 other persons from all walks of life—former Governors, retired business executives, and retiree organization leaders. This Committee is under the chairmanship of Dr. Arthur Flemming, who served as Chairman of the 1971 White House Conference on Aging. Though my appointment to this Committee will be somewhat time consuming, I feel it is definitely worthwhile, so that NARFE and its voice will continue to be heard. We have found that in many instances, the particular needs of Federal retirees are lost in the midst of Social Security amendments, and we must be strongly represented on the various nationwide retiree boards and committees so that Federal retirees' needs are not continually overlooked in legislative proposals and administration regulations.

The Executive Committee's first

meeting was held on July 17, and is scheduled to meet often. I think NARFE must be represented, to see that we do all we can to have follow-up legislation actually enacted into favorable legislation.

#### **HUD Meeting**

The evenings of July 24 and 26, I participated in a panel discussion held in Washington under the sponsorship of the Department of Housing and Urban Development, which focused on particular needs of Housing Programs for the elderly and the handicapped.

#### **Republican Convention**

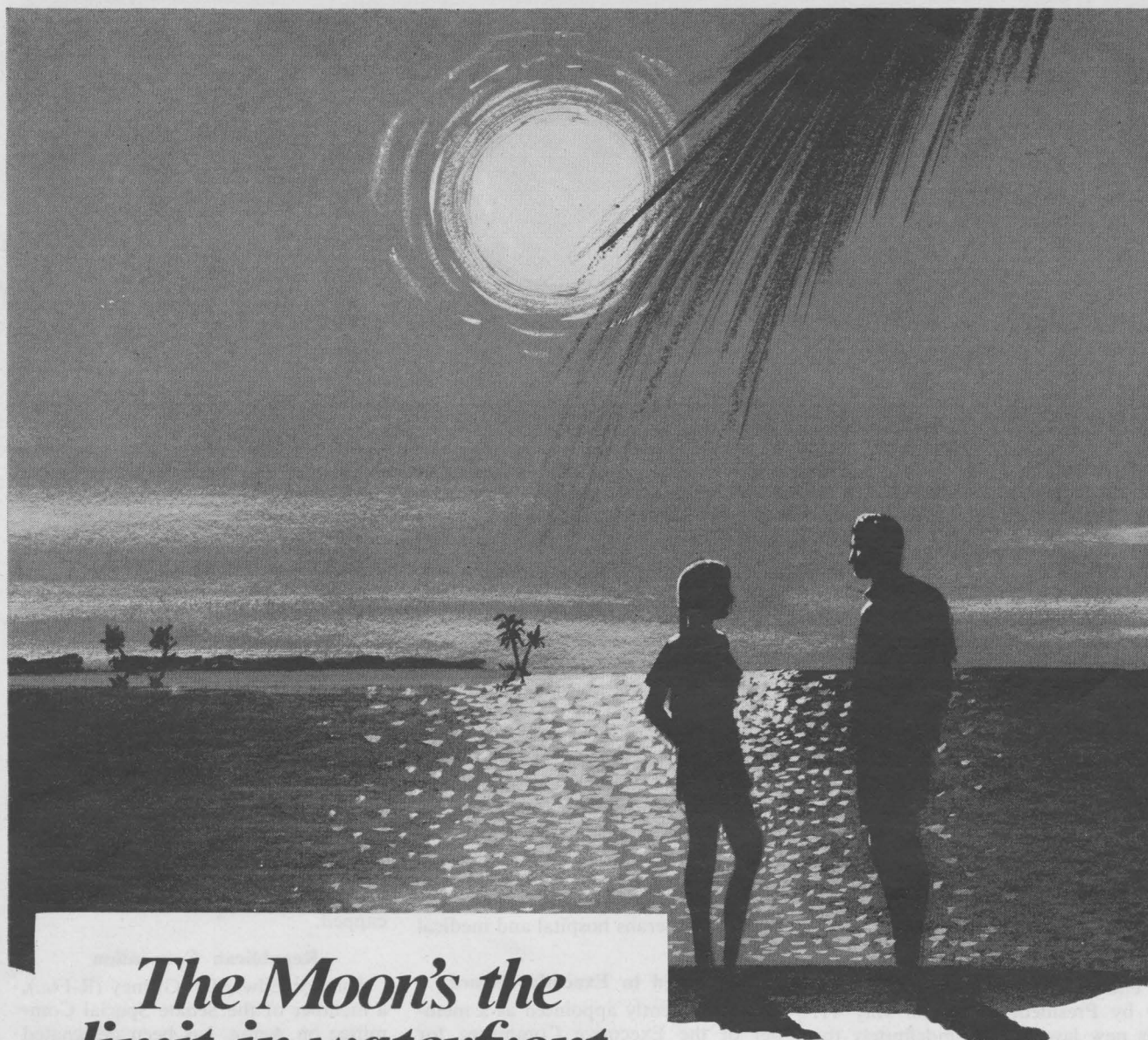
Senator Edward J. Gurney (R-Fla.), a member of the Senate Special Committee on Aging, has been designated Chairman of a Platform Advisory Committee of the Republican National Convention. This group will be advising the Republican Platform Committee of the needs of senior citizens to be worked into the Republican Platform. I met with this group on July 18, and tried my best to educate and inform the Committee of the needs of former Federal employees and survivors, especially emphasizing the great need of those receiving small annuities.

#### **Michigan Conference**

Without any financial obligation on our part, NARFE will be serving as a participating association of the 25th Annual Conference on Aging, being held in Ann Arbor, Michigan, September 11-13, 1972. This conference has in the past been quite informative and productive, and we are pleased and proud to be associated with it.

All of these programs make de-

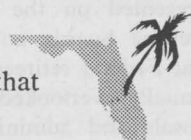




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ally involved or interested in our problems, but I do know that our headquarters staff must be expanded in the future to meet the ever increasing roles in which we are forced to participate for our own good.

#### Voters Over 65

All of the polls prove beyond the shadow of a doubt that more than 20 million people over 65 years of age will make up more than 15 percent of the November electorate. These polls show beyond any shadow of a doubt that this age group votes a higher percentage than any other age group.

Florida, for example, has more than one million eligible voters 65 years of age and over. About 21 percent of the eligible voters in Florida are over 65 years of age. California, almost 14 percent of the eligible voters are over 65 and about 16 percent in the state of New York. Some of the middle western states, like South Dakota, Nebraska, and Kansas have about 18 percent of the eligible voters over 65. So we in this group not only have an opportunity but a great responsibility to exercise our privilege and oppor-

tunity of voting and seeing that our neighbors and friends vote.

#### Printing and Postage Increase

For several months now, we have been conferring with officials of Merkle Press, Inc., the publishing firm which prints our *Retirement Life* and many of our other pamphlets and material we use, on a probable increase in printing costs. We have now been officially notified of a 7.5 percent cost increase, effective August 1, 1972. This is mainly due to their own increase in labor costs, etc., which in turn must be passed on to their clients. This increase, along with the drastic increase in postage costs, the price of paper and other necessary operating costs, along with the recent 4.8 percent increase in Headquarter's employees' salaries, is concrete evidence of the need for additional revenue to keep NARFE in line with inflation.

On all magazines, books, and other periodicals sent through the mail there has been a postage increase of as much as 50%. For the month of July our postage rate increase for mailing of *Retirement Life* was more than 10%, and we have been officially no-

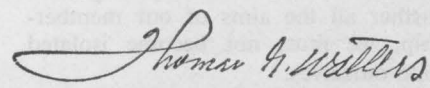
tified that in May, 1973 there will be another tremendous postage rate increase. This, plus an increase in printing costs, makes it more compelling than ever, if the National office is going to survive, to have additional income.

Senator Gaylord Nelson of Wisconsin has moved to block an appalling hike in postal rates for Newspapers and magazines. The Senator stated that these increases would drive many small publications out of business.

Senator Nelson has introduced legislation to freeze second-class rates at their old level for the first 250,000 copies and require that additional cost for extra copies be phased in over a five to 10-year period.

I trust that we can work together at the Fort Worth Convention and come forth with an equitable and satisfactory method of increasing our revenue.

See you in Fort Worth!

  
NATIONAL PRESIDENT

## NARFE Seeks Annuity Raise

**Statement by President Thomas G. Walters on June 27, 1972 before the Subcommittee on Retirement, Insurance and Health Benefits, Committee on Post Office and Civil Service on legislation to increase Civil Service annuities and establish a minimum annuity amount.**

**M**R. CHAIRMAN and Members of this Subcommittee, I am Thomas G. Walters, President of the National Association of Retired Federal Employees (NARFE). This is our Association's 51st year of incorporation, and today we have a membership of some 160,000 Federal retirees and survivors, organized into some 1100 chapters throughout the fifty states, Puerto Rico, the Canal Zone and the Philippines.

Mr. Chairman and Subcommittee members, I am appearing here today, on behalf of NARFE's entire membership, to urge this Subcommittee and the full Committee on Post Office and Civil Service to act early and favorably on pending legislation to provide an increase in Civil Service annuities, and to establish a minimum annuity for all retirees of the Federal

Government and their survivors. I cannot emphasize strongly enough the desperate need for immediate action on such legislation.

The Senate Special Committee on Aging, the 1971 White House Conference on Aging, and various other groups concerned with the aged and aging, have identified the Number One problem facing this country's retirees as "inadequate income." I know for a fact, from personal conversations and thousands of letters from our members, that "inadequate income" is certainly the major problem of most Federal retirees. This need for an annuity increase was, in fact, voted by the delegates at our 1970 National Convention as the "paramount" legislative aim in the 92nd Congress. So far in this Congress, more than twenty separate bills have been introduced by our friends in Congress to increase Civil Service annuities, on the basis of granting the highest percentage increase to those with the present lowest annuities. Many of these bills have been introduced by members of the Post Office and Civil Service Committee, such as your bill, H.R. 7805, Mr. Chairman, which was co-sponsored by

Mr. Hogan of this Subcommittee. We are deeply appreciative to each Member who has sponsored this legislation, but our problem now is to get a good measure out of this Committee and onto the floor of the House for a vote, so that we can get a measure on its way to the White House before the end of this 92nd Congress. In my opinion, we are today working on an emergency measure.

There has long been a dire need for this legislation, and the lack of a substantial increase in the past, has caused the financial situation of many retirees to continually worsen. However, I feel that the 20 percent increase recently enacted for Social Security recipients, has changed the status of the annuity increase from one of dire need to emergency.

Though much publicity is often given to the effect that Federal retirees receive good retirement benefits and are riding on a bandwagon in comparison to other retirees, statistics prove this is not the case. You must keep in mind, Mr. Chairman, that many of these annuitants retired a number of years ago when salaries were much lower and the retirement computation formula much less liberal than it is today. The annuities these retirees receive from a career



mands on our time and manpower, but in this day of complex programs and research, I do not think we can afford *not* to become involved and participate at every level of government. We cannot ignore these other programs and committees set up to deal with the problems facing retirees and expect to get our fair share of the cake. Many problems of federal retirees are exclusive to us, such as taxation of annuities, need for annuity increases, amendments to the Civil Service retirement law, and the lack of medicare coverage, but our members are also part of the large sector of this Nation, designated as Retirees, Senior Citizens, or Older Americans, depending on who is using the term, and many of our problems are common to all retirees, such as relief from high property taxes, the need for better housing facilities for retirees, the need for more and better nursing homes, and better general health care. In order to increase our prestige and further all the aims of our membership, we must not become isolated unto ourselves.

All of these new responsibilities demand more manpower in our National



**SENIOR CITIZENS FORUM**—About 300 attended a recent Senior Citizens Forum for Virginians in Fredericksburg, Va., sponsored by Rep William L. Scott (R-8th Dist.), member of the House P.O.&C.S. Committee. Representatives from various fields of Government administering pension benefits led discussion groups. From left to right are: Andrew E. Ruddock, Director of the Bureau of Retirement, Insurance and Occupational Health, U. S. Civil Service Commission; NARFE President Thomas G. Walters; Maurice Dewberry, Regional Commissioner, Social Security Adm.; Dr. Arthur S. Flemming, Special Consultant to the President on Aging; Congressman Scott, Forum sponsor; and Rev. Max W. Wicker, President, Fredericksburg Area Ministerial Association.

set-up, if we continue to serve our membership in the manner to which they are entitled and which they expect. I have always advocated that the best people to do this work are to be

found among our own membership where there is a reservoir of talent and experience. I have never advocated hiring a public relations firm or professional lobbyist who is not person-

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AGE..... ☐ MALE ☐ FEMALE ☐ MARRIED ☐ SINGLE

RESIDENCE ADDRESS.....

City..... County..... State..... ZIP #.....

Location of car, if not at residence address.....

Year	Make	Model (Impala, F-85, etc.)	# Cyl.	Body Style

Days per week auto driven to work..... One way distance is.....

Is car used in business other than to and from work? ☐ Yes ☐ No

Additional operators in household at present time:

Age	Relation	Male or Female	Married or Single	% of Use
				%
				%

*Aging*  
NEBRASKA, NATION ACTING TO UTILIZE MAJOR RESOURCE, RETIRED CITIZENS,  
CONGRESSMAN CHARLES THONE REPORTS

"Nebraska and the nation have thrived on developing natural resources. Our state and the United States are making progress in taking advantage of one of its most neglected resources--the abilities and skills of its senior citizens.

"The House of Representatives has passed the Comprehensive Older Americans Service Amendments Act of 1972, which I supported. This bill, if passed by the Senate also, will carry out the thrust of the major proposals of last December's White House Conference on Aging.

"Unlike so many federal programs that are tightly Washington-controlled, this bill will strengthen state and local programs for the elderly. Current federal programs in the field will be modified to encourage more state and local planning and development of programs to assist the elderly.

"The bill will provide for establishing community programs where elderly citizens can obtain one nutritiously balanced hot meal per day. It also provides for grants to aid in establishing multi-purpose community centers for the elderly. Such a center will serve many purposes. It will be used for the hot meal program and for social and recreational purposes. It will also be a place where a senior citizen can get immediate aid or information about local, state and national programs. This will prove to be a tremendous boost for elderly people who now must travel about town, or from town-to-town, seeking help from various agencies. Such a center will cut through the maze of red tape in which so many government programs are shrouded.

"These centers will allow many senior citizens to maintain their independence in their own homes or apartments. The money to support these programs will be far less than the cost of supporting these senior citizens in nursing homes.

"The bill passed will provide for expansion of the older Americans volunteer programs under ACTION, the agency created in 1971 to combine all federal programs dealing with volunteers. Director of the older Americans program is Victor E. Hruska, brother of Senator Hruska. Vic recently retired as national director of claims for the Prudential Service Company of America. A native of David City, Vic participated in the first White House Conference on Aging in 1961 and has long been active in volunteer organizations.

"One of the programs he directs is SCORE, Service Corps of Retired Executives. Retired personnel with experience in managing businesses donate their time to help small businesses which are just getting started. SCORE works through the Small Business Administration and last year doubled the number of helping assignments undertaken.

"Two of Nebraska's four SCORE chapters are in the First Congressional District. Dr. Alan Burkhardt heads the Norfolk chapter, consisting of 11 retired executives and  
(MORE)



regarded as one of the most active chapters in the Midwest. Leon W. Murphy heads the six-member Lincoln chapter. These SCORE executives perform such tasks as showing small town businessmen how to cut costs in order to stay in business.

"Under the bill just passed by the House, another program, RSVP, Retired Senior Volunteer Programs, will triple in size during the next year. Federal grants pay part of the administration costs of local centers which enlist the volunteer services of people over 60 and coordinate their service to such agencies as courts, schools, libraries, hospitals, nursing homes and civic and charitable agencies. The State Commission on Aging, directed by Ron Jensen, is now working with Nebraska cities that have shown an interest in establishing RSVP programs.

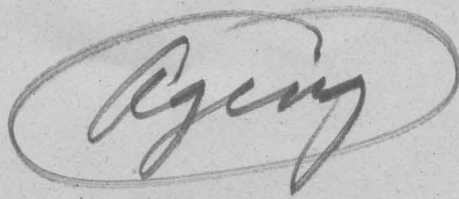
"The bill also provides for the Foster Grandparents program to become more than twice its present size. In July, Nebraska received approval for its first participation in this program. Sixty-five low-income men and women will be hired at \$1.60 per hour to work at the Beatrice State Home for the Mentally Retarded.

"'Will you be my grandma?' is the kind of heart-warming greeting that the workers at Beatrice will receive. Applications are now being taken at the home for Foster Grandparent positions. 'Grandparents' will work 20 hours a week and never with more than one or two children at a time. Working on a one-to-one personal basis has produced great results in other locations. For example, one Foster Grandparent discovered that a boy who had spent two years in an institution for the retarded had a normal intelligence but was totally deaf.

"Dr. Maria Piers, director of the Erickson Institute for Early Childhood Education, declared, 'As a preventive program, Foster Grandparents is the best thing known to combat the pernicious influence of neglect...Every institution or agency caring for children could benefit from the work of a Foster Grandparent in every child care unit.'

"The Older Americans bill, which I co-sponsored in the House, will make senior citizens feel needed and wanted. It will give them opportunities to serve. I agree with President Nixon's assertion: 'Old age should not be a time for endings, but a time of new beginnings--not a time for stopping, but a time for new starts.'"

(SIGNED) Charley Thone



WASHINGTON REPORT by Congressman Marvin L. Esch  
Second District of Michigan

VOL. VI. NO 30  
July 20, 1972

FOR RELEASE BEGINNING WEEK OF JULY 24

All too often, we think of the needs of senior citizens only in terms of increasing Social Security benefits. To be sure, poverty is more prevalent among senior citizens than any other age group and inflation hits hardest at those on fixed incomes. The recent Social Security increase was, therefore, vital in improving living conditions for older Americans.

However, our concern for senior citizens must not stop there. There are a broad range of other services and programs which also deserve attention. I was pleased, therefore, when the House passed the Older Americans Act of 1972 which I originally introduced more than a year ago. This is an omnibus bill which covers numerous federal programs for senior citizens.

Perhaps the most important provision of the legislation is the creation of a President's Committee on Aging and the elevation of the Office on Aging to a full Sub-cabinet status in the Department of Health, Education and Welfare. This insures that senior citizens will have an active advocate for their concerns at the highest levels of government.

Additionally, the legislation greatly expands research on the problems of aging, through the new National Institute of Aging in the National Institute of Health. Particular attention will be devoted to making the retirement years more rewarding both mentally and physically.

One of the best programs for senior citizens in recent years has been the Foster Grandparents Program through which senior citizens serve as assistants in childrens wards at hospitals, mental health centers, etc. This program has been expanded by my bill. Another equally vital program for seniors was also an out-growth of legislation I introduced in 1966, which established an Institute on Gerontology at the University of Michigan. This has developed into a competent state agency and has proven invaluable.

I firmly believe that it is legislation such as these which will help us meet our goal to create an atmosphere in which senior citizens can continue to lead contributing and fulfilling lives. This latest bill is a further step which moves us well along toward that goal.

---





CONGRESSMAN

**MARV ESCH**

SECOND DISTRICT—MICHIGAN

412 CANNON HOUSE OFFICE BUILDING  
WASHINGTON, D.C. 20515 PHONE: 202/225-4401

**NEWS**

**SECOND DISTRICT:**

Lenawee County  
Livingston County  
Monroe County  
Washtenaw County  
In Wayne County—  
Plymouth  
Plymouth Township  
Northville Township

(NOT PRINTED AT GOVERNMENT EXPENSE)

*Aging (Green Thumb Prog)*

July 19, 1972

Contact: George Stevens  
(202) 225-4401

**FOR IMMEDIATE RELEASE**

Congressman Marvin L. Esch (R-Ann Arbor) today announced the approval of a Green Thumb Program for the state of Michigan by the U. S. Department of Labor. "The new Green Thumb Program," said Esch, "will provide employment for 42 elderly, low-income, rural people in the counties of Lenawee, Monroe and Washtenaw.

The Green Thumb Program, which started this month is sponsored by the National Farmers Union and funded by the U. S. Department of Labor. It is now operating in 24 states and the Commonwealth of Puerto Rico, providing job opportunities for over 3,500 elderly, low-income, rural people 55 years and above. The average age of the Green Thumb enrollees is 70 and range in age from a minimum of 55 to 96 and have an average income of \$900 a year per couple prior to employment by Green Thumb. The enrollees work an average of three days a week and may earn up to \$1600 per year.

"Green Thumb enrollees," said Esch, "will be employed on beautification, conservation and ecological projects resulting in development of new parks, construction of new campgrounds and hiking trails, improvement of public facilities or areas, restoration of historical sites and many other community betterment projects."

Esch said that persons interested in employment on the program should contact their local employment service office or the State Green Thumb Program Director, Mary Pratt in the Green Thumb field office located at Municipal Airport Building, 4300 South State Road, Ann Arbor, Michigan.

###

*Congressman*

**Clarence J. Brown—Ohio**

*Aging*

**NEWS**

HOUSE OF REPRESENTATIVES  
WASHINGTON, D.C. 20515

PH: WASH., D.C. 202-225-4324  
SPRINGFIELD 513-325-0474

"REPORT FROM WASHINGTON"

For Release Tuesday, July 25, 1972

Last week the House of Representatives passed the Comprehensive Older Americans Services Amendments Act of 1972, which I supported. These Amendments are intended to strengthen and improve the programs of the Older Americans Act of 1965.

The White House Conference on Aging, held near the end of last year to study the problems and needs of the elderly, made many recommendations to expand governmental services for America's elder citizens. This Act is attempting to carry out the major thrust of the Conference proposals.

Unlike so many past and present federal programs that are tightly Washington-controlled, the Older Americans Amendments are designed to strengthen state and local government programs for the elderly. Current grant-in-aid programs and volunteer services will be modified to encourage more state and local planning and development of programs to assist the elderly. The requirement for a single Agency on Aging in each state is reasserted in the Act, and the state agency is also required to designate local Agencies on Aging. In addition, funds are made available to the state to establish state information and referral services for the elderly. This would enable senior citizens to receive immediate aid or information concerning any local, state, or federal program or service for the elderly instead of having to seek such aid on their own in the maze of federal red tape.

At the federal level, a National Advisory Council on Aging will be created to advise the President on matters relating to the special needs of the elderly. The role of the Administration on Aging as a focal point of federal concern for the elderly within H.E.W. has been upgraded. Also, a National Information and Resource Center for the Aging is to be established in order to develop the network of information and referral services in the states and communities. The research, demonstration, and training programs of the Older Americans Act is also expanded, and establishment and support of multidisciplinary centers for the study of gerontology is authorized.

(More)



Page Two

Authority is also provided in the legislation to lease, renovate and construct multipurpose senior citizen centers through grants, contracts or mortgage insurance. Support staffing grants for the initial operation of such centers and the delivery of social services is also included. The National Older Americans Volunteer programs (including Foster Grandparents and the Retired Senior Volunteer Programs) are also to be expanded. The total expenditure for these comprehensive reforms for FY 1973 is estimated at \$335 million if full funding is carried out. By FY 1975, the total would increase to \$682.9 million.

The U.S. population of persons over the age of 65 is growing faster than the population as a whole and will number approximately 28 million by the end of this century (11-16% of the population). From 1950 to 1970 the population of older people in Ohio increased by over 40%. During this same period the total population of the State increased by only 34%. By 1980 Ohio's population over 65 will be 1,140,000, an increase of more than 140,000 persons in 10 years.

Thus, on both the state and national level, the expanded availability of comprehensive services and programs for our older citizens will be needed. These Amendments are an important stride in fulfilling our responsibility to elderly Americans, and in decreasing state and local dependence on Washington for the solutions to problems that must be designed closer-to-home if they are to better serve senior citizens. Only in that manner can millions of elderly citizens be genuinely a part of the American mainstream where it counts: in their own communities.

HOLD FOR RELEASE UNTIL 1:00 PM (EST),  
THURSDAY, MARCH 23, 1972

*Agony - Elderly*

Office of the White House Press Secretary

THE WHITE HOUSE

FACT SHEET

MESSAGE ON OLDER AMERICANS

In his message, the President outlines a comprehensive strategy for the complex problems faced by older Americans.

There are 5 major elements:

1. Improving the income position of older Americans.
2. Upgrading the quality of nursing homes.
3. Helping older Americans lead dignified, independent lives in their own homes.
4. Expanding opportunities for the involvement of older persons in community life.
5. Organizing the Government to meet the changing needs of older Americans.

In 1973, the Federal Government will spend an estimated \$50 billion on behalf of older Americans, nearly 50% more than in 1969. One example of increased concern for the elderly is the increase in overall Federal spending under the Older Americans Act; spending under this Act has risen from \$32 million in 1969 to a proposed \$157 million as announced in the 1973 budget. The President is recommending a further increase of \$100 million for nutrition and related services. This will bring total spending in 1973 to \$257 million -- an eight fold increase.

1. IMPROVING THE INCOME  
POSITION OF OLDER AMERICANS

- . The President has signed into law social security increases amounting to more than a 26 percent rise since 1969 -- a \$10 billion annual increase in income for the elderly. When the proposed 5% benefit increase in H.R. 1 is enacted, the increase in a 2 1/2 year period would be one-third, the largest such increase in the history of social security.
- . In his message the President urges Congress to enact the new income benefits for older Americans contained in H.R. 1, which would total \$5 1/2 billion when fully effective. This includes \$3 billion in increased social security benefits and \$2 1/2 billion in new benefits for the needy elderly.
- . Other important reforms contained in H.R. 1 include the first national income floor for older Americans; guaranteed inflation-proof social security benefits; a modified retirement earnings test to allow an individual to earn more after retirement without losing social security benefits; increased benefits for delayed retirement; and special minimum benefits for people who have worked for 15 or more years under social security.

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- . The President will propose a program to increase the incomes of military retirees and improve the military retirement system. This includes re-computing retired pay on the basis of January, 1971 military pay scales, and improving the protection of survivors of retired personnel.
- . Older veterans are benefiting from improved medicare care for veterans. In fiscal year 1973, 844,000 veterans will be treated in VA hospitals, and approximately one-fourth of these veterans will be over age 65. Veterans' pensions were increased by an average of 10 percent in calendar year 1971 and are being increased by another 6 1/2 percent in 1972.
- . Benefits for retired Federal employees and their families have been improved by increasing annuities as the cost of living rises, and by liberalizing health and other retirement benefits.
- . The President has submitted a program to reform and expand private pension programs, through:
  - tax deductions to encourage independent savings toward retirement;
  - more generous tax deductions for self-employed persons;
  - vesting of pensions to insure that persons who have worked for an employer for a significant period will retain their pension rights;
  - management of pension funds exclusively in the interest of beneficiaries; and
  - a one-year study of pension plan terminations by the Departments of Labor and Treasury.
- . The President announced (August 1971) a New Economic Policy to help reduce inflationary pressures that are so harmful to older Americans receiving relatively fixed incomes.
- . The President reaffirmed his commitment to relieve the burden of property taxes.
- . Recent and pending changes in income tax laws would provide special help to older persons (a single person aged 65 or older would be able to receive up to \$5,100 of income without paying any Federal income taxes, while a married couple with both husband and wife 65 or older would be able to earn up to \$8,000 of such tax free income.)
- . The President directs his Office of Consumer Affairs to develop recommendations for further action to make older citizens aware of their legal rights under the Interstate Land Sales Full Disclosure Act and to help the States develop consumer education programs specifically designed for older citizens.
- . The President's comprehensive health proposals also can reduce the burden of health costs on the elderly: He has:

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- Requested that the monthly \$5.80 Medicare supplementary premium fee be eliminated, yielding older persons \$1.5 billion.
- Urged several measures contained in H.R. 1 to reduce health costs for older Americans, including extending Medicare to many of the disabled who have been forced to retire early, enabling Medicare beneficiaries to enroll in Health Maintenance Organizations, and clarifying coverage for extended care facilities after hospitalization.

## 2. UPGRADING THE QUALITY OF NURSING HOMES

The President announced an 8-point plan to upgrade the quality of nursing homes in August of 1971. The Administration has:

- . Trained almost 450 State nursing home inspectors in Federally-sponsored programs;
- . Submitted legislation to provide 100 percent Federal funding of State Medicaid inspections of nursing homes;
- . Established an Office of Nursing Home Affairs in the Office of the Secretary of Health, Education and Welfare;
- . Increased Medical Services Administration personnel by 142 positions to enforce Medicaid standards and regulations;
- . Funded a short-term training program for nursing home personnel (20,000 in fiscal year 1972; 21,000 in fiscal year 1973.);
- . Designated Social Security district offices to receive and investigate nursing home complaints;
- . Initiated a comprehensive analysis of the issues related to long-term care; and
- . Improved the enforcement of nursing home standards, including the decertification of 13 substandard nursing homes.

## 3. ENHANCING THE INDEPENDENCE OF OLDER AMERICANS

To help older Americans lead dignified, independent lives in their own homes, the President:

- . Increased the 1972 budget of the Administration on Aging to \$100 million for 1973 -- to provide home-maker, transportation, nutrition and community services. He will request an additional \$100 million for funding of increased nutrition and related services.
- . Called for indefinite extension of the Older Americans Act and proposed amendments to strengthen service delivery:

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- HEW would increase its financial support for the State Agencies on Aging and fund up to 90% of services costs and up to 75% of the administrative costs of new Area Planning Agencies on Aging.
- State and Area Planning Agencies would plan to mobilize wide range resources -- public and private -- to enhance the independence of older citizens.
- . Announced new procedures for interagency coordination of Federal resources which aid older persons. Under these procedures Federal agencies will identify each year that portion of their resources they expect to spend the next year to help older persons meet their needs. State Agencies on Aging will use this information for more effective planning and delivery of services.
- . Set up a system whereby nearly 900 Social Security district offices will provide information on benefits available to the elderly;
- . Asked the Domestic Council Committee on Aging to examine ways to use other government offices -- such as the General Services Administration's Federal Information Centers and the Agricultural Extension Service's local offices -- to expand the information and complaint centers;
- . Will launch an outreach campaign (Project FIND) to increase the participation of eligible older persons in the food assistance programs of the Department of Agriculture (i.e., food stamps and surplus commodities). The campaign will be conducted through a network of existing Federally operated or funded field offices and outreach workers;
- . Urged action on the recent legislative proposal of the Secretary of Transportation that some of the Highway Trust Fund be used to finance mass transportation and asked the Secretary of Transportation to develop specific suggestions for helping States and localities use a portion of these resources for the elderly.
- . Announced that the Department of Transportation will give priority to community requests for capital grants that aid the elderly from the Urban Mass Transportation Fund. The President urges States and localities to move immediately to take advantage of available resources.
- . Made housing money more readily available for older Americans. In fiscal year 1972 and fiscal year 1973 HUD will reach an all-time record in producing specially designed, subsidized and insured housing and nursing homes.
- 66,000 units of HUD-subsidized housing units specially designed for the elderly are planned for fiscal year 1972 and an estimated 82,000 for fiscal year 1973.
- 14,000 units under the Nursing Home and Intermediate Care Facility Program, are planned in fiscal year 1972 and an estimated 18,000 in fiscal year 1973.

more

HUD has also issued guidelines to make the Section 236 subsidized rental program more responsive to the needs of the elderly and to provide technical assistance to non-profit sponsors under the Section 106(a) program.

- . Announced that HUD will extend the mortgage maturity for the FHA insured nursing home program to a maximum of 40 years -- enabling sponsors to "package" residential and nursing home complexes more easily.
- . Requested HUD to work with the Administration on Aging to develop training programs in the management of housing for the elderly.
- . Directed the Secretary of HUD to encourage more space for senior centers in subsidized housing projects for the elderly.

#### 4. EXPANDING OPPORTUNITIES FOR INVOLVEMENT

To expand opportunities for more older Americans to make meaningful contributions in all facets of society, the President:

- . Proposed legislation to expand ACTION's person-to-person volunteer programs to permit low-income elderly persons to work with children of special need in community settings and with older Americans in nursing homes and in the community.
- . Supported a national effort of volunteer organizations designed to help the elderly to remain in their own homes.
- . Tripled the Retired Senior Volunteers Program, to \$15 million, to involve 75,000 volunteers.
- . Doubled the Foster Grandparents Program to \$25 million, providing for 11,500 foster grandparents to serve 23,000 children per day.
- . Doubled the special job projects for older persons, such as Green Thumb and Senior Aides, to \$26 million, to involve as many as 10,000 older persons.
- . Will propose legislation to broaden the coverage of the Age Discrimination in Employment Act to include the fastest growing area of employment -- the State and local governments.
- . Directed the Secretary of Labor to work on expanding employment opportunities for persons over 65 by urging the States and local communities to include older Americans in jobs provided by the Emergency Employment Act of 1971 and working with public employment offices to help open job opportunities in both the public and private sectors.
- . Will send a directive to heads of Federal departments and agencies to emphasize the policy that age shall be no bar to a Federal job which an individual is otherwise qualified to perform.

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5. ORGANIZING THE GOVERNMENT

To better coordinate present and future efforts for older Americans, the President has:

- Created a new Domestic Council cabinet level committee on aging, chaired by HEW Secretary Richardson.
- Created the position of Special Assistant on Aging, John Martin.
- Appointed a Special Consultant on Aging, Arthur Flemming.

To augment these efforts the Administration will:

- Strengthen the Secretary of HEW's Advisory Committee on Older Americans -- providing it with permanent staff to support its increased responsibilities.
- Arrange to have the Chairman of the Advisory Committee report directly to the Secretary of Health, Education and Welfare.
- Create a Technical Advisory Committee on Aging Research reporting to the Advisory Committee to develop a comprehensive plan of social, psychological, health, education, and economic research in HEW affecting the aged.

# # # #

*Aging - Elderly*

HOLD FOR RELEASE UNTIL 1:00 PM (EST),  
THURSDAY, MARCH 23, 1972

Office of the White House Press Secretary

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THE WHITE HOUSE

TO THE CONGRESS OF THE UNITED STATES:

When I addressed the White House Conference on Aging last December, I pledged that I would do all I could to make 1972 a year of action on behalf of older Americans. This message to the Congress represents an important step in fulfilling that promise.

Many of the actions which are outlined in this message have grown out of concerns expressed at the White House Conference and at related meetings across the country. The message also discusses a number of steps that have already been taken or that were announced at an earlier date. All of these actions are part of our comprehensive strategy for helping older Americans.

The momentum which has been generated by all these steps -- old and new -- will move us toward the great national objectives which the White House Conference set forth. I pledge that this momentum will be sustained as we follow through on these initiatives and as we keep other recommendations of the White House Conference at the top of our agenda, under continuing review.

This message, then, does not represent the last word I will have to say on this important subject. It does, however, identify those administrative steps which we are taking immediately to help older Americans, along with a number of legislative initiatives which should be of highest priority on this year's Congressional agenda.

We often hear these days about the "impatience of youth." But if we stop to think about the matter, it is the elderly who have the best reason to be impatient. As so many older Americans have candidly told me, "We simply do not have time to wait while the Government procrastinates. For us, the future is now." I believe this same sense of urgency should characterize the Government's response to the concerns of the elderly. I hope and trust that the Congress will join me in moving forward in that spirit.

A COMPREHENSIVE STRATEGY FOR  
MEETING COMPLEX PROBLEMS

The role of older people in American life has changed dramatically in recent decades. For one thing, the number of Americans 65 and over is more than six times as great today as it was in 1900 -- compared to less than a 3-fold increase in the population under 65. In 1900, one out of every 25 Americans was 65 or over; today one in ten has reached his 65th birthday.

While the number of older Americans has been growing so rapidly, their traditional pattern of living has been severely disrupted. In an earlier era, the typical American family was multigenerational -- grandparents and even great-grandparents lived in the same household with their children and grandchildren, or at least lived nearby. In recent years, however, the ties of family and of place have been loosened -- with the result that more and more of our older citizens must live apart or alone. The rapid increase in mandatory retirement provisions has compounded this trend toward isolation.

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Under such conditions, other problems of older persons such as ill health and low income have become even more burdensome. And all of these difficulties are intensified, of course, for members of minority groups and for those who are blind or deaf or otherwise handicapped.

The sense of separation which has characterized the lives of many older Americans represents a great tragedy for our country. In the first place, it denies many older citizens the sense of fulfillment and satisfaction they deserve for the contributions they have made throughout their lifetimes. Secondly, it denies the country the full value of the skills and insights and moral force which the older generation is uniquely capable of offering.

The major challenge which confronts us, then, as we address the problems of older Americans is the new generation gap which has emerged in this country in recent decades between those who are over 65 and those who are younger. The way to bridge this gap, in my judgment, is to stop treating older Americans as a burden and to start treating them as a resource. We must fight the many forces which can cause older persons to feel dependent or isolated and provide instead continuing opportunities for them to be self-reliant and involved.

If we can accomplish this goal, our entire Nation will reap immense benefits. As I put it in my speech to the White House Conference on Aging, "...any action which enhances the dignity of older Americans enhances the dignity of all Americans, for unless the American dream comes true for our older generation, it cannot be complete for any generation."

From its very beginnings, this Administration has worked diligently to achieve this central objective. To assist me in this effort, I established a special task force on aging in 1969. In that same year, I elevated the Commissioner on Aging, John Martin, to the position of Special Assistant to the President on Aging, the first such position in history. Later, I created a new Cabinet-level Committee on Aging, under the leadership of the Secretary of Health, Education, and Welfare, to ensure that the concerns of the aging were regularly and thoroughly considered by this Administration and that our policies to help older persons were effectively carried out. To provide greater opportunity for older Americans to express their own concerns and to recommend new policies, I convened the White House Conference on Aging -- which met last December and which was preceded and followed by many other meetings at the grassroots level. I asked the Cabinet-level Committee on Aging to place the recommendations of the Conference at the top of its agenda. And I also asked the Chairman of the Conference, Arthur Flemming, to stay on as the first Special Consultant to the President on Aging, so that the voice of older Americans would continue to be heard at the very highest levels of the Government.

One dimension of our efforts over the last three years is evident when we look at the Federal budget. If our budget proposals are accepted, overall Federal spending for the elderly in fiscal year 1973 will be \$50 billion, nearly 150 percent of what it was when this Administration took office. One particularly important example of increased concern for the elderly is the fact that overall Federal spending under the Older Americans Act alone has grown from \$32 million in fiscal year 1969 to a proposed \$257 million in fiscal year 1973 -- an eight-fold increase. This figure includes the \$157 million I originally requested in my 1973 budget, plus an additional \$100 million which I am requesting in this message for nutrition and related services.

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How much money we spend on aging programs is only one part of the story, however. How we spend it is an equally important question. It is my conviction that the complex, interwoven problems of older Americans demand, above all else, a comprehensive response, one which attacks on a variety of fronts and meets a variety of problems.

This message outlines the comprehensive strategy which this Administration had developed for bridging the new generation gap and enhancing the dignity and independence of older Americans. That strategy has five major elements:

1. Protecting the income position of the elderly;
2. Upgrading the quality of nursing home care;
3. Helping older persons live dignified, independent lives in their own homes or residences -- by expanding and reforming service programs;
4. Expanding opportunities for older people to continue their involvement in the life of the country; and
5. Reorganizing the Federal Government to better meet the changing needs of older Americans.

#### A SUMMARY OF MAJOR INITIATIVES

In addition to discussing important actions which have been taken in the past or are now underway, this message focuses attention on the following major items of new and pending business.

1. To protect the income position of older Americans,

The Congress should:

-- enact H.R. 1 as soon as possible, thus providing older Americans with \$5-1/2 billion of additional annual income. H.R. 1 would increase social security benefits by 5 percent, make social security inflation-proof, increase widow, widower and delayed retirement benefits, liberalize earnings tests, and establish a floor under the income of older Americans for the first time;

-- repeal the requirement that participants in part B of Medicare must pay a monthly premium which is scheduled to reach \$5.80 this July. This step would make available to older persons an additional \$1.5 billion -- the equivalent of roughly another 4 percent increase in social security benefits for persons 65 and over;

-- strengthen the role played by private pension plans by providing tax deductions to encourage their expansion, requiring the vesting of pensions, and protecting the investments which have been made in these funds;

-- enact revenue sharing proposals designed to provide the opportunity for significant property tax relief; and

-- enact my proposed consumer protection legislation which deals with problems which are especially acute for older citizens.

The Administration will:

-- continue its investigation of alternative methods for financing public education in such a manner as to relieve the present heavy reliance on property taxes;

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-- propose major improvements in the military retirement system, including a one-time recomputation of retired pay;

-- continue the battle against price inflation, with special emphasis in the health care field;

-- develop a program to foster greater awareness among older citizens of their legal rights under the Interstate Land Sales Full Disclosure Act; and

-- develop a program designed to help each State create consumer education programs for older citizens.

2. To upgrade the quality of nursing home care,

The Congress should:

-- make it possible for the Federal Government to assume the entire cost of State inspection of homes receiving payments under the Medicaid program; and

-- approve my request for additional funds for training nursing home personnel.

The Administration will:

-- continue to strengthen and expedite other portions of my 8-point program for upgrading nursing homes, including my commitment to withdraw Federal funds from those homes that refuse to meet standards and to make adequate alternative arrangements for those who are displaced from sub-standard homes; and

-- develop proposals for protecting older persons in the purchase of nursing home services.

3. To help older persons live dignified, independent lives in their own homes or residences,

The Congress should:

-- appropriate the \$100 million I requested for the Administration on Aging in my 1973 budget;

-- appropriate an additional \$100 million for nutritional and related purposes;

-- appropriate \$57 million for other programs under the Older Americans Act, bringing total spending under this act to \$257 million -- an eight-fold increase over fiscal year 1969;

-- renew and strengthen the Older Americans Act, which so many older persons rightly regard as landmark legislation in the field of aging -- extending it for an indefinite period rather than for a specified period of years;

-- create a new, coordinated system for service delivery under this act, so that the Administration on Aging can help develop goals for such services, while State and area agencies create specific plans for achieving these goals; and

-- allow States and localities to use some of the funds now in the Highway Trust Fund to finance their mass transit programs, including special programs to help the elderly.

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The Administration will:

-- ensure that Departments and agencies involved in the field of aging identify the portion of their total resources that are available for older persons and ensure that use of these resources is effectively coordinated all across the Government;

-- strengthen the role already played by local officials of the Social Security Administration and other agencies in providing information about Federal services to older persons and in receiving their complaints;

-- launch this summer a new Project FIND -- a program which will enlist the services of Government workers at the grassroots level in an outreach effort to locate older persons who are not involved in Federal nutrition programs and who should be;

-- step up efforts to meet the special transportation needs of older Americans, giving priority to community requests for capital grants that aid the elderly from the Urban Mass Transportation Fund;

-- provide more and better housing for older Americans by issuing new guidelines for two HUD programs to make them more readily applicable to the elderly, by extending the mortgage maturity for the FHA-insured nursing home program, by drawing upon research of the Law Enforcement Assistance Administration to reduce crime, by encouraging the provisions of more space for senior centers within housing projects for the elderly, and by developing training programs in the management of housing for older persons.

4. To expand opportunities for older persons to continue their involvement in the life of our country,

The Congress should:

-- appropriate the funds I have requested for such action programs as Retired Senior Volunteers and Foster Grandparents;

-- authorize the ACTION agency to expand person-to-person volunteer service programs, helping more older Americans to work both with children and with older persons who need their help; and

-- broaden the Age Discrimination in Employment Act of 1967 to include State and local governments.

The Administration will:

-- work with 130 national voluntary groups across the country in a special program to stimulate volunteer action; and

-- develop a national program to expand employment opportunities for persons over 65, through programs such as Senior Aides and Green Thumb, by urging State and local governments to make job opportunities available under the Emergency Employment Act of 1971, by working through the public employment offices to open part-time job opportunities in both the public and private sector, and by reaffirming Federal policy against age discrimination in appointment to Federal jobs.

5. To improve Federal organization for future efforts,

The Administration will:

-- strengthen the Secretary of Health, Education,



and Welfare's Advisory Committee on Older Americans -- providing it with permanent staff capability to support its increased responsibilities;

-- arrange for the Commissioner of Aging, in his capacity as Chairman of the Advisory Committee on Aging, to report directly to the Secretary of Health, Education, and Welfare;

-- create a Technical Advisory Committee on Aging Research in the Office of the Secretary of Health, Education, and Welfare to develop a comprehensive plan for economic, social, psychological, health and education research on aging.

#### PROTECTING THE INCOME POSITION OF OLDER AMERICANS

Perhaps the most striking change in the lives of most Americans when they turn 65 is the sudden loss of earned income which comes with retirement. The most important thing we can do to enhance the independence and self-reliance of older Americans is to help them protect their income position. I have long been convinced that the best way to help people in need is not by having Government provide them with a vast array of bureaucratic services but by giving them money so that they can secure needed services for themselves. This understanding is fundamental to my approach to the problems of the aging.

The success of this income-oriented strategy depends in turn on giving effective attention to two factors: first, where older Americans' money comes from and second, what it is used for.

#### Where the Money Comes From: Reforming and Expanding Government Income Programs

The most important income source for most older Americans is social security. Accordingly, improvements in social security have been the centerpiece of this Administration's efforts to assist the elderly. Today, approximately 85 percent of all Americans over 65 receive regular cash benefits from social security, while 93 percent of those now reaching age 65 are eligible to receive such benefits when they or their spouses retire.

Since 1969, social security cash benefits have been increased twice -- a fifteen percent increase in January of 1970 and another ten percent increase one year later. These increases represent a \$10 billion annual increase in cash income for social security beneficiaries. As I suggested, however, in my 1969 message to the Congress concerning social security reform, bringing benefit payments up to date alone is not enough. We must also make sure that benefit payments stay up to date and that all recipients are treated fairly.

My specific proposals for achieving these ends are presently contained in the bill known as H.R. 1 -- legislation which is of overwhelming importance for older Americans. This bill passed the House of Representatives in the first session of the 92nd Congress and is presently pending before the Senate Finance Committee. I continue to believe firmly that H.R. 1 is the single most significant piece of social legislation to come before the Congress in many decades.

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Let us consider the several ways in which this legislation would help the elderly:

1. An Additional Increase in Social Security. Under H.R. 1, social security benefits would be increased by an additional 5 percent effective in June of 1972. This increase would provide \$2.1 billion in additional income for older Americans during the first full year that it is effective. It would mean that social security benefits would be one-third higher after this June than they were just 2-1/2 years ago. This represents the most rapid rate of increase in the history of the social security program.

2. Making Social Security "Inflation Proof." Under H.R. 1, social security payments would, for the first time, be automatically protected against inflation. Whenever the Consumer Price Index increased by 3 percent or more, benefits would be increased by an equal amount. Payments that keep pace with the cost of living would thus become a guaranteed right for older Americans -- and not something for which they have to battle again and again, year after year.

3. Increased Widows' Benefits. About 58 percent of the population age 65 and over are women, most of whom depend primarily on social security benefits earned by their husbands. Under the present law, however, widows are eligible for only 82-1/2 percent of the retirement benefits which would be paid to their late husbands if they were still alive. H.R. 1 would correct this situation by increasing widows' benefits to 100 percent of the benefits payable to their late husbands. It would similarly expand the eligibility of a widower for benefits payable to his late wife. Altogether, this provision would mean that about 3.4 million widows and widowers would receive increased benefits totaling almost three quarters of a billion dollars in the first full year.

4. Increased Benefits for Delayed Retirement. Under present law, those who choose not to retire at age 65 forfeit their social security benefits for the period between the time they are 65 and the time they finally retire. H.R. 1 would allow retirees to make up a portion of these lost benefits through higher payments after retirement. Benefits would increase by one percent for each year that a person had worked between the ages of 65 and 72.

5. Liberalized Earnings Tests. Like the increased benefit for delayed retirement, the liberalized earnings tests contained in H.R. 1 would encourage more of our older citizens to remain active in the economic life of our country. This is a step which I promised to take in the 1968 campaign and for which I have been working ever since.

It is high time this step was taken. Those who can work and want to work should not be discouraged from working -- as they often are under the present law. By reducing the barriers to work, we can increase the sense of participation among older citizens and at the same time tap their energies and experience more effectively.

Under H.R. 1, the amount that a beneficiary could earn without losing any social security would be increased from \$1,680 a year to \$2,000 a year. That ceiling, in turn, would be automatically increased each time there was a cost of living benefit increase in social security. In addition, for those who earn in excess of \$2,000, the potential

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reduction in social security payments would also be lessened. Under the present law, benefits are reduced by \$1 for each \$2 of extra earnings, but this rate applies only to the first \$1,200 earned above the exempt amount. Additional earnings beyond that level now cause benefits to be reduced on a \$1 for \$1 basis. Under H.R. 1, benefits would be reduced on a \$1 for \$2 basis for all earnings above \$2,000 -- no matter how much more a person earned.

6. Adult Assistance Reform. One of the most important elements of H.R. 1 -- and one of the most under-publicized -- is its provision to place a national floor under the income of every older American. H.R. 1 would replace the present Old Age Assistance program with a single, federally-financed program which would provide a monthly income of \$150 for an individual and \$200 for a couple when fully effective.

This program would assist 4.5 million elderly persons instead of the 2.1 million currently reached. It would also eliminate the practice of placing liens on homes as a condition of eligibility. Eligibility for assistance would be determined on the basis of need without regard to the income or assets of relatives. Relative-responsibility rules would not be a part of this new program.

I believe this reform is particularly important since it channels massive resources -- some \$2.8 billion in additional annual benefits -- to those whose needs are greatest.

7. Special Minimum Benefits. H.R. 1 would also provide special minimum benefits for people who have worked for 15 years or more under social security. The guaranteed minimum benefit would range from \$75 a month for a person who had worked 15 years under social security to \$150 a month for a person with 30 years of such work experience. At maturity, this provision would increase overall benefit payments to \$600 million.

#### H.R. 1: The Need for Prompt Action

In addition to all of these benefits for older people, H.R. 1 would have enormous benefits for many younger Americans as well. Clearly the passage of this bill is a matter of the very highest priority. I have made that statement repeatedly since I first proposed this far-reaching program in 1969. As I make that statement again today, I do so with the conviction that further delay is absolutely inexcusable. To delay these reforms by even one more year would mean a loss for older Americans alone of more than \$5 billion.

It is my profound hope that the Senate will now carry forward the momentum which has been generated by the passage of H.R. 1 in the House of Representatives, thus seizing an historic opportunity -- and meeting an historic obligation.

#### Where the Money Comes From: Military, Veterans and Federal Employee Benefits

We are also making significant progress toward improving the retirement income of career military personnel, veterans and Federal employees.

1. To improve military benefits, I will soon submit legislation to the Congress for recomputing retirement pay on the basis of January 1, 1971 pay scales, thus liberalizing annuities for current retirees. I will also submit legislation to provide -- for the first time -- full annuities for retired reservists at an earlier age, and to revise benefit

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payments so that retirees receive their full annuities when they are most needed, at the conventional age of full retirement. I hope these proposals will receive favorable consideration.

In addition, I support legislation to provide military retirees with a less expensive survivor annuity plan -- one which is similar to that now provided to retired civil servants.

2. Benefits for veterans are also improving. Our efforts to improve both the quality of care and the number of patients treated in Veterans Administration hospitals will have a major impact on older veterans, since more than one-fourth of all VA patients are over 65. The staff to patient ratio at VA hospitals will be increased to 1.5 to 1, an all-time high, if our budget proposals are accepted.

The fiscal year 1973 budget also provides for further increases in nursing home care with the result that the authorized number of VA-operated nursing beds will have doubled since 1969 and the number of community contract beds and State home beds built and operated with VA subsidies will have increased by one-third over the same period.

In addition, I have signed into law significant improvements in pensions for elderly veterans which relate benefits more closely to need and protect recipients from income loss because of increases in the cost of living. In January of 1971, pensions were increased by an average of 9.6 percent. One year later, they went up an additional 6.5 percent and a new formula was adopted relating benefits more closely to need for the first time.

3. Federal Employee Benefits are also up. Retirement benefits for Federal employees have been liberalized in several instances, and -- under a more generous formula for determining cost of living increases -- annuities have gone up nearly 16 percent in the last 2-1/2 years. In addition, the Government's contribution to Federal health benefit premiums of current and retired employees has been substantially increased.

#### Where the Money Comes From: Reforming the Private Pension System

Only 21 percent of couples now on our social security rolls and only 8 percent of non-married beneficiaries are also receiving private pensions. While this picture will improve somewhat as workers who are now younger reach retirement, nevertheless -- despite the best efforts of labor and management -- only half the work force is presently covered by private pension plans. As the White House Conference on Aging pointed out, the long-range answer to adequate income for the elderly does not lie in Government programs alone; it also requires expansion and reform of our private pension system.

Late last year, I submitted to the Congress a five-point program to achieve this goal. It includes the following items:

1. Tax deductions to encourage independent savings toward retirement. Individual contributions to group or individual pension plans should be made tax deductible up to the level of \$1500 per year or 20 percent of earned income, whichever is less. Individuals should also be able to defer taxation of investment earnings on these contributions.

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2. More generous tax deductions for pension contributions by self-employed persons. The annual limit for deductible contributions to pension plans by the self-employed -- on their own behalf and for those who work for them -- should be raised from \$2,500 or 10 percent of earned income, whichever is less, to the lesser of \$7,500 or 15 percent of earned income.

3. Requiring the vesting of pensions. Persons who have worked for an employer for a significant period should be able to retain their pension rights even if they leave or lose their jobs before retirement. Unfortunately, many workers do not now have this assurance -- their pensions are not vested. To change this situation, I have proposed a new law under which all pensions would become vested as an employee's age and seniority increased. Under this law, the share of participants in private pension plans with vested pensions would rise from 31 percent to 47 percent and the overall number of employees with vested rights would increase by 3.6 million. Most importantly, among participants age 45 and older, the percentage with vested pensions would rise from 60 percent to 92 percent.

4. The Employee Benefits Protection Act. This legislation was first proposed to the Congress in March of 1970; it was strengthened and resubmitted in 1971. It would require that pension funds be administered under strict fiduciary standards and would provide certain Federal remedies when they are not. It would also require that plans provide full information to employees and beneficiaries concerning their rights and benefits.

5. A study of pension plan terminations. In my December message, I also directed the Departments of Labor and the Treasury to undertake a one-year study concerning the extent of benefit losses which result from the termination of private pension plans. This study will provide the information we need in order to make solid recommendations in this field, providing needed protection without reducing benefits because of increased costs.

#### Where the Money Goes: The Burden of Health Costs

Growing old often means both declining income and declining health. And declining health, in turn, means rising expenditures for health care. Per capita health expenditures in fiscal year 1971 were \$861 for persons 65 and older, but only \$250 for persons under 65. In short, older Americans often find that they must pay their highest medical bills at the very time in their lives when they are least able to afford them.

Medicare, of course, is now providing significant assistance in meeting this problem for most older Americans. In fiscal year 1971, this program accounted for 62 percent of their expenditures for hospital and physicians services and 42 percent of their total health payments. In addition, an estimated 40 percent of Medicaid expenditures go to support the health costs of the elderly, while other programs provide significant additional assistance.

But serious problems still remain. Accordingly, this Administration has been working in a number of ways to provide even more help for the elderly in the health-care field. One of our most important proposals is now pending before the Congress. I refer to the recommendation I made more than a year ago that the Congress combine part B of Medicare -- the supplementary medical insurance program, with part A -- the hospital insurance program, thus eliminating the special monthly premium which older persons

must pay to participate in part B -- a premium which will reach \$5.80 per month by July. I have reaffirmed my commitment to this important initiative on other occasions and today I affirm it once again. Elimination of the premium payment alone would augment the annual income of the elderly by approximately \$1.5 billion, the equivalent, on the average, of almost a 4 percent increase in social security for persons 65 and over. I hope the Congress will delay no longer in approving this important proposal.

Our concern with health costs for older Americans provides additional reasons for the prompt approval of H.R. 1. Under that bill:

-- Provision is made for extending Medicare to many of the disabled (about 60 percent of whom are age 55 and over) who are drawing social security benefits and who have had to give up work before reaching regular retirement age;

-- Medicare beneficiaries would have the opportunity to enroll in Health Maintenance Organizations -- organizations which I strongly endorsed in my special message on health policy because of my conviction that they help to prevent serious illness and also help to make the delivery of health care more efficient;

-- Provision is made for removing the uncertainties relative to coverage under Medicare when a person needs to use extended care facilities after hospitalization.

In my recent message to Congress on health policy, I indicated a number of other measures which will help reduce the cost of health care. I spoke, for example, of the special attention we have been giving under Phase II of our New Economic Policy to the problem of sky-rocketing health costs, through the special Health Services Industry Committee of the Cost of Living Council. I indicated that a number of cost control features would be introduced into the Medicare and Medicaid reimbursement processes -- with the overall effect of reducing health costs. I have also called for new research efforts in fields such as heart disease, cancer, and accident prevention -- initiatives which also promise to reduce health problems -- and health bills -- for older persons.

#### Where the Money Goes: Inflation

Inadequate retirement incomes are strained even further when inflation forces older persons to stretch them to meet rising costs. Because older persons are uniquely dependent on relatively fixed incomes, they are uniquely victimized by the ravages of inflation. While my proposals for making social security benefits inflation-proof will provide significant help in defending the elderly against this menace, it is also important that we take on this enemy directly -- that we curb inflationary pressures.

This goal has been a central one of this Administration. When I came to office this country was suffering from a massive wave of price inflation -- one which had resulted in large measure from the methods chosen to finance the Vietnam War. The problem of reversing this wave by conventional methods was a more stubborn problem, frankly, than I expected it to be when I took office. By the summer of 1971, it became clear that additional tools were needed if inflation was to be quickly and responsibly controlled. Accordingly, I announced last August a New Economic Policy -- one which has received the strong support of the Congress and the American people.

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I have been especially gratified that older Americans -- whose stake in the battle against inflation is so high -- have rallied to support this new economic program. With their continued support -- and that of all the American people -- we can carry this battle forward and win a decisive victory.

One key element in that battle, of course, is to be sure that Government spending programs, including those which help the elderly, are responsibly financed. If they are not, then inflation will merely be reignited and Government policy will merely be robbing older Americans with one hand of the aid it gives them with the other.

#### Where the Money Goes: Property Taxes

Two-thirds of all older citizens -- and 78 percent of older married couples -- own their own homes. For these Americans -- and for many younger Americans as well -- the heavy and growing burden of property taxes constitutes one of the most serious of all income-related problems. Even those who rent their homes often bear an unfair burden since property tax increases are frequently passed along in the form of higher rents. The reason these burdens are so onerous, of course, is that the income from which property taxes must be paid by the elderly is usually going down at the very time the taxes are going up.

Property taxes in the United States have more than doubled in the last ten years. The problems which this fact implies are felt by Americans of all ages. But elderly Americans have a special stake in their solution.

I am committed to doing all I can to relieve the crushing burden of property taxes. I have been proceeding toward this end in two ways. First, I am continuing to push for passage of our General and Special Revenue-Sharing proposals, legislation which would channel some \$17 billion into State and local budgets and thus provide a significant opportunity for property tax relief. At the same time, as I indicated in my recent State of the Union Address, I am also moving to change the system through which we finance public education. In developing a new approach, I will draw on the recommendations of the President's Commission on School Finance, the Advisory Commission on Inter-governmental Relations, and other analyses such as those which are being performed under the direction of the Secretaries of the Treasury, and of Health, Education, and Welfare. The purpose of this intensive investigation is to develop ways of putting this Nation's educational system on a sounder financial footing while helping to relieve the enormous burden of school property taxes.

#### Reducing Income Tax Burdens

Recently approved and pending changes in the income tax laws also provide special help to older persons. Under these provisions, a single person age 65 or over would be able to receive up to \$5,100 of income without paying any Federal income taxes, while a married couple with both husband and wife 65 or over would be able to receive up to \$8,000 of such tax-free income.

#### Where the Money Goes: Protecting Elderly Consumers

The quality of life for older Americans depends to a large extent upon the responsiveness of the marketplace to their special needs. It is estimated that elderly persons now spend over \$60 billion for goods and services every year -- and they will be able to spend billions more if my proposals for increasing their income are enacted. Our economy should be responsive to the needs of older Americans; they have a high stake in advancing consumer protection.

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Through organizational changes, administrative actions and legislative recommendations, this Administration has been working to provide needed protection for the American consumer in general -- and for the older consumer in particular. The several pieces of consumer legislation which I have submitted to the Congress are designed to reduce dangers which are especially acute for older consumers -- and I again urge their enactment.

In addition, I am asking my Special Assistant for Consumer Affairs, in cooperation with the Secretary of Housing and Urban Development, to develop a program for helping to enforce the Interstate Land Sales Full Disclosure Act by fostering greater awareness among older citizens of their legal rights under this legislation.

Recognizing that the complexity of today's marketplace demands great sophistication by the individual consumer, our primary and secondary schools have stepped up their programs for consumer education. Unfortunately, many older Americans have never had the opportunity to benefit from such programs. The Office of Consumer Affairs is therefore developing guidelines for adult consumer education programs with particular emphasis on the needs of the elderly. To carry out these guidelines, I am asking my Special Assistant for Consumer Affairs, working in cooperation with the Secretary of Health, Education, and Welfare, to develop a program of technical assistance to help the States create consumer education programs specifically designed for older citizens.

#### A Comprehensive Effort for Improving Income

The key characteristic of my strategy for protecting the income position of older Americans is its comprehensiveness. For it would help to augment and protect the income older persons derive from social security, adult assistance, Federal military, veterans and civilian benefits, and private pensions, while at the same time curbing the cruel drain on those incomes from rising health costs, inflation, taxes and unwise consumer spending. I hope now that the Congress will respond promptly and favorably to these proposals. If it does, then the purchasing power of the elderly can be enhanced by billions of dollars a year -- an achievement which could do more than anything else to transform the quality of life for Americans over 65.

#### UPGRADING THE QUALITY OF NURSING HOME CARE

Income related measures can help more older Americans to help themselves; they build on the strong desire for independence and self-reliance which characterizes the older generation. We must recognize, however, that some older Americans -- approximately five percent by recent estimates -- cannot be primarily self-reliant. These older men and women require the assistance provided by skilled nursing homes and other long-term care facilities. For them, a dignified existence depends upon the care and concern which are afforded them in such settings.

In June of 1971, at a regional convention of the National Retired Teachers Association and the American Association of Retired Persons, I pledged to meet the challenge of upgrading nursing home care in America. I expressed my determination that nursing homes, for those who need them, should be shining symbols of comfort and concern. I noted that many such facilities provide high quality care, but that many others fall woefully short of this standard. I observed

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that those who must live in such facilities are virtual prisoners in an atmosphere of neglect and degradation.

Following that speech, I directed the development of an action plan to improve nursing home care and I announced that 8-point plan in August of 1971. I am pleased to be able to report that we have made significant progress in carrying out that plan. We have delivered on all of the eight promises implied in that program. Let us look at each of them:

1. Training State Nursing Home Inspectors - Through February of 1972, almost 450 surveyors had been trained in federally-sponsored programs at three universities. Contract negotiations are underway to continue ongoing programs and to establish new ones at two university training centers.
2. Complete Federal Support of State Inspections Under Medicaid - Legislation to raise the level of financial participation by the Federal Government in this activity to 100 percent was submitted to the Congress on October 7, 1971, as an amendment to H.R. 1. This proposal is awaiting Congressional action.
3. Consolidation of Enforcement Activities - A new Office of Nursing Home Affairs has been established in the Office of the Secretary of Health, Education, and Welfare. This unit is directly responsible for coordinating all efforts to meet our July 1, 1972, deadline for inspections of skilled nursing homes and for certification of these facilities in accordance with proper procedures.
4. Strengthening Federal Enforcement - 142 new positions have been allocated to the Medical Services Administration to enforce Medicaid standards and regulations. Added emphasis is being placed on the audit process as a tool for enforcement; 34 additional positions are being added in HEW's Audit Agency to perform audits of nursing home operations.
5. Short-term Training for Professional and Para-professional Nursing Home Personnel - This program is currently funded at the \$2.4 million level and is scheduled to train 20,000 persons. The fiscal year 1973 budget which I submitted to the Congress contains \$3 million to train an additional 21,000 persons.
6. Assistance for State Investigative Units - A program to develop and test investigative-ombudsman units to respond to individual complaints and to other problems in the nursing home area has also been initiated. As an interim mechanism, nearly 900 social security district and branch offices have been designated as listening posts to receive and investigate complaints and suggestions about nursing home conditions.
7. Comprehensive Review of Long-term Care - The Office of Nursing Home Affairs is now carrying out a comprehensive analysis of issues related to long-term care.
8. Cracking Down on Substandard Nursing Homes - Progress is also being made on this important front. Last December I signed legislation which, among other things, authorizes Federal quality standards for intermediate care facilities, thus giving us additional authority to guarantee a decent environment for those who live in long-term care facilities.

Every State providing nursing home care under the Medicare and Medicaid programs has now installed systems for surveying and certifying nursing homes. In the area of fire-safety and other safety guidelines, a coordinated set of standards for homes providing care under these programs is being put into effect.

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Medicaid compliance activities have also been stepped up. Onsite Federal reviews of State Medicaid certification procedures have been carried out. Deficiencies in those procedures were found in 39 States. These deficiencies were publicly announced by the Secretary of Health, Education, and Welfare on November 30, 1971, along with a timetable for correcting them. Since that time, 38 of the 39 States have made the necessary corrections. We have determined that every facility receiving Medicaid funds must have been inspected and correctly certified by July 1, 1972.

While we prefer to upgrade substandard homes rather than shut them down, we will not hesitate to cut off money when that is necessary. As of February 11, 1972, in fact, 13 extended care facilities had been decertified for participation in Medicare. In such cases, as I have often pledged before, we are firmly committed to seeing that adequate alternative arrangements are made for those who are displaced.

In fiscal year 1971, the Federal Government contributed \$1.2 billion to the cost of nursing home care. We should also remember, however, that more than 40 percent of the annual expenditure for nursing homes is borne by private sources. In addition to seeing that Federal tax dollars are properly spent in this area, it is also important that private individuals are protected when they purchase nursing home services. I have asked the Secretary of Health, Education, and Welfare to develop proposals to deal with this dimension of the nursing home challenge.

#### SPECIAL SERVICES TO FOSTER INDEPENDENCE

Improving the income position of older Americans and upgrading nursing homes -- these are two concerns which have been of highest priority for this Administration in the past and which will continue to be central in the future. As we work to develop a truly comprehensive strategy, however, other agenda items have also been emerging as areas of special emphasis, particularly those involving public and private services which can help older persons live dignified, independent lives in their own homes for as long as possible.

#### Increased Resources for the Administration on Aging

Since the passage of the Older Americans Act in 1965, the Administration on Aging has had the lead Federal role in developing and coordinating such services. While that office has accomplished many significant things, the importance and urgency of its mission have outstripped its financial resources.

It was to help remedy this situation that I announced at the White House Conference on Aging last December that I would call for a five-fold increase in the budget of the Administration on Aging -- from \$21 million to \$100 million. As I will discuss below in greater detail, I am now requesting an additional \$100 million for nutritional and related purposes, money which would also be spent through the Administration on Aging.

With this substantial increase in funds, we would be able to step up significantly our efforts to develop and coordinate a wide range of social and nutritional services for older Americans. Our central aim in all of these activities will be to prevent unnecessary institutionalization -- and to lessen the isolation of the elderly wherever possible.

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### Extending the Older Americans Act

Since its passage in 1965, the Older Americans Act has served as an important charter for Federal service programs for the elderly. Unless the act is promptly extended, however, the grant programs it authorizes will expire on June 30th. This must not happen. I therefore urge that this landmark legislation be extended -- and that the extension be indefinite, rather than limited to a specific period of time.

### Strengthening the Planning and Delivery of Services

In addition, I am asking that the Older Americans Act be amended to strengthen our planning and delivery systems for services to the elderly. Too often in the past, these "systems" have really been "non-systems," badly fragmented, poorly planned and insufficiently coordinated. My proposed amendments are designed to remedy these deficiencies.

We should begin by helping to develop and strengthen the planning capacities of the State agencies on aging and of new area agencies on aging which would be established within each State. Up to 75 percent of the administrative costs of these new area planning agencies would be funded by the Administration on Aging, which would also establish general goals to which activities at the State and local levels would be directed. One of the major priorities would be to enhance and maintain the independence of older citizens.

The State and area planning agencies would plan for the mobilization and coordination of a wide range of resources -- public and private -- to meet such goals. The Administration on Aging would be authorized to fund up to 90 percent of the cost of social and nutritional services provided under plans developed by the area planning agencies. In fiscal year 1973, \$160 million would be allocated in formula grants for nutritional and social services. An additional \$40 million would be allocated in special project assistance to develop new and innovative approaches and to strengthen particularly promising area plans.

By establishing overall objectives and by providing both money and mechanisms for a stronger planning and coordination effort, we can ensure that resources and energies which are now widely scattered and fragmented can be pulled together in ways which will notably increase their impact.

### Coordinating Federal Efforts

Even as we strengthen coordination at grassroots levels, so we must do a better job of coordinating Federal programs. As this message makes clear, efforts are being made all across our Government to help older citizens. But if there was one clear message at the White House Conference on Aging, it was that this wide range of Federal resources must be better coordinated. To help achieve this important objective, I have directed my Special Consultant on Aging to work with all these agencies in an intense new effort to develop coordinated services.

As the first step in this effort, I have directed those agencies whose programs have a major impact on the lives of older persons to provide the Cabinet-level Committee on Aging, within sixty days, with the amounts they identify as serving the needs of the elderly. In addition, I am directing that each agency identify, within the total amount it expects to spend for its aging programs, a sum that will be available to the States and localities for purposes related to the Older Americans Act. The Administration on Aging will then provide

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this information to the States so that it can be utilized in the State and local planning process. State aging agencies will also be able to transmit their views on proposed Federal programs, thereby furthering the interchange of information and strengthening overall coordination.

Under these procedures, we can ensure that all resources for helping the elderly are fully marshalled and coordinated, in a way which is responsive to the special needs of every State and locality in our land.

#### Establishing Information and Complaint Centers

We must also work to improve communications between the Federal Government and older Americans and to alert the Government to areas of special need. Because older persons often have some difficulty moving about conveniently, and because services are often fragmented and channeled through complex bureaucratic mechanisms, it is especially important that the elderly have one place to turn where they can obtain needed information and let their views be heard.

As I have already noted, we have been moving in this direction under my program to upgrade the quality of nursing home care. Following the directive which I announced at the White House Conference on Aging, Social Security offices have also been expanding their information and referral services for the elderly. District and branch offices are now handling more than 200,000 such inquiries each month -- and that number is expected to increase. A task force is now at work within the Social Security Administration to examine ways of improving this service.

As another step in this direction, I have directed the Cabinet-level Committee on Aging to examine ways in which we can use other Government offices -- such as the General Services Administration's Federal Information Centers and the Agricultural Extension Service's local offices -- in further expanding and improving our information and complaint services.

#### Fighting Hunger and Malnutrition

In addition to our overall funding and coordination proposals concerning Federal services, we are also moving ahead in a variety of specific service areas. One of the most important is the fight against hunger and malnutrition among the elderly.

The thought that any older citizens -- after a lifetime of service to their communities and country -- may suffer from hunger or malnutrition is intolerable. Happily, since I submitted my message on hunger and nutrition to the Congress in May of 1969, we have made significant strides toward eliminating this problem among all age groups in America. Our efforts to increase incomes have been central to this endeavor, of course. But our special food assistance programs have also been substantially augmented.

If my budget proposals for fiscal year 1973 are accepted, overall spending for food stamps will have increased nine-fold since 1969. In the coming fiscal year, an estimated 2 million elderly participants in the Food Stamp Program will receive benefits of \$343.5 million, compared with only \$45.8 million in fiscal year 1969. Virtually every county in the Nation now offers either the Food Stamp or the Food Distribution Program; in early 1969, nearly 500 counties offered neither. In all, 2.5 million older Americans benefit from at least one of these programs.

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Food assistance is important to the elderly. They benefit not only from nutritious food but also from the activity of preparing meals and sharing mealtimes with others. To maximize these benefits, the Department of Agriculture in January revised its regulations to improve the nutrition program and expand participation.

But more needs to be done. Many older persons who are entitled to food stamps or to surplus commodities are still not receiving them. Why is this the case? In many instances, older Americans do not realize they are eligible for participation. The agencies which provide assistance are often unaware of older persons who need their services. Some older persons choose not to participate -- out of pride or out of fear that accepting food assistance may subject them to the arbitrary treatment they associate with the present welfare system. In some cases, older persons want to participate but find that necessary transportation is unavailable.

To overcome the barriers which keep older Americans from full participation in food assistance programs, we are launching this year a major outreach campaign called Project FIND. This campaign will be conducted through a senior citizen awareness network made up of federally operated or funded field offices and outreach workers. It is my hope that Federally-supported personnel will be augmented in this effort by volunteers from State local government offices and from the private sector. For ninety days, all these workers will go out across our country to find those who should be participating in nutrition programs but who are not yet involved.

Last night, I signed into law S. 1163, a new national nutrition program for the elderly. This program will provide prepared meals in a group setting and delivered meals for those who are confined to their homes. I welcome this effort. Because of my strong feeling that this area should be one of priority action, I will submit to the Congress -- as I suggested above -- an amendment to my 1973 budget to provide an additional \$100 million for nutritional and related services. My proposed amendments to the Older Americans Act would further strengthen this effort by ensuring that the Food Stamp Program is planned as part of a more comprehensive service effort.

Other steps will also be taken in this area. In some areas, for example, space at federally-assisted housing projects will be utilized for feeding older persons. The support of State and local governments, of civic and religious organizations and of the food services industry will also be solicited. Maximum use will be made of existing technical resources, including skilled personnel who have worked with the school lunch program and other special programs of the Department of Agriculture. The time has come for marshalling all of our resources in a comprehensive campaign to meet the nutrition needs of older Americans.

#### Providing Better Transportation for the Elderly

For many older Americans, lack of mobility means poor access to friends and relatives, to government services and to meaningful participation in the community. Unless we meet the challenge of providing better transportation for older persons, our efforts in other fields will not be as effective as they should be. This is why I told the delegates to the White House Conference on Aging that I would, by administrative action, require that Federal grants which provide services for older persons also ensure that the transportation needed to take advantage of these services is available.

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In addition, the Department of Transportation is significantly increasing its program for developing new ways to meet the public transportation needs of older persons. The approaches which are being tested include special new transportation services to take elderly citizens from housing projects and other residential areas to hospitals, senior citizen centers, social service agencies, employment opportunities and the like; and demand-responsive services whereby the elderly are picked up at their doorsteps and taken to specific desired destinations.

Once new ways have been developed for meeting the transportation needs of the elderly, we must also make them generally available. One proposal which could help significantly in this effort is the recommendation recently submitted to the Congress by the Secretary of Transportation under which some of the funds now in the Highway Trust Fund could be used by States and localities to augment resources in the mass transportation area.

I hope the Congress will give prompt approval to this important plan. The flexibility it provides would allow State and local officials -- who know best the transportation needs of the elderly within their own jurisdictions -- to give special consideration to meeting those needs. I am asking the Secretary of Transportation to develop specific suggestions for assisting the States and localities in these undertakings.

In addition, the Department of Transportation is ready to give priority attention to community requests for helping older Americans through capital grants from the Urban Mass Transportation Fund and is willing to commit significant resources to this end. I urge the States and localities to move immediately to take advantage of these resources.

#### Meeting the Housing Needs of Older Citizens

This Administration has also worked hard to respond to the very special housing needs of older Americans. It is expected, for example, that an all-time record in producing subsidized and insured housing and nursing homes for the elderly will be achieved this year by the Department of Housing and Urban Development. In the current fiscal year, nearly 66,000 units of subsidized housing for the elderly will be funded under HUD's housing assistance programs -- a figure which should rise to over 82,000 in fiscal year 1973. In addition, accommodations for over 14,000 people, mostly elderly, will be provided this fiscal year under HUD's nursing and intermediate care facility programs -- and nearly 18,000 such accommodations will be provided next year. Finally, a large number of elderly citizens will benefit from other housing funded by this year's record number of nearly 600,000 subsidized housing unit reservations. Clearly, we are making substantial progress in this important area.

A number of other administrative steps have also been taken to ensure that this new housing is responsive to the special needs of the elderly. For example, Secretary Romney recently announced new guidelines for the Section 236 subsidized rental program for lower income elderly tenants. These guidelines will help ensure greater variety in building types, including highrise structures, and more flexibility in their locations. As a result of these guidelines, older persons will find such housing arrangements even better suited to their particular needs.

The Department of Housing and Urban Development has also issued initial guidelines for the new Section 106 (a) program which will provide technical assistance to non-profit

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sponsors of low and moderate income housing -- including housing which is specially designed for the elderly.

In addition, the Department will extend the mortgage maturity for its Federal Housing Administration insured nursing home program up to a maximum of 40 years. This decision will not only reduce monthly occupancy charges to patients, but it will also enable sponsors of residential housing to "package" residential and nursing home complexes more easily. The proximity of these facilities will permit elderly persons temporarily to vacate their residential units for short term nursing care -- and at the same time remain close to family, friends, and the environment to which they are accustomed.

I have also directed the Secretary of Housing and Urban Development to work with the Administration on Aging in developing training programs dealing with the management of housing for the elderly.

The Law Enforcement Assistance Administration has undertaken an intensive research effort to determine factors which encourage or inhibit crime in residential settings and to develop total security systems to reduce crime in housing projects. The Department of Housing and Urban Development plans to use the results of this effort in its housing programs. I have also made grant funds available through the Law Enforcement Assistance Administration for reducing crime in areas housing older persons. Already, in two cities, funds have been granted specifically for this purpose.

Crime is an especially serious problem for our older citizens. Through these and other measures, we will continue our strong effort to meet this challenge.

Two years ago my task force on aging observed that "older persons would make greater use of many of the services society intends them to receive if these services were made more accessible to them. One reason that the number of senior centers has increased so fast is because centers facilitate the packaging, marketing, and delivery of services." The task force also noted that, "although the number of senior centers has rapidly grown in recent years, centers are still too limited in number to reach more than a fraction of the older population." In my judgement, a natural location for a senior center is a housing facility occupied primarily by older persons.

The Department of Housing and Urban Development administers two housing programs under which such facilities can be made available to older persons living in the project and in the surrounding neighborhood: the Section 236 Program and the Public Housing Program. Both of these programs provide specially designed housing for lower income older persons. The law under which these programs are administered contains language which allows the financing of facilities designed primarily for use by older persons including "cafeteria or dining halls, community rooms, workshops, infirmaries,... and other essential service facilities."

To increase the supply of well located senior centers, I have instructed the Department of Housing and Urban Development to encourage greater provision of community space for senior centers within subsidized housing projects for the elderly. The Department will consider the community's overall need for these centers in determining the appropriate scale of centers within such housing projects.

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On other fronts, the Farmers Home Administration in the Department of Agriculture is taking steps to meet the housing needs of elderly persons who live in rural areas. Under the Section 502 program, for example, thousands of elderly families have received millions of dollars in loans for home ownership and repair. The Section 515 program, which provides favorable interest loans with repayment periods of up to 50 years to stimulate the development of rental housing in rural areas, has also moved forward. Rental units financed under this program have tripled from 1969 to 1973.

#### EXPANDING OPPORTUNITIES FOR INVOLVEMENT

It is important that we give sufficient attention to the things our Nation should be doing for older Americans. But it is just as important that we remember how much older Americans can do for their Nation. For above all else, what our older citizens want from their country is a chance to be a part of it, a chance to be involved, a chance to contribute.

I am determined that they will have that chance. For as I told the White House Conference, "we cannot be at our best if we keep our most experienced players on the bench." This Administration is deeply committed to involving older citizens as actively as possible in the life of our Nation -- by enhancing their opportunities both for voluntary service and for regular employment.

#### Improving Voluntary Service Programs

Voluntary social action has long been recognized as one of the great distinguishing characteristics of America, a force which has helped to unite and focus our diverse people in the pursuit of common goals. And even as the voluntary spirit has helped our country move forward more effectively, it has also provided those who have volunteered for service with a greater sense of fulfillment.

The voluntary spirit is particularly relevant to the lives of older Americans. The White House Conference on Aging, for example, called attention to "ways in which older Americans could fulfill themselves by giving service to one another and to their communities." Delegates to the Conference called for "a national policy...to encourage older adults to volunteer," and urged "that existing national older adult voluntary programs should be expanded and funded at adequate levels in order to serve extensive numbers of volunteers." They urged a mobilization of public and private organizations to strengthen the volunteer movement.

I agree completely with these judgments. That is why, at the time of the White House Conference, I pledged to move successful voluntary programs from demonstration status to full operation on the national level, an expansion effort that is rapidly moving forward.

I requested, for example, that the Foster Grandparent program be doubled to \$25 million, providing for 11,500 foster grandparents to serve 23,000 children each day -- 50,000 children in all each year -- in some 450 child care institutions throughout the country. I also asked that ACTION's Retired Senior Volunteer Program (RSVP) be tripled to \$15 million so that as many as 75,000 senior volunteers could be involved in community services.

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When the RSVP program has developed to the full extent permitted by the new appropriations, as many as 11,000 volunteers will be serving older persons in nursing homes and other extended care facilities, bringing companionship and personal assistance to some 45,000 residents who might otherwise be lonely and isolated. At the same time, as many as 13,000 part-time RSVP volunteers will be serving as homemaker and health aids, enabling thousands of older persons to continue to live in their own homes. By using senior volunteers in a variety of programs, we can foster that human contact which brightens the lives both of those who are served and those who volunteer.

But other new steps are also needed in this area.

As one such step, the Congress should enact legislation which would enable the ACTION agency to expand person-to-person volunteer service programs for older Americans. These efforts would build on the successful experience of the Foster Grandparent program. One important characteristic of such programs is that so much good can be accomplished, so many people helped, for a relatively small dollar investment. It would indeed be tragic if we did not capitalize on this opportunity.

Measures are also needed to improve coordination among the many Federal and non-Federal volunteer activities which affect the aging. As one important step in this direction, the Administration on Aging and the National Center for Voluntary Action have enlisted the cooperation of 130 national voluntary organizations in a program to help older men and women in 300 communities live dignified lives in the familiar settings of their own homes. Too often, older Americans are displaced from such settings simply because small problems such as simple home repairs, shopping and trips to obtain health care have become too difficult. And yet, with only minimal assistance from volunteers, these problems could easily be met.

I have directed the ACTION agency to work in every possible way to help provide such assistance. Already, the RSVP program is moving forward in this area. I am confident that other ACTION program volunteers can also make a major impact in this field. It is my hope, too, that communities will consider the elderly residents of federally assisted housing projects as a source of volunteer manpower for serving other older persons.

As we move ahead with this entire program, we should take encouragement from successes of the past. One which is particularly noteworthy is the program in Mount Vernon and Edmunds, Washington, where local citizens have designed a unique bridge across the generation gap called STEP -- Service To Elderly Persons. Under this program, volunteers from the local high schools have undertaken, on a regular basis, to assist elderly persons in performing small tasks, while at the same time providing them with companionship and renewed hope. Everyone gains from a program of this sort. If leaders at every level are alert to such possibilities, our progress can be enormous.

Often in quiet ways, the people of the United States have been responding to the challenges of our society with compassion and resourcefulness. Now it is for those of us who have the responsibility for national leadership to provide the Federal assistance which can help such voluntary efforts go even further and accomplish even more.

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### Employment Opportunities for Older Citizens

Discrimination based on age -- what some people call "age-ism" -- can be as great an evil in our society as discrimination based on race or religion or any other characteristic which ignores a person's unique status as an individual and treats him or her as a member of some arbitrarily-defined group. Especially in the employment field, discrimination based on age is cruel and self-defeating; it destroys the spirit of those who want to work and it denies the Nation the contribution they could make if they were working.

We are responding to this problem in a number of ways. The Department of Labor, for example, has filed over 80 suits under the Age Discrimination in Employment Act of 1967 -- 30 of which have been successfully concluded. I will soon propose to the Congress that this act be broadened to include what is perhaps the fastest growing area of employment in our economy -- the State and local governments. I will also send a directive to the heads of all Federal departments and agencies reaffirming and emphasizing our policy that age shall be no bar to a Federal job which an individual is otherwise qualified to perform.

The Age Discrimination in Employment Act relates to persons between the ages of 45 and 65. I recognize that persons falling within this age group are confronted with special problems in the employment area and that we should do everything we can to resolve these problems. It is also important, however, that we help open employment opportunities for persons over 65. To this end, I have requested the Secretary of Labor to urge the States and local communities to include older persons in the opportunities provided by the Emergency Employment Act of 1971, and to work with our public employment offices so that they will be in a position to help open job opportunities for the over 65 group, including opportunities for part-time employment in both the public and private sectors.

I also asked last fall that funds be doubled for special Operation Mainstream projects for low-income older workers -- such as Green Thumb and Senior Aides. This measure can mean that as many as 10,000 older persons will be employed in activities that provide useful community service.

### ORGANIZING FOR FUTURE ACTION

One of the important concerns of the White House Conference on Aging was the way in which the Government is organized to deal with the problems of older Americans. It was because I share this concern that I established my original task force on aging, appointed the first Special Assistant to the President on Aging and the first Special Consultant to the President on Aging, set up a new Cabinet-level Committee on Aging and called the White House Conference.

In a similar manner, the Secretary of Health, Education, and Welfare has taken steps to ensure that the voice of older Americans speaks loud and clear within that Department. He has informed me that he will strengthen the Department's Advisory Committee on Older Americans and provide it with staff capability to support its increased responsibilities. The Commissioner of Aging, in his capacity as Chairman of the Advisory Committee, will report directly to the Secretary.

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Another important organizational concern involves Government research activities which concern the process and problems of aging. It is important that the same scientific resources which have helped more people live longer lives now be applied to the challenge of making those lives full and rewarding for more Americans. Only through a wise investment in research now, can we be sure that our medical triumphs of the past will not lead to social tragedies in the future.

What we need is a comprehensive, coordinated research program, one which includes disciplines ranging from biomedical research to transportation systems analysis, from psychology and sociology to management science and economics. To coordinate the development of such a program, a new Technical Advisory Committee for Aging Research will be created in the office of the Secretary of Health, Education, and Welfare.

#### A GENERATION NO LONGER FORGOTTEN

We all grow old; the younger generation today will be the older generation tomorrow. As we address the needs of older Americans, therefore, we are truly acting in the best interest of all Americans. The actions and proposals which have been outlined in this message are designed to address those needs and meet those interests.

When I spoke about the problems of the elderly back in 1968, I described our older citizens as "an entire generation of forgotten Americans." But since that time, as this message clearly demonstrates, that situation has sharply changed. Today, it can truly be said that at all levels of Government and in all parts of the country, "the aging have come of age." Much work still remains, to be sure, but we can conclude with assurance that the aging are forgotten no longer.

Just before the First World War, one of the brilliant young writers of that day penned a line which has since become a hallmark of the period: "It is the glory of the present age," he wrote, "that in it one can be young."

Since that time, the generation of which he wrote has come through a troubled and challenging time -- through two World Wars and a Great Depression, through the difficult experiences of Korea and Vietnam. The members of that same generation have led this country through a time of social and economic change unparalleled in world history. And they have come through all of these challenges "with colors flying." Because of their success, we now have the opportunity to complete their quest for peace and justice at home and around the world.

At such a moment, one obligation should be very high on our list of priorities: our obligation to this older generation. Let us work to make ours a time of which it can be said, "the glory of the present age is that in it men and women can grow old" -- and can do so with grace and pride and dignity, honored and useful citizens of the land they did so much to build.

RICHARD NIXON

THE WHITE HOUSE,

March 23, 1972.

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~~Revised~~

Aging  
Daily

WASHINGTON REPORT by Congressman Marvin L. Esch  
Second District of Michigan

VOL. V. NO. 47  
December 1, 1971

FOR RELEASE BEGINNING WEEK OF DECEMBER 6

The 1971 White House Conference on Aging was held in Washington last week. It is the second such conference in the last ten years, the first having been called by President Eisenhower and convened in Washington in early January, 1961.

This conference raised important and far reaching questions, at a time when millions of older Americans are experiencing the feeling that society has failed them. The goals are obvious. We must do more <sup>to</sup> ~~at~~ providing <sup>to</sup> ~~for~~ our Senior Citizens with better income, better housing, ~~far~~ <sup>more</sup> adequate transportation and ~~much more needs to be done to~~ <sup>greater</sup> ~~maximize~~ employment opportunities.

As the 1971 conference got underway, there were 20 million Americans over 65, which is one in every ten persons in the nation. This number grows at the rate of 900 a day or over 300,000 a year. It is a sad commentary that in the wealthiest nation in the world our older citizens have the feeling that society has placed them in an inferior position, that they have been promised more by society than what has been delivered. One thing that comes through to me as a result of my trips throughout the district is that senior citizens do not want to be put on the shelf. They want an opportunity to live in dignity and to share and contribute to the abundance and growth of our nation.

I have had this in mind in a series of legislative steps that I have taken over the years: for instance, I have repeatedly introduced bills to end the earnings limitation. In my view, there are few single steps that the Congress could take that would be more meaningful to the elderly. At this moment, I am preparing a bill which would authorize a \$5,000 exemption for these persons. Additionally, I am a strong supporter of H.R. 1 which contains Social Security Welfare Reform amendments and has been passed by the House of Representatives. In addition to making major reforms in the Social Security program, ~~such as full benefits for widows at age 65; cost of living adjustments, and new special~~ minimum benefits, this bill would establish for the first time a new federal income floor for the elderly.

I am pleased to note that probably by the time this report reaches you, the House Appropriations Committee will very likely have acted favorably on a proposal which I made last spring to fund some 21 nutrition projects under Title Four of the Older Americans Act. These programs had been on a demonstration basis only but as a result of the effort of my colleagues in both the House and Senate who share my view that we can make no better investment than in programs that assure our people have a proper diet, we succeeded in an expansion of this effort and a broadening of these activities.



Additionally, I have sought a recognition of the fact that an overwhelming majority of the millions of older Americans who are now unemployed do in fact possess extraordinary skills that can be easily and quickly adapted by both public and private non-profit groups in communities across the nation. I have long felt that Congress ought to assess the possibility of a federal program in cooperation with local agencies which would put these older Americans into the many available para-professional jobs.

In the space that I have here I can not touch on all the critical changes that ought to be made as we confront the problem of the aged. It has been too easy for too many of us to literally forget this segment of our society. It is my hope that the White House Conference on Aging, just concluded, where no subject was taboo, can address itself to the simple fact that we as a society have not done enough and get on with the task of setting immediate and long-range goals that can be met. It would be a pity for the White House Conference on Aging to become a political battle ground and anything less than the constructive instrument that is so urgently needed.

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*Congressman*

*Aging*  
**Clarence J. Brown—Ohio**

**NEWS**

HOUSE OF REPRESENTATIVES  
WASHINGTON, D.C. 20515

PH: WASH., D.C. 202-225-4324  
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IMMEDIATE RELEASE

WASH., D.C.--Legislation to establish a National Institute of Aging to provide special research on the aging process and on the prevention, treatment and cure of special health problems of the elderly has been supported by Congressman Clarence J. Brown.

Brown voted with the majority of the House Committee on Interstate and Foreign Commerce to send the bill to the House floor for action. He said the new national institute would be established within the Public Health Service and would be augmented by a National Advisory Council on Aging which would report annually to the President and to Congress its findings and recommendations in the field of physical and mental health problems of the elderly.

Brown said the legislation provides for grants for studying the special health problems of the aged, training of personnel and for the construction of local mental health facilities for the elderly in conjunction with community mental health centers. Staffing and operational grants to assist the local centers expand into services specializing in mental health problems of the elderly would also be provided.

The Ohio Congressman emphasized that improved physical and mental health for America's elderly will save significantly on the nation's health bill and interrelated costs now being incurred to provide what too often amounts to custodial care.

"But even that is secondary to what must be the nation's commitment to provide our aged citizens with a greater promise of more enjoyment of their past labors and more usefulness to the mainstream of society during their senior years," he said. "Too many of them find these years filled with the agony and hopelessness of deteriorating health and mental alertness that cuts them off from the real world and makes them inactive wards of society."

A total of \$20 million would be authorized under the bill for the 1973 fiscal year, beginning July 1st, Brown said. It would provide \$5 million in construction grant funds and \$15 million for professional and technical personnel and for training and evaluation programs.





Republican  
National  
Committee.

*Elderly  
(Nursing Homes)*

August 19, 1971

Honorable Gerald R. Ford, Jr.  
House of Representatives  
Washington, D. C.

Dear Congressman Ford:

Recently President Nixon issued a forceful and comprehensive program to insure that no Senior Citizen would reside in a substandard nursing home. His action was hailed across the country by Senior Citizens and all concerned Americans.

His statement and the contemplated action will, I am sure, be of the utmost interest to you and to many of your Senior Citizen constituents. I am, therefore, enclosing a copy of the full text of the President's statement and a background fact sheet for such use as you may care to make of them.

With all good wishes.

Sincerely,

*Bernard S. Van Rensselaer*

Bernard S. Van Rensselaer  
Director, Senior Citizens Division

map

Enclosures

AUGUST 6, 1971

Office of the White House Press Secretary  
(Nashua, New Hampshire)

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THE WHITE HOUSE

STATEMENT BY THE PRESIDENT

The vast majority of Americans over 65 years of age are eager and able to play a continuing role as active, independent participants in the life of our country. Encouraging them to play this role -- and providing greater opportunities for them to do so -- is a cornerstone of this administration's policy concerning older Americans.

For almost one million of our 20 million senior citizens, however, a dignified and humane existence requires a degree of care from others that can usually be found only in a nursing home or extended care facility. For those who need them, the nursing homes of America should be shining symbols of comfort and concern.

Many of our nursing homes meet this standard most admirably. Day after day and year after year they demonstrate the capacity of our society to care for even the most dependent of its elderly citizens in a decent and compassionate manner. It is the goal of this administration to see that all of our nursing homes provide care of this same high quality.

Unfortunately, many facilities now fall woefully short of this standard. Unsanitary and unsafe, overcrowded and understaffed, the substandard nursing home can be a terribly depressing institution. To live one's later years in such a place is to live in an atmosphere of neglect and degradation.

In my speech to the regional convention of the National Retired Teachers Association and the American Association of Retired Persons in Chicago on June 25th, I pledged action to meet this challenge. Members of my administration have been vigorous in their development of specific plans to carry out that pledge. Today I am announcing certain decisions which we have already made in this important area.

A Plan For Action

Nursing homes presently receive over \$1 billion or 40 percent of their total income from the Federal Government -- most of it through Medicare and Medicaid payments. (An additional \$700 million comes from the States and localities and \$900 million comes from private sources.) As I emphasized in my Chicago speech, "I do not believe that Medicaid and Medicare funds should go to substandard nursing homes in this country and subsidize them." This is not only a matter of personal belief, it is also the law of the land -- and has been since 1965.

The reason that many substandard facilities have often continued to receive such payments are many and complex. It has been difficult to enforce the law that requires participant homes to meet certain standards. In the final analysis, however, there can be no excuse for lax law enforcement -- and I therefore am taking a number of steps to improve enforcement efforts.

(MORE)



1. I am ordering that the Federal program for training State nursing home inspectors be expanded so that an additional 2,000 inspectors will be trained over the next 18-month period. The major responsibility for surveillance and regulation in the field is now carried out by State governments and this action will enable them to increase their effectiveness most significantly.

One of three places in the country where such training is now provided is the W. K. Kellogg Center for Continuing Education at the University of New Hampshire in Durham. This program trains people not only to inspect nursing homes but also to provide technical assistance and consultative services which can help improve these facilities. This New Hampshire program is funded through a grant from Department of Health, Education and Welfare and it is our intention to establish similar programs in other areas of the country. This expansion effort will cost approximately \$3 million.

2. Toward this same end, I am asking the Congress to authorize the Federal Government to assume 100% of the necessary costs of these State inspection teams under the Medicaid program. This will bring the Medicaid law, which now requires the States to pay from 25 to 50 percent of these costs, into line with the Medicare law, under which the Federal Government pays the entire cost for such inspections. Again, State enforcement efforts would be significantly enhanced by this procedure.

3. I am ordering that all activities relating to the enforcement of such standards -- activities which are now scattered in various branches of the Department of Health, Education and Welfare -- be consolidated within the Department into a single, highly efficient program. This means that all enforcement responsibility will be focused at a single point -- that a single official will be accountable for success or failure in this endeavor. I am confident that this step alone will enormously improve the efficiency and the consistency of our enforcement activities.'

4. I am requesting funds to enlarge our Federal enforcement program by creating 150 additional positions. This will enable the Federal Government more effectively to meet its own responsibilities under the law and to support State enforcement efforts.

5. I have directed the Department of Health, Education and Welfare to institute a new program of short-term courses for physicians, nurses, dieticians, social workers and others who are regularly involved in furnishing services to nursing home patients. Appropriate professional organizations will be involved in developing plans and course materials for this program and the latest research findings in this complex field will also be utilized. In too many cases, those who provide nursing home care -- though they be generally well prepared for their profession -- have not been adequately trained to meet the special needs of the elderly. Our new program will help correct this deficiency.

6. I have also directed the Department of Health, Education and Welfare to assist the States in establishing investigative units which will respond in a responsible and constructive way to complaints made by or on behalf of individual patients. The individual who is confined to an institution and dependent upon it is often powerless to make his voice heard. This new program will help him deal with concerns such as accounting for his funds and other personal property, protecting himself against involuntary transfers from one nursing home to another or to a mental hospital, and gaining a fair hearing for reports of physical and psychological abuse.

MORE

7. I am also directing the Secretary of Health, Education and Welfare to undertake a comprehensive review of the use of long-term care facilities as well as the standards and practices of nursing homes and to recommend any further remedial measures that may be appropriate. Such a review is badly needed. Study after study tells us -- compellingly -- that many things are wrong with certain nursing home facilities, but there is not yet a clear enough understanding of all the steps that must be taken to correct this picture.

Of course, I am also looking to the White House Conference on Aging, which meets this December, to offer specific recommendations regarding this same difficult question.

8. Finally, I would emphasize my earnest hope that all these efforts will bring about the improvement of existing substandard homes rather than their abolition. The interests of the elderly are far better served when a home is reformed and renewed than when a home is eliminated. But let there be no mistaking the fact that when facilities fail to meet reasonable standards, we will not hesitate to cut off their Medicare and Medicaid funds.

We are particularly hopeful that our efforts will bring reform, since any reasonable expenses incurred as a result of improving care can often be financed under the existing Medicare and Medicaid programs. We are fully prepared to budget the necessary funds to meet reasonable cost increases which result from such improvements.

The Federal Government stands ready to help in this great reform effort in other ways as well. Under the Hill Burton Act, for example, we are able to provide loan guarantees and direct loans for the modernization of old nursing home facilities and the construction of new ones. The Federal Housing Administration also provides help in this field by insuring mortgages to finance construction or rehabilitation of nursing homes and intermediate care facilities. And the Small Business Administration also guarantees loans and makes direct loans to assist proprietary nursing homes in constructing, expanding or converting their facilities, in purchasing equipment or materials, and in assembling working capital.

In addition to all of these efforts, the administration is working in a number of other ways to improve the life of all older Americans -- whatever their place of residence. Some of our strongest initiatives to help older people -- including major reforms in both the welfare and social security systems -- are contained in the legislation designated H. R. 1 which is now pending in the Senate. I would emphasize again the passage of this legislation could make a major impact for good in the lives of older Americans, including those who need to live in nursing homes and extended care facilities.

As we work to improve the quality of life for the elderly -- and especially for those who must rely on the care provided in the nursing homes of our country -- we should not expect overnight miracles. The problems we face have developed in too many places over too long a time. But we can expect that our efforts will result in significant and continuing progress. With the cooperation of the Congress, the State governments, and the nursing home industry, we can truly transform substandard nursing homes so that the very best nursing homes of today will be the typical nursing homes of tomorrow.



August 6, 1971

Office of the White House Press Secretary

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THE WHITE HOUSE

FACT SHEET

Background

In Chicago on June 25, 1971, in remarks at a Joint Conference of the National Retired Teachers Association and the American Association of Retired Persons, the President referred to the "depressing" nature of some nursing homes and said:

"I think we should take notice of this problem. I am confident that our Federal, State and local governments, working together with the private sector, can do much to transform the nursing home -- for those who need it, and of course, there are those who do not need it or want it -- transform it into an inspiring symbol of comfort and hope.

"I have asked the White House Conference to give particular attention to it. One thing you can be sure, I do not believe that Medicaid and Medicare funds should go to substandard nursing homes in this country and subsidize them."

President's Plan for Action

Although the President continues to expect to receive recommendations from the White House Conference on Aging when it meets in December, he has today:

1. Ordered that the Federal program for training state nursing home inspections be expanded so that an additional 2,000 inspectors will be trained over the next 18-month period. [One of three places in the country where such training is now provided is at the University of New Hampshire in Durham.]
2. Announced his intention to ask the Congress to authorize the Federal Government to assume 100% of the cost of state inspection of nursing homes to significantly enhance enforcement efforts.
3. Ordered that all activities relating to the enforcement of nursing home standards now scattered in various branches of the Department of Health, Education, and Welfare be consolidated within the Department into a single, highly efficient program. This action will place all enforcement responsibility at a single point so that a single official will be accountable for success or failure in this endeavor.
4. Announced intention to request funds to enlarge the Federal enforcement program by creating 150 additional positions to enable the Federal Government to more effectively support State efforts to enforce the law and to upgrade nursing homes.
5. Directed the Department of Health, Education, and Welfare to institute short-term training of health workers who are regularly involved in furnishing services to nursing home patients so that they can meet the specific needs of the elderly.

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6. Directed the Department of Health, Education, and Welfare to assist the states in establishing investigative units which will respond in a responsible and constructive way to complaints made by or on behalf of individual nursing home patients.
7. Directed the Secretary of Health, Education, and Welfare to undertake a comprehensive review of the use of long-term care facilities as well as standards and practices of nursing homes and to recommend further measures that may be needed.
8. Has restated his intention that Medicare and Medicaid funds will be cut off to those nursing homes that fail to meet reasonable standards.

Some Facts on Nursing Homes

Number of Institutions for the Aged	23,000
Type of Ownership:	
Proprietary for profit	77%
Private Non-profit	15%
Governmental (State and Local)	8%
Number of Discharges	661,089
Number of Employees (total)	505,031
Number of Employees (per 100 residents)	68
Average monthly charge per resident	
In nursing homes	\$295
In personal care homes	\$210
Number of persons 65 and over	20 million
% of population	9%
(In New Hampshire 11.2% of population is over 65)	
Number of persons 65 and over in nursing homes	900,000
Federal support of nursing home patient care, 1970	Over 1 billion dollars
State and local governments spend	\$700 million
Private sources spend over	\$900 million
Nursing home "industry" is close to	\$2.6 billion

more



TYPES OF NURSING HOMES PRESENTLY RECEIVING FEDERAL FUNDS

	<u>Extended Care Facilities</u> <u>[Receive Medicare payments]</u>	<u>Skilled Nursing Homes</u> <u>Title XIX</u> <u>[Receive Medicaid payments]</u>	<u>Intermediate Care Facility</u> <u>(State Option)</u> <u>[Receive Welfare payments]</u>
Types of Facilities Involved	Extended Care Facilities Extended Care wings of hospitals Skilled Nursing Homes	Skilled Nursing Homes Infirmary Sections of homes for the aged Skilled nursing home wings of hospitals	As defined by the State Plan: Homes for the aged Rest homes Personal Care homes Other homes for those not requiring skilled nursing care
Minimum Facility Standards for Federal Financial Participation	Facility must have State license; meet Federal standards for staffing, safety, and quality of patient care	Facility must meet State licensing requirements; meet Federal standards	State licensing, sanitation, and safety standards applicable to State nursing home licensure and any other standards set by State
Review of Patient's Needs	Visit by physician at least once every 30 days	Monthly visit by physician. Independent medical review and evaluation of care and services received in relation to patient's needs at least annually	Independent review and evaluation by physician and case worker of care and services received in relation to patient's needs at least annually
Eligibility in Federal or Federal-State Programs	Those eligible for Medicare under Title XVIII of the Social Security Act	Those eligible for medical assistance under Title XIX of the Social Security Act	In the 32 States including intermediate care in their assistance plans, those eligible for financial assistance under federally supported programs for old age assistance, aid to the blind, aid to the disabled

more

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	<u>Extended Care Facilities</u> <u>[Receive Medicare payments]</u>	<u>Skilled Nursing Homes</u> <u>Title XIX</u> <u>[Receive Medicaid payments]</u>	<u>Intermediate Care Facility</u> <u>(State Option)</u> <u>[Receive Welfare payments]</u>	
Est. No. Facilities	4,200	7,000	12,000	
Est. Expenditures FY 70	\$320 million	\$1.3 billion (State and Federal)	\$307 million	
Est. No. People Served FY 70	472,500 admissions	450,000	146,000	
Focus	Post-hospital skilled nursing care in an institutional setting	Long-term skilled care and services as defined by Federal regulations in an institutional setting	Long-term supportive care in an institutional setting	#
Typical patients and services	Those able to leave acute care wings in a hospital but not yet ready to go home; continues and completes course of hospital treatment prior to complete discharge	Those requiring skilled nursing services on a con- tinuous basis; long-term patients with little potential of rehabilitation to the point of discharge	Those needing more care than is available at home but not requiring skilled nursing services	# # #



*March*  
27, 1972

*(Elderly)*

## **FIVE GOAL PROGRAM FOR OLDER AMERICANS CALLS FOR ACTION NOW**

In his senior citizen message to Congress last week, President Nixon outlined a bold, constructive, five-goal program which is now—and will continue even more in the future—to assist this Nation's 20 million older Americans:

- Improving the income position of older Americans;
- Upgrading the quality of nursing homes;
- Helping older Americans lead dignified, independent lives in their own homes;
- Expanding opportunities for the involvement of older persons in community life;
- Organizing the Government to meet the changing needs of older Americans.

### **President's Actions**

As a result of President Nixon's actions, the Federal Government will spend an estimated \$50 billion on behalf of older Americans in 1973, nearly 50 percent more than it spent in 1969.

Just one example of increased concern for the elderly is the increase in overall spending under the Older Americans Act. Spending under this act has risen from \$32 million in 1969 to a proposed \$157 million as announced in the 1973 budget. The President is now recommending a further increase of \$100 million for nutrition and related services, bringing spending under the act to \$257 million—an eight-fold increase since 1969.

## **REGISTER-BY-MAIL SCHEME**

*(Continued from previous page)*

Fifth, it would change radically our traditional and well-established voter registration systems;

### **Increased Chance for Fraud**

Sixth, it would multiply the opportunities for fraud in elections;

Seventh, it would impose Federal registration costs in excess of a hundred million dollars per Presidential election year; and

Eighth, it would have serious, adverse implications on our entire system of elections and our system of government.

The opportunity for fraud under the legislation—called “Daley’s Delight” by Sen. GOP Leader Hugh Scott—was explained in detail by Sen. Fong;

### **No Registering in Person**

“At present, except in very unusual circumstances, voter registration procedures by most States require the individual desiring to register to appear in person before a registrar at the time of registration. This bill allows prospective voters to register by mail for Federal elections. No personal appearances before any government official are necessary until the time of voting.

“In view of the fact that the residency requirement under the bill is only 30 days before election day and registration is accomplished by mail, the opportunities for fraud are increased tremendously. The time allowed for checking registration rolls is cut to a





WASHINGTON REPORT by Congressman Marvin L. Esch  
Second District of Michigan

VOL. V, NO. 34  
August 31, 1971

FOR RELEASE BEGINNING WEEK OF SEPTEMBER 6

Congress regularly passes increased Social Security Benefits and makes other adjustments so that the golden years can be truly meaningful for our Senior Citizens. Even with such action millions of our elderly Americans continue to live on the borderline of poverty. A great majority are employable in constructive jobs and desire the psychological and financial rewards that come from holding such positions. It is high time that Congress recognized that a piecemeal approach to the problems of our Senior Citizens is no longer acceptable. We must find new methods which will no longer say to them, you must be dependant on your children, on private charity, and on public welfare. This is the time to move in new directions and create a national employment policy for the elderly so that those who are able and still desire to use their skills and talents can do so.

Recent statistics indicate that of the 40 million Americans, 55 and over, there are several million who are capable of full time or part time employment opportunities. Previous studies also point to several employment possibilities that are available in most communities where an elderly person in need of additional income could provide a needed service. Some of these openings are available with public and private nonprofit groups and include positions as teacher aides, hospital aides, recreation workers, and jobs in day-care centers, senior citizen centers, and in nursing homes. This type of job does not require a long and sustained period of training, but in most cases it is possible for on the job training. The fact remains that an overwhelming majority of the millions of older Americans seeking such positions would bring to them the necessary background and skills that would enable them to quickly adjust and provide these necessary community services.

The need for such paraprofessional workers in a wide variety of community jobs has long been evident. Congress should immediately assess the possibility of some type of Federal program in cooperation with the local community agencies to provide such community service jobs. By creating this kind of partnership, I believe both the elderly and the communities across the nation would profit.

privileges of their masters [with certain minimal limitations] but by the 3rd section of the 10th Geo. III., the privilege of members to be free from arrest upon all suits, authorized by the Act, was expressly reserved; while no such reservation was introduced in reference to their servants. And thus, without any distinct abrogation of the privilege, it was, in fact, put an end to, as executions were not to be stayed in their favor, and their freedom from arrest was not reserved." May, *Treatise On The Law, Privileges, Proceedings, And Usage of Parliament* (7th ed. 1873) 130.

<sup>11</sup> The American Colonial experience in large measure tracked the English background including the protection of servants from arrest. See generally, Clarke, *Parliamentary Privilege in The American Colonies* (1943). This protection was cut back after the federal constitution was adopted until today only Virginia maintains the privilege on behalf of servants. See Va. Code (1950), § 30-4 to § 30-8. For a collection of the relevant state Constitutional provisions see *Tenney v. Brandhove*, 341 U.S. 367, 374-376.

<sup>12</sup> James Wilson stated the purpose of the speech or debate privilege as follows: "In order to enable and encourage a representative of the public to discharge his public trust with firmness and success, it is indispensably necessary, that he should enjoy the fullest liberty of speech, and that he should be protected from the resentment of every one, however powerful, to whom the exercise of that liberty may occasion offence." II Works of James Wilson (Andrews ed. 1896) 38, quoted in *Tenney v. Brandhove*, 341 U.S. 367, 373.

<sup>13</sup> The American case law on the constitutional immunity from arrest does not advance the inquiry because the clause has been involved in little litigation. This is in large measure due to the inherent limitations in the wording of the clause. From the earliest assertions of the privilege, "treason, felony and breach of the peace" were exceptions (see Note 7, *supra*). Essentially the immunity has been merely one from civil arrest (*Williamson v. United States*, 207 U.S. 425). And even in civil case a Congressman may be served with process (*Long v. Ansell*, 293 U.S. 76). While civil arrest was common in England and in America at the time of the adoption of the Constitution, it is no longer so. Thus, as the court observed in *Long v. Ansell*, 69 F. 2d 386, 388 (C.A. D.C.):

That which at the time of the adoption of the Constitution was of substantial benefit to a Member of Congress has been reduced almost to a nullity.

<sup>14</sup> Mr. Justice Stewart, dissenting, considered the case moot. 395 U.S. at 559.

<sup>15</sup> In *Tenney v. Brandhove*, 341 U.S. 367, 378, in which state legislators were held not liable under a federal civil rights statute, the Court had affirmed the vitality of *Kilbourn*.

For a recent lower court case following *Kilbourn* and *Powell*, see *Stamler v. Willis*, 415 F. 2d 1365, in which the Court of Appeals for the Seventh Circuit reversed the dismissal of an action for injunctive and declaratory relief challenging the House Un-American Activities Committee, and remanded to permit the joinder of "appropriate [non-Member] agents of the House Committee" (415 F. 2d at 1368) so that effective relief might be granted if plaintiffs succeeded on the merits. See also *Hentoff v. Ichord*, 318 F. Supp. 1175 (D. D.C.).

*United States Servicemen's Fund v. Eastland*, Civil No. 1474-70 (D. D.C., decided October 21, 1971) in which the court, in an injunctive action, declined to order a subcommittee's counsel to answer certain questions posed by plaintiff seeking pretrial discovery, is not inconsistent with the basic principle of *Kilbourn* and *Powell*, or the position of the government in this case. The court did refer to a Senate resolution authorizing counsel to testify only as to matters of public record, declaring that there was no authority for the

vulnerability to suit requires this Court to afford complete satisfaction of plaintiff's discovery requests when such discovery is specifically barred by a Senate resolution" (slip op. 4). But the court did not explicitly rest on the Speech or Debate Clause; it did not hold that Congress can immunize employees from all inquiry in civil suits, much less than one member of Congress can immunize his own employee from all inquiry in a criminal investigation.

<sup>16</sup> Respondents in *Dombrowski*, in a brief signed by the Solicitor General (No. 118, Oct. Term, 1966), had suggested such coverage, *Doe v. McMillan*, No. 71-1027, C.A. D.C., decided January 20, 1972, petition for certiorari pending, No. 71-6356, does apparently adopt such a construction of the Clause (see slip, op. 17-19). Since the decision in *Doe* turns substantially on the court's finding that the non-members were, in contrast to the situation in *Kilbourn*, "acting pursuant to valid legislative authorization" (slip, op. at 17), it is unclear what view the court would have taken had their acts been wrongful. In any event, the case involves a civil suit and the result is fully consistent with the interpretation of the Clause urged here, not only because the challenged acts of publishing and distributing the report of a House Committee on the District of Columbia school system was proper, but also because the officials sued were protected by an official immunity independent of the Speech or Debate Clause (see slip, op. 20-25).

<sup>17</sup> We, of course, agree with the opinion in *Dombrowski v. Eastland* that legislative employees do enjoy immunity, but one that is less absolute than that of legislators. Nor do we question that the presence of the Speech or Debate Clause is relevant to the determination whether legislative employees are privileged; it was also relevant to the determination of immunity of state legislators under the federal civil rights statute in *Tenney v. Brandhove*, 341 U.S. 367. Our submission is that the Clause itself does not confer immunity on employees.

<sup>18</sup> This court, in reviewing the decision, explicitly indicated that it was not passing on this third-party issue. *United States v. Johnson*, 383 U.S. 169, 172-173, n. 3.

<sup>19</sup> The privilege of executive officers not to give evidence which would jeopardize national security (*United States v. Reynolds*, 345 U.S. 1) or diplomatic relations (*cf. Totten v. United States*, 92 U.S. 105) is strictly "limited by its underlying purpose" (*Halpern v. United States*, 258 F. 2d 36, 44 (C.A. 2)). No executive official is exempt from subpoena. See e.g., *Marbury v. Madison*, 1 Cranch 137, 143-144; *United States v. Burr*, 25 Fed. Cas. 30, 34; *United States v. Smith*, 27 Fed. Cas. 1192; *Thompson v. German Valley R. Co.*, 22 N.J. Eq. 111, 113 (State Governor). If after appearing the executive official asserts the privilege, the court must weigh the claim of privilege against the need for the evidence, and assure itself that the claim is made in good faith (*United States v. Reynolds*, *supra*, 345 U.S. at 7-11). No court has recognized for executive officers a privilege such as that claimed by the Senator's aides, to refuse to answer any questions at all concerning their official duties.

<sup>20</sup> The court below does not make it clear whether the aide enjoys protection of the Speech or Debate Clause simply because of his status or only because his Senator has intervened on his behalf.

<sup>21</sup> It is no answer to say that the innocent Senator will have no reason to protect guilty third parties or aides. He may well not wish it to be established that he used forged papers, even innocently, and he might also fear that any branding of his aide as a criminal may reflect unfavorably on him.

<sup>22</sup> The conditions under which the material was supplied to Congress are stated in an affidavit of J. Fred Buzhardt, General Counsel of the Department of Defense and the attachments thereto. The affidavit was filed

in the cases of *Moss v. Laird*, and *Fisher v. Department of Defense*, D.D.C., Civil Actions No. 1254-71 and 1865-71, and is reprinted in the appendix to this brief.

<sup>23</sup> Transcript of Proceeding, September 10, 1971 (Dr. Rodberg's Motion to Quash Grand Jury Subpena), p. 52.

<sup>24</sup> The Court could not have been referring to corrupt or improperly motivated intercessions only, since, if intercessions are Speech or Debate, they would be protected, whether they are innocent or corrupt, *United States v. Johnson*, *supra*.

<sup>25</sup> Under this statute, all criminal and civil proceedings against persons for publication of papers printed by order of a house of Parliament were stayed upon the filing of an affidavit reciting such order. See Wittke, *op. cit.*, *supra*, 155.

<sup>26</sup> May, *Parliamentary Practice* (16th ed., 1957) 58.

<sup>27</sup> *Methodist Foundation for Social Action v. Eastland*, 141 F. Supp. 731 (D.D.C.), upon which Senator Gravel relies (Pet. No. 1017, pp. 14, 16), involved an attempt to enjoin the printing as a Senate document of a subcommittee document whose printing the Senate had authorized. The court ruled (p. 731) that "nothing authorizes anyone to prevent Congress from publishing any statement"; it decided nothing on whether the Speech or Debate Clause covers republication.

<sup>28</sup> Although the court's ruling on legislative privilege in terms covered only Senator Gravel, the extension of such immunity by implication to his aide seems the only basis for the court's prohibition against questioning Dr. Rodberg about the republication of the Pentagon Papers, in view of the court's holding that the Speech or Debate Clause does not cover republication.

## NATIONAL SENIOR CITIZENS MONTH—A TIME FOR ACTION

Mr. BROOKE. Mr. President, May is a joyous month for most Americans. Warm weather, with blossoming trees and flowers, lure us all from our onerous cares. May is a youthful month filled with youthful pleasures. Yet for some 20 million of our citizens, May offers no bright promise of better times. These 20 million Americans are over 65 years of age, and they have learned, in their retirement years, that they lack a fair share of the abundance which they produced through their own years of toil. Ironically, May is their month—Senior Citizens Month. But under our present system the observance mocks its basic promise.

One quarter of the elderly Americans are presently living in poverty, yet most were not poor until they became old. And unfortunately the older they grow the poorer they grow.

When we add to their poverty the problems of ill health, isolation, and inadequate housing and services, our elderly suffer, indeed, from our neglect.

But their attitude of quiet suffering is a thing of the past. We are entering a new era in which "senior power" is becoming a reality. Three thousand, four hundred strong, the delegates to the White House Conference on Aging condemned the status quo and provided a full and compelling agenda for change. These delegates, and millions more of the elderly throughout the Nation, are determined that the report of the Conference will not gather dust on our shelves or serve solely as a basis for more empty rhetoric. The Conference—and the 20 million older Americans which it represents—rightly demand an end to our long



supports the claim here, is weightier than the private interest of persons seeking financial redress for torts that government officers allegedly committed against them.

Although this Court has long recognized the immunity of members of the judicial and executive branches of the government from tort liability for official acts (*Bradley v. Fischer*, *supra*, 13 Wall. 335 (judge); *Spalding v. Vilas*, 161 U.S. 483 (Postmaster General)), we know of no case in which the immunity has been extended to excuse them from testifying before a grand jury. There is no reason why a different rule should be created for employees of the legislative branches, for whom this Court only recently suggested there may be a similar immunity from tort and injunctive liability (see *Wheeler v. Wheeler*, *supra*, 373 U.S. 647; *Dombrowski v. Eastland*, *supra*, 387 U.S. 82).

In sum, there is no sound reason to create an immunity apart from the Speech or Debate Clause that would permit employees of the legislative branch to avoid the normal duty of all citizens to testify before the grand jury about any matter of which they have knowledge.

*E. Any Possible Privilege That Legislative Aides Might Have not to Give Grand Jury Testimony About Republication of Protected Speech or Debate Does not Extend to Third Persons who Participate in Such Republication.*

Even if, contrary to our submission, either the Speech or Debate Clause or a legislative immunity permits legislative aides to avoid testifying before a grand jury about republication of protected speech or debate, the immunity does not extend to third persons whose only possible connection with the legislative process is that they were negotiating for or handling the republication.

The language of the Clause, no matter how broadly it is construed, cannot fairly be read to cover such third persons. Those persons are not performing essential aspects of the legislative process on behalf of "Senators or Representatives," so that making the immunity of the latter effective requires that it be extended to the former. Neither Mr. Webber, the editor of the Massachusetts Institute of Technology Press with whom Senator Gravel or Dr. Rodberg had unsuccessful negotiations, nor officials of the Beacon Press, which ultimately handled the republication, were performing or effectuating the performance of any legislative function in their negotiations for the republication. Rather they were merely carrying on the private business of their own publishing organizations. Their activities were neither Congressional "Speech or Debate," nor a part of the legislative process.

Nor can it be said that Senator Gravel is "being questioned" when third persons are questioned about their dealings with him or his aide. The questioning that the Clause prohibits is questioning of the Senator or Representative, not questioning of other persons about their dealings with him.

The extension of immunity to such third persons is not necessary to make the Speech or Debate Clause privilege effective. It is far fetched to suggest that a member of Congress is likely to be deterred from doing his job properly because of the possibility that some third person with whom he has contact may be questioned by a grand jury about the matter.

If, as the court of appeals held in the *Johnson* case, 337 F. 2d 180 (C.A. 4), third persons may be criminally prosecuted for their dealing with a Congressman involving the performance of his legislative function, a *fortiori* they may be required to testify before a grand jury about such dealings.

#### Conclusion

The judgment of the court of appeals should be affirmed insofar as it permits inquiry of Dr. Rodberg, and of private persons

who have dealt with Senator Gravel or his aides. The judgment should be reversed insofar as it restricts the questions that may be asked of Dr. Rodberg and other witnesses.

Respectfully submitted,

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April 1972.

#### FOOTNOTES

<sup>1</sup> The references in this brief to "Pet. App." are to the petition in No. 71-1026.

<sup>2</sup> The facts and procedural history of this case are set out in the opinion of the court of appeals (Pet. App. A, pp. 18-19) and the opinion of the district court (Pet. App. D, pp. 38-39, 41-42).

<sup>3</sup> The grand jury was investigating the following possible crimes: the retention of public property or records with intent to convert (18 U.S.C. 641), the gathering and transmitting of national defense information (18 U.S.C. 793), the concealment or removal of public records or documents (18 U.S.C. 2071), and conspiracy to commit such offenses and to defraud the United States (18 U.S.C. 371) (Pet. App. A, p. 19).

<sup>4</sup> Initially the court held that Senator Gravel as an intervenor could properly appeal from the refusal to quash the subpoenas directed to Rodberg and Webber, on the ground that he would have no other method of testing the validity of the subpoenas and that compliance with the subpoenas would irreparably injure him (Pet. App. A, pp. 19-20).

<sup>5</sup> Mr. Justice Brennan granted on January 24, 1972, a stay sought by Senator Gravel, thus leaving in effect the following order entered by the court of appeals on November 29, 1971:

"It is ordered that the grand jury may pursue its inquiry into crimes relating to the so-called Pentagon Papers, provided that neither Senator Mike Gravel nor any member of his staff or of the staff of the Subcommittee on Buildings and Grounds shall be subpoenaed to testify, and no witness shall be questioned concerning the acquisition, use, publication, or republication of the Pentagon Papers by Senator Mike Gravel or by any member of the staff as above defined, until further order of this court. The restraining order entered October 29, 1971 shall remain in full force in all other aspects until further order of this court."

<sup>6</sup> The language of the English Bill of Rights of 1689, 1 Wm. & Mary Sess. 2, c. 2, which this Court has recognized several times as an important source for the Speech or Debate Clause (see, e.g., *Kilbourn v. Thompson*, 103 U.S. 168, 202; *Tenney v. Brandhove*, 341 U.S. 367, 372; *United States v. Johnson*, 383 U.S. 169, 177-178) is much less precise about the persons to whom it reaches: "That the Freedom of Speech, and Debates or Proceedings in Parliament ought not to be impeached or questioned in any Court or Place out of Parliament." Similarly, Article V of the Articles of Confederation, an obvious possible model for the writers of the Constitution, is much less specific. It provides:

"Freedom of speech and debate in Congress shall not be impeached or questioned in any court, or place out of Congress, and the members of Congress shall be protected in their persons from arrest and imprisonments, during the time of their going to and from, and attendance on Congress, except for treason, felony, and breach of the peace."

Most of the colonies enacted specific legislation extending the related privilege of freedom from arrest to servants. Clarke, *Parliamentary Privilege in The American Colonies*,

113. Given the availability of the more general and open-ended language concerning speech and debate of the English Bill of Rights and the Articles of Confederation, and the specific colonial coverage of certain nonmembers in the related privilege against arrest, the precise words of the present Clause can hardly be assigned to caprice or inattentive draftsmanship.

<sup>7</sup> The case of Thomas Haxey (1397) has sometimes been cited as an early assertion of the privilege of freedom of speech, and Haxey may not have been a voting member of Parliament but a representative of the clergy attending Parliament, see Wittke, *The History of English Parliamentary Privilege*, 26 Ohio State Univ. Bull., No. 2, p. 24 (1921). Haxey was charged with treason and convicted for introducing a bill in the House of Commons criticizing expenditures of the royal household. With the accession of Henry IV, Haxey successfully petitioned the King in Parliament to reverse the judgment as being against the law and custom of Parliament. Several commentators have rejected the idea that the petition represented a claim of parliamentary privilege. J. E. Neale in *The Commons' Privilege of Free Speech in Parliament* (Tudor Studies, 1924) 259, in "lay[ing] the ghost of Haxey's case, which has troubled us too long," observed:

"In the first place privilege of free speech covers members alone \* \* \*. Moreover, privilege was never a plea against a charge of treason; and in reality the petition in favour of Haxey was either grounded upon the irregularity of the trial \* \* \* or it was grounded upon the contention that the offence was not treason."

See also Taswell-Langmead, *English Constitutional History* (11th ed., Plucknett, 1960), 175. In any event, even if, contrary to this interpretation, Haxey's case does have some bearing on the Parliamentary privilege of freedom of speech, it seems apparent that, whatever his precise formal status, by introducing the bill he functioned much like a member of Commons; and his case has little relevance for those who do not propose legislation, vote, or debate, but instead assist legislators in the performance of their duties.

<sup>8</sup> See Barrington, *Observation on The More Ancient Statutes* (4th ed. 1775) 375.

As in our Constitution, "treason, felony and surety [breach] of the peace" have always been exceptions to the immunity. May, *Parliamentary Practice* (16th ed. 1957) 68. Generally the immunity was limited to immunity from civil arrest, *Williamson v. United States*, 207 U.S. 425.

<sup>9</sup> Thus Wittke, *op. cit.*, *supra*, 41 n. 75 observes: "One writer on this period came to the following conclusion: 'It has to be admitted that for no purpose was parliamentary privilege more valued than for escaping from payment of lawful debts' A. S. Turberville, *The House of Lords in the Reign of William III*, 77 (Oxford Historical and Literary Studies, 1913)."

<sup>10</sup> See Wittke, *op. cit.*, *supra*, 41-43; Taswell-Langmead, *English Constitutional History* (11 ed. Plucknett, 1960) 321-322, 580-582.

<sup>11</sup> The nature of the problem and the solution afforded by this statute have been noted by an eminent commentator: "Members and their servants had formerly enjoyed immunity from the distress of their goods, and from all civil suits during the periods of privilege. Such monstrous privileges had been flagitiously abused; and few passages in Parliamentary history are more discreditable than the frivolous pretenses under which protections were claimed by members of both Houses, and their servants." 1 May, *The Constitutional History of England* (1912), 358. The same commentator has written:

"By the 10th Geo. III, c. 50, a very important limitation of the freedom of arrest was effected. Down to that time the servants of members had been entitled to all the

neglect. Older citizens demand action. The time for it is now. For senior citizens have no time to wait.

Last year the House passed H.R. 1, the Social Security Amendments of 1971. This bill was a beginning, a base from which to work. The Senate Finance Committee has been revising it for many months, and through its efforts we can be certain that some Social Security Legislation will pass the Congress this year.

As a member of the Special Committee on Aging, I have explored for some time the problems and prospects of security, health, housing, and service for our elderly. In the context of the compelling report of the White House Conference on Aging, I considered what could and should be done in this session of Congress. I have developed a list of musts that I will strive to enact into law.

First, I believe that our elderly cannot endure a rise in social security benefits of less than 20 percent, and I am a cosponsor of Senator CHURCH's amendment No. 999 to provide such an across-the-board increase. This amendment would raise the monthly benefits for the typical retired couple from \$222 to \$269. The income of the average retired single person would be raised from \$133 to \$162.

The 15-percent increase in benefits approved in 1970, and the subsequent 10-percent increase effective in March of 1971, have almost been negated by inflation. A 20-percent increase in benefits now is a must if we are going to provide any real economic gains for older Americans. The prospects for enactment of such a substantial raise have been improved by the fact that the chairman of the House Ways and Means Committee, Representative WILBUR MILLS, concurs in the need for the 20-percent across-the-board benefits increase and in the inadequacy of the 5-percent increase now contained in H.R. 1.

But across-the-board increases do not always benefit those who need help the most: The people at the bottom of the scale. For this reason I was particularly heartened by the Senate Finance Committee's adoption of the special minimum cash benefit schedule, which provides a minimum benefit of \$10 per year for each year of covered employment in excess of 10 years. Some 40,000 additional people who had worked in covered employment at low wages for many years, will benefit immediately. For those who had so worked for 30 years, this new special minimum will provide a payment of \$200 a month for an individual and \$300 a couple. Many who have toiled all their lives only to find themselves living in poverty in their retirement will, under this provision, be accorded the security they deserve.

But this is only a first step. We must lift every older American, as well as every blind and disabled American, out of poverty once and for all. In H.R. 1, the House has moved to replace the existing "adult" assistance programs for the elderly, blind, and disabled—OAA, AB, and APTD—with a new Federal income floor of \$130 a month for an individual and \$195 for a couple, with the new, unified program to be administered by

the Social Security Administration. At present the average OAA monthly payments vary significantly among the States, ranging from a low of \$50 in Mississippi to a high of \$168 in New Hampshire, with a nationwide average of \$78. I am pleased to note that Massachusetts is on the high end of the OAA payment spectrum with average monthly payments of \$130. In addition, our Commonwealth is one of seven States—Alaska, Idaho, Illinois, Massachusetts, Nebraska, North Dakota, and Washington—which guarantees a monthly income of at least \$180 for an individual receiving social security benefits.

The Finance Committee's action on the guaranteed minimum income parallels these State programs to a large extent. On April 5 the committee announced its approval of provisions which would assure most aged, blind, or disabled welfare recipients a combined monthly income from social security and welfare of at least \$180 for an individual and \$245 for a couple.

At the same time, the provisions approved by the Finance Committee provide those aged, blind, and disabled with no other source of income a monthly payment of only \$130 a month for individuals and \$195 a month for couples. This minimum level of assistance leaves some 2.4 million aged, blind, and disabled persons, who receive no social security or other income, below the poverty level of \$1,852 and \$2,328 for aged individuals and couples, respectively.

Overall these provisions would lift from poverty 4 million aged, blind, and disabled persons who receive social security or have other sources of income. This would be accomplished by disregarding each month the first \$50 of social security or other income. The disregard, added to the minimum, would insure that those aged, blind and disabled recipients with some social security or other income would receive a minimum monthly income of \$180 and \$245 for individuals and couples respectively. Annually this would mean incomes for individuals of \$2,160, and for couples of \$2,960, which in both instances exceeds the poverty level. Further disregarding of \$50 of earned income, plus one-half of any earnings above \$50, also approved by the committee, will significantly aid those who work part-time.

The Finance Committee's approach would result in payments to the aged, blind, and disabled of \$5.7 billion in 1973—an increase of \$3.5 billion over existing law—and would approximately double the number of aged, blind, and disabled welfare recipients from the present 3 million to 6 million.

Mr. President, while I welcome the committee's significant steps to remove 4 million Americans from poverty, I am concerned about the 2.4 million aged, blind, and disabled persons who will remain entrapped in poverty. They must be helped. If the Senate were to adopt a guaranteed minimum income of \$160 for individuals and \$200 for couples, for those who have received neither social security or other sources of income, we would succeed in lifting all the aged, blind, and disabled above the poverty

line. Under such a provision they would receive annual incomes of \$1,920 for individuals and \$2,400 for couples. Federal payment of this minimum is contained in Senator CHURCH's amendment No. 998 to H.R. 1, which was introduced prior to the committee's action on the guaranteed income levels, and which I have also cosponsored. The 1971 White House Conference on Aging endorsed the federalization of such minimum payments, and their administration by the Social Security Office. I concur with this recommendation, and it, too, has my support.

Even if the Senate should support these proposals—a minimum monthly floor guaranteeing all aged, blind, and disabled individuals incomes above the poverty level; and the social security and other income set asides approved by the Finance Committee—we shall still fall short of the goal of the 1971 Conference on Aging. The Conference urged a minimum income of \$4,500 for an elderly couple, which is equal to the intermediate budget prepared by the Bureau of Labor Statistics. While it seems unlikely that we shall reach this goal during this session of Congress, we must not slack in our efforts. We cannot be satisfied with merely lifting the elderly out of poverty. We must strive to provide a level of security in which all can live in dignity.

Third, we must boost the retirement test above the \$2,000 level contained in H.R. 1 to at least \$2,400 this year and next, and \$3,000 beginning in 1974. I am pleased to cosponsor Senator PERCY's amendment to this effect. I believe such a phased increase, with a study of the feasibility of eliminating the earnings limitation altogether, is the most practical approach towards reaching the goal recommended by the Conference on Aging.

I am also pleased that the House of Representatives eliminated altogether the dollar-for-dollar reduction, which now begins at \$2,880, and provided instead a flat 50 percent benefit reduction across the board for earnings above \$2,000. Our elderly must have alternatives to full retirement, and we should not discourage those who wish and are able to work.

Regrettably few Americans in the 65 plus age category presently are working. Only 15.3 percent of the elderly have jobs, and those are usually part-time and low-paying positions. Yet all older Americans want a meaningful role in society, and they have valuable talents and the time to contribute richly to the welfare of their fellow citizens. We must seek significant ways to utilize the services of our elderly citizens. We cannot afford to waste their considerable talents. The Administration on Aging programs provide a start, but there is much more that needs to be done and I shall continue to do all I can to provide our elderly citizens with wider opportunities for continuing service.

Fourth, we must go forward, not backward, in expanding the coverage of medicare, which now pays only 43 percent of the elderly's health care expenses.

H.R. 1, as approved by the House, offers some improvements in the medicare program. It includes the automatic en-



rollment of eligible individuals in part B—the supplementary medical insurance program. At the present time, while 96 percent of those eligible enroll, 4 percent somehow fail to take advantage of this vital coverage.

While we move to merge part A—hospital insurance—and part B in regard to enrollment, I believe the time has also come to eliminate the part B premium altogether and finance the program entirely through general revenues. This is part of the administration's overall health strategy, and provisions to eliminate this premium are contained in Senator WILLIAMS' amendment No. 1103, of which I am pleased to be a cosponsor. When medicare began 6 years ago, the part B premium was \$3. It is now \$5.60 and scheduled to go to \$5.80 on July 1. This 94-percent increase in premiums has inflicted severe hardships on impoverished older Americans. By eliminating the premium payments, each older American will have an additional \$69.20 a year—at the July 1 premium rate—to spend on the other necessities of life. The cost to the Government of \$1.5 billion can be justified by the immediate impact on millions of older Americans' incomes.

The House, in H.R. 1, sought to increase the part B deductible from \$50 to \$60. I am hopeful the Committee on Finance will delete this provision. Due to the soaring cost of medical care, aged beneficiaries are spending almost as much out of pocket today for health care as they did prior to medicare, for the 20-percent coinsurance they must pay is being paid on substantially higher charges today than those of 1965.

I believe that we must not only roll back this increase in the part B deductible, but begin gradually to eliminate it. I am pleased to co-sponsor Senator PELL's amendment, No. 1093, which would provide a gradual phaseout with a complete end to the deductible by January 1, 1975.

The Finance Committee has already rejected the increase in the hospital copayment as proposed in H.R. 1. The House-passed copayment of \$8.50 a day from the 31st to 60th days of hospitalization would have cost a seriously ill patient who was hospitalized for 60 days or more an additional \$255. Yet such seriously ill elderly patients are the ones who could least afford this. But while I welcome the committee's deletion of this copayment increase, I am concerned that the committee rejected the commendable House-passed increase in the number of lifetime reserve days from 60 to 120. While the committee correctly points out that such an increase would affect very few beneficiaries, I would suggest that these seriously ill beneficiaries are the ones that suffer the most severe financial burdens in their protracted illnesses. This increase in lifetime reserves must be included in H.R. 1 by the Senate.

It is not enough that we relieve medicare beneficiaries from the excessive burdens of premiums, deductibles, and coinsurance. We must also expand the coverage of medicare and simply medicare procedures for the provision of care needed.

Out-of-hospital prescription drugs with a minimal or no copayment must be a top priority in our consideration of H.R. 1. I am hopeful the Finance Committee will act to include such a provision in the bill. "Miracle" drugs can provide no miracles if patients cannot afford them.

We should also review carefully the inadequacy of medicare coverage in the areas of foot care, eye examinations, eye refractions, eye glasses, hearing aids, dental care, and false teeth, and seek to broaden medicare's coverage in these areas.

I commend the committee for removing in part the restrictions on the coverage of treatment of beneficiaries by speech therapists and clinical psychologists, by eliminating the current provision that such services must be rendered only in a physician-directed clinic or outpatient hospital. However, the services would still have to be provided in an organized setting under a plan of care or treatment established by a physician. I am not convinced that such supervision is necessary. I also regret that this minimal change was not accompanied by a realistic upward adjustment in the \$250 annual limitation on out-patient treatment of mental illnesses. The mental health needs of elderly citizens cannot adequately be met within this limit.

The inadequacy of medicare coverage for rehabilitation services must be further corrected as well, and I believe Senator STEVENSON's amendment, No. 955, of which I am a cosponsor, is an essential remedy to these current medicare deficiencies. This amendment would provide coverage under medicare of up to 100 visits to an authorized posthospital rehabilitation facility. Services to be covered under part A would include: Physical and occupational therapy; speech pathology and audiology; medical social services; and services related to the use of prosthetic and orthotic devices. This amendment would benefit the 100,000 older Americans who are released from hospitals and extended care facilities cured, but not rehabilitated.

Some of the most vexing problems of the elderly stem from the requirements for extended care and home health services. The elderly have been plagued by retroactive denials of eligibility for such services. We must include in H.R. 1 provisions for prospective determinations of eligibility for extended care and home health services. At the same time we must eliminate the 3-day in-patient hospital stay requirement for medicare coverage of extended care services, while expanding the number of posthospital home health visits from 100 to 200. Senator PELL's amendments Nos. 1093 and 1097, propose such revisions of current law, and I am pleased to cosponsor his proposals.

However, such revisions to title XVIII will not provide the answer to the unavailability of suitable extended care facilities. Clearly, as the White House Conference on Aging suggests, the elderly as well as all Americans need a comprehensive new health strategy which provides access to quality health care for all Americans. Our medical "nonsystem"

need to be overhauled and redirected as we develop a new financing method that insures each and every American the right to good health.

Mr. President, I have touched on some of the musts for meeting the health care needs of the elderly. But better health care and minimum benefit payments alone, welcome as they may be, are only part of the answer to the needs of elderly Americans.

As a member of the Committee on Banking, Housing, and Urban Development, housing for all Americans has been among my top priorities. An amendment which I introduced and which was passed in 1969 provided some relief for the elderly in public housing by insuring that no tenant over 65 would be required to pay more than 25 percent of his or her adjusted gross income for rent. This provided considerable relief to elderly tenants with small fixed incomes, and the Housing and Urban Development Act of 1972, which passed the Senate on March 2, contains an expansion of the Brooke amendment to federally subsidized private housing projects as well. It is my hope that House will concur in this proposal so that the rent ceiling will extend to the elderly—indeed to all tenants—of federally assisted housing.

But only one-third of our Nation's elderly are tenants. Two-thirds of our older citizens own their own homes, and their greatest burden of home-ownership is the property tax. The burden is so great that many elderly Americans are forced to sell their lifelong homes and leave the communities where their roots have grown so deep.

Last year the Senate passed an amendment which would have provided relief for elderly homeowners. This year, Senators PEARSON and EAGLETON have introduced a similar amendment of which I am pleased to be a cosponsor. This amendment No. 895 would allow persons 65 years of age and older a tax credit up to \$300 per year for property taxes paid on their residence. For the one-third of the elderly who are tenants rather than homeowners, there would be a tax credit equal to 25 percent of the annual rent, not to exceed \$300. In both instances the tax credit would be reduced dollar for dollar of adjusted gross income in excess of \$3,250 for an individual and \$6,500 for a couple filing jointly. This amendment is essential to insure that elderly homeowners will not be forced to sell their homes, and to provide those who are tenants some economic relief or a chance to move into more suitable housing. I am confident the Senate will again adopt this essential amendment and I am hopeful that this year the House will accept it.

Mr. President, my remarks have focused on the needs of the elderly as I understand them. My suggestions have been directed to what the Social Security Amendments of 1971, H.R. 1, should contain if those needs are to be met.

But H.R. 1 as presently constituted is not a bill solely for those over 65. It contains important provisions relating to title V of the Social Security Act—grants to States for maternal and child wel-

dustury so that the Nation's basic energy needs can be safely and economically met from secure sources under the control of this Nation.

Mr. President, I ask unanimous consent that the Evening Star article be printed in the RECORD.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

**GOP SENATORS ASK REROUTING OF OIL PIPELINE**

A dozen Republican senators from the Midwest and East have challenged the proposed Alaskan oil pipeline, calling for serious consideration of a cross-Canada route to the U.S. Midwest.

Led by Asst. Senate GOP Leader Robert Griffin of Michigan, they echoed arguments made earlier by many Democrats that a Canadian line would be cheaper, less costly to maintain and operate, more secure from earthquakes, less potentially harmful to the environment and safer from a national-security viewpoint.

**ONE MILLION MIDDLE-AGED AND OLDER WORKERS UNEMPLOYED**

MR. CHURCH. Mr. President, joblessness continues to remain at an unacceptably high level for persons 45 and older.

More than 1 million individuals in this age bracket are now unemployed, nearly 75 percent higher than in January 1969.

And once he loses his job, the older worker is likely to be without employment for a substantial period of time. Today 466,000 have been searching unsuccessfully for work for 15 weeks or longer, more than three times as great as in January 1969. During this same period their very long term unemployment—27 weeks or longer—has jumped by an alarming 362 percent, from 48,000 to 222,000.

In my own State of Idaho, older workers and their families have also felt the harsh effects of the economic slowdown during the past 3 years.

Persons 45 and older, for example, account for almost 40 percent of the total insured unemployment in Idaho.

However, action has been initiated in Idaho on a number of key fronts to create a more favorable climate for the employment of mature workers.

One outstanding example is the retirement jobs program which has helped to place older persons in gainful and satisfying employment. Under the skillful direction of Mrs. Agatha Pallister, this program now renders valuable supportive services for nearly 700 registrants.

For many older persons these jobs have provided more than just a means of earning income. In numerous cases, the employment has provided a most rewarding and fulfilling experience.

Additionally, April was proclaimed as a special emphasis month to encourage the employment of individuals 45 and older. Recently a joint statement to carry out this policy was issued by Wil Overgaard, deputy director of the Idaho Office on Aging, and George N. Stoops, executive director of the Governor's Committee on Employment of the Handicapped and Older Worker.

These efforts, it seems to me, provide

a useful course of action for other States to follow in stimulating job opportunities for middle-aged and older persons.

A recent article in the Idaho Statesman describes these activities in greater detail.

Mr. President, I commend this article to Members of the Senate and ask unanimous consent that it be printed in the RECORD.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

**STATISTICS, PERSONAL VIEWS BOLSTER APRIL (By Carrie Ewing)**

April is special emphasis month to appeal to employers to hire the older worker, ages 45 and up.

The joint announcement was issued by the Idaho Office on Aging, with Wil Overgaard as deputy director, and the Governor's Committee on Employment of the Handicapped and Older Worker, George N. Stoops, executive director.

Of the 30,090 unemployed insured workers seeking employment in Idaho during the first quarter of 1972, 11,537 are in the 45 and older age bracket, according to Department of Employment reports.

During that period, the total number of insured unemployed persons in Idaho increased by less than two per cent over the corresponding period of 1971. But the over-45 worker in the same category for the same period increased by 14 per cent.

Hidden in these statistics is the fact that one out of every 3.3 persons 65 or older had an income of \$3,000 or less for 1971.

Overgaard called attention to a startling fact that accounts for some of the unemployment among older workers.

"One farm worker was required to produce enough food for 11 persons 30 years ago. Today, with mechanization and improved techniques, one person produces enough to feed 45 persons," he said.

Using the adjectives skilled, competent, dependable, energetic and dedicated, the two directors offer "living proof" for their opinions.

They gleaned the examples from Retirement Jobs of Idaho, Inc. and the Governor's committee. Retirement Jobs was a dream, then a reality for Mrs. Agatha Pallister, a retired worker who decided to do something about her leisure and that of other retirees.

Serving many years in employment offices in Utah, Mrs. Pallister moved to Boise on her retirement. As leisure time weighed so heavily upon her she conceived the non-profit employment agency for older workers. From a humble beginning in a small trailer in February of 1970, to offices in the Immanuel Methodist Church, to more adequate quarters at 3314 Americana Terrace, she now is able to render service to nearly 700 registrants.

A representative also is stationed at 706 East First, Meridian, to serve the Treasure Valley area. Retirement Jobs is an entity of Model Cities and the Idaho Office on Aging.

Proving the case for the older worker is George Gilbert, who, after 48 years of following the culinary arts, adheres to the philosophy of "once a chef, always a chef." He just "couldn't resign" himself to doing nothing.

Gilbert, Overland Road, Route 2, Meridian, rebelled at being cooped up during the bad weather this winter when "I couldn't get out and work on my place."

Though pushing 71 years, Gilbert went to Retirement Jobs of Idaho, Inc. to inquire of employment possibilities.

Sir Richard's, a new business, had just opened at Nampa.

"I've been there for nearly three months now, working from nine to 11 hours a day and

love it," Gilbert said. As chef he is in charge of the kitchen. "On Sundays we prepare 150-160 pounds of beef."

Five days of work each week at Sir Richard's doesn't seem to be enough for Gilbert. He cooks dinners once a week for two Masonic lodges on his "off work" days.

His chief experience includes 21 years at clubs in Reno. He was working as chef for one of Albertson's delicatessens in Reno and was transferred to the chef position at Albertson's Sixteenth and State delicatessen in Boise.

"I like to work," Gilbert said. "Restaurant work is hard work, but I want to keep on working as long as my health holds out. We will have the work organized on my job soon, then I can put in shorter hours. I don't want to quit work abruptly. That makes too much time on my hands."

Mrs. Elizabeth Krutzfeldt, 420 North Pacific, though officially a retired practical nurse, finds it impossible to retire, because "My patients keep recommending me to someone else who needs home care, and I go. I have a feeling for my patients. I like to be good to them."

So it is, when one case terminates, Mrs. Krutzfeldt is faced with another as a result of satisfied customers spreading the word. She is happy to "work on call." She maintains the home and gardens and raises flowers to keep busy during off-duty intervals.

She is another older worker who found placement originally with Retirement Jobs of Idaho, Inc.

Acclaimed by George Stoops of the Governor's committee as a "shining example" of the energetic older worker is George H. Hill, 3621 Patricia Lane.

Hill retired last August from a building maintenance position with KTVB Channel 7, "after trying to retire for four years." But complete retirement was not for Hill. He presently is occupied changing and installing new locking units in federal government buildings.

Hill said he is willing to accept part-time employment, and will not refuse a full-time occupation. However, he prefers the part-time setup, for, at 69, he would like "to kick around a bit—work and have fun, too. Can't just sit down and do nothing."

An ardent skier since he was 10, Hill said he has slowed down now, going about four times a season.

"My wife skied until five years ago. We both belong to two bowling leagues."

In the 1950s, Hill managed the Bogus Basin Ski area for four years. He served nine years on the Volunteer Ski Patrol, which eventually became connected with the Pacific Northwest Ski Association. Through this association Hill was acclaimed Ski Patrolman of the Year for the 1960-61 season.

"I also have been a member of the Avalanche Patrol Special Unit, where we trained in outdoor survival. This unit developed into the Mountain Rescue Unit," he recalled.

Not only has Hill been active, though retired, Mrs. Hill, a licensed practical nurse from 1950-1967 at St. Luke's Hospital, also portrayed the willing older worker by being subject for four years to call after her retirement "until back trouble caused me to quit."

Leaving the hubbub of San Francisco after 30 years as a secretarial worker, Miss Avice Annett, 1713 Resseguie, returned to Boise in 1969.

"I have to keep going at something," she said. "I'm too lively to sit around. I'm happy to work at something to supplement my retirement income."

She is a resident representative on a part-time basis with the staff of the Citizen Participation Department of Model Cities. Her task is to contact fellow residents in the Model Neighborhood to determine the needs of the citizens and to learn what programs they desire.



fare—and a total revision of title IV—grants to States for aid to families with needy children. The welfare reform provisions as passed by the House are a modification of President Nixon's family assistance program, first proposed in August of 1969.

At the time the FAP program was initially unveiled, I welcomed its concepts, for I recognize the failure of our current welfare system. However, the family assistance program as passed by the House is unacceptable; it fails to protect the rights and benefits of present welfare recipients and of future participants in FAP. The Committee on Finance has approved an even more regressive and degrading workfare system. Under this system any welfare recipient who does not have children under the age of 6 actually living in the home, would be required to accept domestic or public service employment at the unbelievably low rate of \$1.20 per hour.

The Senate is deeply divided on the welfare issue, and a lengthy public debate is certain to ensue. However, our elderly cannot endure a further delay in the enactment of H.R. 1. And welfare families, present and future, cannot and should not endure the diminution of their rights and benefits that could result from either the House-passed welfare reform or the workfare plan adopted by the Finance Committee.

Therefore I suggest that the Senate abandon the welfare reform provisions of H.R. 1, and proceed promptly with the other essential provisions of this measure.

It is with some reluctance that I suggest an abandonment of welfare reform this session. But I would prefer no change in the present system to changes which are reforms in name only.

Our Nation's elderly, some 4.7 million of whom now live in poverty, deserve our closest attention during Senior Citizens Month and during every month of the year. Their needs compel not only a revision of our laws, but a rethinking of our society's attitudes as well.

Our youth-oriented culture has too long ignored the plight of its 20 million elderly citizens. We must measure up, fully and promptly, to the needs and expectations of those who have served us far better than we have served them.

#### WASHINGTON POST FAVORS THE GRIEVANCE PROCEDURES

Mr. BAYH. Mr. President, I invite attention to an excellent editorial published in yesterday's Washington Post which offered a carefully considered analysis of the present debate surrounding the Foreign Service's personnel system and grievance procedures.

As the editorial puts it:

Unfortunately, the temper within the Foreign Service has become sufficiently distrustful and bitter that administrative reorganization by the State Department alone cannot cure it. . . . Both the American Foreign Service Association and the American Federation of Government Employees, the two chief organizations representing these employees, support the legislation now before the Senate. It is high time for Congress to enact it.

The editorial also endorsed the amendment which I intend to offer to that legislation. Since the debate on my amendment has been postponed until next week, I hope that all Senators will take the opportunity to review the favorable comments of the editorial before debate begins. I ask unanimous consent that the editorial be printed in the RECORD.

There being no objection, the editorial was ordered to be printed in the RECORD, as follows:

#### A GRIEVANCE LAW FOR DIPLOMATS

The Foreign Service continues to be Washington's most troubled bureaucracy, and its troubles are now being brought, once again, to the floor of the Senate. The immediate issue is legislation to establish a new and independent grievance procedure for Foreign Service officers and the other employees of the foreign relations agencies. The Department of State strongly opposes this legislation, arguing, with considerable justice, that it has already corrected the worst abuses of the recent past. Unfortunately, the temper within the Foreign Service has become sufficiently distrustful and bitter that administrative reorganization by the State Department alone cannot cure it. What the Department has given, some of its employees fear, the Department can take away. These employees are entitled to legislation guaranteeing that the Department will apply its rules fairly, and will provide a right of appeal to an impartial referee. Both the American Foreign Service Association and the American Federation of Government Employees, the two chief organizations representing these employees, support the legislation now before the Senate. It is high time for Congress to enact it.

Grievances mainly involve, as one might expect, promotions and firings. These matters can be handled fairly smoothly in a corps of stable size and rank. But the State Department has been cut back about 20 per cent over the past five years, resulting in many firings of officers well into middle age, too old to change careers easily but too young for pensions. Mr. Macomber, the deputy secretary of state for management, has put a stop to the wholesale purges of people in mid-career. But the White House apparently believes that too many officers are clustered in the upper ranks of the Foreign Service, suggesting that there will be few promotions in coming years. The cuts in both positions and promotions has exacerbated all the familiar questions of fair play. The Foreign Service, like most other American institutions, is divided over questions of the proper limits to dissent. And those questions have a special edge in an organization whose business involves political analysis. What one man considers creativity may seem insubordination to another, and personnel disputes often revolve around precisely that distinction.

The Department, under Mr. Macomber, has made a series of important improvements in the personnel system recently. A grievance panel has been set up under a professional arbitrator. Mr. Simkin, former head of the Federal Mediation and Conciliation Service. Employees are now given access to their personnel files. The old up-or-out firing system, which works well in the military services but badly in diplomacy, has been suspended. The Department says that it is prepared, in principle, to support grievance legislation.

But it argues that the bill before the Senate is much too broad. The bill's supporters, in contrast, say that it is limited to issues of due process, and would only require the Department to follow its own rules. The senators sponsoring the bill can perhaps

make their intentions on this point explicit in the floor debate. The next question is who shall be the judge. The present bill suggests a three-seat panel, with one seat filled by the person bringing the complaint, one by the Department, and one by agreement or failing agreement by the Court of Appeals here. In this instance, Senator Bayh's amendment seems preferable. He proposes filling all three seats with professional arbitrators.

The malaise in the Department goes a great deal deeper than the personnel rules. The Department is, in fact, going through one of its periodic bad times, and bad times for the Department are bad times for the men and women who have committed their careers to it. Many of their traditional responsibilities have been carried off to Dr. Kissinger's office at the White House, or to the Treasury. The Vietnam war has churned up all of the basic questions of foreign policy, and the organizations that deal with it. But the Department and its sister agencies have an unusual proportion of first rate people, highly trained and highly specialized. They are not dispensable to this country's central purposes. At a time when policy disputes are profound and vehement, grievance legislation can reassure these valuable people that their own superiors will deal with them equitably in their personal careers.

#### THE CANADIAN OIL PIPELINE

Mr. BELLMON. Mr. President, the Washington Evening Star of May 3 reported that a dozen Republican Senators from the Midwest and East have challenged the proposed Alaskan oil pipeline and are calling for the construction of a trans-Canadian pipeline in the interest of lower costs, the environment, and national security.

I am pleased to note that these Senators, who have in the past taken a non-committal and often negative attitude toward the Nation's energy crisis, despite the fact that they came from heavily populated areas, are now taking an active interest in this matter.

Unfortunately, their proposal is plagued with the same kind of ill-conceived logic that they apply to opposition to offshore drilling, deep water port facilities, and realistic energy pricing policies.

The fact remains that a trans-Canadian pipeline would be three times as long, twice as costly and by the simple distances involved, more environmentally damaging than the Alaskan pipeline.

Further, the Canadian line would undoubtedly be under the control of the Canadian Government and would most likely operate as a common carrier for Canadian crude. This would effectively imperil U.S. operational control and subject the line to United States-Canadian diplomatic fluctuations.

In the face of a mounting domestic petroleum shortage, sharply rising costs of imported oil, and ever-increasing dependency on foreign reserves, the need to encourage expanded domestic exploration and production is imperative. We must get on with the task of constructing the Alaskan oil pipeline so that this critically needed source of energy may become available to U.S. consumers.

In addition, Congress, it is hoped with the active support of these same 12 consumer-State Senators, should provide needed incentives to the energy in-

thing, more money is needed for more shots like these, and for other vital U.S. space projects like the space shuttle, which would not only increase our capability in space but which would be of invaluable benefit to millions of Americans here at home. The contributions of the space program to the fields of communications, medicine, weather forecasting, and even day-to-day living are monumental. The opportunities for further such contributions are practically unending—if only we have the will to persevere. Pioneer 10 is a tremendous step in the right direction; let us hope it is the first of many.

#### EXTENSION OF NUCLEAR TEST BAN TREATY TO INCLUDE UNDERGROUND TESTING

Mr. MATHIAS. Mr. President, Senate Resolution 273, which the Senator from Michigan (Mr. Hart) and I have submitted, calls upon the President to propose an extension of the Nuclear Test Ban Treaty of 1963 to include underground testing. This proposal merits the close examination of the Senate, for it could provide the President with the support he needs for a bold new approach for his meeting with Soviet leaders at the end of May.

The United States is committed to seek a comprehensive, total, and complete ban on nuclear tests. In October 1963, the United States ratified the partial test ban treaty which indicated we are "seeking to achieve the discontinuance of all test explosions of nuclear weapons for all time, determined to continue negotiations to this end."

This commitment, reaffirmed on July 1, 1968, in the Nonproliferation Treaty, has not been fulfilled. Neither the United States nor the Soviet Union has negotiated determinedly to extend the partial test ban treaty to a comprehensive test ban treaty. Indeed, the negotiating positions of the two sides have remained essentially what they were in 1963 when a gap between three onsite inspections offered, and seven requested, deadlocked the talks.

During the 9 years which have passed since that deadlock, there have been ample technical reasons for the updating of our negotiating position. Seismological capabilities have increased substantially. Underground testing above 10 or 20 kilotons can be made extremely risky for the tester by the use of seismic monitoring alone. Meanwhile, reconnaissance capabilities have also improved enormously. These capabilities make it possible for the United States to identify otherwise suspicious events. Many experts believe that these methods, together with other intelligence methods, can provide a firm basis for the negotiation of a suitable treaty using national inspection alone. But, in any case, no experts will deny that these technical advances deserve an updating of our negotiating position. And, as noted, our treaty commitments demand such revision.

The test ban is not just unfinished business. It is an important part of our national security requirements. Any dramatic new improvements arising from

continuing testing are likely to undermine our security, as other nations learn of these discoveries. The possibility of a truly cheap bomb is a most significant possibility of this kind. The richest nation in the world—armed already with thousands of weapons—does not need it. But poorer countries, unable to invent such a weapon themselves, might well learn it from us. They might then aim the weapons at us.

Also the test ban can complement the SALT talks. As is known, the SALT talks are concentrating on numerical limits—limits on numbers of launchers. Each side is evidently going to be free to make "qualitative" improvements in each launcher. But these improvements, including MIRVed warheads, can be of dramatic significance. The total test ban would inhibit the development of ever smaller—and more numerous—warheads by prohibiting tests of them. This is a concrete way in which the test ban can slow the arms race and help close a loophole in anticipated SALT agreements.

There are other compelling arguments. The test ban will encourage the effort to prevent proliferation. It will prevent the expense and pollution associated with underground nuclear tests. And it will serve as another step toward wider agreements—just as did the partial test ban treaty.

If the executive branch reopens the question of the test ban, I believe that it will conclude that the case is strong for reaching comprehensive agreement. I believe it will decide that onsite inspection is of only marginal significance today and that verification has ceased to be the important obstacle to agreement. But our resolution does not require that this latter conclusion be reached. We call only for reopening the question. We emphasize today the commitments that exist—and the technical background that has changed. These alone justify a new look, after 9 years, at this entire question. The meaning of our proposal is this: The administration and Congress have an obligation, after 9 years of unchanging negotiating position, to reconsider the total test ban and make new proposals.

#### STATE OF THE AGING: THE RETIREMENT REVOLUTION

Mr. MONDALE. Mr. President, the White House Conference on Aging took place eight weeks ago, and we on the Senate Special Committee on Aging have good reason to thank the delegates.

They have produced a challenging body of recommendations on matters of immediate and long-range concern to older Americans of today and those who will be the older Americans of the future.

And so it is not only appropriate but almost mandatory that the Senate Committee on Aging should give comment on the conference recommendations.

After all, the committee called for such a conference.

After all, many of the recommendations are similar or identical to those sought by the committee in recent reports.

Therefore, it is a duty as well as a pleasure to join with other members of

the committee in this "state of the aging" message. In a few moments, I will give my position on several of the key recommendations related to income, health care, long-term care, and housing.

But I would like to deal first with what I, as chairman of the Subcommittee on Retirement and the Individual, have described as a "retirement revolution."

That revolution is already well underway. It is already altering the living patterns of a nation.

That revolution, however, is only beginning to demonstrate just how far-reaching it will be.

What is happening—or beginning to happen—can be described in a very few words.

Retirement is now affecting more people for more years in their lifetime than ever before. And if present trends continue, more than a third of our lifetimes will be spent in what is now called retirement.

And yet, despite this clear trend, most persons today are unprepared for retirement when it overtakes them. Some are overwhelmed by a condition which has been described as "retirement shock." Physicians have told my subcommittee that the sudden transition from full-time work to full-time leisure actually can result in deteriorating health. A combination of sharply reduced income, a loss of role in life usually defined in terms of the job held by the person, and adjustments that so often must be made in living arrangements can take a devastating toll.

If retirement begins earlier, the shock may be even greater.

If retirement extends into the seventies, eighties, and nineties of a person's life—as is increasingly the case—even adjustments will be necessary as the "young elderly" become the "old elderly."

Looking ahead, we always talk of the year 2000 as a faraway milestone separated from the present by a comfortable time buffer. But it's only 28 years away, or only two White House Conferences on Aging away. It's as near in the future as the start of World War II is recent in the past.

What is going to happen to the dimensions of retirement as an institution in those 28 years?

As a recent Committee on Aging report pointed out:

Approximately 42 million Americans are now between their 45th and 65th birthdays. Since each year 1.4 million persons have their 65th birthday, between 45 and 50 million middle-aged persons of today will reach that age by 2000. Compare that figure with today's 65+ total of 20 million.

In many ways, new retirees will differ markedly from the majority of today's retirement group. They will have more education. They will be more accustomed to higher rates of pay and will want greater income security in retirement. And they will probably be more able-bodied at the time of retirement and will be less likely to settle for what is so aptly described as "enforced idleness."

A third of today's elderly are under 70 and the median age is under 70. Only 1.3 million—one out of every fifteen—are 85 or older. By 2000 more persons will be at the end of the age spectrum. Nearly 2 out of 3—a number equivalent to the entire 20 million 65+ generation of 1971—will be over age 75.



put big business in bad repute about one century ago. The excesses of big business, and the disregard for the average man, brought about tough antitrust legislation.

Today it is big labor that is guilty of the excesses.

Our labor laws allow the union leaders to become dictators. Many union leaders have no respect for democratic processes.

It is time that we rein in these labor leaders and supply the same antitrust controls to them that we apply to our business community.

Mr. President, a column written by Tom Braden this week pointed up how little regard certain union leaders have for their members. I ask unanimous consent that the column be printed in the RECORD.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

#### UNION LEADERS IGNORE WORKERS

There were a few titters in Miami when it was revealed that George Meany had raised his own salary to \$90,000 per year just after the wage-price freeze went into effect. But nobody in the labor movement made an issue of it. And nobody will make an issue of the fact that Meany's son-in-law, who is law partner to the AFL-CIO general counsel, has just gone on the board of the United Mine Workers-controlled Washington National Bank.

Somebody ought to. Because this is the bank that robbed the miners who own it—robbed them, according to a district court judge, of \$11.5 million that ought to have been paid to old pensioners.

At times, the judge found, United Mine Workers president, Tony Boyle, kept on deposit in Washington National as much as \$140 million in union funds. The money was in three accounts, a general account which at one time reached \$90 million, an administrative account which reached \$40 million and a pension account which reached \$10 million. In order to pay the pensions—which was what the accounts were for—\$5 million to \$8 million in ready cash would have sufficed. Yet all this money was kept in checking accounts. No interest was ever paid.

A lot of things are coming to a head in the affairs of the United Mine Workers. President Boyle has been indicted for embezzling funds, funds contributed to the 1968 campaign of Hubert Humphrey who once said he was "proud to rub shoulders with this truly great leader of labor." Boyle will go to trial this month.

Another trial to upset Boyle's election on the ground that it was fixed is now taking place in Washington after a finding by the Secretary of Labor that probable cause exists for his removal from office.

And in Pennsylvania, Silous Huddleston, a United Mine Workers' local president, will go on trial sometime this spring accused of paying for the murder of Boyle's one-time opponent, Joseph Yablonski. The prosecutor, Richard Sprague, thinks it will not end there. "In my opinion," he once said, "he (Boyle) is not out of it."

Yet Meany permits his son-in-law to go on the board of Boyle's bank and refuses to hear the case of those who want to make their union democratic.

"Mr. Meany, Mr. President of the labor movement," wrote Mike Trbovich, chairman of the group which met in the church after Yablonski's funeral and organized "miners for democracy," "from the grimy pits we appeal to you for equity in life. We are fighting for an honest, democratic union . . .

don't deny us an hour before the leadership of the American labor movement to state our case. We are fighting for the right and we deserve to be heard.

"According to my estimates," Trbovich said in his letter to Meany, "we had about \$65 million to \$75 million in our treasury when our nationwide strike started last October 1. Though we were out for more than six weeks not one nickel of this money was paid to us in strike benefits."

Meany has ignored Trbovich's letter, as he has ignored previous appeals from the mine workers for his help in giving attention and recognition to their cause. They are up against the bosses and the bosses seem to have stepped right out of an old book of Fitzpatrick cartoons—men with large paunches and dollar signs on their vests. But the captions have been switched. The men are not labeled "capitalists." They are labeled "labor leaders."

"I don't talk to the janitor," Meany once said. He was referring to the Secretary of Labor, but somehow the choice of epithet is revealing. A Judge Gary or a Tom Girdler might have said the same.

#### PIONEER 10 SPACE SHOT

Mr. GURNEY. Mr. President, last night the U.S. space program took another giant step forward—another step toward the world of the future, outer space. The near perfect launching of Pioneer 10 marks another first in space exploration, the first attempt to venture beyond Mars and to penetrate the asteroid belts between the orbits of Mars and Jupiter. The ultimate goal of this mission, the initial exploration of the planet Jupiter, will begin to answer some of the centuries old questions about the largest planet in our universe. More important, it will also contribute to the development of American scientific and technological know-how.

If America is to continue to remain one of the great nations on earth—indeed, if it is going to remain a free nation—it must not let its technology, scientific and military, lag. This is the real significance of Pioneer; not only are we taking another necessary step forward in exploring outer space but we are also opening the way for additional scientific spinoffs of great value to those of us here on Earth.

Pioneer, while having a new design, is another in a series of probes intended to explore outer space. The last four Pioneer satellites are still in orbit, Pioneer 6 having been aloft for 7 years. But, still, this 2 month mission represents a new departure. The 570-pound spacecraft which was launched by the Atlas-Centaur rocket last night, at the highest velocity yet reached by a manmade space vehicle, will provide, through a series of 13 experiments, new knowledge about Jupiter and many aspects of the solar system and will have, as a prime objective, studying the feasibility of another spacecraft exploring and possibly orbiting Jupiter.

Pioneer 10 will, for the first time, test out the hazards of the cosmic debris and the intense radiation in the asteroid belt. The radiation in this belt is 1 million times more intense than that found in the Earth's Van Allen radiation belts. Since one of our major objectives is the further exploration of Jupiter, it is im-

portant to know if, and under what conditions, a spacecraft could be crippled or destroyed while passing through the asteroid belt, either by radiation or by debris.

The spacecraft will be the first man made object to escape the solar system by eventually passing beyond the orbit of Pluto. This will be accomplished by having the spacecraft use the orbital velocity and powerful gravity of Jupiter to propel it further out into the solar system.

This will be the first NASA spacecraft to draw its electrical power entirely from nuclear generators, in this case four radioisotope thermo-electric generators developed by the Atomic Energy Commission.

Pioneer 10 will travel at a greater speed than any other previous spacecraft. The journey to the Moon, heretofore measured in days, will take only 11 hours and the entire one-half million mile journey to Jupiter will take only 639 days, arriving in December 1973.

The selection of Jupiter as the next focal point in the exploration of outer space is very logical, both from the standpoint of finding out what confronts future space exploration and from the standpoint of what out there might be of use to those of us back here. Recent research has suggested that Jupiter, which is 75 percent hydrogen and thus may not have a solid surface, produces the same chemical reactions which are believed to have preceded the appearance of life on Earth. The fact that conditions on Jupiter "could allow the planet to produce living organisms despite the fact that it receives only one-twenty-seventh of the solar energy received by Earth" is reason enough for further investigation.

However, there are other reasons that fully justify Pioneer 10 and the similar mission that is to follow in early April 1973.

These are the so-called spinoffs that have proved so invaluable, in so many ways, to earthbound technology. In the case of Pioneer 10, the possible spinoffs include such things as: First, an increased knowledge of collisionless plasmas of the solar wind, something that bears directly on what might be the ultimate clean system for electric power production—controlled hydrogen fusion; second, a better understanding of the Earth's weather cycles and atmospheric circulation; and third, a possible indication of the resources of Jupiter that might eventually be made available for use on Earth—such as petrochemicals.

Any one of these advances would more than justify the cost of the effort involved; the possibility of all three is indication anew of why America cannot afford to lose her scientific curiosity, her impulse for discovery, and her interest in the future.

So while we can be thankful that, after all the weather delays, things went so well on this launch, and while congratulations are certainly in order to NASA for another in a long string of successful spaceshots, we must look to the future and realize that, with the potentials involved, we cannot afford to slacken our efforts and let the Russians move ahead in this vital area. If any-

And there will be more women and more single persons. Today's ratio of elderly women to men is 139 to 100. By 2000 it will be 150 to 100.

As for life expectancy, this is certainly the least predictable factor of the future older American. The Subcommittee has been told that dramatic gains are possible, and there is room for debate here. But, it does seem certain that more people will be in better health during the retirement years than is now the case.

Overwhelming as the statistics of future retirement may be, sheer numbers define only part of the challenge.

We should be at least as concerned about the well-being—the quality of life—of future retirees as we are about projected increases in their numbers.

The White House conferees were concerned, and many of their recommendations have meaning for the future as well as the present.

#### CONFERENCE RECOMMENDATIONS

First and foremost, the conferees said that life in old age must be more than merely bearable.

Their calls for more adequate retirement income and for better housing and health care reflect that conviction.

But even these essential improvements are not enough.

There must be satisfaction as well as security in retirement years, and there must be alternatives to present patterns of work and retirement.

In this brief summary I can discuss only a few of the conference recommendations that, in my judgment, will help develop greater retirement satisfaction and more flexibility in work patterns. The following—and others—are receiving careful subcommittee attention:

**Arbitrary retirement age:** As the section on employment and retirement put it:

Our society presently equates employability with chronological age rather than with ability to perform the job.

The section participants called for a flexible policy based upon workers' desires and capabilities, job opportunities for people 65 and up; and—on the other hand, opportunities for gradual or trial retirement before age 65.

In my view, a great deal of thought and hard questioning must be directed at many of our attitudes and practices related to age 65 as a sole criterion for retirement. Business, labor, and retirees of today should work out new arrangements. As I have said before, the immense Federal Establishment should become a model employer in terms of devising new work-life patterns. But progress is still slow. However, my Federal Employees Preretirement Assistance Act, S. 1393, would be a major step forward in overcoming this inertia at the Federal level. Briefly, this measure would provide the operating framework for new work-lifetime patterns, such as phased retirement, trial retirement, sabbaticals and new types of part-time employment for older persons. Once again, I urge early and favorable action on this legislation.

**Preretirement education:** Many conference recommendations dealt with the need for more widespread and accessible preretirement training. Here again, the

Federal Government could be a model. And here again, S. 1393 can be particularly helpful. It would, for example, establish a comprehensive program of preretirement counseling and assistance for all Federal employees who are eligible for or approaching retirement. As a model employer, the Federal Government is ideally situated to provide the necessary impetus for other employers to institute such helpful practices for their employees. And with such a national approach, older Americans can be much better prepared for the crucial adjustments in retirement.

**Educational opportunities:** Once in retirement, a man or woman should be a likely candidate for renewed, organized education.

But the White House conferees made it clear that most of the educational resources of the United States are inappropriate, inhospitable, or downright uninteresting to most older Americans. Two conference recommendations are worthy of special consideration:

For older persons to participate in educational programs, agencies, organizations, and government must provide incentives. These incentives should be aimed at eliminating specific barriers to the availability and accessibility of educational services for older persons including transportation, free attendance, subsistence auditing privileges, relaxed admission requirements, flexible hours, convenient locations and subsidies to sponsors and removal of legal barriers.

Emphasis should be given at every level of education to implement and expand the expressed educational objective of "worthy use of leisure". Education must be directed toward an acceptance of the dignity and worth of non-work pursuits as well as toward development of leisure skills and appreciations.

The conferees have made a number of specific recommendations for changes in existing programs and several innovative approaches. Each is receiving subcommittee scrutiny.

In addition, the Senator from Idaho (Mr. CHURCH), chairman of the full Senate Committee on Aging, and I, as subcommittee chairman, have agreed that a committee study on educational opportunity for the elderly should soon be released.

**"Advocates of our own cause":** One of the most challenging statements at the Conference was made by the section on retirement roles and activities.

#### Participants declared:

Twenty million older people with talents, skills, experience, and time are an inexhaustible resource in our society. We represent all segments of the population; our abilities, our education, our occupational skills, and our cultural backgrounds are as diverse as America itself.

Given proper resources, opportunities, and motivation, older persons can make a valuable contribution. We are also capable of being effective advocates of our own cause and should be included in planning, in decisionmaking, and in the implementation of programs."

Mr. President, I am convinced that this statement was made largely because the conferees felt that the elderly are often talked about, but not consulted often enough when Government and private agencies try to work on their behalf.

Myopic as it may seem, the planners do not consult those they are planning for.

But models already exist for greater participation by the elderly. The Boston Council of Elders, for example, has provided the elderly a voice in public programs that serve them. The council has been incorporated; it now is the contracting agency for several useful governmentally supported projects.

In some model city neighborhoods, consultation with the elderly and participation by the elderly is much more advanced than in typical Federal programs. The Committee on Aging has received fragmentary reports on other impressive experiments in self-advocacy and self-direction by the elderly. I believe the committee should gather more information on this subject. As Senator CHURCH has suggested, incentives should be provided for the development of community or regional councils of elderly citizens for a direct voice in governmental and perhaps cooperative public-private efforts.

Multiple jeopardy of minorities: At first, it appeared that the White House Conference on Aging was going to ignore or minimize the harsh problems encountered by elderly persons who happen to be members of minority groups. But, as protests intensified, conference chairman Arthur Flemming announced that "special concerns" sessions would be held on problems encountered by aging and aged blacks, Indians, Mexican-Americans, and Asian-Americans.

Those sessions centered, understandably, on critical issues related to low-income, limited access to health facilities and housing, inequities in social security coverage, and appalling deficiencies in research activity and knowledge about minority elders.

But participants at each minority special concern session also voiced a common complaint which is at the root of many of their other difficulties. They felt that Government programs too often are unresponsive or even unaware of the special problems which exist when a person is old and out of the majority mainstream. Mexican Americans, for example, are acutely aware of the language barrier that so often comes between them and services or benefits—including social security and Medicare.

Blacks made a strong statement asking for more adequate representation at all levels and throughout policy-level bodies and program groups. Asian Americans challenged the "myth" that their elderly are taken care of by families and therefore do not need or want participation in well-designed Government programs. Indians described the "unique relationships between our people and the Federal Government" and asked for adjustments in administration of programs for the elderly.

To the older person in a minority group, the "retirement revolution" may be a bitter joke. Many do not live long enough to become eligible for Medicare or social security. Many feel excluded from programs which appear to have been designed by the middle class for the middle class.



There can be no real satisfaction in the later years of life for all until the needs of minority groups are really understood and met. The Senate Committee on Aging has already done some work with minority groups; it should do far more.

Rural older people: A particularly forceful statement was issued by another "special concerns" session, one dealing with the rural elderly. Sheer distances between people, their report said, complicate all other problems: transportation, delivery of services, and loneliness. In addition, a large proportion of persons in rural America are old:

Nationally, one out of every ten of our citizens is old; in rural counties that ratio is often one in five. As the younger people are forced to leave to find jobs, they gave a shrinking tax base and a growing scarcity of services. Rising property and sales taxes in rural areas are becoming increasingly oppressive to older rural people. Retirement income is lower in rural areas, too. Few workers in rural areas are covered by private pension plans. Income in their later years must come from Social Security, from savings, from continued employment or from welfare.

Participants in the rural special concerns session were particularly concerned about "a critical shortage of paid jobs for those who wish to work." Rural areas have one-third of the poverty in this Nation, yet they get only 16 percent of the Federal manpower funds. As the conferees said:

National programs designed to provide part-time community service work for older rural people, such as Green Thumb and Green Light (funded under Operation Mainstream) have found the opportunity to serve and also earn is eagerly welcomed by rural older folk.

Fortunately, the means to upgrade those two programs and others—such as foster grandparents, and senior aides—is at hand. S. 555, the national older American community employment bill, would bring such pilot programs into a broader, ongoing effort. At first the administration opposed that bill. Now President Nixon has indicated that he sees the light, and that more funds should go to service programs for the elderly. As a sponsor of S. 555, I hope that he gives a clear, unmistakable signal of support for that particular bill.

Churches and private agencies: Government has an essential role to play in helping to make retirement more satisfying. But government would be shortsighted indeed if it were to ignore the rich resources that can be found in our churches, national organizations, and private agencies.

White House conferees recognized this fact often in their report. For example, the section on spiritual well-being said:

Government should cooperate with religious organizations and concerned social and educational agencies to provide research and professional training in matters of spiritual well-being to those who deliver services to the aging.

The section members recommended that the Government provide financial assistance for the training of clergy, professional workers, and volunteers to develop special understanding and competency in satisfying the spiritual needs of the aging.

Here, it seems to me, is a sensible way of providing limited Government help that would have multiplier effect. The idea is for Government to provide appropriate incentives or help, but not to dictate or dominate.

Another channel of potential activity was described at the special concerns session on the elderly poor:

Voluntary agencies and church groups in particular are called upon to serve as enablers for the elderly, to encourage and assist them in developing new roles in self-help, social action, and political action.

Whenever possible that "self-enabling" function should become part of Government activity, such as a model cities program. Here, again, there lies an opportunity for direct cooperation between public and private resources.

Such alliances have already been examined in a few Committee on Aging hearings dealing with sources of community support for programs serving older Americans. Testimony has been positive and encouraging in some cases, but too often the committee has been told of Federal policies or attitudes which balk real cooperation. Nonprofit sponsors of housing for the elderly, for example, were dismayed at the delays and rising costs caused by the transition from the section 202 direct loan housing program to the section 236 interest subsidy program. Private agencies, often working with church organizations, have launched successful pilot programs to help provide much needed services, such as meals on wheels or home health care. But the project too often is dismantled just when the need has been proven.

It seems to me that the committee should continue its investigations into sources of community support, and that it should identify the most common deterrents to genuine participation by private organizations. Many national organizations participated in the White House conference and in the planning for the conference. They have been encouraged to maintain that interest, and I hope that they do.

Research deficiencies: As I indicated earlier, there is a great deal of guessing about future trends in life expectancy for older Americans. One reason for the uncertainty is that funding for research on gerontology—the biological process, as well as related social issues—is so low.

Just before the White House Conference, members of the Gerontological Society prepared a report for the Committee on Aging. Their findings were startling and significant.

For example, at the National Institute of Child Health and Human Development—now the major center for aging research—there has been no growth in research programs since 1966. An NICHD gerontology branch in Baltimore has only 120 employees as compared to the original projected staff of 272.

As for medical research in the care of the aging, the committee was told that a number of urgent medical problems that particularly affect the elderly are in urgent need of indepth research. The committee was told, for example:

The cause of heart failure, the end point of so many aging hearts, is not completely

understood. In some respects our thinking is not ahead of that of Thomas Hobbes, who in the 17th Century regarded the heart as a spring and the failing heart as a worn-out spring. Much research remains to be done to discover what happens to the aged heart muscle fiber which causes it to fail independent of the disease.

Such research would be greatly stimulated by enactment of the National Heart, Lung and Blood Act of 1972, which I introduced on January 20.

Another distinguished member of the Gerontological Society reported to the committee that all evidence indicates that only 2 few million dollars per year is spent throughout the Nation on social behavioral research on aging. He calls for an increase in research support to five times the current level, about \$45 million.

How can sound public policy be developed on a foundation of inadequate information? We must have working arrangements by which research findings can be translated as they become available into developing social programs. But we simply are not yet geared to that concept in this Nation, and this is particularly true in aging.

A good start toward correcting this situation could be made by enacting S. 887, a bill which would establish a National Institute of Gerontology to conduct and support biomedical, social, and behavioral research and training related to aging. My Subcommittee on Retirement and the Individual, I know, would have a large number of questions to put to such an institute.

Planning for the future: On other occasions I have talked about the need for establishment of a Council of Social Advisers to help develop a system of social indicators and other guides to help us arrive at more rational public policy on programs to serve the people of this Nation.

The White House conferees took a similar view. They warned that planning must not be confused with delay; it must never be used as an excuse for inaction. They said:

Our Nation is constantly setting goals for itself in all areas of national concern. In the field of aging, as in other areas of concern, the priorities which we as a Nation set are most important. Indeed the very place that we give to the needs of our elderly today and in the future will be determined by the action we take now. Planning without action would be a cruel hoax. Action without planning would be an expensive exercise in futility.

Adequate planning on aging will never become a reality as long as the Administration on Aging remains in its present low place within the Department of Health, Education, and Welfare. The Older Americans Act of 1965, which established AOA, expressed a noble hope that this agency could be a focal point for the Federal effort on aging. How on earth is that possible when the present Commissioner of AOA must report first to the Director of the Social and Rehabilitation Service and then to an Assistant Secretary and Under Secretary? Should the Secretary of Labor or the Secretary of Transportation pay heed to the tiny voice that comes down deep from

the recesses of the Department of Health, Education, and Welfare?

An advisory council to the Senate Committee on Aging has offered a plan calling for establishment of an office on aging at the White House level and establishment of the position of assistant secretary on aging in appropriate agencies. That plan should be the subject of intensive legislative hearings early in 1972, in time for adequate discussion before the present authority for the Older Americans Act expires in June.

Youth and aging: Still another special concerns session at the White House Conference made the following statement:

One of the major aims of the White House Conference on Aging should be to harness the activity and energy of youth and link it to the solution of the problems confronting the aging. Three areas of youth volunteer activity suggest themselves for immediate action:

1. Provide information to senior citizens regarding existing social services and financial resources.
2. Render direct service to senior citizens.
3. Act as advocates in behalf of the elderly.

The participants in that session also described the need for what has been called "life cycle education" as a mandatory component of all educational institutions. In other words, information about aging should not be held off until a person is aged. He should be aware, from his earliest school days, that all of a lifetime is one unit; development continues throughout a person's existence. It should not stop after education ends or employment becomes a fixed habit.

It happens that I am also chairman of the Subcommittee on Children and Youth in the Senate Committee on Labor and Public Welfare. I will explore the possibilities for early cooperative action between the subcommittee there and the Subcommittee on Retirement and the Individual.

#### CONCLUSION

Mr. President, I have dealt primarily in this address with issues related directly to the work of the Subcommittee on Retirement.

I feel, however, that I should make some comment on bills which I have introduced or cosponsored. I feel that early action on these measures can help to produce the kind of security and well-being that will make all facets of retirement more satisfying.

Heading the list, in my judgment, is my comprehensive proposal S. 923 for major improvements in social security and medicare. Several provisions in this measure have already been incorporated in H.R. 1, including:

Significant increases in minimum monthly benefits for persons with long periods of covered employment:

One hundred percent benefits for widows, instead of only 82½ percent as under present law;

Liberalization of the retirement test;  
Cost-of-living adjustments to protect the elderly from inflation;

An age 62 computation point for men;

Extension of medicare coverage to include the disabled; and

Several other proposals.

However, S. 923 makes other major im-

provements, which I am hopeful can be added to H.R. 1. First, it provides a 15-percent increase, instead of only 5 percent as in H.R. 1. And this raise would be retroactive to January 1 of this year, rather than making the elderly wait until June to receive an urgently needed increase in their social security benefits.

The chairman of the Senate Committee on Aging (Mr. Church) has already provided compelling arguments for a more substantial increase in social security benefits. And I have only one further point to add what he has said. Another stop-gap proposal is just not going to solve the mounting retirement income gap which continues to deepen for the elderly. Poverty has already increased by 100,000 for the aged during the past 2 years. And this fact alone underscores the need for major increases in social security benefits this year.

Additionally, S. 923 would make other far-reaching improvements in medicare. First, it would eliminate the \$5.60 monthly premium payment for the aged under part B of medicare. This change alone would be almost equivalent to a 5-percent increase in social security benefits for the average recipient. And it would also provide welcome relief because this payment now costs an elderly couple about \$135 per year.

Second, it would extend medicare coverage to include out-of-hospital prescription drugs. This protection was one of the major recommendations at the recent White House Conference on Aging.

Several other noted authorities—including the 1971 Social Security Advisory Council—have supported this coverage. And now is the time for the Congress to extend this overdue protection for the aged.

Prompt action is also needed on two employment proposals, which I have sponsored with other members of the Committee on Aging, to increase employment and service opportunities for older persons. I have already made reference to one of these measures earlier, S. 555, which would utilize the skill and experience of older Americans by establishing a national senior service corps. A number of demonstration projects, such as Green Thumb and Senior Aides, have shown beyond any doubt that these programs work. Now, it is time to convert these prototypes into permanent, ongoing national programs.

Another key proposal is the Middle-Aged and Older Workers Employment Act, which would for the first time establish a comprehensive national manpower policy for the mature worker. Today persons 45 and older are being shortchanged by our existing employment and manpower programs. What is needed now is a comprehensive midcareer development services program to provide the broad range of employment services to enable unemployed or underemployed older workers to move into new or more productive employment.

Equally significant, I am hopeful that the House will act soon on the Nutrition Program for the Elderly Act, a bill which has already passed the Senate by a vote of 89 to 0. A national hot meals program for persons 60 and over is absolutely es-

sential if we are to combat hunger and malnutrition among the aged. With markedly reduced incomes, it is no wonder today that millions of older Americans go to bed hungry every night. But enactment of the Nutrition Program for the Elderly Act can help provide nutritious meals for nearly 600,000 elderly persons throughout the Nation. And in my own State of Minnesota about 11,000 aged individuals would be benefited by this legislation.

This measure, along with other proposals I have outlined earlier, can help make the later years a time for fulfillment and meaning. Once again, I urge prompt and favorable consideration of these bills.

#### TRAGEDY AT BUFFALO CREEK HOLLOW, LOGAN COUNTY, W. VA.

Mr. KENNEDY. Mr. President, just a few days ago natural disaster struck Buffalo Creek Hollow in Logan County, W. Va. Some 14 communities dotted this narrow valley, which was densely populated by sturdy Americans who have long been the object of official neglect. The flood which swept through their communities brought death and injury to many, and left thousands homeless. The depth of this tragedy is dramatically seen in the misery and anguish etched in the faces of those survivors who have crossed our television screens in recent days.

I desire to express my deep personal sympathy and concern for the victims in Buffalo Creek Hollow—a sympathy which I share with millions of our fellow citizens. It saddens me, however, that a body of evidence is developing which suggests that the tragedy of this valley may have been unnecessary if enough of those in high places—particularly in the coal industry of the area—had been more concerned about the people who live in the valley and the potential for disaster.

Hopefully, the efforts now underway—both governmental and private—will bring speedy relief to the people of Buffalo Creek Hollow. And diligent and urgent efforts must be made, as well, to prevent new human disasters in West Virginia and elsewhere in our land.

#### GENOCIDE AND OUR POSITION IN THE WORLD

Mr. PROXMIRE. Mr. President, it must be puzzling to our friends around the world that we were not the first to ratify the United Nations Convention outlawing genocide, especially as we were instrumental in its drafting. Our position of leadership in the world in the fight against man's inhumane and cruel treatment of his fellow man is in serious question. Around the world we have traditionally thought of ourselves as showing the way to less enlightened countries in the area of humanitarian causes. For the past 20 years, however, we have lagged far behind in condemning what is probably the most odious of crimes possible.

An argument against ratification of the Convention has been that it has no force and is therefore useless. Here I



would like to quote a section of a bill for the implementation of the Genocide Convention which has been submitted by Mr. SCOTT.

The offenses defined in this section wherever committed, shall be deemed to be offenses against the United States.

Anyone who argues that this bill would be useless is thus saying that anyone may commit an offense against this country in contradiction with our laws and the Congress with impunity. Certainly this is not the case.

Therefore, I again urge that this United Nations Convention and its implementation bill be immediately ratified so that we might regain the respect that has been lost through our delay.

#### VIOLATION OF ECONOMIC STABILIZATION ACT

Mr. MATHIAS. Mr. President, on February 24 of this year, the Cost of Living Council announced that it was filing a suit against A. & P. Food Stores and against Local 117 of the Amalgamated Meat Cutters & Butcher Workmen of North America—AFL-CIO. The Cost of Living Council apparently alleges that a contract between this local union and the local management of A. & P. Food Stores violates the Economic Stabilization Act.

As this is one of the first court cases brought by the Cost of Living Council under the Economic Stabilization Act, I believe all of us should be interested in its progress.

I ask unanimous consent that an article relating to this case be printed in the RECORD.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

#### A. & P. SUIT AMONG MANY PHASE II PROBES, UNITED STATES SAYS (By Paul Jablow)

A spokesman for the Cost of Living Council said yesterday that the suit filed Thursday against A. & P. Food Stores and a local union was "one of many cases being investigated" that involve wage agreement allegedly in violation of Phase 2 guidelines.

The spokesman and other sources involved in the wage-price enforcement machinery said there was no particular significance in the choice of the contract involving A. & P.'s warehouse in Halethorpe and 77 members of local 117, Amalgamated Meatcutters and Butcher Workmen.

They indicated that several other labor contract suits would soon follow this one, the first such court action under President Nixon's economic program.

Jerry Menapace, president of the local, said yesterday that he was "amazed at this . . . flabbergasted," but that he had asked the men to remain at work. They did, although Mr. Menapace described them as "wild" over the suit.

The local president said that he had previously been told by the Internal Revenue Service, investigating arm of the Pay Board, that the wage agreement signed last November 21 was considered a violation.

#### "SENTENCED BEFORE TRIAL"

But he said he had also been told that the union would get a chance to protest this finding to the Pay Board or to a special three-judge panel that hears Board appeals before any legal action was taken.

"This is like being sentenced before trial," he said. "It's unbelievable."

The government, seeking to nullify the contract and fine A. & P. and the union \$2,500 each, said that the wage increase in the 16-month contract amounted to 22 per cent a year. Mr. Menapace placed the figure at 15.8 per cent.

#### JUST "CATCHING UP"

While this was still clearly well above the board's standard 5.5 per cent guideline, he said it could be justified because the Halethorpe group was the last in the area to sign contracts with the major supermarkets, and was merely "catching up" with wage increases for similar groups.

Since A.&P. has been paying the wages since it signed the contract and then protested to the Pay Board, the employees could be faced with a demand that they give up \$25 a week in pay already received, Mr. Menapace said.

"Those guys aren't giving back \$25," he said. "And I don't blame them."

The government's choice of this case put it at odds with the union that has been most militantly opposed to wage-price controls. The meatcutters' national leadership urged a general strike to protest Phase I, the 90-day freeze, and recommended at the AFL-CIO convention in November that labor walk off the Pay Board.

Government sources said, however, that the suit was a logical one since the company had protested, a small number of workers were involved and the contract was, in its opinion, clearly illegal.

#### THE EFFECT OF HERBICIDES IN VIETNAM

Mr. BENTSEN. Mr. President, I ask unanimous consent to have printed in the RECORD a statement by the distinguished Senator from New Hampshire (Mr. McINTYRE), together with an insertion which he wishes to have printed in the RECORD.

The PRESIDING OFFICER. Without objection it is so ordered:

#### PROGRESS REPORT ON NATIONAL ACADEMY OF SCIENCES ON EFFECTS OF HERBICIDES IN VIETNAM

(Statement by Senator McINTYRE)

Section 506(c), Public Law 91-441, the fiscal 1971 Military Procurement Authorization Act, provided that the Secretary of Defense would make arrangements with the National Academy of Sciences (NAS) for that organization to conduct a study on the effects of herbicides in Vietnam.

It also required the Secretary of Defense to request the Academy to submit a final report with results of the study not later than January 31, 1972, for transmittal to the Congress by March 1, 1972.

I would call to the attention of the Senate the statement which I made on the floor on October 6, 1971, which appears in the Congressional Record of that date on pages S 15995-S 16001. At that time I covered in detail all of the actions of the Department of Defense which had been taken pursuant to the law and included copies of various letters and documents which provided the full detail of these actions.

At that time I stated as follows:

"NAS, by letter dated September 15, 1971, advised the Director of Defense Research and Engineering of its conclusion that, because of the long-range nature and the complexity of the study required by Public Law 91-441, the final report date specified in the law, January 31, 1972, is unrealistic and cannot be realized if the work required is to be completed. NAS stated that it will provide an interim report to be transmitted to the Sec-

retary of Defense by January 31, 1972, with a final report to be transmitted to the Secretary of Defense by August 31, 1973. A copy of that letter was formally transmitted to the chairman of the House and Senate Armed Services Committees by letter dated September 24, 1971.

"The Secretary of Defense states that the NAS interim report can be submitted to the Congress by March 1, 1972, and the final report by September 30, 1973. He concluded by stating that, in view of the arguments set forth by the National Academy of Sciences, he plans to accept their time schedule for the reports."

In addition to that statement, I also commented that in my view, the requirements of section 506(c), Public Law 91-441, with the exception of the need to extend the time for reporting the results of the study, are being implemented by the Secretary of Defense with the cooperation of the National Academy of Sciences in a highly exemplary manner. I stated further that these agencies should be recognized for the completely satisfactory manner in which they are proceeding with this work. In closing at that time, I indicated that as further progress is reported, I would make it a point to keep the members of the Senate advised of all of the significant details.

I have received a copy of the interim report of the National Academy of Sciences covering the period December, 1970, through December, 1971. This interim report was transmitted to the President of the Senate by letter dated March 1, 1972. The report is consistent with the intent of the language of the law and is informative with respect to the numerous efforts that have been made during 1971. I attach a letter of transmittal and attachments.

I will continue to monitor this effort and will advise the members of the Senate of all significant events as they are reported.

THE SECRETARY OF DEFENSE,  
Washington, D.C., March 1, 1972.

Hon. JOHN C. STENNIS,  
Chairman, Committee on Armed Services,  
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Enclosed is a copy of the Interim Report of the National Academy of Sciences Committee on the Effects of Herbicides in Vietnam, which is being transmitted today to the President of the Senate and to the Speaker of the House of Representatives. This is an interim report, as the title indicates, and represents about 25 percent of the total effort to be accomplished.

Through informal coordination with your Committee staff, we understand you intend to make this report a part of the permanent Congressional Record at an early date. Due to the great public interest in this subject, this is a desirable course of action. Both the National Academy of Sciences and the Department of Defense also wish to make this report available to the public, subsequent to your release, through their normal distribution channels. We would therefore appreciate being advised of your time schedule when it is available.

MELVIN R. LAIRD.

#### EXECUTIVE SUMMARY OF THE NATIONAL ACADEMY OF SCIENCES INTERIM REPORT ON THE EFFECTS OF HERBICIDES IN VIETNAM

##### INTRODUCTION

Section 506(c) of Public Law 91-441 required the Department of Defense (DoD) to contract with the National Academy of Sciences (NAS) for a study of the physiological and ecological effects of the military use of herbicides in Vietnam. PL 91-441 was signed on 7 October 1970 and on 15 October 1970 DoD requested NAS to consider such a contract. The NAS responded affirmatively on 26 October 1970, DoD issued a letter of intent

	Age 60-plus population	Percent distribution of 60-plus population	State allocations			Age 60-plus population	Percent distribution of 60-plus population	State allocations	
			Fiscal year 1973	Fiscal year 1974				Fiscal year 1973	Fiscal year 1974
Total.....	28,936,791	100	\$100,000,000	\$150,000,000	28. Nebraska.....	250,396	0.87	\$833,212	\$1,249,818
1. Alabama.....	475,203	1.64	1,570,652	2,355,978	29. Nevada.....	48,844	.17	500,000	750,000
2. Alaska.....	12,197	.04	500,000	750,000	30. New Hampshire.....	110,272	.38	500,000	750,000
3. Arizona.....	233,729	.81	775,748	1,163,622	31. New Jersey.....	1,011,034	3.49	3,342,422	5,013,633
4. Arkansas.....	334,603	1.16	1,110,948	1,666,422	32. New Mexico.....	105,158	.36	500,000	750,000
5. California.....	2,571,747	8.89	8,514,078	12,771,117	33. New York.....	2,813,580	9.72	9,308,986	13,963,479
6. Colorado.....	266,890	.92	881,096	1,321,644	34. North Carolina.....	614,180	2.12	2,030,354	3,045,531
7. Connecticut.....	414,991	1.44	1,379,108	2,068,662	35. North Dakota.....	93,813	.32	500,000	750,000
8. Delaware.....	63,815	.22	500,000	750,000	36. Ohio.....	1,426,582	4.93	4,721,530	7,082,295
9. District of Columbia.....	103,713	.36	500,000	750,000	37. Oklahoma.....	421,310	1.46	1,398,262	2,097,393
10. Florida.....	1,344,185	4.65	4,453,370	6,680,055	38. Oregon.....	321,207	1.11	1,063,062	1,594,593
11. Georgia.....	543,299	1.88	1,800,502	2,700,753	39. Pennsylvania.....	1,831,564	6.33	6,062,330	9,093,495
12. Hawaii.....	67,488	.23	500,000	750,000	40. Rhode Island.....	147,164	.51	500,000	750,000
13. Idaho.....	97,963	.34	500,000	750,000	41. South Carolina.....	286,272	.99	948,136	1,422,204
14. Illinois.....	1,571,497	5.43	5,200,388	7,800,582	42. South Dakota.....	109,740	.38	500,000	750,000
15. Indiana.....	701,393	2.42	2,317,668	3,476,502	43. Tennessee.....	555,977	1.92	1,838,810	2,758,215
16. Iowa.....	477,392	1.65	1,580,228	2,370,342	44. Texas.....	1,436,955	4.97	4,759,838	7,139,757
17. Kansas.....	367,545	1.27	1,216,296	1,824,444	45. Utah.....	112,540	.39	500,000	750,000
18. Kentucky.....	476,224	1.65	1,580,228	2,370,342	46. Vermont.....	66,453	.23	500,000	750,000
19. Louisiana.....	449,386	1.55	1,484,456	2,226,684	47. Virginia.....	538,034	1.86	1,781,348	2,672,022
20. Maine.....	165,124	.55	526,742	790,113	48. Washington.....	460,089	1.59	1,522,766	2,284,149
21. Maryland.....	443,561	1.53	1,465,302	2,197,953	49. West Virginia.....	278,969	.96	919,406	1,379,109
22. Massachusetts.....	888,972	3.07	2,940,182	4,410,273	50. Wisconsin.....	661,349	2.29	2,193,166	3,289,749
23. Michigan.....	1,089,225	3.76	3,601,004	5,401,506	51. Wyoming.....	43,730	.15	500,000	750,000
24. Minnesota.....	564,373	1.95	1,867,542	2,801,313	52. American Samoa.....	1,029	.....	250,000	375,000
25. Mississippi.....	320,336	1.11	1,063,062	1,594,593	53. Guam.....	2,550	.01	250,000	375,000
26. Missouri.....	783,632	2.71	2,595,406	3,893,109	54. Puerto Rico.....	258,661	.89	852,366	1,278,549
27. Montana.....	97,171	.34	500,000	750,000	55. Trust Territory.....	5,045	.02	250,000	375,000
					56. Virgin Islands.....	3,630	.01	250,000	375,000

Mr. EAGLETON. Mr. President, I have spoken in the past of the plight of older Americans who go hungry, either because of the inadequacy of their financial resources or, of equal seriousness, because their social isolation or physical incapacities are so debilitating that they lack the motivation or ability to shop and prepare food for themselves. This bill is designed to meet their needs by authorizing Federal payment of up to 90 percent of the cost of establishing nutrition projects to provide meals—either at group dining sites or through delivery of meals to the homebound—for those aged 60 or over and their spouses.

The need of so many of America's elderly citizens for the nutritional assistance provided in this bill has been amply documented. The burning question now is whether sufficient funds will be provided to fully implement the program or whether it will become but another fulfilled promise. The bill authorizes appropriations of \$100 million in fiscal year 1973 and an additional \$150 million in fiscal year 1974. These figures are fully supported by the testimony and other data considered by our Subcommittee on Aging in passing on this legislation. I urge the President, who has repeatedly expressed his commitment to the welfare of older Americans in recent months, to send to Congress a supplemental budget request for the full amount authorized for fiscal year 1973.

Since passage of the Senate bill, there has been extraordinary interest in this legislation. It has emanated from State offices of aging, from public and private groups concerned with the needs of older citizens, and from the elderly themselves who look forward to sharing in the benefits authorized by the bill. Their hopes have been raised by the congressional action in support of S. 1163. We cannot let those hopes be dashed by failing to appropriate the funds necessary to make the nutrition program a reality.

I know that the principal sponsor of S. 1163, the very distinguished senior Senator from Massachusetts (Mr. KENNEDY) will join with me in pledging to do all within our power to secure adequate funding for the program. But there is no substitute for administration support in the area of funding and I call upon the President to match his words on behalf of all senior citizens with a commitment of administration backing for full funding of this bill.

Turning to the details of the House amendments, I wish to associate myself with the remarks in this area of the bill's sponsor, the Senator from Massachusetts (Mr. KENNEDY). The principal House amendment relates to the eligibility of participants in nutrition projects. S. 1163, as passed by the Senate, in section 706 (a)(2) defines "eligible individuals" as those aged 60 or over and their spouses. To this provision, the House added language to provide that such individuals shall also fall within one of the general categories set out in section 701(a), the findings and purposes section. The categories mentioned in section 701(a) are very general and are merely intended to be descriptive of those to be served by this bill. They are certainly not suitable as standards of qualification for participation in the program and raise the concern that the inclusion by reference of such language in the eligibility section might lead to the imposition of a means test of some kind. Such a test would clearly be inconsistent with the goals expressed by the committee in reporting out this bill. The committee report—No. 92-515—states:

The nutrition program established by this bill is neither designed as, nor intended to be, an income maintenance program. In addition to providing nutritious meals for the elderly, it aims at overcoming problems related to social isolation and bringing the elderly persons into contact with a wide variety of other social services which are already available but which many older persons lack the initiative and knowledge to draw upon. Accordingly, no income limitation is established in the bill.

I want to reaffirm that position today. Because of the concern caused by the House amendment, we have sought and received assurances from the Department of Health, Education, and Welfare that no income limitation or means test will be imposed and, further, we have had the benefit of the Department's judgment that the language of the House amendment will not create difficulties in the administration of the act. In reliance on these assurances we are prepared to accept the House amendment.

I want to clarify a question that has been raised by some interested in this bill regarding the interpretation of section 706(a)(3). That subsection requires recipients of grants or contracts:

To furnish a site for such nutrition project in as close proximity to the majority of eligible individuals' residences as feasible, such as a school or a church, preferably within walking distance where possible and, where appropriate, to furnish transportation to such site or home-delivered meals to eligible individuals who are homebound. [Emphasis added.]

Some have read this to mean that projects may either furnish participants with transportation to and from the site of group meals or deliver meals to the homebound—but not both. This interpretation is not correct. The word "or" in the last phrase of this subsection is not used in the disjunctive but rather to distinguish between the two forms of transportation. As the committee report clearly shows, project operators may transport individuals and may also transport food to the homebound.

Finally, Mr. President, at a recent hearing of the Subcommittee on Aging held in Kansas City, Mo., we received disquieting reports from the directors of State offices of aging who had just returned from a conference in Washington that the administration had announced its intention to turn the nutrition program over to the States entirely after 3 years of Federal support. Mr. President, we all know too well the financial distress in which city and State governments across the Na-



# Aging nutrition program

tion find themselves. The surest way to kill this program is to inform responsible local officials that they are going to have to pick up the full burden of its cost after a relatively brief period of Federal support. If the reports that we received in our subcommittee hearing are correct, they constitute a major disincentive to the States to undertake the operation of a nutrition program.

Whatever may be the administration's intentions, Mr. President, I want to assure those concerned with this bill that I intend to exert every effort to provide for continued Federal support for this program. I have every confidence that, if adequately funded, the value of nutrition projects for the elderly will be so conclusively demonstrated during their initial years of operation that any attempt to take action that would be destructive of the program will raise such a chorus of opposition that it will quickly be struck down.

Mr. KENNEDY. Mr. President, I am pleased to be able to speak in favor of S. 1163 which was passed by the Senate 89 to 0 on November 30 and with several minor amendments was passed 350 to 23 by the House on February 7.

Today, I believe that we can take the final step in the legislative process by agreeing to the minor amendments added by the House, thereby sending this measure to the President. It is my understanding that the administration no longer opposes this measure so, hopefully, it will be signed into law quickly by the President.

This also will permit action by the Appropriations Committees of both Houses during the consideration of the President's budget and enable the benefits of this program to be made available to the Nation's elderly citizens at the start of the new fiscal year.

Essentially, this measure, which I introduced early in the first session of this Congress with some 20 other Senators as cosponsors, will provide a permanent nationwide nutrition program for the elderly, a program that will offer nutritious meals in settings where the elderly can come together in social activities and in a setting where they will have access to other social services. On the House side, Congressman PEPPER played a leading role in this area, along with Congressman BRADEMANS and Congressman PERKINS.

As my colleagues know, the older American in the United States remains one of our most oppressed minorities. One of every four older Americans lives in poverty. And despite the total reduction in the number of persons living in poverty over the past decade, the plight of the elderly has been virtually unchanged. If anything, it has gotten worse in relation to other groups in the society.

A decade ago, elderly Americans comprised 15 percent of the Nation's poor. Yet today, our senior citizens represent 20 percent of the Nation's citizens who must exist on incomes below the poverty line.

The restrictions placed on elderly Americans by their meager incomes makes it easy to understand why they have difficulty providing themselves with adequate diets. But more than inadequate

income plagues the Nation's aged. For they are the victims as well of other conditions that our Nation has permitted to accompany old age.

The elderly, particularly the single elderly, lack the physical mobility to make the weekly trips to the market. Many of them live in rented rooms with inadequate kitchen facilities. And most have little nutritional education which would permit them to prepare a balanced diet, even if there were no other obstacles in their way.

Finally, the isolation, the loneliness, the lack of friends or community remove the incentive to go to the trouble to prepare nutritious meals. In the end, it is a way of life which is almost destined to yield malnutrition, illness, and despair.

For all of these reasons, the Senate, and now the House of Representatives as well, has determined that the Federal Government must assume a primary obligation to provide decent nutrition for every elderly person.

It is a recommendation that was endorsed by the 1969 White House Conference on Food, Nutrition, and Health, by the President's Task Force on Aging in 1970, and by the White House Conference on Aging last year.

And it will be done in a manner that prudent governance demands. For we have had a demonstration program covering some 23 projects for several years. And the evaluation of these programs has been overwhelmingly positive. Now, in this legislation, we are using the successful model to create a permanent program that can provide a basic necessity to elderly Americans—nutritious meals and an incentive to become part of a new community.

The legislation establishes a new title VII in the Older Americans Act of 1965 and authorizes \$250 million over a 2-year period for allocations to State offices of aging which then will make grants to local public or private non-profit organizations. The Administration on Aging will administer the program. Allocations to the States will be on a 90-10 Federal-State matching basis.

States will submit a plan to assure that the purposes of the program are met and there will be a preference in seeking to reach those most in need—the poor, the minority, the Indian and the elderly who have limited English-speaking abilities.

The bill also provides that: First, each program must provide at least one hot meal a day, 5 days a week. Each meal also must contain a minimum of one-third the recommended daily dietary needs for elderly persons.

Second, the meals will be served in sites accessible to the majority of elderly within the community. Schools, senior citizen centers, churches, and other public and nonprofit locations can be used.

Third, out-reach services to locate the isolated elderly will be part of each program so that those who most need the program will be aware of it.

Fourth, the sponsor will provide a setting conducive to the inclusion of other social services as a corollary to the meal itself.

Fifth, preference for staffing will go to the elderly. The talents of elderly are often wasted as a youth-oriented society

forces able men and women into early retirement and the frustration of feeling useless.

Passage of this legislation is a bold move to shatter the circle of isolation, malnutrition, deteriorating health, institutionalization, and death that surrounds our elderly citizens.

I urge the Senate to approve this measure.

Mr. President, briefly, let me note certain of the amendments added by the House of Representatives. None of them is major. However, I believe at least certain changes should be discussed for the record.

First, on page 18, the words "and members of minority, Indian, and limited English-speaking groups," have been deleted from section 701(b). Now, it is important to realize that this in no way lessens the responsibility of the State and Federal agencies in the administration of this program to continue to provide those groups with their rightful share of this program. The House merely acted in this way so as to remove from the purpose clause any discussion of a group other than the generic group of older Americans with low incomes.

This can be demonstrated by noting that the House retained section 705(a) (4) which states "to the extent feasible, grants will be awarded to projects operated by and serving the needs of minority, Indian, and limited English-speaking eligible individuals in proportion to their numbers in the State."

Second, the House in section 706(a) (2) has included in its definition of eligible individuals a reference to the four clauses of section 701(a) describing the general class of persons for whom this program is designed.

Any of the four specifications would suffice for qualification but it is our understanding that there will in no way be an effort made, nor was the House attempting to do so by this language, to establish any means test as a qualification for entrance into the program.

We have received assurances, and a letter from HEW is being prepared, which spells out clearly that there is no such intent nor such view of this language by the Department.

Obviously it would be impossible to establish any rigid standards that would determine a particular elderly person suffers "feeling of rejection and loneliness which obliterate the incentive necessary to prepare and eat a meal alone."

The intent of the House merely was to emphasize in very general terms the class of persons at whom the legislation was aimed. And we believe that it is clear from the legislative history that no strict standards of eligibility would be devised, which could not only frighten away individuals for whom the program was intended but which would make it impossible to administer at the local level by community and other groups.

Mr. MANSFIELD. Mr. President, I move that the Senate concur in the amendment of the House.

The ACTING PRESIDENT pro tempore. The question is on agreeing to the motion of the Senator from Montana.

The motion was agreed to.

RECYCLING LABOR'S THROWAWAYS

AN EXPERIENCE REPORT ON EMPLOYMENT OF THE ELDERLY

CONDUCTED

BY

NATIONAL RETIRED TEACHERS ASSOCIATION  
AMERICAN ASSOCIATION OF RETIRED PERSONS  
SENIOR COMMUNITY SERVICE AIDES PROJECT

FOR

U. S. DEPARTMENT OF LABOR -- OPERATION MAINSTREAM  
UNDER CONTRACTS NUMBERED M9-9031-99 AND 1602-99

SUBMITTED SEPTEMBER 23, 1971

PREPARED

BY

EDWIN C. DOULIN  
NATIONAL PROJECT DIRECTOR  
NRTA - AARP



## RECYCLING LABOR'S THROWAWAYS

THE U. S. DEPARTMENT OF LABOR HAS BEEN PURSUING THE IDEA OF PREPARING UNEMPLOYED OLDER WORKERS FOR RE-ENTRY INTO THE LABOR MARKET SINCE 1947-48 WHEN IT FIRST BEGAN TO CONSIDER WHAT WAS TO BE DONE WITH THOSE OLDER PEOPLE WHO WERE BEING RELEASED BY INDUSTRY AFTER HAVING BEEN RECALLED FROM RETIREMENT DURING WORLD WAR II. IT HAD HOPED THAT THE MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962 AND ITS MANY AMENDMENTS MIGHT AFFECT A SOLUTION TO THE PROBLEM. FOR A VARIETY OF REASONS THIS WAS FOUND NOT TO BE THE ANSWER. THE PASSAGE OF THE ECONOMIC OPPORTUNITY ACT IN 1964 AND THE DELEGATION OF ITS NEW OPERATION MAINSTREAM TO DOL OPENED THE DOOR TO A POSSIBLE SOLUTION AND CERTAINLY A WAY TO FIND OUT IF IT WAS FEASIBLE TO TRAIN OR RETRAIN OLDER WORKERS. SINCE OEO MONEY WAS INVOLVED IN THIS VENTURE IN SOCIAL SCIENCE, THE EXPERIMENT WAS TO BE CONFINED TO THE OLDER POOR, CHRONICALLY UNEMPLOYED.

IN 1968 THE NATIONAL COUNCIL OF SENIOR CITIZENS WAS GIVEN A CONTRACT, WHICH HAS BEEN RENEWED OR EXTENDED TO THE PRESENT TIME, TO CONDUCT A SERIES OF S.C.S.A.P. PROJECTS IN 19 CITIES OF ITS OWN CHOICE IN WHICH IT INTENDED TO DEMONSTRATE THAT THE IDEA OF RECRUITING, TRAINING, AND PLACING IN COMMUNITY AND PUBLIC SERVICE OLDER POOR PEOPLE MIGHT BE FEASIBLE. LATER THE NATIONAL COUNCIL OF AGING UNDERTOOK A SIMILAR OBLIGATION IN 11 CITIES. IN 1969 VIRGINIA STATE COLLEGE WAS GIVEN A SIMILAR CONTRACT AT ITS PETERSBURG, VIRGINIA SITE.

ON JUNE 30, 1969, THE NATIONAL RETIRED TEACHERS ASSOCIATION AND THE AMERICAN ASSOCIATION OF RETIRED PERSONS ACCEPTED A CONTRACT FROM THE U. S. DEPARTMENT OF LABOR MANPOWER ADMINISTRATION OPERATION MAINSTREAM IN WHICH IT AGREED TO DEMONSTRATE FURTHER AND IN A MORE NOVEL MANNER THAT IT WAS POSSIBLE TO RECRUIT, TRAIN AND PLACE PERSONS 55 YEARS OF AGE AND OVER IN COMMUNITY AND PUBLIC SERVICE EMPLOYMENT. THOSE TO BE ENROLLED IN THE PROJECT WERE TO COME FROM THE RANKS OF THE CHRONICALLY UNEMPLOYED DISADVANTAGED IN SIX LARGE CITIES SELECTED BY DOL AND THE OPERATION WAS ALSO TO BE CALLED A SENIOR COMMUNITY SERVICE AIDES PROJECT. A TOTAL OF 313 JOB TRAINING SLOTS WAS AUTHORIZED AT THAT TIME. THE UNUSUAL FEATURE IN THIS CONTRACT WAS THAT IT PROVIDED FOR A LIMITED TRAINING PERIOD OF 40 WEEKS AT 20 HOURS PER WEEK FOR EACH ENROLLEE. THE WAGE RANGE WAS TO BE FROM \$1.60 TO \$3.00 PER HOUR, DEPENDING UPON ABILITY AND LENGTH OF SERVICE. IT WAS HOPED THAT IN THIS LENGTH OF TIME ENROLLEES SHOULD BE SUFFICIENTLY RETRAINED OR RESKILLED TO WARRANT HAVING THEIR TRAINING AGENCIES HIRE THEM ON A PART-TIME BASIS ON THEIR OWN PAYROLLS. WHILE EVERY EFFORT WAS MADE TO COMPLY WITH THIS 40 WEEK PROVISION, EXCEPTIONS HAD TO BE MADE.

WHEN DOL RETAINED KIRSCHNER ASSOCIATES, AN ALBUQUERQUE, NEW MEXICO BASED PROFESSIONAL RESEARCH FIRM, TO MAKE AN EVALUATION OF ITS CONTRACT DEMONSTRATION AIDES PROJECTS UNDER OPERATION MAINSTREAM IN 1970, IT DEVELOPED THAT WHILE ALL FOUR CONTRACTORS WERE USING 55 AND OLDER PEOPLE IN VARIOUS PHASES OF THE COMMUNITY AND PUBLIC SERVICE IN FURTHERANCE OF THEIR DEMONSTRATIONS, ONLY NRTA-AARP HAD ACTUALLY CARRIED THEIRS FORWARD TO THE POINT WHERE PROJECT ENROLLEES WERE REALLY BEING MOVED OFF THE PROGRAM, AFTER A SUITABLE TRAINING PERIOD, INTO JOBS WHERE SALARIES WERE BEING



PAID WITH NON-GOVERNMENT FUNDS.

IN JUNE 1970, AFTER ALMOST A FULL YEAR OF OPERATION UNDER ITS CONTRACT WITH DOL, NRTA-AARP PRODUCED AN INTERIM REPORT WHICH IT CALLED AN "OVERVIEW". THIS PAPER EXPLAINED IN SOME DETAIL WHAT IT HAD DONE SO FAR IN CARRYING ON THE DEMONSTRATION. IN IT, IT REPORTED THAT THERE HAD BEEN CONSIDERABLE TURNOVER IN THE PROJECT AND THAT 449 TO DATE HAD BEEN ENROLLED, SOME FOR AS SHORT A PERIOD AS ONE DAY, ALTHOUGH 1,776 HAD INQUIRED. THE OLDER WORKERS ENROLLED UP TO THAT TIME HAD ALL BEEN GIVEN PHYSICALS AND CLEARED BY LOCAL STATE EMPLOYMENT SECURITY OFFICES AS BEING 55 OR OVER AND POOR BY OEO DEFINITION; 196 COMMUNITY AND PUBLIC SERVICE AGENCIES HAD BEEN TRAINING SITES FOR THESE ENROLLEES; 337 WERE STILL EMPLOYED IN WORK-TRAINING SITUATIONS ON THE PROJECT AND 92 HAD REALLY "GRADUATED" INTO EITHER FULL OR PART-TIME JOBS. MOST AMAZINGLY, 65 OTHER PEOPLE WHO HAD EITHER IMMEDIATELY MARKETABLE SKILLS OR WERE INELIGIBLE FOR OEO FUNDED PROGRAMS WERE PLACED IN JOBS BY NRTA-AARP IN THE PRIVATE SECTOR. MANY OF THIS LATTER GROUP WERE SENT IN BY SES OFFICES OR HAD JUST WALKED IN OFF THE STREET IN RESPONSE TO NEWS MEDIA ANNOUNCEMENTS. ALL WERE 55 OR OVER, HOWEVER.

WITH THE EXPERIENCE AND EXPERTISE OF ANOTHER YEAR IN THE RECYCLING OF SOME OF THE THROWAWAYS IN THE LABOR MARKET BEHIND IT, NRTA-AARP CONTINUED ON INTO 1970-71 WITH ANOTHER MAINSTREAM GRANT IN WHICH 353 ENROLLEE SLOTS WERE AUTHORIZED. AT THE TERMINATION OF THIS CONTRACT A RESTUDY WAS MADE OF THE ALMOST 27 MONTHS THE ASSOCIATIONS WERE INVOLVED IN BOTH PROJECTS. THE RESULTS OF THIS AND OBSERVATIONS ARE PRESENTED HEREIN.

THE RESULTS OF THIS SUPPOSEDLY FINAL REPORT MADE AS OF SEPTEMBER 22, 1971, SHOWED THAT BY THAT TIME 881 OLDER PERSONS HAD BEEN ENROLLED IN THE DEMONSTRATION AT ONE TIME OR ANOTHER DURING THE PREVIOUS 27 MONTHS. AGAIN, AS PREVIOUSLY REPORTED, MANY OF THESE PERSONS REMAINED ON THE PROJECT FOR ONLY A VERY LIMITED TIME. ONE CLEVELAND MAN, AFTER BEING ON A JOB FOR THE FIRST TIME IN 10 YEARS, BECAME SO ELATED OVER THE PROSPECT OF REALLY WORKING AGAIN THAT HE QUIT AFTER 2 HOURS TO RETURN TO HIS OLD TRADE AS A FURRIER AT \$5.00 PER HOUR. HE HAD BEEN ORIGINALLY RETIRED FOR DISABILITY. ONE KANSAS CITY MAN, 72 YEARS OLD, REMAINED A WHILE LONGER, ALTHOUGH AS A FORMER CIRCUS ACROBAT WITH BARNUM & BAILEY, HE WAS NOT TOO HAPPY WITH SUCH MUNDANE AND UN-EXCITING TASKS AS WE COULD PROVIDE.

WHILE PROBLEMS OF JOB READJUSTMENT WERE ENCOUNTERED FROM TIME TO TIME AMONG PROJECT ENROLLEES, FOR THE MOST PART THE TRANSITION FROM ONE TRADE OR SKILL TO ANOTHER WAS NO GREAT PROBLEM. A 58 YEAR OLD LADY CHICKEN PLUCKER, RETIRED BECAUSE OF AUTOMATION IN ATLANTA, WAS EASILY RECYCLED AS A TEACHER'S AIDE IN A DAY CARE CENTER. FUNCTIONALLY ILLITERATE FEMALE BLACK AGRICULTURAL WORKERS IN FLORIDA AND GEORGIA, VICTIMS OF AUTOMATION IN AGRICULTURE, WERE FOUND TO HAVE THE UNTIRING PATIENCE SO VITALLY NEEDED AS AIDES WORKING WITH MENTALLY RETARDED CHILDREN. A 67 YEAR OLD FORMER MAID AND FIELD WORKER WITH A 9TH GRADE EDUCATION IS NOW ON THE JOB EVERY DAY IN CHARGE OF A RURAL CLINIC NEAR STONE MOUNTAIN, GEORGIA. THESE ARE ONLY RANDOM EXAMPLES OF THE WAYS OLDER PEOPLE ON THE PROJECT HAVE BEEN ABLE TO PICK UP NEW SKILLS.



### MORE WOMEN THAN MEN

ALMOST ALL STUDIES OF THIS TYPE HAVE REPORTED THAT WOMEN ARE DEFINITELY IN THE MAJORITY IN THE AGE GROUP BEYOND 55. THIS REPORT IS NO EXCEPTION. OF THE 881 PERSONS COVERED HERE, 660 WERE WOMEN AND ONLY 221 WERE MEN. ALMOST TRAGICALLY IT HAS BEEN NOTED THAT OF THE 660 WOMEN, 400 WERE WIDOWS, AND A LARGE PROPORTION OF THESE (96), WERE THOSE BETWEEN 55 AND 62 WHO HAD NO INCOMES AT ALL. TOO MANY OF THIS GROUP (49) HAD NO SKILLS OF ANY DESCRIPTION OTHER THAN KEEPING HOUSE. THEY HAD NEVER WORKED BEFORE. IN ALL, 159 ENROLLEES HAD NO INCOMES BEFORE JOINING THE PROJECT. INCLUDING THE 219 MARRIED ENROLLEES -- MANY OF WHOM WERE WOMEN SUPPORTING SICK HUSBANDS -- THE AVERAGE ANNUAL INCOME PER ENROLLEE, INCLUDING SOCIAL SECURITY, BEFORE JOINING THE PROJECT WAS \$1,138.50, BARELY \$22.00 A WEEK. ONLY 30% OR 293, HAD THIS COVERAGE, WHILE 29 MORE RECEIVED DISABILITY PAYMENTS. STRANGELY, SO FEW RECEIVED OLD AGE ASSISTANCE THAT NO RECORD WAS KEPT OF THIS.

EDUCATION, OR THE LACK OF IT, SEEMS TO HAVE BEEN ANOTHER FACTOR, IN ADDITION TO AGE, ATTRIBUTABLE TO UNEMPLOYMENT AMONG THIS AGING GROUP. ABOUT 8% OR 70 HAD NEVER BEEN TO SCHOOL AT ALL. ALMOST 26% OR 229 HAD GONE AS FAR AS THE 8TH GRADE. THE HIGH SCHOOL GRADUATES MADE UP 30% OR 300 AND 92 HAD BEEN TO COLLEGE. COLLEGE GRADUATES WITH AT LEAST 1 DEGREE NUMBERED 47 AND ANOTHER 130 HAD BEEN TO BUSINESS SCHOOL OR HAD VOCATIONAL TRAINING.

WE HAVE PREVIOUSLY MENTIONED THE LARGE PROPORTION OF WOMEN VS. MEN IN THIS PROJECT AND WE FOUND THAT THEY COMPRISED THE GREATER PART OF THE 381 PERSONS IN THE 55-64 AGE GROUP. IN THE

NEXT AGE STEP -- 65 TO 74 -- THERE WERE 434 PERSONS, 70% WOMEN, AND FINALLY IN THE OVER 75 COLUMN, THEY MADE UP 80% OF THE 65 ENROLLED.

THE OVERALL AVERAGE AGE OF OUR ENROLLEES WAS 65.7 YEARS. WITH ONE MAN STILL WORKING AT 90 AND ANOTHER SIDELINED AT THE SAME AGE NOW WITH BLINDNESS, THE LADIES SEEMED TO ESCHEW WORK GENERALLY AFTER 80. THERE HAVE BEEN SEVERAL NOTABLE EXCEPTIONS, HOWEVER, ONE OF WHICH WAS A LADY OF 85 WHO FINALLY RETIRED "TO MAKE A GARDEN" AND ASKED THAT HER 67 YEAR OLD DAUGHTER BE ENROLLED TO REPLACE HER. HER REQUEST WAS GRANTED.

A SUBSTANTIAL NUMBER OF PEOPLE IN THE 55-64 AGE BRACKET WHO CAME TO US AS CHRONICALLY UNEMPLOYED FROM LOCAL SES OFFICES HAD PROBLEMS OF VARIOUS KINDS. THERE WERE 86 IN THIS GROUP, AND OF THESE 59 WERE DISABLED IN ONE WAY OR ANOTHER. LACK OF AN EYE OR PARTIAL BLINDNESS KEPT MANY OFF REGULAR JOBS. EPILEPTICS WERE INCLUDED IN THIS CATEGORY AS WERE ARTHRITICS AND THOSE WITH MENTAL ILLNESS HISTORIES. ONLY 4 AMPUTEES -- ONE A DOUBLE -- WERE ENROLLED. ONE, MINUS HIS LEFT ARM, WORKS EVERY DAY AS A TYPIST AND CALCULATING MACHINE OPERATOR. ANOTHER VERY UNUSUAL FACT DISCOVERED WAS THAT ALMOST ALL OF THE 59 DISABLED WERE NOT HARD TO PLACE IN PRIVATE EMPLOYMENT AFTER A TRAINING PERIOD. BECAUSE OF THEIR HANDICAPS THEY "TRIED HARDER" AND MADE GOOD.

AT FIRST WE WERE GREATLY ENCOURAGED WITH OUR SUCCESS IN WORKING WITH THE 23 ALCOHOLICS WE ENROLLED. WITH THE HELP OF ALCOHOLICS ANONYMOUS AND THE CLERGY WE WERE ABLE TO RETAIN A 50% BATTING AVERAGE. A HARD CORE OF ABOUT 8 RESISTED ALL EFFORTS TO RECLAIM THEM. NOT ONE TOOK ADVANTAGE OF GOVERNMENT PROGRAMS -- STATE OR FEDERAL.



## HELPING EX-OFFENDERS FIND JOBS

IN THE EARLY PART OF 1971 WE BEGAN EXPERIMENTING WITH A VERY SMALL GROUP OF PAROLED CONVICTS. THIS CAME ABOUT AT FIRST WHEN WE ENLISTED DISMAS HOUSE IN LOUISVILLE AS A COOPERATING COMMUNITY SERVICE AGENCY. A PAROLEE WITH A HISTORY OF 12 YEARS OF INCARCERATION WAS ENROLLED AS A COOK TO HELP HIM ADJUST TO HIS RETURN TO SOCIETY. HE GOT MARRIED, BOUGHT A HOME, ON A HUD PROGRAM, AND IS NOW EMPLOYED OFF THE PROJECT ON HIS OWN. AS THIS IS BEING WRITTEN AN ELDERLY BLACK PAROLED MURDERER IS BEING GROOMED ON OUR LOUISVILLE PROJECT FOR A POSITION ON THE MAINTENANCE FORCE OF A LOCAL BANK. WE THINK THAT WITH 20 YEARS OF EXPERIENCE OPERATING FLOOR POLISHING EQUIPMENT IN PRISON HE WILL DO WELL. HIS BIGGEST PROBLEM IS COPING WITH TODAY'S STYLE AND SPEED OF LIVING. AT JACKSONVILLE A TWO-TIME 67 YEAR OLD LADY EX-OFFENDER WHO WAS AN ENROLLEE FOR 6 MONTHS WHILE SHE BRUSHED UP HER TYPING IS NOW A FULL TIME CIVIL SERVANT IN CHARGE OF A SMALL MUNICIPAL BUREAU. WITH THE PATIENCE OF JOB SHE IS TRAINING ONE OF OUR EPILEPTIC ENROLLEES WHO HAS BEEN UNEMPLOYED SINCE 1948 TO BE ONE OF HER ASSISTANTS. DUE TO THE FACT THAT THE NATIONAL AGE LEVEL OF OUR PRISON POPULATION IS BELOW 30, WE DO NOT ANTICIPATE BEING ABLE TO EXPAND THIS PHASE VERY GREATLY. AN ATLANTA FORMER ENROLLEE IS TO BE RE-ENROLLED AFTER SERVING A SHORT MANSLAUGHTER SENTENCE AND A JOLIET GRADUATE, A FORMER CONFIDENCE MAN, IS ALSO WORKING ON THIS PROJECT AS A SECURITY GUARD!

### ENROLLEE ETHNIC BREAKDOWN

AT NO TIME ON THE NRTA PROJECT WAS ANY EFFORT MADE TO LIMIT THE NUMBER OF WHITE OR BLACKS ENROLLED. AS THE ENROLLEES CAME IN FROM SES OFFICES THEY WERE INTERVIEWED, EXAMINED, AND PLACED WHEREVER IT WAS FELT THEY COULD PERFORM THE BEST. COOPERATING AGENCIES DID NOT EXPRESS ANY COLOR PREFERENCE AND THEY DID NOT GET ANY. OUR LOCAL PROJECT DIRECTORS MADE IT DEFINITE IN THE VERY BEGINNING TO THEM THAT WE WERE DEALING WITH THE ELDERLY POOR ONLY AS FAR AS PROJECT ENROLLMENT WAS CONCERNED AND THAT REFERRALS WOULD BE MADE ON A "MOST NEED" BASIS. PLACEMENTS MADE OF ENROLLEES IN PRIVATE EMPLOYMENT RECEIVED THE SAME TREATMENT. THE NON-ENROLLED WERE PLACED IN JOBS IN THE PRIVATE SECTOR THE SAME WAY.

THE ETHNIC BREAKDOWN BY PROJECT SITES IS AS FOLLOWS:

	<u>WHITE</u>	<u>BLACK</u>	<u>CUBAN</u>
ATLANTA, GEORGIA	74	87	1
CLEVELAND, OHIO	63	66	0
JACKSONVILLE, FLORIDA	68	54	0
KANSAS CITY, MISSOURI	123	67	1
LOUISVILLE, KENTUCKY	77	51	0
ST. PETERSBURG, FLORIDA	<u>117</u>	<u>30</u>	<u>0</u>
TOTAL	523	356	2

### ENROLLEE TRAINING AND PLACEMENT

IT WAS ONE OF THE ORIGINAL HOPES OF NRTA, AS WE HAVE PREVIOUSLY MENTIONED, THAT AFTER A COOPERATING AGENCY HAD AN ENROLLEE IN ON-THE-JOB TRAINING FOR AS LONG AS 40 WEEKS IT WAS



REASONABLE TO ASSUME THAT EVERY EFFORT WOULD BE MADE TO RETAIN THE ENROLLEES AND MEET SALARY COSTS FROM AGENCY BUDGETS. IT WAS UNDERSTOOD THAT MOST COMMUNITY SERVICE AGENCIES OPERATED ON ANNUAL BUDGETS THAT WERE FUNDED AS THE RESULT OF UNITED APPEAL OR RED FEATHER CAMPAIGNS. TOO OFTEN THESE EFFORTS DID NOT MAKE THEIR QUOTAS, AND AS A RESULT, QUITE FREQUENTLY IT DEVELOPED THAT AFTER AN ENROLLEE HAD WORKED FAITHFULLY FOR 40 WEEKS THE AGENCY WAS NOT IN A POSITION FINANCIALLY TO OFFER A PERMANENT PART-TIME JOB.

IT WAS ALSO UNDERSTOOD FROM THE START THAT THE COOPERATING AGENCIES, OF WHICH THERE WERE 301, WERE PERFORMING AN INVALUABLE SERVICE FOR THE PROJECT BY MAKING OPPORTUNITIES AVAILABLE FOR BOTH RETRAINING AND TRAINING ENROLLEES. MANY HOURS AND DAYS WERE PATIENTLY DEVOTED BY AGENCY SUPERVISORS IN BRINGING ABOUT HUNDREDS OF TRANSITIONS FROM ONE SKILL TO ANOTHER AS WELL AS SHARPENING UP AN OLD SKILL. THEY GAVE THE SAME ASSISTANCE TO THOSE WHO HAD TO BE COMPLETELY PREPARED FOR THE LABOR MARKET. ALL WAS NOT A "FREE RIDE" AS FAR AS THE AGENCIES WERE CONCERNED. THEY WERE ACTUALLY PREPARING OLDER POOR PEOPLE FOR EMPLOYMENT!

IN MANY INSTANCES ENROLLEES WERE CONTINUED WITH AGENCIES WELL BEYOND THE ORIGINAL 40 WEEK TRAINING PERIOD. IT OFTEN HAPPENED THAT THE AGENCY, WHILE NOT IN A POSITION TO PLACE THE ENROLLEE ON ITS PAYROLL AT THAT TIME, WOULD BE IN A POSITION TO DO SO IN A FEW MORE WEEKS. RATHER THAN BREAK OFF THE CONTINUITY OF EMPLOYMENT, PERMISSION WAS GRANTED BY THE NATIONAL PROJECT DIRECTOR TO RETAIN THE ENROLLEE UNTIL SUCH TIME AS THE AGENCY COULD MAKE THE PAYROLL TRANSFER.

WITH ABOUT 25% OF THE ENROLLEES BEING AT OR BELOW THE 8TH GRADE EDUCATIONAL LEVEL, AND A GOOD PERCENTAGE OF THIS GROUP BEING FUNCTIONALLY ILLITERATE, MANY EXCEPTIONS HAD TO BE MADE IN THE 40 WEEK STIPULATION IN ORDER THAT THESE ENROLLEES MIGHT NOT BE TURNED OFF BEFORE THEY REALLY PROVED THEMSELVES. IN SOME INSTANCES, TOO, PERMISSION WAS GIVEN TO RETAIN MENTAL OUT-PATIENTS WHERE IT WAS KNOWN THAT A TURN OFF FOR THEM WOULD RESULT IN A RETURN TO INSTITUTIONAL CARE. COMPLETELY ILLITERATE ENROLLEES COULD NOT BE EXPECTED TO LEARN, FOR INSTANCE, THE RUDIMENTS OF READING AND WRITING NEEDED TO HOLD DOWN A JOB, PARTICULARLY WHEN OVER 65, IN SUCH A SHORT TIME AS 40 WEEKS. EACH ENROLLEE WAS GIVEN INDIVIDUAL ATTENTION.

AMONG THE 301 COOPERATING AGENCIES WERE NON-PROFIT NURSING HOMES, HOSPITALS, SCHOOL SYSTEMS; MUNICIPAL, COUNTY, STATE AND FEDERAL AGENCIES. THE YMCA-YWCA, BOYS CLUB, SALVATION ARMY, ST. VINCENT DE PAUL, AMERICAN RED CROSS, CHURCH SPONSORED NEIGHBORHOOD ORGANIZATIONS, PROVIDED MANY TRAINING SITES AND PERMANENT JOBS. OFFICE OF ECONOMIC OPPORTUNITY, MODEL CITIES AND HOUSING AUTHORITY OPERATIONS DID LIKEWISE. WHILE PUBLIC SERVICE AGENCIES TRAINED MANY, THE AGE AND CIVIL SERVICE LIMITATIONS PRECLUDED THEIR PLACING OUR PEOPLE, EVEN THOUGH THEY WERE FULLY QUALIFIED IN OTHER WAYS. BELOW, WE LIST THE TYPES OF JOBS FOR WHICH WE TRAINED ENROLLEES:

#### WORK-TRAINING SITUATIONS

TYPISTS  
FILE CLERKS  
BOOKKEEPERS  
BI-LINGUAL AIDES  
RECEPTIONISTS  
PBX OPERATORS

HOME ECONOMIC AIDES  
SOIL CONSERVATION AIDES  
CONSUMER EDUCATION INSTRUCTORS  
LABORATORY TECHNICIANS  
MECHANICAL ENGINEERS  
FIX-IT MECHANICS



DESK CLERKS  
 SECURITY GUARDS  
 NEIGHBORHOOD HEALTH AIDES  
 CLINIC AIDES  
 WELFARE, CASEWORK AIDES  
 TEACHER'S AIDES  
 BUILDING MAINTENANCE MEN  
 RESEARCH AIDES  
 HOME VISITORS  
 HOUSEMOTHERS  
 MESSENGERS  
 INTERVIEWERS  
 TUTORS  
 TRANSPORTATION AIDES

PERSONAL HYGIENE AIDES  
 SCHOOL LIBRARIANS  
 LIBRARY ASSISTANTS  
 DIETICIAN'S AIDES  
 RECREATION AIDES  
 EDUCATIONAL ASSISTANTS  
 PHYSICIAN'S ASSISTANTS  
 MUSEUM GUIDES AND INDEX CLERKS  
 DAY CARE CENTER AIDES  
 MENTALLY RETARDED CHILDREN'S AIDES  
 TUMOR CLINIC TECHNICIANS  
 ADULT MENTALLY RETARDED INSTRUCTORS  
 ARTS AND CRAFTS INSTRUCTORS  
 ATHLETIC AIDES

### RECAPITULATION OF JOB PLACEMENTS

PERMANENT PLACEMENTS IN PUBLIC SERVICE AGENCIES	34
PERMANENT PLACEMENTS IN COMMUNITY SERVICE AGENCIES	105
PERMANENT PLACEMENTS IN PRIVATE SECTOR	<u>104</u>
TOTAL PLACEMENTS MADE TO DATE OF ENROLLEES	243

IN ADDITION TO THE ABOVE, WE MAINTAINED AT EACH SITE AN EMPLOYMENT SERVICE FOR ALL PERSONS 55 OR OVER WHO MIGHT EITHER NOT BE ELIGIBLE FOR THE PROJECT DUE TO HAVING AN INCOME BEYOND OEO GUIDELINES OR HAVE A SKILL IMMEDIATELY MARKETABLE, EVEN THOUGH THEY WERE ELIGIBLE FOR THE PROJECT. IT IS INTERESTING TO NOTE THAT MANY OLDER PEOPLE CAME TO INQUIRE ABOUT THE POSSIBILITIES OF FINDING A JOB AND TOOK OFF ON THEIR OWN JUST AS SOON AS THEY LEARNED THAT AGE WAS NOT THE HANDICAP THEY THOUGHT IT WAS. AFTER BEING COUNSELLED AND MOTIVATED, 70 OF THIS GROUP AFTERWARDS REPORTED THEY HAD FOUND JOBS ON THEIR OWN.

### NON-ENROLLEE JOB PLACEMENT RECORD

ATLANTA, GEORGIA	38
CLEVELAND, OHIO	177
JACKSONVILLE, FLORIDA	34
KANSAS CITY, MISSOURI	6
LOUISVILLE, KENTUCKY	5
ST. PETERSBURG, FLORIDA	<u>27</u>
TOTAL	287

### DO-IT-YOURSELF JOB HUNTING

WHILE IT MAY DETRACT FROM THE NRTA JOB FINDING RECORD TO MENTION THE FACT THAT IT DID NOT FIND ALL THE JOBS BEING FILLED BY FORMER ENROLLEES, CONSIDERABLE CREDIT APPEARS TO BE DUE IT FOR GETTING A MODERATE SIZED GROUP OF THESE PEOPLE SO MOTIVATED THAT THEY FOUND THEMSELVES JOBS. MANY WERE LIKE THE FURRIER MENTIONED FROM CLEVELAND AND A RETIRED KANSAS CITY WELDER WHO WAS GLAD TO ACCEPT A \$1.60 PER HOUR JOB AS A REPAIRMAN UNTIL HE DISCOVERED THAT HE STILL HAD THE STAMINA TO WORK AT HIS OLD TRADE. MANY ENROLLEES SEEMED TO HAVE DEVELOPED A DEFEATIST NEUROSIS AFTER RETIREMENT AND BECOME FIRMLY CONVINCED THAT THEY HAD REACHED THE END OF THE EMPLOYMENT ROAD. JUST AS SOON AS MANY OF THESE PEOPLE FOUND THEMSELVES PUNCHING A TIME CLOCK AGAIN THEY BEGAN TO WONDER WHY THEY COULDN'T DO BETTER THAN THE 20 HOURS A WEEK WE WERE OFFERING AT THE \$1.60 STARTING HOURLY RATE BY JOB HUNTING ON THEIR OWN. WANT ADS WERE SCANNED, OLD UNION HALLS REVISITED AND FORMER EMPLOYERS CONTACTED AS PART OF THE DO-IT-YOURSELF JOB HUNTING EFFORT.



A SURPRISING NEED FOR SKILLED HELP IN PART-TIME JOBS WAS FOUND. THE RAPIDLY EXPANDING PRIVATE SECURITY FIRMS IN ALL OF OUR CITIES WERE FOUND TO BE ANXIOUS TO TALK TO ANY HEALTHY, ABLE-BODIED MALE REGARDLESS OF AGE. DEPARTMENT STORES, OFFICES, BANKS, HOTELS, AND RESTAURANTS WERE JUST AS INTERESTED IN OLDER WOMEN. IN CLEVELAND ALONE, NINE NATIONALLY KNOWN PRIVATE EMPLOYMENT AGENCIES WERE WELCOMING OLDER PERSONS AT THE NORTHERN OHIO PERSONNEL AND EXECUTIVES CONFERENCE WE TOOK PART IN IN JANUARY 1971.

AS FAR AS WE HAVE BEEN ABLE TO DETERMINE, 70 FORMER ENROLLEES MADE THEIR OWN JOB FUTURES WITHOUT EVEN A TIP OF THE HAT TO US. WE ARE HAPPY TO HAVE GOTTEN THEM STARTED. THEIR ACTIONS INDICATE THAT A GREAT MANY OLDER AMERICANS ARE STILL ABLE TO FEND FOR THEMSELVES WITHOUT FEDERAL HELP, OTHER THAN TO MAKE THEM AWARE OF THE FACT THAT THEY ARE NOT THROWAWAYS EITHER.

#### WHAT HAPPENED TO THE UNPLACED ENROLLEES

NOT EVERY STORY HAS A HAPPY ENDING NOR DO ALL DEMONSTRATIONS INVOLVING PEOPLE -- POOR OR OTHERWISE -- ALWAYS PRESENT AN IDEAL PICTURE. THE RESULTS OF THIS PROJECT ARE NO EXCEPTION.

OF THE 881 PERSONS ENROLLED TO DATE, 243 OR 28% WENT DIRECTLY INTO JOBS, EITHER FULL OR PART-TIME. THERE ARE 265 PRESENTLY AT WORK IN TRAINING SITUATIONS. WE HAVE ALREADY MENTIONED THE 70 "DO-IT-YOURSELF" JOB HUNTERS. FINALLY, OUR RECORDS SHOW THAT OF THE 303 OTHER PERSONS WHO WERE ENROLLED AT ONE TIME OR ANOTHER, ONLY 44 ARE STILL AVAILABLE FOR WORK AND AWAIT PLACEMENT. OUR JOB DEVELOPERS HAVE THEIR FILES AND THEY ARE BEING REFERRED OR TAKEN TO PROSPECTIVE EMPLOYERS OR NEW AGENCIES IN HOPES OF PLACEMENT.

A BREAKDOWN OF THE 249 FORMER ENROLLEES NOT NOW AVAILABLE  
FOR JOBS DISCLOSES THE FOLLOWING:

	ATLANTA	CLEVELAND	JACKSONVILLE	KANSAS CITY	LOUISVILLE	ST. PETERSBURG	TOTALS
AVAILABLE FOR WORK AND UNPLACED	18	5	0	4	12	5	44
DECEASED	0	1	1	7	5	3	17
MOVED - UNABLE TO LOCATE	21	2	3	7	3	5	41
ADVANCED AGE HINDERS PLACEMENT	0	3	0	4	4	0	11
DISCHARGED FOR CAUSE	0	0	0	3	1	0	4
UNABLE TO ADJUST TO EMPLOYMENT	1	1	3	2	4	7	18
POOR HEALTH - PHYSICAL OR MENTAL	19	19	4	13	9	11	75
VOLUNTARY RESIGNATION (TOO MUCH INCOME, ETC.)	7	9	11	5	8	8	48
FAMILY PROBLEMS	2	5	0	5	6	0	18
IN PRISON	2	0	0	0	0	0	2
ALCOHOLICS	<u>1</u>	<u>1</u>	<u>3</u>	<u>1</u>	<u>1</u>	<u>1</u>	<u>8</u>
TOTAL UNPLACED	73	48	31	54	53	44	303



RECAPITULATION	FORMER ENROLLEES AVAILABLE FOR JOBS	FORMER ENROLLEES NOT AVAIL- ABLE FOR JOBS	TOTAL UNPLACED
ATLANTA	18	54	73
CLEVELAND	5	43	48
JACKSONVILLE	0	31	31
KANSAS CITY	4	50	54
LOUISVILLE	12	42	53
ST. PETERSBURG	<u>5</u>	<u>29</u>	<u>44</u>
TOTAL	44	249	303

FROM THE FOREGOING IT DOES APPEAR THAT THERE IS STILL A  
 VERY DEFINITE JOB FUTURE FOR THOSE PERSONS OVER 55 IN FAIRLY GOOD  
 HEALTH WHO STILL SEEK EMPLOYMENT.

Thursday, April 6, 1972 — TH

# Senate unit approves hike in income for the elderly

WASHINGTON — (AP) — The Senate Finance Committee has taken a major step in its drive to increase income for the nation's elderly.

The committee voted 11-0 yesterday to liberalize payments to aged, blind and disabled welfare recipients, the so-called "adult categories."

The provision would bring an estimated four million welfare recipients, two-thirds of them elderly, above the poverty level established by the government, \$2,640 for a couple, \$2,100 for a single person.

It also would mean substantially higher income for another 2.4 million welfare

recipients who would remain below the poverty level.

The committee proposal would more than double the number of welfare recipients in the adult categories, from 3.2 million to 7.4 million.

The committee would raise the federal costs of the adult welfare program to \$5.7 billion, compared with \$2.2 billion at present.

The House has approved an increase to \$4.1 billion.

Both the Senate and House versions would establish a uniform national level of payments, with the costs paid entirely by the federal government. Under current law, the costs are shared by the federal government and the

states with payments varying widely between states.

The average cash payments to aged welfare recipients is \$76.39 a month, ranging from \$49 in South Carolina to \$168 in New Hampshire.

The Senate committee's proposal would guarantee each recipient \$130 a month. In addition, each recipient would be allowed up to \$50 a month in social security benefits and \$50 a month in earned income without losing any welfare benefits.

Fifty percent of any earnings above \$50 would be subtracted from the welfare payment, but officials say few aged welfare recipients have any earnings.

STEREOLAND



*on Aging*

**NUTRITION PROGRAM FOR THE ELDERLY UNDER THE  
OLDER AMERICANS ACT OF 1965, AS AMENDED**

DECEMBER 9, 1971.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. PERKINS, from the Committee on Education and Labor,  
submitted the following

**REPORT**

[To accompany S. 1163]

The Committee on Education and Labor, to whom was referred the bill (S. 1163) to amend the Older Americans Act of 1965 to provide grants to States for the establishment, maintenance, operation, and expansion of low-cost meal projects, nutrition training and education projects, opportunity for social contacts, and for other purposes, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

The amendment is as follows:

Strike out all after the enacting clause and insert in lieu thereof a substitute text which appears in italic type in the reported bill.

**BACKGROUND**

In the 91st Congress, H.R. 17763 was introduced by Representative Claude Pepper on May 21, 1970. Hearings on this legislation were held on July 20, September 16, 17, 19 and 24, 1970, by the Select Subcommittee on Education. In the 92nd Congress, an identical bill, H.R. 5017, was introduced by Representative Pepper on February 25, 1971. Hearings were held on this bill by the Select Subcommittee on Education on September 22, 24, October 1, November 2, 20 and 22, 1971. On November 30, S. 1163, a bill similar to H.R. 5017, was passed by the Senate on a unanimous vote of 89-0. The bill was referred to the Committee on Education and Labor on December 1. On December 8, 1971, the Committee on Education and Labor ordered reported S. 1163 as amended, unanimously by voice vote.

**SUMMARY OF THE BILL**

This legislation amends the Older Americans Act of 1965, as amended, by creating a new title to authorize grants to the States for

the purpose of paying up to ninety percent of the cost of establishing and operating nutrition projects to provide low cost, nutritionally sound meals and related services to individuals sixty years of age or older and their spouses ("eligible individuals").

The bill authorizes \$100 million in fiscal year 1973 and \$150 million in fiscal year 1974 for grants to States submitting acceptable State plan and provides for administration of the program by the Secretary of Health, Education, and Welfare through the Administration on Aging. Funds so appropriated are allotted to the States on the basis of each State's proportionate share of the Nation's population aged sixty and older, except that each State (defined to include Puerto Rico and the District of Columbia) shall receive at least one-half of one percent of the sums appropriated and Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific shall receive at least one-fourth of one percent of the sums appropriated.

Participating States must designate a single State agency having responsibility for administering the nutrition program within the State and for coordinating the program with other agencies providing services to the elderly. The State agency shall be the agency primarily responsible for administering other provisions of the Older Americans Act unless the Governor, with the approval of the Secretary, designates some other agency. States may utilize up to ten percent of their allotment for administrative costs, which amount is subject to the matching requirements of the bill.

Funds allotted to States are to be dispersed, by grant or contract, to public or private non-profit institutions, organizations, agencies, or political subdivisions of the State which agree to establish a nutrition project. In making grants or awarding contracts, States must give preference to projects serving primarily low income individuals and the State plan must assure that, to the extent feasible, grants will be awarded to projects operated by and serving the needs of minority, Indian, and limited English-speaking eligible individuals in proportion to their numbers in the State. Recipients of a grant or contract must agree to—

Establish a nutrition project with the advice of persons competent in the fields of nutrition and services to the elderly and of elderly persons who will participate in the project. Each such project must provide at least one hot meal per day, five or more days per week, and each such meal must assure a minimum of one-third of the daily recommended dietary allowances as established by the Food and Nutrition Board of the National Academy of Sciences, National Research Council.

Furnish a site for the nutrition project to be located, where feasible, in areas having a concentration of eligible individuals and preferably within walking distance.

Where appropriate, provide home-delivered meals to eligible individuals who are homebound and supply transportation between the project site and the residences of eligible individuals who would otherwise be unable to participate.

Provide participants with supportive services such as recreational activities, health and welfare counselling, and informational and referral services, where they are not otherwise available.

Utilize methods of outreach that will insure the maximum number of eligible individuals will have an opportunity to participate.

Provide special menus, where feasible and appropriate, to meet particular dietary needs arising from the health requirements, religious requirements, or ethnic backgrounds of eligible individuals.

Comply with such other standards as the Secretary may prescribe and make available to the Secretary and the Comptroller General or their representatives all books, records, etc., for audit and examination.

Nutrition projects operated under this title are eligible to receive surplus commodities donated by the Secretary of Agriculture and shall use such commodities in the nutrition program insofar as practicable. At the request of one or more nutrition projects, the State agency may purchase and distribute agricultural commodities and other foods, in lieu of money, to such projects in order to achieve economies through large volume purchases. Projects are also authorized to contract with profit making organizations, subject to the approval of the State agency, to purchase meals or other services.

#### STATE ALLOCATIONS

The following table shows the allocation, by State, of the funds authorized, in accordance with the formula provided in the bill.

	Age 60-plus population	Percent distribution of 60-plus population	State allocations	
			Fiscal year 1973	Fiscal year 1974
Total	28,936,791	100	\$100,000,000	\$150,000,000
1. Alabama	475,203	1.64	1,570,652	2,355,978
2. Alaska	12,197	.04	500,000	750,000
3. Arizona	233,729	.81	775,748	1,163,622
4. Arkansas	334,603	1.16	1,110,948	1,666,422
5. California	2,571,747	8.89	8,514,078	12,771,117
6. Colorado	266,890	.92	881,096	1,321,644
7. Connecticut	414,991	1.44	1,379,108	2,068,662
8. Delaware	63,815	.22	500,000	750,000
9. District of Columbia	103,713	.36	500,000	750,000
10. Florida	1,344,185	4.65	4,453,370	6,680,055
11. Georgia	543,299	1.88	1,800,502	2,700,753
12. Hawaii	67,488	.23	500,000	750,000
13. Idaho	97,963	.34	500,000	750,000
14. Illinois	1,571,497	5.43	5,200,388	7,800,582
15. Indiana	701,393	2.42	2,317,668	3,476,502
16. Iowa	477,392	1.65	1,580,228	2,370,342
17. Kansas	367,545	1.27	1,216,296	1,824,444
18. Kentucky	476,224	1.65	1,580,228	2,370,342
19. Louisiana	449,386	1.55	1,484,456	2,226,634
20. Maine	165,124	.55	526,742	790,113
21. Maryland	443,561	1.53	1,465,302	2,197,953
22. Massachusetts	888,972	3.07	2,940,182	4,410,273
23. Michigan	1,089,225	3.76	3,601,004	5,401,506
24. Minnesota	564,373	1.95	1,867,542	2,801,313
25. Mississippi	320,336	1.11	1,063,062	1,594,593
26. Missouri	783,632	2.71	2,595,406	3,893,109
27. Montana	97,171	.34	500,000	750,000
28. Nebraska	250,396	.87	833,212	1,249,818
29. Nevada	48,844	.17	500,000	750,000
30. New Hampshire	110,272	.38	500,000	750,000
31. New Jersey	1,011,034	3.49	3,342,422	5,013,633
32. New Mexico	105,158	.36	500,000	750,000
33. New York	2,813,580	9.72	9,308,986	13,963,479
34. North Carolina	614,180	2.12	2,030,354	3,045,531
35. North Dakota	93,813	.32	500,000	750,000
36. Ohio	1,426,582	4.93	4,721,530	7,082,295
37. Oklahoma	421,310	1.46	1,398,262	2,097,393
38. Oregon	321,207	1.11	1,063,062	1,594,593
39. Pennsylvania	1,831,564	6.33	6,062,330	9,093,495
40. Rhode Island	147,164	.51	500,000	750,000



	Age 60-plus population	Percent distribution of 60-plus population	State allocations	
			Fiscal year 1973	Fiscal year 1974
41. South Carolina.....	286,272	.99	948,136	1,422,204
42. South Dakota.....	109,740	.38	500,000	750,000
3. Tennessee.....	555,977	1.92	1,838,810	2,758,215
44. Texas.....	1,436,955	4.97	4,759,838	7,139,757
45. Utah.....	112,540	.39	500,000	750,000
46. Vermont.....	66,453	.23	500,000	750,000
47. Virginia.....	538,034	1.86	1,781,348	2,672,022
48. Washington.....	460,089	1.59	1,522,766	2,284,149
49. West Virginia.....	278,969	.96	919,406	1,379,109
50. Wisconsin.....	661,349	2.29	2,193,166	3,289,749
51. Wyoming.....	43,730	.15	500,000	750,000
52. American Samoa.....	1,029	-----	250,000	375,000
53. Guam.....	2,550	.01	250,000	375,000
54. Puerto Rico.....	258,661	.89	852,366	1,278,549
55. Trust Territory.....	5,045	.02	250,000	375,000
56. Virgin Islands.....	3,630	.01	250,000	375,000

#### NEED FOR THE BILL

Hunger and malnutrition in America result generally from an inadequate income and/or a lack of nutritional knowledge. Among the aged, 25 to 30 percent of whom live in poverty, these factors are important contributors to malnutrition.

But the aged also face other problems. Lack of physical mobility or of transportation may impair their ability to shop for food. Those who live in rented rooms may not have cooking and refrigeration facilities. And there are important social and psychological considerations. Those elderly people who live alone and are isolated from family and friends simply may lack the motivation to prepare adequate meals for themselves. The loneliness and sense of alienation of single elderly persons removes the incentive to plan and prepare nutritious meals. These factors combine to produce a way of life which incorporates malnutrition and persistent physical and mental deterioration.

In recognition of these conditions, the Panel on Aging of the White House Conference on Food, Nutrition, and Health recommended in 1969 that:

The U.S. government, having acknowledged the right of every resident to adequate health and nutrition, must now accept its obligation to provide the opportunity for adequate nutrition to every aged resident. Immediate attention must be given to developing a new system of food delivery based on modern technical capability by which meals supplying a substantial proportion of nutrient requirements can be distributed to the aged through restaurants, institutions and private homes when this is necessary. Regional, urban and cultural differences in the United States will require that a variety of systems may be necessary to accomplish this goal.

The Administration on Aging within the Department of Health, Education, and Welfare and the Department of Agriculture should begin at once to implement a variety of meal delivery systems in the following ways:

\* \* \* \* \*

2. Undertake permanent funding programs of daily meal delivery service, initially consisting of at least one meal for all the aged needing this service and desiring it, in both urban and rural locations emphasizing the importance of the values of eating in group settings where possible. This service may be provided in restaurants, institutions or other suitable sites for the well aged or at home for the homebound.

Similarly, the report of President Nixon's Task Force on Aging (April, 1970) concluded that:

In examining the incidence of malnutrition among the elderly, the Task Force concluded that insufficient income was only one of several causes. The lonely older person who can afford an adequate diet but does not eat properly; the older person who finds going to the store too great a burden; the older person who is nutritionally ignorant; the chronically ill older person unable to prepare a hot meal—all are part of the problem. The Task Force believes that programs can be designed which, not only provide adequate nutrition to older persons, but equally important combat their loneliness, channel them into the community, educate them about proper nutrition, and afford some of them an opportunity for paid community service.

The President's Task Force recommended that:

We, therefore, recommend that the President direct the Administration on Aging and the Department of Agriculture to develop a program of technical assistance and, when necessary, financial assistance, to local groups so that such groups can provide daily meals to ambulatory older persons in group settings and to shut-ins at home.

While there is a scattering of nutrition programs for the elderly across the country conducted by private groups, these efforts fall far short of the measures recommended by the White House Conference on Food, Nutrition, and Health and the President's Task Force on Aging. For example, Dr. Douglas Holmes, director of the Center for Community Research in New York, conducted a survey of meal programs serving the elderly homebound throughout the United States and discovered some 349 programs serving only 10,000 to 12,000 persons. Dr. Holmes testified as follows with respect to the problems of reliance on private groups with private funding for the operation of such programs:

Experience has shown that programs for the aged are deficit operations. This is particularly true in such as nutrition programs, in which there are considerable costs associated with the delivery of services. Despite many efforts to develop local, private support for nutrition programs, it appears most doubtful that such programs can be maintained by most agencies without public support. Objective research data validates the utility of such programs; yet their continuation is unlikely within the budgetary framework of most private agencies.

The beginnings of a permanent national nutrition program for the elderly, funded largely by the Federal Government, can be traced to 1968, when Congress first earmarked funds appropriated under title IV of the Older Americans Act for a special research and demonstration program to improve nutritional services for our older citizens. The Administration on Aging complied with the congressional directive by establishing a total of 32 group meal projects which, at their peak, served an average of 49,000 meals per month to an average of 3,200 persons each month.

Twenty-one of the research and demonstration projects were in operation as of the time of the hearings on this bill in September 1971 (three of them continuing solely on private funds after the expiration of the Federal grant), the remainder having concluded the 3-year course originally allotted them or having otherwise been terminated. Despite the appeals of the participants in the remaining programs, they too were scheduled to end in the latter part of 1971; hence, the committee was pleased at the administration's announcement that the 21 existing projects would be continued for another year, at a cost of \$1.7 million. It is unfortunate, however, that no new funds for an additional year of operation were requested in the budget, nor were any appropriated, and the necessary amount was siphoned off by the administration from other items in the Social and Rehabilitation Services research and training appropriations.

The title IV nutrition projects were established as pilot projects, were designed to serve small numbers of individuals, and have had limited budgets. Because of their research and demonstration character, their operations (and costs) have varied from one to another in some degree. Nevertheless, all of the projects have certain common features, all of which have been incorporated in S. 1163:

(1) A vigorous outreach program aimed at locating elderly citizens who might benefit from nutrition services, informing them of the availability of the project, and assisting them in taking advantage of it.

(2) Group meals in a social setting at sites located at schools, churches, senior centers, and so forth, within 1 mile or less from the residences of 65 percent of all participants, and within three blocks of a third of them, according to a national survey of such projects.

(3) Nutrition education, ranging from informal discussions following meals to individual dietary counseling and assistance in shopping.

(4) Ancillary services, whether services conducted directly within the project such as recreation, or referral to other agencies for health services, counseling services, and so forth.

(5) Evaluation of the impact of project activities on participant's lives and the cost of providing meals and other services under a variety of arrangements.

The data obtained from the research and demonstration projects over the last 3 years weighs heavily in favor of the conclusion that the projects have been enormously successful. Although the Administration on Aging has yet to complete a final report on these projects, its preliminary evaluation reports that:

The provision of meals in group setting is a highly desirable approach because it fosters social interaction, facilitates the delivery of other services and meets emotional needs of the aged, while improving their nutrition.

Cost estimates based on the current title IV nutrition projects vary considerably. The Administration on Aging calculates that, on an average, each meal costs about \$1.52 in an urban area, including the cost of food preparation and administration, and the cost of supportive services raises the total per meal cost to \$2.32. One New York project reported a cost of \$1.10 to \$1.15 per meal.

For the most part, participants in the title IV projects made some payment for each meal, generally \$0.50 to \$0.65. The bill reported by the committee permits such a charge to be made, both to lessen the cost of the program and because it has been found desirable from the standpoint of elderly participants to make some contribution toward the cost of the meal, wherever possible, to enhance feelings of independence and remove the stigma of charity. Under the Committee bill, if in a local project it is desired to levy such charges, then these charges must be in line with guidelines of the Secretary.

## PRINCIPAL PROVISIONS

### AUTHORIZATION

A two-year authorization is provided by the Committee so as to permit an opportunity for evaluation of the nutrition projects by the Congress at an early date. Section 706(a)(9) requires that the nutrition projects provide an opportunity for evaluation of the effectiveness, feasibility, and cost of the projects and the Committee expects that the Administration on Aging and the appropriate state agencies will work with the project operators to acquire the necessary data and analyses for this purpose so that they will be available to Congress. The authorization covers fiscal years 1973 and 1974. Based on testimony given at the hearings on the bill and data obtained from the title IV research and demonstration projects, the Committee has determined that substantial funding for this program is warranted. Accordingly, the authorization figures have been set at \$100 million in fiscal year 1973 and \$150 million in fiscal year 1974.

### ALLOCATION FORMULA

S. 1163 as reported contains an equitable allocation formula which insures a fair minimum for small states. Under the formula the basic distribution of funds is according to population aged sixty and over, but no state (including Puerto Rico and the District of Columbia) will receive less than one-half of one percent of the sums appropriated.

### ELIGIBILITY

Any minimum age limitation applied to participants is perforce arbitrary. Nonetheless, the Committee determined on the basis of evidence before it with respect to this bill, and other evidence that it has considered relating to the problems of the elderly, that an age limit



of sixty is more reasonable than age sixty-five. The establishment of this lower age limit recognizes a trend toward earlier retirement, and the existence of age discrimination which imposes early retirement upon those who might otherwise be willing to work. Since the typical age for qualifying for pensions is sixty-five, the inclusion of the group between sixty and sixty-five in this program extends the coverage to many people who are not able to work, for any one of a number of reasons, but who have not yet qualified for a pension. From 1968 to 1970, poverty among persons aged 60 to 64 increased by 100,000 according to a recent report of the Senate Special Committee on Aging. This group of so-called "younger" aged persons includes a large number of widows many of whom live alone, who have never worked, and who have neither the desire nor the skills with which to compete in the labor market.

Accordingly the bill provides for participation in nutrition projects of individuals who are aged 60 or over and who meet one or more of a number of conditions described in the Statement of Purpose of the bill. Under the bill, spouses of such individuals are also eligible for participation in the nutrition project. The Committee wishes to make clear that such spouses' eligibility is not conditioned on age or upon meeting the conditions set forth in the Statement of Purpose and Findings.

#### VOLUNTARY PARTICIPATION

The Committee believes that widespread local involvement in the various nutrition projects to be funded under this new program is desirable. Such voluntary participation on the part of local citizens will bring the elderly into contact with members of the community of different age groups. Accordingly, the Committee amended the bill to encourage voluntary participation by persons in the community, including high school and college students.

#### PREFERENCES IN ESTABLISHING PROJECTS

The nutrition program established by this bill is neither designed as, nor intended to be, an income maintenance program. In addition to providing nutritious meals for the elderly, it aims at overcoming problems related to social isolation and bringing to the elderly a variety of other related social services. Accordingly, no income limitation is established in the bill.

However, all of these problems are particularly acute among elderly persons who have low incomes or whose racial or ethnic backgrounds accentuate their isolation from society. Therefore, the bill provides that the States, in awarding grants for nutrition projects, must give preference to those serving primarily low income individuals and, to the extent feasible, grants are to be awarded to projects operated by and serving the needs of minority, Indian, and limited English-speaking individuals in proportion to their numbers in the state. This is not to say any exact mathematical formula must be applied to the making of grants or the allocation of funds within a state. It is intended, however, that special attention be given to eligible individuals with low incomes and that the members of the particular groups named are to be given a reasonable opportunity to participate in the program.

#### DELIVERY OF MEALS AND TRANSPORTATION OF PARTICIPANTS

The bill authorizes nutrition projects, where appropriate, to furnish home delivered meals to eligible individuals. There is ample evidence of need for greatly expanded nutrition services for the home-bound, and the benefits of such programs have been well demonstrated. To the extent that elderly persons can maintain themselves in their own homes with such supportive services—including nutrition—as may be necessary, they can lead happier lives as near self-sufficient persons without the great costs and individual trauma involved in confinement to an institution.

By the same token, many elderly persons are capable of leaving their homes to obtain the benefits of participation in a nutrition project but cannot obtain transportation to do so. For this reason, the bill provides that such projects shall be located within walking distance of a concentration of older persons where feasible. The Committee recognizes that such a convenient location may not always be possible, especially in rural areas, and has therefore also authorized the projects to transport participants between their residences and the project site.

In the case of both the delivery of meals to the home and the transportation of participants, the Committee has left the decision to the project operators as to the extent to which the limited funds available shall be devoted to these purposes. It may be that a particular nutrition project can most efficiently use its resources by providing meals at a central location without any delivery or transportation. On the other hand, some projects, and especially those in rural areas, may find that the needs of elderly persons in their communities can best be met through a larger emphasis on delivering meals to the homebound and/or transporting individuals to a central site for meals.

#### SPECIAL DIETARY NEEDS AND HABITS

The experience of the pilot nutrition projects conducted by the Administration on Aging demonstrates the difficulties involved in attempting to change the well established dietary habits of older persons. It is unreasonable to expect an older person to accept enthusiastically a nutrition program which sets before him foods that are totally foreign to him. Moreover older persons commonly have physical conditions which dictate the kinds of foods that they may eat—or can chew. Accordingly, the bill requires nutrition projects, *where feasible and appropriate*, to meet the particular dietary needs arising from the health requirements, religious requirements, or ethnic backgrounds of participants.

It is not intended that special menus be prepared for each individual. But there are broad categories of personal preference and individual need that can be accommodated feasibly, even in a group meal setting. Further, projects are expected to include a nutrition education component to inform the participants of the importance of a nutritionally adequate diet and to encourage them to adopt more beneficial eating habits.

#### ADMINISTRATIVE COSTS

Too often, the limited funds available for programs of this kind are eaten up by excessive administrative costs. The bill allows the States

to retain funds from the State allocation for such costs but encourages the States to minimize administrative costs and, in any case, limits the States to using a maximum of ten percent of the State's allotment for this purpose (unless the Secretary specifically authorizes a larger amount). Section 703(c) provides that the State's allotment be available for "grants to pay up to ninety percent of the costs of projects." The Committee intends that the cost of administration of the State plan under this title be considered to be one of the "costs of the projects" within the meaning of that phrase as used in section 703(c) of the bill, as reported, and that these funds from its allotment be matched by ten percent, or more, from non-Federal sources, just as funds from its allotment which are used for project grants are required to be matched.

#### DISTRIBUTION OF FOOD BY STATE AGENCIES

Section 703(e) provides that a State agency designated to administer the nutrition program may, upon the request of "one or more recipients of a grant or contract, purchase agricultural commodities and other foods to be provided to such nutrition projects" assisted under Section 703. The Committee intends that the cost of such agricultural commodities and other foods be paid out of the amount which the recipient is entitled to receive under its grant or contract. For example, if one or more grantees requests that the State agency purchase certain foods and/or agricultural commodities in bulk for their nutrition projects, the cost of such foods would be deducted from the amount which the recipients would otherwise have received as cash payments. The Committee emphasizes that the State agencies may not, of their own initiative, determine that funds received as a part of the State's allotment shall be used to purchase agricultural commodities for nutrition projects. Such purchases and distribution may be made only at the request of one or more nutrition projects within the state seeking to take advantage of the State's buying power and the economies of volume purchasing. Moreover, the Secretary is authorized to monitor such purchases by requiring reports, as he may prescribe, covering them.

#### AUTHORITY OF THE SECRETARY

Language throughout the bill gives the Secretary broad authority to monitor and regulate the operation of nutrition projects. Thus, Section 703(c) provides that the allotment to a State shall be available to pay up to ninety percent of the cost of nutrition projects operated in the State, "but only to the extent that such costs are both reasonable and necessary for the conduct of such projects, as determined by the Secretary in accordance with criteria prescribed by him in regulations." The Secretary is further authorized, in Section 706(a)(11) to prescribe standards "to assure the high quality of the nutrition project and its general effectiveness in attaining the objectives of this title." Both the Secretary and Comptroller General are granted authority to examine books and records of a nutrition project for the purpose of review and audit. And the Secretary is further authorized, as a part of his general authority with respect to State plans, to review any agreements with profit-making organizations that may be made by nutrition projects.

#### COST ESTIMATES

In accordance with Clause 7 of Rule 13 of the Rules of the House, the committee estimates that the costs which would be incurred in carrying out this bill in fiscal years 1973 and 1974 would be \$100 million and \$150 million, respectively.

#### SECTION-BY-SECTION ANALYSIS

Section 1. Amends the Older Americans Act of 1964 by redesignating Title VII as Title VIII and by redesignating Section 701 through 705 of that Act as Section 801 through 805, respectively.

Section 2. Adds new Title VII to the Older Americans Act of 1965 as follows:

#### FINDINGS AND PURPOSES

SEC. 701. Congress finds that demonstration nutrition projects conducted under Title IV of the Older Americans Act have demonstrated the need for permanent nationwide nutrition projects to meet the nutritional needs of older citizens of age sixty and more who suffer from poor nutrition and/or social isolation because of a number of factors inhibiting their consumption of nourishing and well balanced meals.

These established needs give rise to this legislation to provide older Americans, (particularly those with low incomes) with low cost, nutritionally sound meals served in strategically located centers such as schools, churches, community centers, senior citizen centers, and other public or private non-profit institutions where participants can also obtain other social and rehabilitative services in addition to meals.

#### ADMINISTRATION

SEC. 702.—Authorizes and requires the Secretary of Health, Education, and Welfare to administer the nutrition program provided herein through the Administration on Aging; to consult and cooperate with other agencies of the federal government; to use the services personnel, and facilities of other agencies on a mutually agreeable basis; and to provide consultation, technical assistance and short term training to agencies eligible to operate nutritional projects; and to prepare and publish information related to such projects.

#### ALLOTMENT OF FUNDS

SEC. 703(a).—Establishes a formula for allotment of appropriated funds to the states on the basis of each state's proportionate share of the nation's population aged sixty and older, except that each state (defined to include Puerto Rico and the District of Columbia) shall receive at least one-half of one percent of the sums appropriated and Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific shall receive at least one-fourth of one percent of the sums appropriated.



(b).—Provides for reallocation of any portion of a state's allotment which the Secretary determines will not be required for that state during the year.

(c).—Makes funds allotted to the states available to pay up to ninety percent of the cost of nutrition projects operated within the state to the extent that the Secretary determines that such costs are reasonable and necessary for the conduct of such projects and provides that any allotment to a state must be matched by ten percent, or more, as the case may be, from funds or in-kind resources from non-federal sources.

(d).—Authorizes the Secretary, in case any state fails to qualify under the state plan requirements, to disperse that state's allotment directly to any public or private non-profit institution or organization, agency, or political subdivision of such state submitting an approved plan.

(e).—Authorizes states to purchase and distribute agricultural commodities and other food to nutrition projects within the state, in lieu of funds, upon the request of such projects.

#### PAYMENT OF GRANTS

Section 704.—Set out the manner in which the Secretary shall pay grants to the states.

#### STATE PLANS

Section 705(a).—Requires an approved state plan, which plan shall—

(1) Designate a single state agency to administer the nutrition program, which agency shall be the agency designated pursuant to Title III of this Act unless the Governor, with the approval of the Secretary, designates another agency.

(2) (A) Establish policies and procedures to assure that funds allotted to the state will be used to pay up to ninety percent of the cost of providing meals and related services, including transportation, to persons aged sixty or older, for which a per meal charge to participants may be imposed pursuant to guidelines established by the Secretary.

(B) Provide for the administration of the state plan at the least possible cost, not to exceed ten percent of the state's allotment (which amount is subject to the ten percent matching requirements) and further provides for such reports and records as the Secretary may require, including assurances that such fiscal control and accounting procedures will be adopted as may be necessary to assure proper disbursement of, and accounting for, federal funds paid to the state, and by the state to nutrition projects.

(3) Limits the Secretary's authority with respect to the selection, tenure of office, and compensation of any individual employed in accordance with a merit system.

(4) Provide that preference shall be given in awarding grants to projects serving primarily low-income individuals and provide assurances that, to the extent feasible, grants will be awarded to projects operated by and serving the needs of minority, Indian,

and limited English-speaking eligible individuals in proportion to their numbers in the state.

(b).—Requires the Secretary to approve state plans meeting the requirements and purposes of this Act.

(c).—Authorizes the Secretary, subject to reasonable notice and opportunity for hearing to the state agency, to terminate payments to such agency, in whole or in part, when the Secretary finds that the state plan no longer conforms to the requirements of this title or when, in the administration of the plan, there has been a failure to comply with requirements established by the Secretary or by law.

(d).—Grants a state the right of judicial review in the event of the Secretary's disapproval of its state plan or the termination of payments under a previously approved plan.

#### NUTRITION AND OTHER PROGRAM REQUIREMENTS

Section 706(a).—Provides for dispersal by the state agency of funds allotted to it to recipients of grants or contracts who agree—

(1) To establish a nutrition project which provides at least one hot meal per day, five or more days per week, each of which assures a minimum of one-third of the recommended daily dietary allowances;

(2) To provide such nutrition projects for eligible individuals described in one or more of the clauses in Section 701 and defined as those aged sixty or over and their spouses.

(3) To furnish a site for such project to be located, where feasible, in areas having a concentration of eligible individuals and preferably within walking distance and, when appropriate, to furnish transportation to such site or deliver meals to eligible home-bound individuals.

(4) To authorize methods of outreach that will assure the maximum number of eligible individuals will have an opportunity to participate.

(5) To provide special menus, where feasible and appropriate, to meet the particular dietary needs arising from the health requirements, religious requirements or ethnic backgrounds of eligible individuals.

(6) To provide participants with supportive services such as recreational activities, health and welfare counseling, and informational and referral services, where they are not otherwise available.

(7) To provide necessary training of personnel.

(8) To utilize the advice of persons competent in the fields of nutrition and services to the elderly.

(9) To provide an opportunity to evaluate the project.

(10) To give preference to persons aged sixty or older in employment.

(11) To comply with such other standards as the Secretary may prescribe.

(b).—Gives the Secretary and the Comptroller General or their representatives access to all pertinent books, papers, etc. for audit and examination.

## SURPLUS COMMODITIES

Section 707.—Makes nutrition projects eligible recipients of surplus commodities donated by the Secretary of Agriculture under terms and conditions prescribed by the Secretary of Agriculture and requires the use of such commodities insofar as practicable.

## APPROPRIATIONS AUTHORIZED

Section 708.—Authorizes the appropriation of \$100 million for fiscal year 1973 and \$150 million for fiscal year 1974 and, in addition, such sums as may be necessary for the administrative expenses under this title of the Administration on Aging; makes all such sums available for expenditure in the fiscal year succeeding the year for which they were appropriated.

## RELATIONSHIP TO OTHER LAWS

Section 709.—Provides that benefits received under this program shall not be treated as income for purpose of any other program or provisions of state or Federal law.

## MISCELLANEOUS

Section 710.—Authorizes nutrition projects to enter into agreements with profit-making organizations to carry out the provisions of this title, subject to the approval of the state agency.

## CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3 of Rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italics, existing law in which no change is proposed is shown in roman):

## OLDER AMERICANS ACT OF 1965

\* \* \* \* \*

## TITLE VII—NUTRITION PROGRAM FOR THE ELDERLY

## FINDINGS AND PURPOSE

SEC. 701. (a) *The Congress finds that the research and development nutrition projects for the elderly conducted under title IV of the Older Americans Act have demonstrated the effectiveness of, and the need for, permanent nationwide projects to assist in meeting the nutritional and social needs of millions of persons aged sixty or older. Many elderly persons do not eat adequately because (1) they cannot afford to do so; (2) they lack the skills to select and prepare nourishing and well-balanced meals; (3) they have limited mobility which may impair their capacity to shop and cook for themselves; and (4) they have feelings of rejection and loneliness which obliterate the incentive necessary to prepare and eat a meal alone. These and other physiological,*

*psychological, social, and economic changes that occur with aging result in a pattern of living, which causes malnutrition and further physical and mental deterioration.*

(b) *In addition to the food stamp program, commodity distribution systems and old-age income benefits, there is an acute need for a national policy which provides older Americans, particularly those with low incomes, with low cost, nutritionally sound meals served in strategically located centers such as schools, churches, community centers, senior citizen centers, and other public or private nonprofit institutions whereby they can obtain other social and rehabilitative services. Besides promoting better health among the older segment of our population through improved nutrition, such a program would reduce the isolation of old age, offering older Americans an opportunity to live their remaining years in dignity.*

## ADMINISTRATION

SEC. 702. (a) *In order to effectively carry out the purposes of this title, the Secretary shall—*

(1) *administer the program through the Administration on Aging; and*

(2) *consult with the Secretary of Agriculture and make full utilization of the Food and Nutrition Service, and other existing services of the Department of Agriculture.*

(b) *In carrying out the provisions of this title, the Secretary is authorized to request the technical assistance and cooperation of the Department of Labor, the Office of Economic Opportunity, the Department of Housing and Urban Development, the Department of Transportation, and such other departments and agencies of the Federal Government as may be appropriate.*

(c) *The Secretary is authorized to use, with their consent, the services, equipment, personnel, and facilities of Federal and other agencies with or without reimbursement, and on a similar basis to cooperate with other public and private agencies and instrumentalities in the use of services, equipment, personnel, and facilities.*

(d) *In carrying out the purposes of this title, the Secretary is authorized to provide consultative services and technical assistance to any public or private nonprofit institution or organization, agency, or political subdivision of a State; to provide short-term training and technical instruction; and to collect, prepare, publish, and disseminate special educational or informational materials, including reports of the projects for which funds are provided under this title.*

## ALLOTMENT OF FUNDS

SEC. 703. (a) (1) *From the sums appropriated for any fiscal year under section 708, each State shall be allotted an amount which bears the same ratio to such sum as the population aged 60 or over in such State bears to the population aged 60 or over in all States, except that (A) no State shall be allotted less than one-half of 1 per centum of the sum appropriated for the fiscal year for which the determination is made; and (B) Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands shall each be allotted an amount equal to one-fourth of 1 per centum of the sum appropriated for the fiscal year for which the determination is made. For the purpose of the*



exception contained in this paragraph, the term "State" does not include Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.

(2) The number of persons aged 60 or over in any State and for all States shall be determined by the Secretary on the basis of the most satisfactory data available to him.

(b) The amount of any State's allotment under subsection (a) for any fiscal year which the Secretary determines will not be required for that year shall be reallocated, from time to time and on such dates during such year as the Secretary may fix, to other States in proportion to the original allotments to such States under subsection (a) for that year, but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum the Secretary estimates such State needs and will be able to use for such year; and the total of such reductions shall be similarly reallocated among the States whose proportionate amounts were not so reduced. Such reallocations shall be made on the basis of the State plan so approved, after taking into consideration the population aged sixty or over. Any amount reallocated to a State under this subsection during a year shall be deemed part of its allotment under subsection (a) for that year.

(c) The allotment of any State under subsection (a) for any fiscal year shall be available for grants to pay up to 90 per centum of the costs of projects in such State described in section 706 and approved by such State in accordance with its State plan approved under section 705, but only to the extent that such costs are both reasonable and necessary for the conduct of such projects, as determined by the Secretary in accordance with criteria prescribed by him in regulations. Such allotments to any State in any fiscal year shall be made upon the condition that the Federal allotment will be matched during each fiscal year by 10 per centum, or more, as the case may be, from funds or in kind resources from non-Federal sources.

(d) If the Secretary finds that any State has failed to qualify under the State plan requirements of section 705, the Secretary shall withhold the allotment of funds to such State referred to in subsection (a). The Secretary shall disburse the funds so withheld directly to any public or private nonprofit institution or organization, agency, or political subdivision of such State submitting an approved plan in accordance with the provisions of section 705, including the requirement that any such payment or payments shall be matched in the proportion specified in subsection (c) for such State, by funds or in kind resources from non-Federal sources.

(e) The State agency may, upon the request of one or more recipients of a grant or contract, purchase agricultural commodities and other foods to be provided to such nutrition projects assisted under this part. The Secretary may require reports from State agencies, in such form and detail as he may prescribe, concerning requests by recipients of grants or contracts for the purchase of such agricultural commodities and other foods, and action taken thereon.

#### PAYMENT OF GRANTS

SEC. 704. Payments pursuant to grants or contracts under this title may be made in installments, and in advance or by way of reimbursement, with necessary adjustments on account of overpayments or underpayments, as the Secretary may determine.

#### STATE PLANS

SEC. 705. (a) Any State which desires to receive allotments under this title shall submit to the Secretary for approval a State plan for purposes of this title which, in the case of a State agency designated pursuant to section 303 of this Act, shall be in the form of an amendment to the State plan provided in section 303. Such plan shall—

(1) establish or designate a single State agency as the sole agency for administering or supervising the administration of the plan and coordinating operations under the plan with other agencies providing services to the elderly, which agency shall be the agency designated pursuant to section 303(a)(1) of this Act, unless the Governor of such State shall, with the approval of the Secretary, designate another agency;

(2) sets forth such policies and procedures as will provide satisfactory assurance that allotments paid to the State under the provisions of this title will be expended—

(A) to make grants in cash or in kind to any public or private nonprofit institution or organization, agency, or political subdivision of a State (referred to herein as "recipient of a grant or contract")—

(i) to carry out the program as described in section 706.

(ii) to provide up to 90 per centum of the costs of the purchase and preparation of the food; delivery of the meals; and such other reasonable expenses as may be incurred in providing nutrition services to persons aged sixty or over. Recipients of grants or contracts may charge participating individuals for meals furnished pursuant to guidelines established by the Secretary, taking into consideration the income ranges of eligible individuals in local communities and other sources of income of the recipients of a grant or a contract.

(iii) to provide up to 90 per centum of the costs of such supporting services as may be necessary in each instance, such as the costs of related social services and, where appropriate, the costs of transportation between the project site and the residences of eligible individuals who could not participate in the project in the absence of such transportation, to the extent such costs are not through other Federal, State, or local programs.

(B) to provide for the proper and efficient administration of the State plan at the least possible administrative cost, not to exceed an amount equal to 10 per centum of the amount allotted to the State unless a greater amount in any fiscal year is approved by the Secretary. In administering the State plan, the State agency shall—

(i) make reports, in such form and containing such information, as the Secretary may require to carry out his functions under this title, including reports of participation by the groups specified in subsection (4) of this section; and keep such records and afford such access thereto as the Secretary may find necessary to assure the correctness and verification of such reports and proper disbursement of Federal funds under this title, and



(ii) provide satisfactory assurance that such fiscal control and fund accounting procedures will be adopted as may be necessary to assure proper disbursement of, and accounting for, Federal funds paid under this title to the State, including any such funds paid by the State to the recipient of a grant or contract.

(3) provide such methods of administration (including methods relating to the establishment and maintenance of personnel standards on a merit basis, except that the Secretary shall exercise no authority with respect to the selection, tenure of office, and compensation of any individual employed in accordance with such methods) as are necessary for the proper and efficient operation of the plan.

(4) provide that preference shall be given in awarding grants to carry out the purposes of this title to projects serving primarily low-income individuals and provide assurances that, to the extent feasible, grants will be awarded to projects operated by and serving the needs of minority, Indian, and limited English-speaking eligible individuals in proportion to their numbers in the State.

(b) The Secretary shall approve any State plan which he determines meets the requirements and purposes of this section.

(c) Whenever the Secretary, subject to reasonable notice and opportunity for hearing to such State agency, finds (1) that the State plan has been so changed that it no longer complies with the provisions of this title, or (2) that in the administration of the plan there is a failure to comply substantially with any such provision or with any requirements set forth in the application of a recipient of a grant or contract approved pursuant to such plan, the Secretary shall notify such State agency that further payments will not be made to the State under the provisions of this title (or in his discretion, that further payments to the State will be limited to programs or projects under the State plan, or portions thereof, not affected by the failure, or that the State agency shall not make further payments under this part to specified local agencies affected by the failure) until he is satisfied that there is no longer any such failure to comply. Until he is so satisfied, the Secretary shall make no further payments to the State under this title, or shall limit payments to recipients of grants or contracts under, or parts of, the State plan not affected by the failure or payments to the State agency under this part shall be limited to recipients of grants or contracts not affected by the failure, as the case may be.

(d) (1) If any State is dissatisfied with the Secretary's final action with respect to the approval of its State plan submitted under subsection (a), or with respect to termination of payments in whole or in part under subsection (c), such State may, within sixty days after notice of such action, file with the United States court of appeals for the circuit in which such State is located a petition for review of that action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Secretary. The Secretary thereupon shall file in the court the record of the proceeding on which he based his action, as provided in section 2112 of title 28, United States Code.

(2) The findings of fact by the Secretary, if supported by substantial evidence, shall be conclusive; but the Court, for good cause shown, may remand the case to the Secretary to take further evidence, and the

Secretary may thereupon make new or modified findings of fact and may modify his previous action, and shall certify to the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence.

(3) The court shall have jurisdiction to affirm the action of the Secretary or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

#### NUTRITION AND OTHER PROGRAM REQUIREMENTS

SEC. 706. (a) Funds allotted to any State during any fiscal year pursuant to section 703 shall be disbursed by the State agency to recipients of grants or contracts who agree—

(1) to establish a project (referred to herein as a "nutrition project") which, five or more days per week, provides at least one hot meal per day and any additional meals, hot or cold, which the recipient of a grant or contract may elect to provide, each of which assures a minimum of one-third of the daily recommended dietary allowances as established by the Food and Nutrition Board of the National Academy of Sciences-National Research Council;

(2) to provide such nutrition project for individuals aged sixty or over who meet the specifications set forth in clauses (1), (2), (3), or (4) of section 701(a) and their spouses (referred to herein as "eligible individuals");

(3) to furnish a site for such nutrition project in as close proximity to the majority of eligible individuals' residences as feasible, such as a school or a church, preferably within walking distance where possible and, where appropriate, to furnish transportation to such site or home-delivered meals to eligible individuals who are home-bound;

(4) to utilize methods of administration, including outreach, which will assure that the maximum number of eligible individuals may have an opportunity to participate in such nutrition project;

(5) to provide special menus, where feasible and appropriate, to meet the particular dietary needs arising from the health requirements, religious requirements or ethnic backgrounds of eligible individuals;

(6) to provide a setting conducive to expanding the nutrition project and to include, as a part of such project, recreational activities, informational, health and welfare counseling and referral services, where such services are not otherwise available;

(7) to include such training as may be necessary to enable the personnel to carry out the provisions of this title;

(8) to establish and administer the nutrition project with the advice of persons competent in the field of service in which the nutrition program is being provided, of elderly persons who will themselves participate in the program and of persons who are knowledgeable with regard to the needs of elderly persons;

(9) to provide an opportunity to evaluate the effectiveness, feasibility, and cost of each particular type of such project;



(10) to give preference to persons aged sixty or over for any staff positions, full- or part-time, for which such persons qualify and to encourage the voluntary participation of other groups, such as college and high school students, in the operation of the project; and

(11) to comply with such other standards as the Secretary may by regulation prescribe in order to assure the high quality of the nutrition project and its general effectiveness in attaining the objectives of this title.

(b) The Secretary and the Comptroller General of the United States or any of their duly authorized representatives shall have access for the purpose of audit and examination to any books, documents, papers, and records that are pertinent to a grant or contract received under this title.

#### SURPLUS COMMODITIES

SEC. 707. (a) Each recipient of a grant or contract shall, insofar as practicable, utilize in its nutrition project commodities designated from time to time by the Secretary of Agriculture as being in abundance, either nationally or in the local area, or commodities donated by the Secretary of Agriculture. Commodities purchased under the authority of section 32 of the Act of August 24, 1935 (49 Stat. 774), as amended, may be donated by the Secretary of Agriculture to the recipient of a grant or contract, in accordance with the needs as determined by the recipient of a grant or contract, for utilization in the nutritional program under this title. The Secretary of Agriculture is authorized to prescribe terms and conditions respecting the use of commodities donated under section 32 as will maximize the nutritional and financial contributions of such donated commodities in such public or private nonprofit institutions or organizations, agencies, or political subdivisions of a State.

(b) The Secretary of Agriculture may utilize the projects authorized under this title in carrying out the provisions of clause (2) of section 32 of the Act approved August 24, 1935, as amended (49 Stat. 744, 7 U.S.C. 612c).

#### APPROPRIATIONS AUTHORIZED

SEC. 708. For the purpose of carrying out the provisions of this title there are hereby authorized to be appropriated \$100,000,000 for the fiscal year ending June 30, 1973, and \$150,000,000 for the fiscal year ending June 30, 1974. In addition, there are hereby authorized to be appropriated for such fiscal years, as part of the appropriations for salaries and expenses for the Administration on Aging, such sums as Congress may determine to be necessary to carry out the provisions of this title. Sums appropriated pursuant to this section which are not obligated and expended prior to the beginning of the fiscal year succeeding the fiscal year for which such funds were appropriated shall remain available for obligation and expenditure during such succeeding fiscal year.

#### RELATIONSHIP TO OTHER LAWS

SEC. 709. No part of the cost of any project under this title may be treated as income or benefits to any eligible individual for the purpose of any other program or provision of State or Federal law.

#### MISCELLANEOUS

SEC. 710. None of the provisions of this title shall be construed to prevent a recipient of a grant or a contract from entering into an agreement, subject to the approval of the State agency, with a profit-making organization to carry out the provisions of this title and of the appropriate State plan.

#### TITLE [VII] VIII—GENERAL

#### ADVISORY COMMITTEES

SEC. [701] 801. (a) (1) For the purpose of advising the Secretary of Health, Education, and Welfare on matters bearing on his responsibilities under this Act and related activities of his Department, there is hereby established in the Department of Health, Education, and Welfare an Advisory Committee on Older Americans, consisting of the Commissioner, who shall be Chairman, and fifteen persons not otherwise in the regular full-time employ of the United States, appointed by the Secretary without regard to the civil service laws. Members shall be selected from among persons who are experienced in or have demonstrated particular interest in special problems of the aging.

(2) Each member of the Committee shall hold office for a term of three years, except that (A) any member appointed to fill a vacancy occurring prior to the expiration of the term for which his predecessor was appointed shall be appointed for the remainder of such term, and (B) the terms of office of the members first taking office shall expire, as designated by the Secretary of Health, Education, and Welfare at the time of appointment, five at the end of the first year, five at the end of the second year, and five at the end of the third year after the date of appointment.

(b) The Secretary of Health, Education, and Welfare is authorized to appoint, without regard to the civil service laws, such technical advisory committees as he deems appropriate for advising him in carrying out his functions under this Act.

(c) Members of the Advisory Committee or of any technical advisory committee appointed under this section, who are not regular full-time employees of the United States, shall, while attending meetings or conferences of such committee or otherwise engaged on business of such committee be entitled to receive compensation at a rate fixed by the Secretary, but not exceeding \$100 per diem, including travel time, and, while so serving away from their homes or regular places of business, they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5 of the Administrative Expenses Act of 1946 (5 U.S.C. 73b-2) for persons in the Government service employed intermittently.

(d) The Commissioner is authorized to furnish to the Advisory Committee such technical assistance, and to make available to it such secretarial, clerical, and other assistance and such pertinent data available to him, as the Committee may require to carry out its functions.

## ADMINISTRATION

SEC. [702] 802. (a) In carrying out the purposes of this Act, the Secretary is authorized to provide consultative services and technical assistance to public or nonprofit private agencies, organizations, and institutions; to provide short-term training and technical instruction; to conduct research and demonstrations; and to collect, prepare, publish, and disseminate special educational or informational materials, including reports of the projects for which funds are provided under this Act and to provide staff and other technical assistance to the President's Council on Aging.

(b) In administering his functions under this Act, the Secretary is authorized to utilize the services and facilities of any agency of the Federal Government and of any other public or nonprofit private agency or institution, in accordance with agreements between the Secretary and the head thereof, and to pay therefor, in advance or by way of reimbursement, as may be provided in the agreement.

## AUTHORIZATION OF APPROPRIATIONS

SEC. [703] 803. The Secretary shall carry out titles IV and V of this Act during the fiscal year ending June 30, 1966, and each of the six succeeding fiscal years. There are hereby authorized to be appropriated \$1,500,000 for the fiscal year ending June 30, 1966, \$3,000,000 for the fiscal year ending June 30, 1967, \$6,400,000 for the fiscal year ending June 30, 1968, \$10,000,000 for the fiscal year ending June 30, 1969, \$12,000,000 for the fiscal year ending June 30, 1970, \$15,000,000 for the fiscal year ending June 30, 1971, and \$20,000,000 for the fiscal year ending June 30, 1972.

## EVALUATION OF PROGRAMS

SEC. [704] 804. Such portion of any appropriation under title III or VI or section 703 for any fiscal year ending after June 30, 1969, as the Secretary may determine, but not exceeding 1 per centum thereof, shall be available to the Secretary for evaluation (directly or by grants or contracts) of the programs authorized by this Act and, in the case of allotments from such an appropriation, the amount available for such allotments (and the amount deemed appropriated therefor) shall be reduced accordingly.

## JOINT FUNDING OF PROJECTS

SEC. [705] 805. Pursuant to regulations prescribed by the President, where funds are advanced for a single project by more than one Federal agency to an agency, organization, institution, or person assisted under this Act, any one Federal agency may be designated to act for all in administering the funds advanced. In such cases, a single non-Federal share requirement may be established according to the proportion of funds advanced by each Federal agency, and any such agency may waive any technical grant or contract requirement (as defined by such regulations) which is inconsistent with the similar requirements of the administering agency or which the administering agency does not impose.





*Elderly*

# Senior Citizens Campaign Manual 1972

The time has come for a new attitude toward old age in America. The time has come to close the gap between our older citizens and those who are not old. The way to do this, I believe, is to stop regarding older Americans as a burden and start regarding them as a resource for America.

*Richard Nixon*

## WHY YOU NEED TO READ THIS MANUAL

### YOU MAY BE NEGLECTING 20 PERCENT OF YOUR POTENTIAL VOTE.

Although Youth has received more political publicity, Senior Citizens have developed the real voting clout. The unique, special problems of growing old in "The Country of the Young" have sparked the emergence of the over sixty generation into a strong political block with the power to make or break a campaign.

Consider these facts:

21 percent of all votes cast in 1970 were by people over 60.

The Senior Citizen population has increased seven times since 1900, the total population has increased three times.

Over six million people already belongs to one of four major Senior Citizen organizations.

The Senior Citizen is the most reliable voter in America. 70 percent vote regularly. 84 percent are registered voters. In the past, the Republican Party could rely upon a large percentage of the elderly vote. Not today. We have dropped from 61 percent of their vote in 1956 to 47 percent in 1968. In 1970 neither party appealed to the Senior Citizen. Our most reliable group only voted 57 percent.

We must turn out the Senior Citizen vote in 1972. Senior Citizens are favorably disposed to Republican candidates, but they must be approached as a special group with special problems. We must appeal to them in a special way.

Beyond technique and specific issues, this manual is the product of a deep conviction that the Republican Party is committed to the generations that have built our country and are now pushed out of the mainstream, and can offer the most dignified and realistic solutions to the problems of Senior Citizens.

You can't reach Senior Citizens two weeks before elections. Begin now to build a strong base. That is what this manual will help you do. It could mean the margin between victory and defeat.



SECTION A

WHO IS THE SENIOR CITIZEN

The Issues - Why There Is Senior Citizen Group Identity

## WHO IS THE SENIOR CITIZEN?

He is every tenth American.

There are twenty million Americans over sixty-five and another nine million over sixty. There are 139 women to every 100 men.

He owns his own home.

About 70 percent of the older people own their own homes.

He did not finish High School.

The Senior Citizen grew up with the transition from horse to automobile, often in a rural area. Half never went to high school. Only 5 percent went to college.

He receives half the income of a younger family.

The median income for Senior Citizen couples is \$5,500 yearly. If the Senior Citizen is single, his income is under \$2,000. The gap between the income of Seniors and younger people is growing wider.

He is married. She is a widow.

There are four times as many widows as widowers.

He lives in a family unit.

Seven out of ten older persons live in families; about one quarter live alone or with non relatives. Only one in twenty lives in an institution.



## THE ISSUES -- WHY SENIOR CITIZENS HAVE A GROUP IDENTITY

POVERTY threatens him.

One quarter of the Senior Citizens fall below the poverty line. In fact, of ten people who are poor in America, four of those people are Senior Citizens.

THE COST OF LIVING is eating away his savings.

The fixed incomes of Senior Citizens have been eaten away by rising prices. Social Security benefits and public assistance programs -- from which Senior Citizens receive over 50 percent of their income -- in the past have not kept up with inflation.

THE COST OF STAYING HEALTHY is more than many can afford.

Senior Citizens see their doctors more often and are hospitalized longer. Despite Medicare and Medicaid, rising health costs of 170 percent in ten years have hit older people especially hard. Senior Citizens still carry the burden of about 25 percent or \$200 of their yearly health bill.

TRANSPORTATION has become a problem.

Lack of means to move around a community can isolate a healthy and physically mobile person as completely as if she were bedridden. Most older people don't drive. Taxis are too expensive. Public transportation is often difficult to use; and it, too, grows more expensive daily.

THE QUALITY OF HIS LIFE has declined.

Older people, pushed by enforced retirement out of the work force, unable to afford the cost of "leisure living", separated from their families in our mobile society, feel useless, isolated, and neglected. For many, the golden years of retirement have become a tarnished myth. In fact, the suicide rate for elderly men is higher than any other group.

HOUSING is hard to find or difficult to maintain.

About 30 percent of Senior Citizen homes are classified substandard. Most older people can't afford needed repairs. Often old people are forced to sell their homes because they can't pay rising property taxes. Those who don't own their own homes find apartments difficult to locate, too expensive, and poorly designed for Senior Citizen needs including linkage with public transportation.

INSTITUTIONALIZATION has become a dreaded possibility.

Older people live in fear of being put away in substandard nursing homes, institutions President Nixon termed "warehouses for the unwanted." Until a recent Presidential directive, many state regulations for nursing homes were poorly enforced.

SECTION B

## A SENIOR CITIZEN CAMPAIGN

A GUIDE ON HOW TO REACH THE SENIOR CITIZENS

- Part One: Locating Senior Citizens
- Part Two: Major Senior Citizen Organizations
- Part Three: Preparing a Senior Citizen Platform  
and Establishing a Positive Image with  
Senior Citizen Leadership
- Part Four: Selecting a Senior Citizen Campaign  
Chairman - What He Should Accomplish
- Part Five: Senior Citizen Meetings - How to  
Arrange and Conduct Them
- Part Six: Campaign Techniques for Senior Citizens



## PART ONE: LOCATING THE SENIOR CITIZENS IN YOUR COMMUNITY

Aging has become a profession for many sociologists, administrators, and others in the last ten years. Over 500 organizations interested in Senior Citizens will be represented at the White House Conference on Aging in 1971. In your community or district, a large number of Senior Citizens should be reachable through the following sources:

1. The Senior Citizen Clubs and National membership organization are an excellent means of contacting active older people. On the following page is a run-down of the major national organizations.
2. Your state has an Administration on Aging reporting to the parent AoA in Washington, a part of Health, Education, and Welfare. Each AoA should have a list of all HEW funded Senior Centers and state supervised Senior Centers. Every candidate should establish contact with his state's AoA and Senior Center.
3. In each city, the Department of Recreation is generally in charge of coordinating Senior Citizen Centers and clubs. For example, in Baltimore, Maryland, there are 92 Senior Centers coordinated by the department with memberships running from 25 to 4,000 people. Contact your local department for information, names, and addresses.
4. Find out if anyone from your area was a Delegate to the White House Conference on Aging. If so make sure you contact them. They will have developed a great deal of expertise in the field of aging and will be valuable opinion makers in the Senior Citizen community. The State Administration on Aging should be able to supply you with a list of Delegates from your state.

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## PART TWO: SENIOR CITIZEN ORGANIZATIONS

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There are four major national membership organizations with an aggregate total of over six million members. All of them are expanding rapidly. In the early stages of a campaign, it is important to contact the leadership of each organization, express your interest in developing a substantial Senior Citizen platform with their advice, and always keep them informed of any activities that would affect their members. Remember that the Senior Citizen press, basically the publications published by each of the major organizations, reaches more readers than does TIME magazine. A good story in their state news letters will be a great boon to any campaign. A bad story can mean defeat. The major membership groups are:

1. American Association of Retired Persons - three million dues-paying members, headquartered in Washington, regional representatives and state officers in each state. AARP maintains a six-man lobbying force in Washington, distributes a monthly bulletin and two bi-monthly magazines, and increased its membership by 780,000 new members last year alone.  
  
The members of the AARP tend to be sympathetic to Republican principles and will respond to a candidate with a solid platform for Senior Citizens. In 1971 President Nixon addressed their midwest regional convention. The organization is distributing a film of his speech to all their local chapters. The RNC has a copy of this film.
2. National Retired Teachers Association - an affiliate of AARP, has 290,000 members, maintains the same national headquarters and lobbying force as AARP, but has their own state chapters and officers. NRTA publishes a monthly newsletter and bimonthly magazine.
3. National Council of Senior Citizens - Headquartered in Washington, NCSC claims 3,000 affiliated clubs of about three million members. NCSC is very issue-oriented and the National leadership is rarely sympathetic to Republican candidates probably due to strong union influences. However, the state organizations and the local clubs can be very helpful to a Republican candidate if they are convinced that he is the best man for the Seniors in their group. NCSC publishes a monthly newspaper.
4. National Association of Retired Federal Employees - Headquartered in Washington, NARFE has 148,000 members but exerts strong influence on the Hill. It, too, has local chapters in many parts of the country. NARFE publishes a monthly magazine.

There are other Senior Citizen organizations that are strong in certain localities. Do not forget to contact leaders in such groups as the Telephone Pioneers and other major industry and union retiree groups.



### PART THREE: SOMETHING TO SELL

#### PREPARING A SENIOR CITIZEN PLATFORM AND ESTABLISHING A POSITIVE IMAGE

Senior Citizens have become a very issue-oriented special group. You cannot sell them on yourself if you have not made a serious attempt to learn about their problems and address yourself to them.

The Senior Citizen Platform should be your first step in a campaign.

Your first step toward the development of a good platform should be a MEETING between the candidate and key Senior Leadership in the area. The results of such a meeting should be two-fold:

1. A good Senior Citizen Platform responsive to the special problems of older people in your area will result.
2. A positive image will be established early among Senior Citizen leadership, an image that will filter down to the Senior Citizens.

Prior to the meeting, have your staff explain to those who will attend that the candidate would like to learn from them what they believe should be done for Senior Citizens. Ask them to have their views down on paper.

Invite to that first meeting all the Senior Citizen Leadership in your community whether they are sympathetic to you and the Party or not. Remember that the vast majority of Senior Citizen leaders are committed to Senior Citizens first and politicians second. If they are convinced that you are genuinely interested in and concerned with older people's problems, they may not support you, but they probably won't actively oppose you. You will have opened some new avenues and neutralized potential opposition.

Make your Platform simple, concise, and earnest. Once it is prepared, release it with full publicity. Make sure that every Senior organization and center receives copies and that every leader receives a personal letter and copy from the candidate.

Now that you have something to sell, you are ready for serious campaigning. Your next step is to select the right person to help you do that, a good Senior Citizen Chairman.

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#### PART FOUR: THE SENIOR CITIZEN CHAIRMAN

Select a vigorous and retired Senior Citizen to lead your campaign. Make sure he is good on details, a self-starter, and a person with the time to handle a thorough Senior Citizen Campaign.

Make him a part of your regular campaign organization, and make it clear to your staff, especially your press secretary and your scheduling man, that his advice is to be sought and heeded.

Demand the following from your Senior Citizen Chairman:

1. Supervise the development of a comprehensive mailing list of Senior Citizens including as many telephone numbers as possible.

The Senior Citizens Division of the RNC can also supply contacts for purchasable Senior Citizen lists.

2. Establish contacts in the Senior Citizen community in every area. Have volunteers available for campaigning and distributing material.
3. Create a flow of handbills and news items on the candidate and Senior Citizens. Be responsible for developing the means of distributing information for the least expense.
4. Work closely with the candidate's scheduler to make sure that the candidate appears at Senior Centers and Senior Citizen events - and that the candidate receives invitations to speak to Senior Citizen groups.
5. Develop the manpower for the final phase telephone and door-to-door campaigns.

(Put your Senior Citizen Chairman in touch with the Director of the Senior Citizens Division at the RNC for suggestions and guidance.)

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## PART FIVE: SENIOR CITIZEN MEETINGS

Nothing can replace the impact of seeing the candidate in person. With good press coverage, advertising, and advance publicity, a meeting between the candidate and Senior Citizens in his area will prove more effective with Senior Citizens than any other campaign tool. Schedule as many meetings as possible across your district.

1. The Place: a federal courtroom, school auditorium, and public meeting place near public transportation.  
  
The Time: between 10 am and 4 pm. Do not exceed two hours in length.
3. The Invitations: Send as many personal invitations as possible. Contact all clubs and churches. Preadvertise inexpensively on radio and in the newspapers. (Remember that Seniors read the papers more thoroughly than any other group.)
4. The Staging: Check the acoustics in your meeting place. Make sure everyone can hear. Set up the forum in a way that makes it easy for the candidate to interact with the Senior Citizens. Avoid a stiff, formal program.
5. The Social Hour: Mingle after the program, and make it fun. Serve refereshments, (coffee, tea, soft drinks, cake). Explore the possibilities of entertainment. In rural areas some people have found Senior Citizen string bands or Barber Shop Quartets in the city.

### THE PROGRAM

If you are an incumbent, the Senior Citizen Forum has been very effective. The candidate will have assembled a small panel of experts from different government agencies who administer programs for Senior Citizens such as Social Security, Housing, Medicare, transportation. At the opening of the meeting, the candidate will give a brief talk about bringing government to the people and urge Senior Citizens to ask questions and register complaints. Make sure that the candidate maintains tight control over the panel, does not allow speeches, and keeps the questions moving briskly. It is very prudent to have a series of questions already drawn up in case the audience is slow warming up. Make sure the panel is available at tables after the forum to distribute information and answer individual questions.

If you have not held office, try the Senior Citizen Hearing. Form your panel with vocal Senior Citizens from your area. Invite them to testify about Senior Citizen Problems. Act as moderator and approach the meeting as a time to get to know and understand the problems of Senior Citizens. After introducing yourself, begin the testimony. Ask questions yourself and open discussion to the audience. Newsmen love these sessions.

(Contact the Senior Citizens Division of the Republican National Committee for more details and suggestions for Senior Citizen Meetings.)

## PART SIX: CAMPAIGN TECHNIQUES

Senior Citizens are one of the easiest special groups to reach in a campaign. They congregate in Senior Centers, tend to live in certain areas, belong to special clubs.

Because they have time on their hands, they can be utilized easily for volunteer work. A well-organized Senior Citizen campaign will find the Seniors organizing themselves.

Among the effective means of reaching Senior Citizens are:

1. Telephone Campaign: A good telephone campaign in which Senior Citizens call each other on behalf of the candidate, will have tremendous impact. Make sure that each sympathetic person called is asked to call five of his friends.
2. Direct Mail: Senior Citizens respond more positively to mail than any other group, especially a personal letter from the candidate. One interesting technique is the neighbor letter, especially effective in Senior Citizen housing complexes. A Senior Volunteer writes all her neighbors on behalf of a candidate, explaining that this probably her first political letter but she feels so strongly that Mr. Doe will do a wonderful job that she has been stirred to write to her friends and neighbors on his behalf and hopes they will do the same.
3. Newspaper Advertising: Don't forget ads in weeklies and small local papers. Senior Citizens read the papers thoroughly. Print ads are an especially good way of getting across detailed positions.
4. Radio: Radio is particularly good during weak television periods, early in the morning, late at night, and Sunday daytime.
5. Television: Always good and very effective during TV's cheapest time spots if you pre-advertise for a major talk. Always make sure that Senior Citizen appeals have been integrated into the total media campaign.

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SECTION C

**SENIOR CITIZEN SOURCE MATERIAL**

The President Speaks to Older Americans - Quotes

Administrative Initiatives for the Senior Citizens

Index of the Senior Citizen Population by State

Senior Citizens Division, RNC, Services Available to You

- QUOTES -  
THE PRESIDENT SPEAKS TO OLDER AMERICANS

"Old Age should not be a time of endings, but a time of new beginnings--not a time for stopping, but a time for new starts."

"I call today for a new alliance in this country between Americans who are under 65 and those who are over 65.

The American community will be incomplete without the full participation of every American. For each generation has its unique role to play in the unfolding drama of America.

Let us then put aside the things which would divide us--suspicion, condescension, resentment and indifference. Let us join together across the Nation.. and make ourselves an even greater America as we move forward together."

"What we must build in this country--among all of our people--is a new attitude toward old age; an attitude which insists that there can be no retirement from living, no retirement from citizenship."

"We have to stop discrimination in this country against older people who want to work. The time has come to raise the ceiling on how much a person can earn while receiving Social Security. The time has come to increase the amount of Social Security he can keep when his earnings exceed that ceiling."

"... if there is any single institution in this country that symbolizes the tragic isolation and shameful neglect of older Americans, ... it is the substandard nursing home, and there are some. Some are unsanitary. Some are ill-equipped. Some are overcrowded. Some are understaffed..."

"Only through revenue sharing, where the Federal Government shares its revenues with the States, are we going to stop the rise in local property taxes in this country, which is eating into the budget of every retired person who owns his own home."

"...we have proposed that the Federal Government place a floor under the income of every senior citizen in America. We have proposed that Social Security benefits for widows be raised. We have called for an automatic cost of living increase in Social Security to make certain that monthly payments will keep up with inflation.

The fact that many older people may not be active members of the labor force does not mean that they should be denied a fair share of our growing productivity."

"The ancient Greeks said that we could count no man's life happy until the end of it. For if any man is to live a good life in the most complete sense, then his later years must also be years of fulfillment. As we pursue this goal and break away the barriers to full participation for those who are old today, we will also break them away for those who will be old tomorrow."



## ADMINISTRATIVE INITIATIVES FOR THE SENIOR CITIZENS

(By early 1972 it is likely that the following list will be outdated. During and after the White House Conference on Aging, President Nixon will probably announce new legislation to make life more livable for the older generation. You will receive an updated list.)

Total spending for the elderly has increased under President Nixon from \$29.6 billion in 1968 to \$46.6 billion estimated for 1972, a rise of 57 per cent in four years.

### A. Programs to Improve Income

1. Social Security: Social Security benefits are now one-third more than in 1968.

President Nixon has proposed in HR I automatic adjustments in Social Security benefits as the cost of living rises, a proposal designed to take politics out of the benefits. (Automatic increases have been part of the GOP program since 1966. Democrats have consistently opposed it.)

2. Guaranteed Annual Income: The new program would reform the present welfare system and provide national standards for the needy aged of \$130 monthly, rising to \$150 monthly over two years.

The proposals when fully effective would increase benefits for a couple to \$200 a month.

3. Other Income Improvements: The President has improved Civil Service retirement rules, increased railroad retirement by 25 percent since 1968, and increased veterans pensions and service-connected injury compensation by 10 percent.

### B. Programs to Improve Health

1. Nursing Homes: The President has cracked down on substandard nursing homes which he termed "dumping grounds for the dying." He has increased the number of federal inspectors by 150, requested from Congress funds to train an additional 2,000 inspectors over the next eighteen months, and warned states and homes that he will cut off Medicaid and Medicare funds from homes that are substandard.
2. New Health Partnership Proposals: The President has proposed extensive legislation to reform the Medicare-Medicaid system. The Health Partnership program would eliminate the monthly Medicare premium of \$5.60 a month for supplemental medical insurance, a savings for Senior Citizens that is equivalent to a 5 percent Social Security increase. The proposals would also allow Medicare beneficiaries to receive care from Health Maintenance Organizations emphasizing preventive care and treatment for chronic conditions.

C. Programs to Reinvolve Senior Citizens in Service Opportunities

1. The President has launched ten Retired Senior Volunteer Projects (RSVP), one in each federal region, aimed at utilizing the skill of Senior Citizens in public service jobs.
2. The President has transferred the RSVP and Foster Grandparent Programs to the new ACTION Agency with the pledge that the programs will receive new emphasis. (Foster Grandparent places low income Senior Citizens as companions four days a week with children in orphanages and institutions. It pays the "Grandparent" minimum wage.)
3. The President has funded fourteen projects to study and demonstrate special transportation facilities for the elderly and handicapped.
4. The President has continued for a fourth year demonstration Nutrition projects for Senior Citizens costing \$1.8 million.



BREAKDOWN OF POPULATION OF SENIOR CITIZENS  
AGE SIXTY AND OVER IN THE UNITED STATES 1970-71

	Male	Female	Total	Percent of total Population
UNITED STATES	12, 434, 932	16, 230, 844	28, 665, 776	14.1
ALABAMA	203, 962	271, 241	475, 203	13.8
ALASKA	6, 845	5, 352	12, 197	4.1
ARIZONA	108, 290	125, 439	233, 729	13.2
ARKANSAS	151, 187	183, 416	334, 603	17.4
CALIFORNIA	1, 107, 609	1, 464, 138	2, 571, 747	12.9
COLORADO	117, 183	149, 707	266, 890	12.1
CONNECTICUT	175, 893	239, 098	414, 991	13.7
DELAWARE	27, 224	36, 591	63, 815	11.6
FLORIDA	601, 677	742, 508	1, 344, 185	19.8
GEORGIA	321, 437	319, 326	640, 763	14.0
HAWAII	36, 045	31, 443	67, 488	8.8
IDAHO	46, 750	51, 213	97, 963	13.7
ILLINOIS	676, 415	895, 082	1, 571, 497	14.1
INDIANA	302, 668	398, 725	701, 393	13.5
IOWA	207, 104	270, 288	477, 392	16.9
KANSAS	158, 580	208, 965	367, 545	16.4
KENTUCKY	210, 271	265, 953	476, 224	14.8
LOUISIANA	193, 697	255, 689	449, 386	12.3
MAINE	68, 883	91, 241	160, 124	16.1
MARYLAND	189, 076	254, 485	443, 561	11.3
MASSACHUSETTS	358, 266	530, 706	888, 972	15.6
MICHIGAN	489, 636	599, 589	1, 089, 225	12.3
MINNESOTA	252, 291	312, 082	564, 373	14.8

MISSISSIPPI	141,938	178,398	320,336	14.4
MISSOURI	335,821	447,811	783,632	16.8
MONTANA	46,380	50,791	97,171	14.0
NEBRASKA	109,986	140,410	250,396	16.9
NEVADA	24,719	24,125	48,844	10.0
NEW HAMPSHIRE	46,845	63,427	110,272	15.0
NEW JERSEY	433,012	578,022	1,011,034	14.1
NEW MEXICO	49,044	56,114	105,158	10.4
NEW YORK	1,200,369	1,613,211	2,813,580	15.5
NORTH CAROLINA	260,559	353,621	614,180	12.1
NORTH DAKOTA	44,947	48,866	93,813	15.2
OHIO	615,285	811,297	1,426,582	13.4
OKLAHOMA	182,764	238,546	421,310	16.5
OREGON	146,012	175,195	321,207	15.4
PENNSYLVANIA	786,201	1,045,363	1,831,564	15.5
RHODE ISLAND	60,518	86,646	147,164	15.5
SOUTH CAROLINA	118,362	167,910	286,272	11.1
SOUTH DAKOTA	50,779	58,961	109,740	16.5
TENNESSEE	240,503	315,474	591,977	15.1
TEXAS	627,394	827,061	1,454,455	13.0
UTAH	50,924	61,616	112,540	10.6
VERMONT	28,471	37,992	66,463	15.0
VIRGINIA	229,493	308,541	538,034	11.6
WASHINGTON	206,396	253,693	460,089	13.5
WEST VIRGINIA	125,894	153,075	278,969	16.0
WISCONSIN	297,182	364,167	661,349	15.0
WYOMING	21,016	22,714	43,730	13.2
D. C.	40,693	63,020	103,713	13.7



## SENIOR CITIZENS DIVISION, RNC

From the Director:

There is no doubt in my mind that, if the 1972 election is close, we must not only have a clear majority of the older vote as defined by Gallup (fifty and over), but the President must run at least 4 percentage points better with that group than he does among the total electorate. This is predicated upon a two-party contest; and we have evidence in past elections to support this conclusion. Our endeavors among Senior Citizens must be well organized and pushed to the limit. We must begin to do this now. We cannot wait until next year. I hope each party worker and every potential candidate will make a sustained and concerted effort to win the confidence and the support of the older people in his community. The Senior Citizen vote in 1972 will mean the margin of victory for the President and the Party.

### SERVICES AVAILABLE TO YOU

1. Research: We will be glad to supply information on the the Republican position on respective issues, statistics, facts about older people, information on pertinent issues that concern older people and their consensus on them.
2. Political Support: We will assist the candidate in any way possible. We have information on various old-age groups across the country, population distribution, etc.
3. Field Work: At your request, we will be glad to advise you in setting up a Senior Citizen Campaign in your district. This has proved very successful in the past.

### SENIOR CITIZENS STAFF

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