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Agony file
National Republican Congressional Committee

Chairman's BULLETIN

CONGRESSIONAL HOTEL • WASHINGTON 3, D. C.

October 27, 1967

Dear Colleague:

One of our colleagues, Buz Lukens of Ohio, recently conducted a series of Senior Citizens' Forums in his District and found them--in his words--"extremely effective and well attended."

The attached memo from Buz on how he set up these meetings may suggest ideas for similar activity in your District.

Sincerely,

Bob Wilson, M. C.
Chairman

BW:pat
Attachment
No. 36

SUMMARY OF SENIOR CITIZENS' FORUMS
By Rep. Donald E. Lukens

As part of my program to reach citizens of the 24th Congressional District, I recently sponsored a series of five separate forums for senior citizens, sometimes referred to as Golden Agers. These were held in the five most populous cities in my four-county district. As a direct or indirect result of the program, I established contact with about 4,000 senior citizens, including approximately 700 who attended the forums.

The preliminary preparation consisted of assigning a secretary in the office total responsibility for the program subject to scrutiny by my administrative assistant. The secretary went home a week prior to actual forums to follow up on last minute details and last minute arrangements, ordering name tags, double checking invitees, etc.

The basic format for the panel was: (a) Invocation by a local pastor; (b) Pledge of Allegiance by president of local Senior Citizens Group, or outstanding senior citizen in the event no group existed in the area; (c) Panel consisting of Congressman, Social Security representative, Veterans Administration representative, County Welfare representative, State Division of Public Welfare representative.

The week before the conference I invited 30 senior citizens to attend a meeting (most of whom showed up) to form a 24th Congressional District Senior Citizens Advisory Committee. This was an overwhelming success. We took large and small group pictures which would be of local PR interest for the papers covering the site of the five forums. Each member of the advisory committee was invited to attend all of the senior citizens forums.

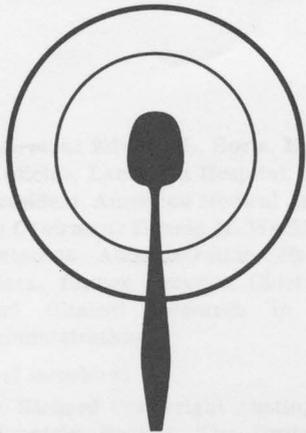
We sent out personalized invitations to every county official and mayor of the cities in which the conferences were held and made a particular effort to contact all elected officials. Personalized letters of invitation were sent to as many names as we could compile of senior citizens in the district, or approximately 4,000. GOP precinct committeemen forwarded to our office the names of those senior citizens residing in their district. Membership lists of Senior Citizens Clubs were obtained where possible. One major industry forwarded a list of retired employees.

Questions and answers were lively, heated and highly successful. At the end of each question-answer session, when the time was up, I introduced local officials who showed. Not one Democrat official attended one function; however, several Republicans did, and this was commented on favorably by senior citizens in attendance.

We had Young Republicans and Republican Women's groups, where appropriate, sponsor the refreshments. I announced those groups ~~that~~ had done this because of their concern for the senior citizens, and it met with much favorable response.

We ended by making the statement that this conference was called for the express purpose for providing answers and being of service to the senior citizens. Everyone who had additional questions not answered by the panel were expressly invited to come forward afterward and privately ask these questions of the panel and myself.

#



White House Conference on Food, Nutrition and Health

FINAL REPORT

ADDENDUM

In the page plating of the Final Report, in Panel II-4 (Aging), pages 62 to 64, Recommendation Nos. 5 through 11 were omitted accidentally. Some type from the galleys listing Panel members also was lost. To correct these errors the complete report of Panel II-4, including a listing of Panel members and consultants, is printed in the following pages.

ERRATA

The appendix to Recommendation No. 8 of Panel II-1 is misplaced. It appears incorrectly before the report of the Panel on pages 30 through 35. It should appear following the report.

Two charts, Exhibits A-I and A-II, appear incorrectly on pages 244 and 245. The charts are in their proper place in the appendix to Panel III-1 on pages 111 and 112.

*Aged
(new file)*

PANEL II-4: THE AGING

***Chairman:** Edward L. Bortz, M.D., Senior Consultant in Medicine, Lankenau Hospital, Philadelphia, Pa., former President, American Medical Association.

Vice Chairman: Donald M. Watkin, M.D., Staff Physician, Veterans Administration Hospital, West Roxbury, Mass., former Program Chief, Research in Nutrition and Clinical Research in Gerontology, Veterans Administration.

Panel members:

Rev. Richard Cartwright Austin, Director, West Virginia Mountain Project, The United Presbyterian Church, Whitesville, W. Va.

James E. Birren, Ph. D., Director, Gerontology Center, University of Southern California, Los Angeles, Calif.

W. E. Cornatzer, M.D., Ph. D., Professor and Chairman, Department of Biochemistry, and Director, Ireland Research Laboratory, School of Medicine, University of North Dakota, Grand Forks, N. Dak.

Nylda Gemple (Mrs. Herbert Gemple), Nutritionist, Bureau of Adult Health and Disease Control, Department of Public Health, City and County of San Francisco, Calif.

William Hutton, Executive Director, National Council of Senior Citizens, Washington, D.C.

Juanita M. Kreps (Mrs. Clifton H. Kreps, Jr.), Ph. D., Dean of the Woman's College, Duke University, Durham, N.C.

Alfred H. Lawton, M.D., Ph. D., Associate Dean of Academic Affairs, University of South Florida, Tampa, Fla.

George Mann, Ph. D., Associate Professor of Biochemistry and Medicine, Vanderbilt University School of Medicine, Nashville, Tenn.

Father Anthony Rocha, Chaplain, Catholic Memorial Home, Fall River, Mass.

Russel B. Roth, M.D., Urologist, Erie, Pa. Also Speaker, House of Delegates, American Medical Association.

*All those associated with the Conference noted with sorrow the death of the Chairman of the Panel on Aging, Dr. Edward L. Bortz, on February 24, 1970. The recommendations of the Panel reflect his knowledge and dedication to alleviating the problems of the aging.

Sylvia Sherwood (Mrs. Clarence Sherwood), Ph. D., Director of Social Gerontological Research, Hebrew Rehabilitation Center for Aged, Roslindale, Mass.

Leola G. Williams (Mrs. Wilburn Williams), Director, Greenwood Center, Star, Inc., Greenwood, Miss.

Consultants:

Ruebin Andres, M.D., Assistant Chief, Gerontology Research Center, National Institutes of Health, U.S. Department of Health, Education, and Welfare, Baltimore, Md.

William L. Holmes, Ph. D., Director, Division of Research, Lankenau Hospital, Philadelphia, Pa.

Caro E. Luhrs, M.D., Medical Advisor to the Secretary, U.S. Department of Agriculture, Washington, D.C.

Constance McCarthy, Chief, Public Health Nutrition Services, Rhode Island State Department of Health, Providence, R.I.

Marie C. McGuire, Assistant for Problems of the Elderly and Handicapped, Renewal and Housing Assistant, U.S. Department of Housing and Urban Development, Washington, D.C.

John B. Martin, U.S. Commissioner, Administration on Aging, U.S. Department of Health, Education, and Welfare, Washington, D.C. Also Special Assistant to the President for the Aging and Director, 1971 White House Conference on Aging.

Gladys H. Matthewson, Nutrition Consultant, Community Health Service, Medical Care Administration, Region 6, U.S. Public Health Service, Kansas City, Mo.

Charles E. Odell, Director, Office of Systems Support, U.S. Training and Employment Service, Manpower Administration, U.S. Department of Labor, Washington, D.C.

Mollie Orshansky, Economist, Office of Research and Statistics, Social Security Administration, U.S. Department of Health, Education, and Welfare, Washington, D.C.

Nathan W. Shock, M.D., Chief, Gerontology Residence Center, National Institutes of Health, U.S. Department of Health, Education, and Welfare, Baltimore, Md.

Marvin J. Taves, Ph. D., Director, Research and Development Grants, Administration on Aging, U.S. Department of Health, Education, and Welfare, Washington, D.C.

REPORT OF PANEL II-4

PREAMBLE

The present crisis among the aged demands immediate national action to relieve poverty, hunger, malnutrition and poor health. Furthermore, positive measures are required throughout life to retard the premature debilitating aspects of aging.

Certain priorities exist:

1. Provision of adequate income to the aging.
2. Provision of adequate nutrition to the aging.
3. Provision of adequate health services to the aging.
4. Federal, State and local funding to insure immediate implementation of the above.
5. Prompt provision of substantial increases in Federal funding for support of education, research and development in nutrition and gerontology.

Recommendation No. 1: MEAL DELIVERY

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:

1. Assemble a working party of scientists, industrialists and representative aged persons with experience in nutrition science, food preparation, food habits, and meal service who will review existing experience with low cost meals and meal delivery service.

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.
3. Develop a system of reimbursement with either food stamps or coupons, as outlined in Recommendation No. 3 of this Panel, or credit cards which will be acceptable to the recipients and efficient for the system, and which will retain freedom of choice for the user.
4. Develop surveillance systems that will insure both the nutritional quality and the acceptability of the meals. The single daily meal will furnish at least one-half of the daily Recommended Dietary Allowance of the Food and Nutrition Board of the National Research Council. It may include foods to be eaten at other times during the day. The remaining allowance, especially of calories, may be obtained by the individual's initiative facilitated by income supplements and the revised food stamp program when necessary. The meal delivery system should extend to all areas as feasible systems are developed.

Recommendation No. 2: INCREASED INCOME

Because diet quality and income are related, and because many older people do not have the income to provide adequate nutritious diets, immediate increases in the incomes of elderly people are a vital first step in freeing the aged from hunger and malnutrition.

Therefore it is recommended:

1. That social security benefits be increased by 50 percent and the minimum benefit raised from \$55 to \$120 monthly within the next 2

years, taking an additional 5 million people out of poverty and hunger.

2. That the public welfare system be completely revised to provide a Federal welfare program with adequate payments based solely on need of the consumer and with Federal financing and administration of welfare costs.
3. That the Federal Government assure all Americans the economic means for procuring the elements of optimum nutrition and health, and assure the distribution, availability and utilization of adequate information, facilities, and services.
4. That the Federal Government eliminate all barriers to adequate nutrition and health for all segments of the population, particularly those groups with special needs, e.g., the aged, the poor, the handicapped and minority groups, including those using languages other than English.
5. While the Panel on Aging joins other panels in endorsing a guaranteed annual income, we are concerned that older individuals, having contributed to and living within their social security benefits, may find their standard of living reduced. Therefore, we recommend that social security beneficiaries receive income in an amount at least of a level on parity with any implemented system of guaranteed annual income.

Recommendation No. 3: FOOD STAMP PROGRAM REVISIONS

Supporting the position of Panel V-3, and supporting the policy position of the President that urges revision of the food stamp program as an interim mechanism for implementing the procurement of food by the poor; and supporting the immediate enactment by Congress of S. 2014 and urging the entire White House Conference to press for its enactment,

The Panel on Aging makes the following additional recommendations:

1. The food stamp program must be revised so that any individual or family receiving food stamps may purchase prepared meals with stamps. Restrictions in current legislation limiting eligibility for food stamps to those having adequate cooking facilities must be eliminated.
2. Eligibility for food stamps must be established on the basis of self-declaration under

clear, simple, uniform, and widely published Federal standards.

3. Such standards must permit very low income persons and families to obtain stamps without cost. Those who purchase stamps must be permitted to purchase portions of their allotment at various times throughout the month.
4. The U.S. Department of Health, Education, and Welfare should initiate ongoing impact research to monitor and evaluate the effectiveness of the food stamp program in placing the resources for sound nutrition into the hands of all low-income Americans.

Recommendation No. 4: EDUCATION, RESEARCH AND DEVELOPMENT

It is recommended:

1. That the U.S. Government develop guidelines for a nutrition education program aimed at the elderly. This program should include an emphasis on physical activity and social interaction. These guidelines should give direction to mass media, voluntary and official agencies, advertising agencies and industry. To avoid preventable nutritional and health disabilities of aging, these guidelines should emphasize adequate nutrition education and practice throughout life.
2. That educational programs for the elderly be developed by competent, qualified health and social service personnel including those specializing in diet counseling, utilizing a variety of media. These programs should recognize educational reading levels, common language usage, and ethnic or cultural backgrounds, to provide a means of effective education and communication on all aspects of food supply, nutrition and health. These programs should include direct handout material, media programming and the training of indigenous senior citizens where possible as community workers in all service areas.
3. That Government funds be provided to augment training programs for preparation of professional and subprofessional workers in nutrition and gerontology.
4. That surveys of institutionalized and non-institutionalized aged be carried out with respect to their nutrition and health status and that these data be used to eliminate faulty diagnoses based on dietary deficiencies.
5. That because of the mental health problems

associated with the problems of social isolation and inadequate nutrition, a National Commission for Mental Health of the Aged be established.

6. That substantial funds be devoted to the support of basic and applied research as an investment for the future health and nutrition of the Nation. Since effective action programs are based on research findings, immediate action must be based on the best information currently available. However, it must be recognized that continued research on the basic nature of aging and its relation to nutrition is essential for progress in the future.

Recommendation No. 5: NATIONAL CODE OF STANDARDS

It is recommended: That persons and agencies providing residential care or home health care for any number of the aged be required to supply adequate nutrition and health services for their clientele and that to help insure this, the Federal Government establish a national code of health, nutrition, and personnel standards and use its powers to encourage each State to adopt and enforce this code.

Recommendation No. 6: HOUSING AND DINING FACILITIES

An effective meal delivery service for the older citizen, accompanied by opportunity for sociability, can be extended effectively on a workable neighborhood basis through the use of various facilities including particularly centers in housing developments located in strategic neighborhood areas.

It is recommended:

1. That all housing programs for the elderly, no matter how financed or by whom sponsored, include meal service with proper nutrition, this recommendation to include those developments for the well elderly which also provide individual cooking facilities within their dwellings. Community spaces provided for such meal service be designed by or in cooperation with persons knowledgeable in food preparation and dining arrangements.
2. That in order to reach older people in the surrounding neighborhood, this service be extended to older people in the neighborhood and the planning and funding for this out-

reach service be reflected in all future plans for possible extension or modernization of existing facilities.

3. That the U.S. Department of Housing and Urban Development include in its programs for Senior Citizens one that responds to the needs of the more frail elderly, those who cannot shop and prepare meals, but who are not ill and do not need more costly and less socially desirable medical facilities.
4. That the Federal Government fund construction of neighborhood centers for the elderly which can provide services peculiar to the needs of older persons.
5. That research and demonstration programs jointly funded by the Department of Housing and Urban Development and the Administration on Aging be undertaken to bring about a closer relationship between housing design and construction and the services needed to round out a rewarding environment.

Recommendation No. 7: TRANSPORTATION FOR THE AGED

The older population in large part must depend on accessible and economic public transportation to reach services, including food services. Therefore, to overcome the effects of limited mobility, to assure continued access to the general community, to provide opportunity for a role in society befitting their years and physical condition.

It is recommended: That the U.S. Department of Transportation, in conjunction with the Department of Health, Education, and Welfare, its Administration on Aging, and the Department of Housing and Urban Development, seek ways of providing necessary transportation for the elderly and other disadvantaged groups who are not within reach of, or able to use normal public transportation (if it exists) in order to take advantage of nutrition, health and other services.

Recommendation No. 8: PACKAGING AND LABELING

It is recommended:

1. That the U.S. Government establish a mechanism in collaboration with private industry for the development of economical, nutritious, easily prepared, attractive and readily stored new lines of food products. While these would satisfy certain packaging

requirements of the elderly, they should be available to all residents regardless of age.

2. That promotion of these new food products be accompanied by an education program geared to the needs of those seeking economical high quality nutrition.
3. That all packaged food products be labeled in clearly visible print with their nutrient contents translated into proportions of daily allowances of the four basic food groups.
4. That this labeling system not replace present ingredient labeling.
5. That the Federal Government launch a concentrated educational campaign against food faddism utilizing the new food lines, the education program and the proposed labeling system.

Recommendation No. 9: SOIL BANK UTILIZATION FOR HOME GARDENS

Many rural, landless families, suffering from malnutrition, live near farmland held in the Federal Soil Bank.

It is recommended: That the Federal Soil Bank legislation be amended to entitle persons to raise foods for personal consumption on soil bank land.

Recommendation No. 10: FUNDING

It is recommended:

1. That as a sincere expression of the national commitment to solving the problems of nutrition and poor health among the elderly, the President vigorously support Federal action to provide adequate funds for immediate and realistic implementation of all the aforementioned recommendations.
2. That evaluation designed to insure the effi-

cient, effective utilization of these funds be incorporated into every program derived from these recommendations.

Recommendation No. 11: IMPLEMENTATION

It is recommended:

1. That action to implement each of the Panel's recommendations be initiated immediately.
2. That the President immediately establish a mechanism to give leadership to their effective development and to the continued monitoring of progress on each recommendation. Responsibility for implementation of these recommendations should be turned over to existing agencies and the coordination and communication among these agencies guaranteed by authority exercised through the Office of the President of the United States.
3. That the forthcoming White House Conference on Aging (November 1971) include a review and evaluation of progress on each of these recommendations as part of the responsibilities of a Panel on Nutrition with the objective of providing recommendations for further action.

COMMENTS OF COMMUNITY ORGANIZATION TASK FORCE

PANEL II-4: The Aging

The task force felt that residency and citizenship requirements for old age assistance should be done away with. The task force also felt social security benefits should be fully retroactive back to the time of first eligibility for those belatedly applying for benefits. Both of these suggestions were ignored by the Panel on Aging.

ELDERS GOPE

VOL. I NO. 8
APRIL, 1971

NEWSLETTER OF THE UNITED/COMMUNITY SERVICES
SENIOR CITIZENS PROJECT



Aging

REGIONAL SESSION PROPOSES GOALS

A consumer protection department in the federal government with cabinet status.

A system of National Health insurance.

Elimination of stated retirement ages, with retirement based on merit of individual conditions.

Spiritual well-being should be encouraged but is "irrelevant to legislation."

These are a few of the highlight recommendations proposed at the Regional Conference on Aging conducted by U/CS at Wege Center, Aquinas College, March 13.

The conference, designed to formulate suggested policies for the White House Conference on Aging next November, was a success on several counts. Attendance of 160 representative leaders from Kent, Muskegon and Ottawa counties was even greater than anticipated, while spirited discussion in 11 separate groups testified to the intensity of participation.

If there was any criticism it was that the schedule did not provide sufficient time to cover the unit agenda completely. At least one recorder also noted the lack of blanks for the proposal of additional alternates to the stated questions.

The units in some cases appeared to be tied too tightly to the series of subjects presented in question form, which was a restrictive influence on some discussions. Some of the questions were decidedly "leading", indicating a "wanted" answer. But generally the regional recommendations provided solid suggestions for consideration by the state Commission on Aging, to be refined for submission to the national conference.

The admonition of Keynote Speaker Clark Beiriger, member of the state commission, "If you don't do the job here, it won't be done," seemed to be adequately answered by the delegates.

Mr. Beiriger noted that the 1961 White House Conference presented more than 1,000 recommendations - a number much too great to be given serious consideration. But this year it is planned to present no more than 100 realistic proposals to achieve greater administrative and legislative impact in Washington.

There are 33,000 citizens over 62 years of age in Kent County alone, the speaker noted. And we must "shorten the gap between the income of the young and that of the old. To what avail is it to live longer without some of the comforts of life?"

Top billing was given the unit report on consumer protection, which advanced the idea of a cabinet level department, with a subdivision for the aging -- "to catalog and disseminate pertinent information to the general public on consumer products, services and finances, including sources of aid; to develop a viable method of feedback to update the system; to bring to the attention of appropriate enforcement agencies the violation of consumer laws."

Actions in other discussion units may be summarized as follows:

Health: A new, simplified system of personal health care based on need; medicare and medicaid to be expanded to provide total care; environmental health education with emphasis in the area of self-treatment and its hazards; training of all professionals in the needs of the aging and apportionment of some funds to research. Two sections under this topic agreed on national health insurance as a goal.

Housing: A fixed proportion of housing funds to be devoted to the aging; eligibil-

(Cont.)

REGIONAL SESSION (Con't)

SOCIAL SECURITY RAISED

ity for low cost housing to be based on income; the federal government to insure state and local government participation, with decisions left to local units; tax relief for the elders and emphasis on more congregate housing, including life support.

Nutrition: An adequate diet for all persons as part of the total health program; a higher level of enforcement of standards by states.

Income and Financing: An income in accordance with the American standard of living, tied to the cost of living index regionally adjusted; such income should not be at the poverty level; encouragement of private pension plans with protection through early vesting of funds; a national health plan, and property tax relief based on income.

Education: Use of the existing system for education with the initiative resting with local agencies; research and innovation and emphasis on education for retirement.

Employment: Eliminate static retirement age; encourage greater acceptance of pre-retirement education; training for jobs in retirement.

Retirement roles: Government to supply guidelines but roles are basically the responsibility of individuals and local agencies.

Transportation: Subsidized systems needed, with special equipment for the elderly; local agencies to assist in transportation to shopping centers, religious and cultural institutions.

Spiritual Welfare: Government should not seek to dictate; churches should retain autonomy in their own programs and action.

Several units came up with overlapping, but common recommendations, particularly in the fields of finance, taxes, education and health. The local recommendations will be considered with those of other regions about the state in a Michigan conference scheduled in May.

A 10% raise in Social Security payments will start with the June 3 check covering the month of May. The raise is retroactive to January 1 and the increase for January through April will be issued in June as a separate lump sum. Congress voted this action on March 16 and it was signed into law by the president.

Exception: Those older than 72 who have never worked to pay into Social Security but are receiving it by eligibility of age will receive only a 5% increase.

The annual amount that may be earned by a person without reducing his Social Security remains at \$1680 per year or \$140 per month. Congress considered reducing this, but took no action.

Quoting from the Grand Rapids Press of March 17, 1971: "The economic thrust of the Social Security bill will be far-reaching. The extra money, as one economic expert put it 'will go to a lot of people who have been forced to scrimp.'

CHASKES ELECTED

Charles H. Chaskes, Executive Director of the Michigan Commission on Aging, has recently been elected president of the National Association of State Units on Aging (NASUA). The Michigan Commission finances the Kent County Senior Citizens Project, together with Grand Rapids Foundation and U/CS. NASUA is made up of executives of the fifty state commissions on aging and acts between the state units and the federal department of Health, Education and Welfare (HEW) and the administration.

Mr. Chaskes will work with the states and the federal government to propose legislation to benefit older people. He has been with the Michigan Commission since 1966 and is now a member of the White House Conference on Aging planning board. He will be presiding in office during the November 1971 Conference.

GERALD R. FORD SPEAKS AT XYZ SENIOR CENTER

A packed house of concerned senior citizens at XYZ Center met Congressman Gerald R. Ford the afternoon of March 26 when he flew in to Grand Rapids from a Washington bi-partisan breakfast with President Nixon. Michigan's Fifth District Representative and Minority Leader of the House spoke to the group on Social Security, Medicare, national health insurance, federal housing and welfare reform.

Representative Ford outlined progress and predictions for improvement in each area. However, he cautioned that those in government find it easy to make promises; but bringing things into actuality has many obstacles and takes time. Social Security needs an automatic escalator clause tied into the cost of living changes, Mr. Ford said. He hopes it will come with the next legislative bill. He also believes new provisions will be passed to increase the earning limitation to a level of \$2000. It now stands at \$1680.

Better health insurance for all people in America is recognized as an urgent need by both the House and the Senate. Mr. Ford pointed out that Congress is now considering new legislation aimed toward a major overhaul of the nation's health programs. Large gaps in medical service and insurance exist and the government is under pressure to act. Several plans are being considered.

The Nixon administration proposes adjustments and innovations within private agency programs for coverage. Medicare would be continued with one change, - the amount deducted monthly from Social Security would be eliminated. The costs would be paid for from general taxes. Social Security taxes for both employer and employee would be increased.

Another proposal mentioned by Mr. Ford is advocated by Senator Edward Kennedy (D-Mass). It calls for a huge over-all federal program eliminating private insurance participation

and making the health of the nation a federal public responsibility. Mr. Ford hopes Congress will complete its preliminary study, evolve a new health bill and pass new legislation by next fall.

A question period followed Mr. Ford's speech. Individuals in the audience voiced concern about the continued lack of good housing, assistance for purchasing homes and the still too-low incomes of those living on Social Security. Congressman Ford said the government is aware of these needs and is moving in the direction of betterment. The administration's proposed revamp of the welfare system, called the Family Assistance Plan (FAP) will solve many problems, according to Mr. Ford.

Mr. Ford decried "the disaster lobby" in this country, - "the prophets of gloom and doom." He admitted we still haven't solved many of our problems, but if we look at things from the perspective of the nation's less than 200 years, we have advanced a long way toward a better life for everyone. Mrs. Walter W. Coe, Coordinator of XYZ Center was gratified at the turnout by friends of the center, as well as participants from all areas in the city.

PUBLIC INVITED TO MAY 8 HOUSING MEET

A community forum on good housing for the elderly has been scheduled by Mr. and Mrs. John Rafferty, VISTA Volunteers.

When- May 8th, Saturday, 2:30 P.M.

Where- Methodist Community House, 904 Shelton SE (formerly Our Lady of Sorrows School).

Who- Mr. Noverre Musson will speak. He is one of the nation's leading architects specializing in housing for the elderly, and author of the most authoritative book in the field, "Buildings for the Elderly." He will be chairman of the Housing Committee at the 1971 White House Conference on Aging in November at Washington D.C.

There will be a reaction panel, composed of community people, after Mr. Musson's presentation. There will also be an open question session when the audience is urged to ask questions. You are encouraged to attend, ask questions, and make your views known.

AT THE SENIOR CENTERS

WEST SIDE CENTER - THE OLD HELP THE YOUNG

"Mittens, Mittens, Who'll Make Some Mittens?" The call went out from the West Side center and in no time mittens-for-kiddies poured in. Little mittens, big mittens, all-sizes-in-between mittens to make sure there'd be no more cold hands in Grand Rapids.

Two West Side Volunteers, Mrs. Barbara Parsaca and Mrs. Carol Vance, discovered early this winter that many children throughout the city were being brought to day-care centers and elementary schools without mittens. So they decided to try to do something about it. They approached Miss Margaret Hartnacke, coordinator at the West Side center, who went into immediate action. All senior groups at the West Side center were alerted to work with knitting needles, crochet hooks, patterns and yarn. The word spread and enthusiastic response came from senior groups apart from the center, as well as from individuals with time on their hands. Many helpers were residents of nursing homes and other institutions.

The project will continue throughout the year to form a "mitten bank" for next winter. Anyone interested in knitting or donating materials may call Miss Hartnacke - 451-3309.

KEEN-AGE KOFFEE HOUSE

"Our Keen-Ager ladies are busy as bees expressing love and adding joy to those less fortunate," reports Mrs. Mary Nell Lewis, coordinator. Volunteer groups at the center are making Easter baskets, chocolate bunnies and dyed eggs which they will take to older shut-ins living in rest homes.

Keen-Agers will join Teen-Agers this year putting on the annual spring carnival at Franklin school late in April. The senior center will have a booth featuring handmade quilts, ceramics, jewelry and other craft work. Mrs. Lewis promises: "Name it, it'll be there!"

Keen-Age Center message to you: "If you happen to be breezing this way, please stop in. You're always welcome."

XYZ CENTER - SIDEWALK REPAIR ASSISTANCE

XYZ's action paid off. Homeowners who are receiving welfare aid or assistance may apply at the Kent County Social Services department for funds for the cost of sidewalk repair. The city attorney's office recently notified the XYZ Center staff of this fact, citing that the money is available under Section 14 (d) of the Michigan Social Security Act and the federal Social Security Act (Title 42, Sec. 1319.)

The Grand Rapids city charter and city code require homeowners to maintain and repair sidewalks running along their property. Volunteers joined William Glenn, urban agent from the XYZ Center a few months ago to appear before the city commission to point out that people with low incomes cannot meet this expense. The commission referred the matter to the Service Committee, which in turn asked the city attorney for a ruling. The result was in favor of the lower income group.

EYE CLINICS HELD

Two free eye clinics have been held at the XYZ Center with a total of 24 examinations. The latest was on March 3 when 15 older persons were seen by Dr. Louis Bozin. Mrs. Walter W. Coe, coordinator of the center, announces that another clinic will be held in the fall.

* * * * *

How about the little old lady who went to her doctor for her annual checkup?

"You are in good shape," he said, "for a woman of your age. How old are you now, my dear?"

"I am one hundred and two years old," she replied.

"One hundred and two! Amazing! You are in extraordinary shape."

"Thank you, doctor. I'll see you next year."

"I hope so. You sound very confident."

"I am. I looked up the statistics," she said, "and I found very few women die between one hundred and two and one hundred and three."

Goodman Ace - "Top of My Head"
Saturday Review, March 20, 1971



Westsidiers knit and sew for others.



Keen-age Koffee House holds a bake sale



Keen-agers plan a trip...

SENIOR CENTER

ACTIVITIES

10 OFF?



Urban agents listen and act on problems of the aged.



Congressman Ford speaks at the XYZ Center.

Westsidiers shuffle.



Bingo is a favorite at all 3 centers.



XYZer's make cancer pads.



HILLCREST HOMES

NEW VISTAS FOR SENIORS

Clustered in a wooded setting at Hillcrest Homes are one-floor, one-bedroom townhouses that could be your answer to better housing. You would have the pride of ownership as a member of the cooperative with all of the conveniences of being a renter.

Interest reduction and rent supplement payments by the Department of Housing and Urban Development could make your total housing charge as low as one-fourth of your adjusted yearly income.

Hillcrest Homes is a venture of the Greater Grand Rapids Housing Corporation which was formed as a non-profit organization with both moral and financial support from the Grand Rapids Area Council of Churches and the Roman Catholic Diocese of Grand Rapids.

Conveniently located to churches, buses and shopping Hillcrest Cooperative is magnificently placed to provide scenic vistas of Grand Rapids both during the day and evening with the twinkling lights of the busy city visible. At Hillcrest, senior citizens will find the stimulation of being able to see children at play in their activity area, while still being in their own "quiet section."

Sponsoring this cooperative is the Foundation for Cooperative Housing, a non-profit corporation to encourage cooperative communities across the nation. Why not come out to Hillcrest Homes where a friendly FCH representative will meet you at the Information Center and explain how you can become a member. Dial 243-0625 for easy-to-follow directions or an appointment.

SENIOR CITIZENS COORDINATING COMMITTEE

Three active members of the Senior Citizens Coordinating Committee, - Helen Gleason, E.W. Schnoor Jr. and David Sherwood are early pioneers from the first Coordinating Council on Aging established back in the '50s. They envisioned and worked along with other fore-runners to achieve the Kent County Comprehensive Senior Citizens Project, started in 1969.

(Cont.)

Today's committee of 24 represents the climax of this community's concern for older people, which began to stir in 1950. The chairman, Lawrence Fox Calahan, took office in October 1967.

Other early leaders still involved in the program are B.G. Brown, now editor of the Elderscope; Wilson Ranck of the Committee; Dr. Ralph L. Fitts and Dr. Winston B. Prothro, Director of Kent County Health Department, participants in the March 13 regional White House Conference on Aging here.

John B. Martin, now U.S. Commissioner on Aging, Administration on Aging, and Special Assistant to the President of the United States on Aging was the first president of the early council. His deputy Commissioner on Aging, Willis W. Atwell was Executive Director of the first professional program for the aging here, from 1959 to 1963. During this period the Oakway-Milner Hotel low-cost housing project was opened; and the Information, Referral and Counselling program was set up, which evolved into the present Information and Referral Center of United/Community Services.

The present Senior Citizens Committee is a standing committee of the Planning Division of United/Community Services. It meets once a month as directive and advisory body to the Kent County Senior Citizens Project. The roster:

Lawrence Fox Calahan, Chairman

Term expires 1971: E. Ray Baxter, Clark Beiriger, Mrs. Addelyn Dykhouse, Miss Gertrude Slingerland, and Daniel Vargas.

Term expires 1972: George Beld, Arthur Gale, Miss Helen Gleason, Fred M. Jameson M.D., Wilson M. Ranck, Rev. Verdi L. Reusser, and David Sherwood.

Term expires 1973: Henry A. Barwin, Miss Frances F. Graff, L.F. Jessup, William G. Reamon, Paul Robe, E.W. Schnoor Jr., Morley R. Wilson, and Arnold A. Wittenbach.

Ex-officio members: Mrs. Henry C. Glover, Mrs. Jesse J. Wilborn, and Mrs. Irene Worden.

GUARDIAN VOLUNTEERS NEEDED BY COURT

Volunteers to serve as guardians for older citizens who have become incompetent are needed by probate court to meet an increasing demand for this type of service, Probate Court Judge A. Dale Stoppels has announced.

"There are many older persons who need guardians," Judge Stoppels explains. "A surprising number have no relatives, or none close by available for this task. If there is a sizeable estate involved there is no trouble, since they can obtain guardians for a fee. But many have no estate and need guardians who will act without pay."

Many of the elderly receive only Social Security, welfare or Old Age Assistance checks. So the guardian's duties are quite simple. In many cases they merely receive the monthly checks and turn them over to nursing homes or other care facilities. If there any funds left over the guardian may take charge of furnishing a few personal needs.

"But the human element is important, too," Judge Stoppels says. "Just to know that someone will be coming to see them periodically is of tremendous importance."

With a sufficient number of volunteers the guardianships could be spread out so they would not be a burden, the judge notes. He estimates at least 50 volunteers could be used through the year. Volunteers wishing to serve may contact Central Volunteers, 459-3447, or apply directly to probate court, listed in the telephone book under Kent County Government.

YOUTH HELPING ELDERS IN LOCAL VISTA PROJECT

There's no generation gap with John and Lois Rafferty, a young married couple recently assigned to work here with Volunteers in Service to America (VISTA), a program of the Office of Economic Opportunity (OEO). They have chosen to devote their enlistment time to helping older people. Their involvement here is for one year ending next November.

Their responsibilities are divided between two agencies; - the Human Relations Commission of the Catholic Diocese, 117 Maple S.E. with Mrs. Gilbert R. Davis VISTA supervisor; and the Methodist Community House, 101 Hall S. E., working with Miss Helene Hill, executive director, and with Ray Elgersma, graduate student. Their program is with the Model Cities housing project, organizing and stimulating older residents of the inner city to participate in planning for their own future.

The Raffertys, in their twenties, were the youngest participants at the March 13 regional White House Conference on Aging here. Their youthful points of view were incorporated in the final reports.

Concern for older citizens began for John and Lois back in their home community of St. Paul and Minneapolis. John was doing independent research toward his master's degree in urban studies. He and Lois set out together in the cities' areas where old apartments and houses were being torn down to make way for urban renewal. They discovered hardship and personal suffering that come to older people who are uprooted from their lifetime homes. Their response was offering their own help in VISTA.

John and Lois were both school teachers in Minnesota. They were graduated from Mankato State College with AB degrees in Education. They rejected personal advancement and a more stable life for the opportunity to learn at first hand how life is for the poor in this country. Their VISTA training period included living with a mother and her three children who are supported by Aid to Dependent Children (ADC), and living and working in a deprived area of Chicago. John also has worked several summers on a railroad section crew.

John summed it up: "Whatever we decide to do later, we're glad of this experience. It's making us grow." Both he and his wife believe they will want to continue working to improve the status of dependent people.

* * * * *

Improvement makes straight roads; but the crooked roads without improvement are the roads of Genius.

William Blake

(Cont.)

If your organization, church, or agency would like to receive ELDERSCOPE for distribution to older members, please call Pat, 459-6281, Ext. 50.

two agencies; - the Human Relations Commission of the Catholic Diocese, 117 Maple S.E. with Mrs. Gilbert E. Davis, VISTA supervisor; and the Methodist Community House, 101 Hill S.E., working with Miss Helene Hill, executive director, and with Ray Elgerman, graduate student. Their program is with the Model Cities housing project, organizing and stimulating older residents of the inner city to participate in planning for their own future.

CITY & STATE _____ ZIP _____

NAME _____

CITY & STATE _____ ZIP _____

NAME _____

Please send ELDERSCOPE to:
 500 Commerce Building
 Grand Rapids, Michigan 49502
 United/Community Services, Inc.
 Senior Citizens Project

If so, please send us the following coupon: Do you know some one who is homebound and would like to receive ELDERSCOPE in the mail?

ELDERSCOPE

Published monthly as the newsletter of the U/CS Senior Citizens Project, 500 Commerce Building, Grand Rapids, Michigan, 49502. ELDERSCOPE is distributed through organizations which serve Senior Citizens and mailed directly to the homebound.

Editor.....B. G. Brown
 Project Chairman.....Lawrence Fox Calahan
 Newsletter Chairman.....Rev. Verdi Reusser
 Project Coordinator....Mrs. Eleanor Hargrove

The U/CS Senior Citizens Project, including its three centers, is funded by the Grand Rapids Foundation and the Mich. Commission on Aging.

West Side Center
 17 Seward N. W. - 45 1-3309
 Grandville Avenue Center
 815 Grandville Ave. S. W. - 24 1-6451
 Eastern Avenue X.Y.Z. Center
 640 Eastern Ave. S. E. - 24 1-6558

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The Hon. Gerald R. Ford
 425 Cherry S. E.
 Grand Rapids, MI 49502

TO: _____

(Cont.)

Agree

Mr. Van Rensselaer -

- 1- Get up a list of all sr. centers in the dist. - These are funded in part by the Fed Gov't. u u becoming-ctrs for pol. discussion.
2. Ea. ctr is adm'd by 2 or 3 professionals - no. Dems.
3. But ea. ctr has an orgn - find out who the leaders are.
- 4 - Make contact w/ the Am. Ass'n of Retired Persons - the Nat'l Retired Teachers Ass'n - & the Nat'l Ass'n of Retired Fed. Employees. Find out where they're located - whether any dep'ts. in the dist. These are judson. concern. & GOP. Find out who the State proxy is. You want him on your side. Also the C's of ea. dep't in the dist.
- 5 - Make friends w/ these individuals.
- 6 - Find out what they're probs. are.
- 7 - Van Rensselaer sez 70% of them vote
- 8 - $\frac{1}{3}$ of them are term. poor - but the other $\frac{2}{3}$ are indep. & have other probs (altho. some live on slender means).
9. | GOP has to identify & seek to solve their probs. & to involve them in the life of the community. #
10. | Write a ltr to all of the leading Sr. Cit - want to get to know you - get to know yr probs - set up a mtg - talk w/ them - you'll get an education.

= "You're wrong. I've talked this over with Perry many times. But we can't handle this on a patchwork basis. We must have a guy for the agency."

11 - Get one of them to act as Sr. Cit. chairman in the dist - as a Vol. but pay his coffee, etc.

12 - Take the Questionnaire - Select for the " Those steps you feel would be most useful for the 1972 campaign -

= The base has to be the Congressman's contacts in Sr. Cit. dist -

13 - Maybe also get names of Sr. Cit. groups in dist -

14 - When have the mtg - call in the TV sta's - the press - get pix of some of the groups of the Congressman.

15 - Say to Sr. Cit. chairman - Why not form a comm. - ? Build up a master list of Sr. Cit. vols - involve them in yr campaign - Get 'em interested in Ford.

16 - The White House &

16 - Perry's image in Sr. Cit's. is bad.

17 - He has become out for 10% Soc Sec. work.

18 - Admin on Aging has been emasculated - Dems will restore the budget cuts & make his out of it.

We're working under a deadline.
- By end of this mo. Spec. Sen.
Cantor on Aging is going to hold
hearings Mar. 25 & will spotlight
the downgrading AOA & the
Prager 56% recession, etc.

Prager should say & do some
betw. now & then & give the
Sen. his entire app. to prob
of aging & new direxn.

Nearly 30 m. people over
65 in this city. 20 m. over
65. If they don't get a maj.
of this vote & the anti-wr in a cou
ple yrs.



Republican
National
Committee.

February 22, 1971

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

Dear Congressman Ford:

The elections are over, and now we must begin to think of 1972. In this connection, it is vital to the success of every Republican candidate that he recognize the increasing political activity and potential influence of the Senior Citizens. This is a group which consists of approximately 20,000,000 people over sixty-five and another 9,000,000 between sixty and sixty-five of whom one-third are presently retired. The size of this segment of our society is increasing by number and percentage each year. During the past twenty-five years, changes in our economic and social patterns have produced many problems of pressing concern to all elderly people regardless of income, race, cultural background, and geographical location. Middle-age America has been singularly unconcerned in the recognition and solutions of these problems. In self defense, older people in tremendous numbers are joining membership organizations which have developed a group consciousness and very definite legislative programs.

More than 5.5 million older persons now belong to at least one of these national organizations. Let us face the facts. It is essential for the Republican Party to recognize these developments and to meet both the issues and the political necessities raised by the old-age membership groups. If we do not soon make a start in this direction, which means understanding the problems of aging and relating to the Senior Citizen groups and individual constituents, we stand every chance of suffering severely in the election of 1972.

I have already pointed out to you in the past the extent to which Republican strength among Senior Citizens has diminished since 1956. This steady defection from a naturally conservative group is not politically tolerable. I also recall to you the fact that the percentage of Senior Citizens who go to the polls regularly is much higher than in the youth groups.

With all this in mind, and a desire to be helpful in the evolution of a useful program at all levels of the Party to improve our situation with the older Americans, I am enclosing a questionnaire which I hope you will find time to fill out and return to me at your earliest convenience.

Aging
*We don't know
them. We should do better. Will
you talk with him.*

Page 2

We have made the questionnaire as direct as possible; and, as you can see, the purpose is to add not only to our information regarding what has been done and what can be done in each congressional district, but also to suggest ideas to all our congressmen that may result in greater interest on their part. It is especially important to explore what can be done to bring Senior Citizens to a realization that the Republican Party is not only informed about the problems of aging, but is sincerely concerned with reinvolving older people in our national life. Today, unhappily, as Time magazine pointed out in its interesting article of last August 3rd, the older Americans in this country are "the Unwanted Generation." The time has come when this must be changed. The Republican Party must take leadership in affecting this transition.

I know that you are extremely busy, and I hate to trespass unduly upon your time, but I can assure you that in most of our congressional districts our relationship with the Senior Citizens is a political reality of great urgency.

With best wishes.

Sincerely,

Bernard S. Van Rensselaer

Bernard S. Van Rensselaer
Director, Senior Citizens Division
Republican National Committee

map

Enclosure

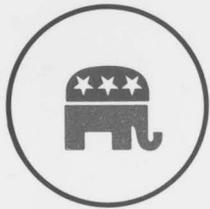
SENIOR CITIZEN CAMPAIGN CHECKLIST

(If the answer to the question is yes, please put a check in the left margin beside the number.)

1. Did you appoint a Senior Citizen Chairman for your campaign?
If so, did you do the following:
 a. Clearly outline his duties and realm of authority?
 b. Give him a desk in campaign headquarters?
 c. Give him a budget?
 d. Make him accessible to the campaign manager and candidate and include him in staff meetings and the decision-making process?
 e. Develop with him a clear campaign strategy and grass roots Senior campaign organization?
2. Did you prepare a Position Paper on the Problems of Senior Citizens?
If so, did you do the following:
 a. Make sure your positions got thorough coverage in the local papers?
 b. Have them distributed to all the Senior Centers in your area?
 c. Make sure all your precinct workers and volunteer staff were familiar with your position?
3. Did you make real contact with Senior Citizen Leaders and Organizations in your district?
If so, did you do the following:
 a. Develop a list of all Senior Clubs and Centers in your District?
 b. Contact the Officers of the Clubs?
 c. Visit many of the Clubs in person? How Many? _____
 d. Prepare a list of influential leaders in the Senior Citizen Community, (not necessarily economically influential, but people known to other Senior Citizens and respected by them?)
 e. Did you make a special effort to involve Senior Workers in your campaign? (Please explain how in the space at the bottom of the checklist.)
4. Did you attempt to develop a mailing list of Senior Citizens in your District?
If so, did you do the following:
 a. Did you send them special information as Senior Citizens, not just voters?
 b. How large was your list?
 c. Do you plan to maintain it during the year?

- ___ 5. Did you allocate a part of your advertising budget toward a Senior Citizen Campaign?
___ What percent of your ad budget was applied to Senior Citizens?
___ If so, did you do the following:
- ___ a. Prepare special literature designed for Senior Citizens? (If so, would you send us a copy?)
 - ___ b. Make a special television appeal to Senior Citizens?
Was it a talk? ___ How long? _____
Was it an ad? ___ How long? _____
 - ___ c. Make a special radio appeal to Senior Citizens?
Was it a talk? ___ How long? _____
Was it an ad? ___ How long? _____
 - ___ d. Make sure press coverage of your comments and actions regarding Senior Citizens reached the Senior Community?
- ___ 6. Did you as a candidate and do you now feel knowledgeable about the problems and power of Senior Citizens in your district?
- a. Do you know how many there are?
 - b. How many are registered voters?
 - c. What percent of them voted for you, and did you note any improvement in the Senior vote over the last GOP candidate?
 - d. What issues they are especially concerned about?
 - e. Why do you think Senior Citizens voted for you?
 - f. Do you have any plans to further your relationship with Senior Citizens in 1971?

Please add any comments you feel are needed.



Ageing

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

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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.

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 ge 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

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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.

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

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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 providenational 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	335,321	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 concensus 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

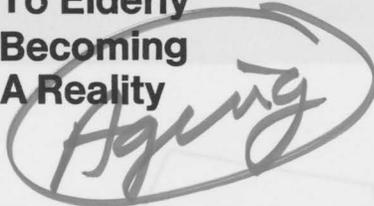
Director. BERNARD S. VAN RENSSELAER,
Special Assistant to the Chairman

Political Assistant . . . RUTH NOBLE GROOM

Telephone
(202) 484-6677



President's Pledge To Elderly Becoming A Reality



(Excerpted from HEW Secretary Elliott Richardson's address before the Conference of the Duke University Center for the Study of Aging and Human Development, The American Association of Retired Persons and The National Retired Teachers Association).

It has been said that a civilization's progress can be measured best by analyzing how it treats those of its

ments range from hiring more trained nurses to improving food services, from eradicating fire and safety hazards to instituting better drug administration procedures. Additionally, of course, many hundreds of homes have always met or even exceeded the Federal or state standards.

We have instituted a crash effort to assess the State Medicaid certification and enforcement effort. Teams of Federal inspectors are working in 52 jurisdictions, making spot checks in nursing homes and reviewing every State's certification program. This special survey, due for completion nationally by November 15, should help the States improve their performance.

Nursing Homes

Monday. NOV. 8, 1971

MONDAY is sent three times monthly to contributors of \$25 or more, of which \$5 is for subscription to MONDAY per annum.



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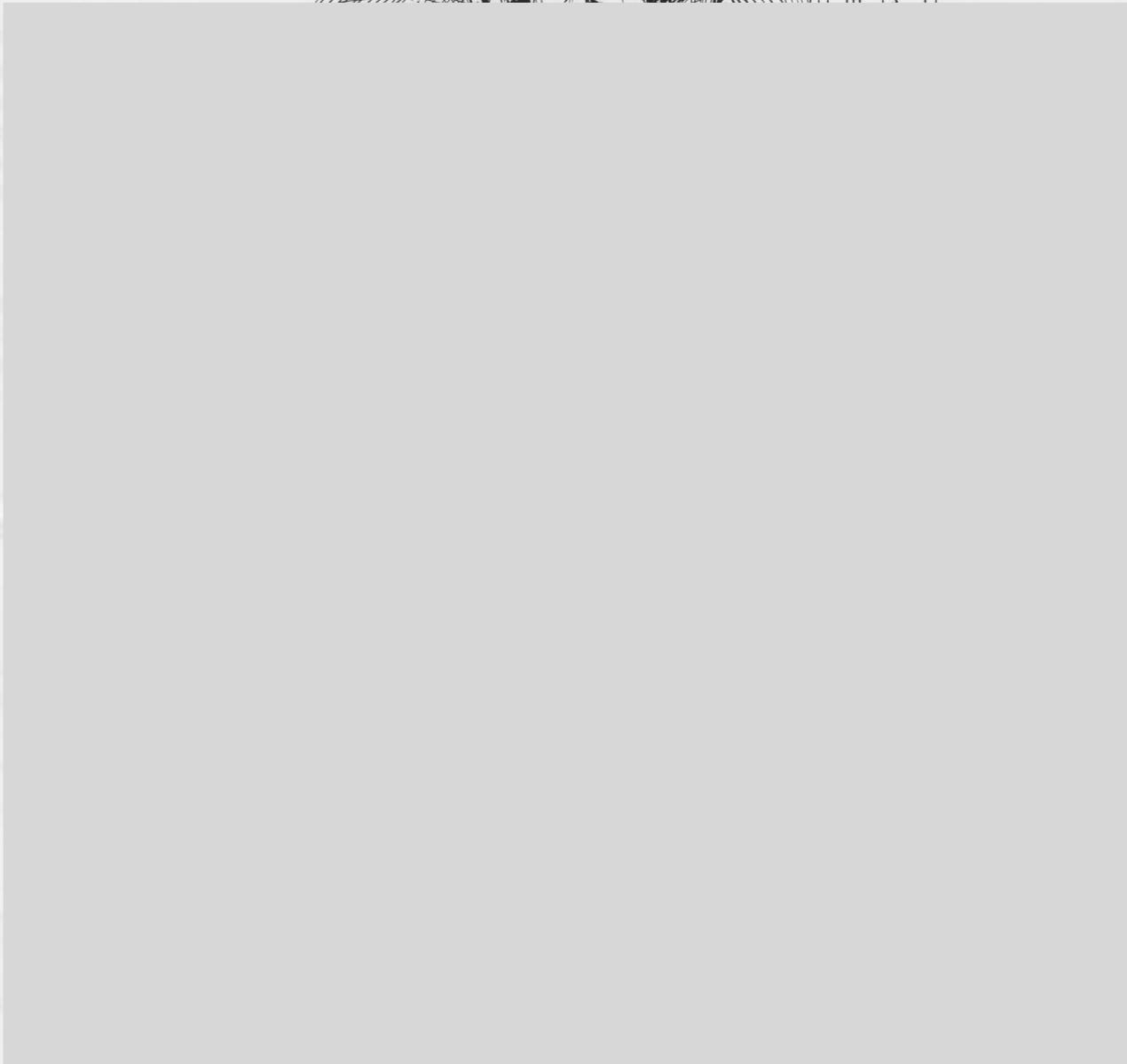
Second Class Application, Pending at Washington, D.C.

Volume 3, No. 38

Monday. NOV. 8, 1971

**FORGET THE PRESIDENCY,
IS SEN. EDWARD KENNEDY
FIT TO BE A SENATOR?**

(See story page 3)





Republican
National
Committee.

Agnew

July 9, 1971

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

Dear Congressman Ford:

I am enclosing the text of a speech delivered by the President in Chicago on June 25 to some three thousand delegates and guests attending the Midwest Convention of the American Association of Retired Persons and the National Retired Teachers Association. I hope you will find time to read this speech because it presents some thoughts and attitudes toward the elderly which have great relevance to the well being of older Americans and their political reaction in 1972.

It is unnecessary for me to stress the political significance of what is transpiring among the Senior Citizens of this country. The majority feel rejected, isolated, and useless in the eyes of our middle-aged population who determine national policies and pay taxes. The retired element of our society has reacted to these emotions and to their difficult economic and social problems by developing a group consciousness that is manifested in the tremendous growth of the old-age membership organizations. These organizations now number almost six million persons, and "Senior Power" is becoming a political reality.

Neither political party over the years has been particularly sensitive to the growth of the Senior Citizen movement, and there has been a failure to recognize that this is a special group with special problems and must be reached in a special way. Legislation affecting the elderly has been on a patchwork basis and frequently for political purposes. It has failed to come within any established frame of reference with long-range objectives because no such frame of reference exists. I think this is what the President was trying to convey to his most enthusiastic audience in Chicago; and I suggest that every Republican candidate, state organization, and all party workers should devote some time and attention to the urgent task of following the President's leadership and strengthening the Republican image among our Senior Citizens at state and local levels. This will require planning and active work. It should not be left until 1972 to initiate such an effort. The time to strengthen our relations with older Americans through the country is now. They are waiting for leadership, and they are basically responsive to Republican values, but they must be approached and involved in our party activities.

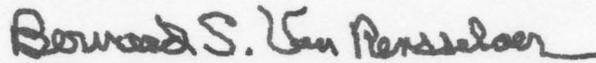
Page 2

The Senior Citizens Division of the Republican National Committee is eager to assist you in a positive Senior Citizens program to the extent you think we can be of help. We are particularly interested in working with Senatorial candidates and state central committees in those states having a high concentration of older voters and in those congressional districts where Senior Citizens will make the difference between victory and defeat.

We shall have more material to submit to you from time to time; but in the meanwhile, we hope to hear from you in connection with this high priority undertaking.

With all good wishes.

Sincerely yours,



Bernard S. Van Rensselaer
Director
Senior Citizens Division

BSVR/map

Enclosure

REMARKS OF THE PRESIDENT AT JOINT CONFERENCE OF
NATIONAL RETIRED TEACHERS ASSOCIATION AND AMERICAN
ASSOCIATION OF RETIRED PERSONS PICK-CONGRESS HOTEL,
CHICAGO, ILLINOIS, June 25, 1971

Mr. Faassen, Mrs. Pearce, Mr. Nash, Senator Percy, and all of the distinguished delegates to these conventions:

I well recall that occasion in the Oval Office of the President of the United States when I welcomed the two millionth member of the American Association of Retired Persons. I only hope that your membership continues to grow and that the organization will deserve to have it continue to grow, and I am sure that will be the case.

I was thinking, too, as I looked over the backgrounds of those who are the leaders of these organizations, that I have something in common with them which I would like to refer to briefly; that is, their association with music. I notice, for example, that Mr. Faassen played in Sousa's Band, and anybody who has heard this great Navy Band -- aren't they good, though, our great Navy Band?

When we think of John Phillip Sousa and the tradition he left, and, of course, through the years Mr. Faassen has also made a contribution in many other ways, but particularly in the field of music. Mrs. Pearce taught music for 42 years. I think of what a legacy she must have left. I don't mean that all those she taught became musicians. I speak with experience. I learned from a music teacher, too, but I am not a musician. I am a piano player, but I don't play much in the White House now. I studied the violin when I was in high school. As you can see, despite the fact that I studied both the piano and the violin in high school, it didn't do much for my dancing.

One little boy in Indiana yesterday paid me a great compliment about that. I remarked in my speech in my mother's home town about the fact that my dancing was not particularly something I was proud of. He said, "You know, Mr. President, you did keep time." That is because of my musical background. I can keep time, but I don't know the steps.

But I am privileged to join with this organization. I know this is a regional organization in the heartland of America, but in speaking to you, I want to speak to the entire organization. I want to speak to all the people who could be members of this organization -- retired teachers, retired persons all over America. So although this is a representative group, a very important group, let me now speak to all Americans who are 65 or over, and those who will be 65 or over, and that, of course, is all of us. We hope to live that long.

There is an old story about a man who went to his doctor one day and asked what he should do so he would live to be 100. The doctor's response was that the man should give up everything and he should do absolutely nothing that would cause him to exert himself.

Then the man asked, "Then you can promise me I will live to be 100?"

"No," said the doctor, "but it sure will seem like it."

Well, you know, the doctor had a point. For nothing ages a person faster than the feeling that he is unneeded, unwanted, and he is unproductive. Senator Percy and I both remember a grand old man in the Senate, Senator Green of Rhode Island. He served in the Senate until he was over 90. He used to put it this way: "Most people," he said, "say that as you get old you have to give up things." He said, "I think you get old because you give up things."

I think most of you, and most Americans, would agree with that. What I would like to talk about today, however, is the frequent failure of our society to put this wisdom into practice, for we have not, in fact, been doing a very good job of involving older people in the life of our American society.

This is a great tragedy. It means that old age, which should be a time of pride and fulfillment-- looking back and looking forward -- is too often a time of isolation and withdrawal. Rather than being a time of dignity, it is often a time of disappointment, and the growing separation of older Americans also means that we are not taking full advantage of a tremendous reservoir of skill and wisdom and moral strength that our Nation desperately needs at this moment in its history.

There is one thing I know about the older generation in America. They believe in this country. They have faith in this country. They have the moral strength and character that we need, that all Americans need.

Now, all of you know we are engaged in a great venture in America, and that is to bridge the gaps which have developed between geographic parts of this Nation, to bring the North and South and East and West together; between the economic classes, to bring the workers and management and others together; to bridge the gap between racial groups and religious groups, and lately we have done a great deal of soul-searching about the place of the younger generation in our national life.

But while the generation gap between the young and their parents has captured our attention in the recent years, as it should, the generation gap between the older Americans and the rest of our people has often just been ignored. It has been slighted.

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.

Even while science has made it possible for people to live longer, the trend toward earlier retirement, the growing mobility of society, the loosening of family ties mean that large numbers of senior citizens now have neither families nor jobs to give a focus and a foundation to their daily existence. That is why I say that the generation over 65 is a very special group which faces very special problems -- it deserves very special attention. That is why we have been moving to insure that our older citizens get that special attention they deserve.

Let me talk about that special attention for a moment, if I can.

First, we are making determined efforts to improve the financial position of our older citizens. Despite the fact that overall American expenditures on the aging has just about doubled in the last five years, despite the fact that Social Security has gone up 25 percent in the last two years alone -- and it will probably go up another five percent -- old age is still a time of great social insecurity for too many of our citizens. One out of every four older Americans lives at or below what is called the "poverty line" in America.

To begin to deal with this problem, 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 a system -- and this, it seems, is extremely important; I campaigned on it in 1968; I support it now; I believe it is time that we do it: We find that in Social Security we are always catching up with the increase in the cost of living, and that is too late. That is why I say that we need an automatic cost-of-living increase in Social Security to make certain that monthly payments will keep up with inflation, keep up with those which it hits so hard -- older citizens.

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.

I would like to talk about another initiative which probably at first glance doesn't seem to have much to do with the problems of older people -- revenue sharing. This is an issue that Senator Percy is supporting very, very strongly. It is supported on a bipartisan basis by a majority of the members of the Senate and a majority of the members of the House. I believe it is going to pass.

Revenue sharing
Let me tell you why I believe it has a direct relationship to the budgets of senior citizens and retired people in this country. 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.

I found in a meeting in Washington -- you will remember, Mrs. Pearce and Mr. Faassen -- at that meeting I asked about the various problems older citizens had. One thing they were unanimous on was that property taxes, going up and up and up, was a tremendous problem for every budget of older citizens, because they have no increase in their income, and they find those property taxes going up.

It is significant to note that of people over 65, over 70 percent own their own homes or their own apartments. So you have a stake in seeing to it that those property taxes don't continue to go up.

I had a letter from a woman in Long Island, not yet retired. She, however, had the problem, and she pointed it out very interestingly. She said she bought her house five years ago. At that time the monthly mortgage payments were \$100 a month, which was more than she could afford, but it was \$100 a month. She said in the past five years the mortgage payments have gone up to \$150 a month because of the rise in property taxes. She said there is a new provision, a proposal being considered by the voters of the county in which she lives, which will increase them again. She said, "If they go up again, I am going to have to sell my house, because I can't afford to live in it any longer."

We have to stop the rise of property taxes in this country, and revenue sharing is the best way we can do it. That is why we ask your support of that proposal.

Now, I come to something that I think is particularly close to the hearts of this organization, because all of those who represent this organization have spoken to this problem when we have met in the White House, and I want to speak to it now, to you and all of the older people in America.

We have to stop discriminating 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.

You know what the problem is today. If you receive Social Security and if you are able to and want to work, the amount that you can earn is limited, or it cuts into your Social Security. When people are able to work, when people want to work, there is no excuse for government programs which give them a strong incentive not to work. That is why I believe we need to move in this field.

Discrimination that is based on age -- what some people call age-ism -- can be as wrong as discrimination based on race or religion or any other irrelevant test. For in all of these cases the individual is judged on some arbitrary category rather than his value as a unique human being.

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.

For many, of course, retirement comes as a long awaited reward at the end of a full career. I am sure many of you read with great interest the press conference that that great lady of the American stage, Helen Hayes, had when she retired after 65 years of acting. She was happy, she said, that she would not have to face the pressures of a live performance again. But then, I noticed at the conclusion of her interview that she said. Listen to this: "Yes, other pressures will come along," she acknowledged, "That's life, isn't it? And I'm not about to retire from living."

So, that is the key to the matter. 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 responsibility, and no retirement from citizenship.

There are countless ways in which the experience and the energy of retired persons can continue to be tapped. I received a letter the other day from an 80-year old man who knew me as a small boy when he delivered milk to my father's grocery store. He lives in Southern California still. He has gone to work in a hospital as a Foster Grandfather. This is what he wrote: "This has been a tremendous experience for me, not only in being able to supplement my Social Security, but in the thrill of helping mentally retarded children." He cares. He brings to that position something that money wouldn't buy: commitment and caring.

Where older people are willing to do that, where they want to do that, we have to give them a chance. The country needs them. His testimony is echoed by thousands of other older Americans, older people who find that their work in hospitals and schools, in churches and parks and penal institutions not only makes a tremendous contribution to the lives of others, but also gives a new pride and purpose to their own existence. You know what your own slogan is, "to serve and not be served." It expresses that same principle.

I am happy to say that Federal efforts to promote such activities are expanding. This week marks the inauguration of the first 10 projects in the Retired Senior Volunteer Program, known as RSVP. If the Congress approves my budget, this program will be greatly expanded next year.

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The RSVP and Foster Grandparents Programs have been recently transferred to the new ACTION agency. I have noted that some have been fearful that this program will be de-emphasized as a result of that transfer. I assure you that just the opposite is going to take place. We are going to put more emphasis on those particular programs.

Now, these are some of the things we are doing. Other steps are going to follow. In this connection, I am particularly looking forward to the White House Conference on Aging later this year. You have heard from Mr. Martin and others who will be working on that conference. This conference promises to provide the most valuable of all resources for policy making: new and fresh ideas. We want your ideas, the ideas of this organization. That is why I met with the leaders of your organization in preliminary sessions. But we want you in this convention and in other conventions to give us the ideas so that those who meet in the White House will represent the whole country, not just their own views.

All who take part in this conference and in the State conferences which, as you know, are going to go forward beforehand can be sure that we will welcome recommendations. We are going to give them our closest consideration.

Now, I would like to speak with regard to that conference on one issue that I have directed be given special attention, perhaps more attention than any other, if one issue has to have priority. I refer to the need to reform the regulations with regard to nursing homes in this country.

Let's look at the figures. 900,000 at the present time, people over 65, live in nursing homes. Some of them are very fine homes. I saw one yesterday just by accident. I was driving back from my mother's home in Southern Indiana to Indianapolis. As we went along, I saw some older people on the side of the road waving. So, I stopped the car and right back of where they were waving was a Presbyterian Home for the Aging.

I said, "How do you like it?" They said, "It is a wonderful place." I could see why, because of the Presbyterian minister who was in charge, a young man who obviously loved the people he was working with, was there. Some of the nurses and others were there. You could see they were all proud of being there. A new building was being built and I could see that this was one of the nursing homes where people who went to them could be sure they would get the proper care, not only in terms of food, but in terms of having people who were really concerned about them.

However, if there is any single institution in this country that symbolizes the tragic isolation and shameful neglect of older Americans, it is not that kind of a home, but it is the substandard nursing home, and there are some. Some are unsanitary. Some are ill-equipped. Some are overcrowded. Some are understaffed.

I am going to be quite blunt. Many of our nursing homes in this country, as I have indicated, are outstanding, like that Presbyterian Home I saw, and like others I have seen in California. My 90-year old aunt, my mother's sister, is still living in one in Riverside, and it is a wonderful home.

But I have been to others that are not. You have been to some. You have seen them. That is why many of these substandard ones are described as little more than warehouses for the unwanted, as dumping grounds for the dying. I have even heard of doctors who refuse to visit some nursing homes because they get too depressed.

So often it seems that nursing homes seem to keep older people out of sight and out of mind so that no one will notice their degradation and despair. Just think, if a doctor gets depressed visiting the home, how depressing it must be for the people who are in it.

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 Medicare and Medicaid funds should go to substandard nursing homes in this country and subsidize them.

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.

Our Nation has a high obligation to a generation which has given so much to its service. I think of so many in this audience who have given. I mentioned this wonderful teacher, 42 years of teaching. You can think of, frankly, some of the students she probably had to teach. They were probably as difficult as I was, and I was not very good at music.

I think, for example, of the mother of George Romney, who is here, and what she has contributed in raising a son who is now a member of the President's Cabinet, and has been Governor of the State.

I think of what others have contributed, in your various capacities, to this Nation. The Nation's commitment to its older citizens also grows out of a more selfish consideration that is this: We need you. We need your experience. We need your perspective. Above all, we need your sense of values, because

you know this can be a strong nation militarily, it is the strongest in the world; it can be a strong nation economically. It is. We are the richest nation in the world. And it can be an empty shell if we forget that those moral and spiritual values, to which your generation is so deeply committed, are also there.

I have always felt rather fortunate, particularly fortunate that my own parents lived long lives. My father lived until he was 75, died in 1956 when I ran for Vice President the second time. My mother lived until she was 82. They shared a lot with me when I was young, growing up in a family of five boys, two of whom died when I was young.

But when we went through those periods, their strength, of course, built strength in the other boys. But also, they shared a lot with me when I was older. One little incident proves it. In 1962 I ran for Governor of California and lost, after having lost for President in 1960. I then moved to New York. A couple of years later my mother had a very serious operation. She was not expected to live. I flew to California to see her. The doctor in the hospital said, before I went into the room, "The best thing you can do is to cheer her up. Let her know that there is still something worth living for."

So I went in and talked to my mother, and she was under heavy sedation, but she perked up, as she always did when somebody came in to see her. Just as I was ready to leave to go back out to New York, I said, "Now, mother, don't you give up." Her eyes flashed, she sort of leaned up in the bed, and she said, "Don't you give up."

I didn't give up. That is why I am here today. Let me tell you something. It was very tempting to give up -- two defeats, making a lot of money as a lawyer in New York, not the problems and vicissitudes of politics. If my mother hadn't said that, I might have given up. She didn't live to see what her advice did.

But that shows what the older generation can do to younger people who have not been through as much who might give up. You can see why we need you, why younger people need you, your advice, your wisdom, your strength, your perspective.

If we allow our society to become fragmented, so that younger Americans are cut off from older Americans, and each member of our society will also become fragmented, with young people cut off from the past and older people from their future.

I spoke last January to an assembly of young people from the University of Nebraska, young people like the people in this band. I called for a new alliance between the generations -- between youth on the one hand and adults on the other. But, you know, when I come to think about it, that is not enough. Today I want to go a step further. 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.

I have met many world leaders in my travels to over 70 countries in the world. I did not agree with all of them, but I learned from all of them, young and old. I remember seeing President de Gaulle of France after he had become President of France. I had been defeated for office. This was in the year 1963. He was talking about his own life, the fact that he had led the Free French, kept up the spirit of France when it was ready to die, after their defeat in World War II, after he was then repudiated by the French people and had gone into retirement and then called back into the service as President of France.

Then, and perhaps he was speaking to me as my mother had spoken to me, he said something about his favorite quotation from Sophocles, the Greek poet. He said, "One must wait until the evening to see how splendid the day has been." I want all of you in this audience to know that we want the evening of your lives and the evening of all lives of older Americans to be good evenings, fine evenings. We want you in the evening of your lives to be able to look back and say, "How splendid the day was."

(A plaque was presented to the President by Mrs. Pearce.)

Thank you very much, Mrs. Pearce. I am most grateful for the award. I hope that what we do, not what we say, will make us deserving of this reward, the award that we have received here. You have our commitment, certainly, to do everything that we can to carry out what I tried to outline in my remarks today.

Mrs. Pearce, I want to say to you, after meeting you in the White House and after hearing you here today, if you had been my music teacher, I might have been -- I was just thinking I might have been leading the band, rather than making the speeches.



Republican
National
Committee.

Ageing

July 28, 1971

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

Dear Congressman Ford:

Recently we put together some notes for Bob Wilson which he felt were helpful, and I am therefore enclosing a copy just in case you might wish to have something of the sort at a future date. I feel that it contains certain information that should be transmitted to Senior Citizen groups at the grassroots level.

I would greatly appreciate your comments.

Sincerely,

Bernard S. Van Rensselaer

Bernard S. Van Rensselaer
Director, Senior Citizens Division

map

Enclosure



Republican
National
Committee.

TO: BOB WILSON

FROM: BERNARD S. VAN RENSSELAER *BSEP*

SUBJECT: SUGGESTED GUIDELINES FOR AN
ADDRESS TO SENIOR CITIZENS

As a background paper from which you might extract some useful material, I enclose the text of a speech recently delivered by the President to several thousand Senior Citizens in Chicago.

There are approximately 20,000,000 people over sixty-five years of age in the United States. Women outnumber men in the ratio 139 to 100. 50 percent of the total group are widows, widowers, divorced persons, or individuals who have never married; and most of these live alone. 25 percent of the total, approximately 5,000,000, live in extreme poverty. The educational level of my generation, which includes many who were born in an agrarian society or came to this country as very young children during the peak of immigration at the beginning of the century, is very low. The median level as of 1970 was something short of nine grades.

75 percent of the over sixty-five group are made up of the low-middle, middle-middle, and upper-middle income classes and a relatively small number of the truly affluent. All of these people are confronted with certain common problems of aging that have become both intensified and serious as the social and economic environment has changed during the past twenty years. To complicate these difficulties, arbitrary retirement at sixty-five has caused great hardship and has created a widespread sense of total rejection by a middle-age society. Inflation affects virtually everyone except the extremely well to do; and since this shows no signs of tapering off, the economic burden upon Senior Citizens has become increasingly oppressive.

The principal problems of older people are income, especially among the very poor, the increasing cost of health care, housing, transportation, education, the right to work without severe penalization through loss of Social Security benefits, work discrimination, discrimination against widows under Social Security, and reinvolvement in society.

All of these matters were dealt with comprehensively and thoroughly in the report of the White House Task Force on Aging, a copy of which should be in

your files. If you cannot find it and wish an additional copy, I think we can spare you one although our supply is extremely limited.

In addition to 20,000,000 persons over sixty-five, there are some 9,000,000 between sixty and sixty-five of whom approximately one-third are already retired. Persons in this group who are not yet retired are thinking about it and preparing to adjust to its problems, including the extreme drop from productive income to retired income. The majority of people in the older generation having been through a major depression and three world wars which brought with them inflation, increasingly heavy taxation, and a higher standard of living do not possess much in the way of retirement savings. Nearly 50 percent of all older Americans are dependent wholly or to a very substantial degree upon their Social Security benefits. In other words, remove the Social Security benefits and many of the low-middle income elderly population would fall below the poverty line.

You see, therefore, that for political purposes we must consider the feelings and attitudes of between 29 and 30 million individuals over sixty as a special problem; and we had better address ourselves to this matter with both promptness and vigor. Neither political party over the years has concerned itself very much with Aging and all its social and political implications. Legislation affecting the elderly has been done on a patchwork basis or for largely political purposes. No real attempt has been made by Government to establish a frame of reference within which long-range programs and intermediate measures requiring executive and legislative action could be programed.

Senior Citizens have become a special group with special problems that must be met in a special way. Certainly any political candidate seeking their support must develop a completely new approach and devote some of his time and attention to working with his elderly constituents. More than that, he must seek to enlist them in his campaign organization and in his campaigning.

The reason for this lies in the fact that older people conscious of their loneliness, rejection, and pressing problems both economic and social have over the past ten years become a class-conscious, organized group. "Senior Power" must be recognized as a reality. The only question is whether it should be used constructively through a process of reinvolvement of this potentially useful sector of our national life or to encourage legislation that would view all Senior Citizens as the "elderly poor" and reduce them to wards of the state. This is not an extreme statement because it is the real objective of the powerful unions, most liberal sociologists, and the union-controlled National Council of Senior Citizens.

There are four major Senior Citizen membership organizations: The National Council of Senior Citizens which is based upon approximately two thousand affiliated Senior Citizens clubs across the country and claims a total membership of some 2.5 million persons; the American Association of Retired

Persons and its affiliate the National Retired Teachers Association with nearly 3,000,000 paid-up members, and lastly the National Association of Retired Federal Employees with a relatively small membership of approximately 150,000 which belies its influence in both state legislatures and Congress. All of these groups are growing very rapidly. They all have professional lobbyists who are both competent and active. They also have their own legislative programs.

Approximately 70 percent of all persons over sixty vote regularly at most elections. There was a fall off in 1970 except in California where the National Council of Senior Citizens ganged up on George Murphy and 73 percent of them went to the polls. In other states only about 57 percent of the elderly seem to have gone to the polls. This is evidence of a stay-at-home vote based upon a refusal to support Democrats and discontent with what they conceived to be the lack of concern by Republicans with the problems of the older generation.

There is no doubt whatsoever 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, but the President must run at least 4 percentage points better with that group than he does among the total electorate. This is predicted upon a two-party contest, and we have evidence in past elections to support this conclusion. We do not enjoy this favorable position at the present time according to the polls, and so our endeavors among Senior Citizens must be well organized and pushed to the limit. We must begin to do this now and not wait until next year.

The foregoing is merely for background purposes. I think we can talk with some confidence about what the Republican Party and especially the President have been trying to do to meet the needs of Senior Citizens although it has been given little publicity.

As you will note from the President's speech, he realizes and appreciates the necessity for a completely new approach to Aging and need of bringing back our older population into the mainstream of American life with all their resources of experience, patriotism, values, and their firm belief that free men are capable of governing themselves without the imposition of a tyrannical and bureaucratized Government.

As to our recent performance in the area of aging, let me call your attention to some of the items in HR I that have special meaning for older people. This bill which has been generally publicized in many circles as a welfare bill actually contains, as you know, some major amendments to the Social Security Act. Here are a few items for which I think the President and Republican leadership can take credit:

1. HR I as passed by the House provides a guaranteed annual income for the poverty element among Senior Citizens. This will be welcome because I do assure you that most of these five million or more Senior Citizens in this group are living solely on Social Security or what little welfare they can obtain in most states. Incidentally, I think you should note that the people in this generation are extraordinarily proud and want to be independent. Only two million have been willing to apply for Welfare even though the remaining three million in the poverty segment are living in shocking quarters, underfurnished, going without medical attention, and suffering in other directions. ways.
2. Automatic increases of Social Security benefits to compensate for increases of living cost. This has been a Republican leadership issue since the Coordinating Committee submitted this recommendation in 1966. Since then, it has been supported by large numbers of Republican Congressmen from time to time but has been vigorously opposed by the Democrats. I am convinced that this opposition is based upon a desire of the majority in Congress to keep the older generation in a situation where they must come hat in hand to Congress during every election year to seek compensation for the erosion of their benefits due to past inflation. The President supported this measure in his 1968 campaign, included it in a message to Congress, and was instrumental in having it introduced in HR I. Let us make this clear to Senior Citizens.
3. Increase of widow's pensions. Here again the Coordinating Committee in 1967 recommended an increase of widow's benefits from 82 1/2 percent to 100 percent of her husband's prime benefits. This too was opposed by the Democrats but was supported by the President in 1968 and again submitted by him as a recommendation to Congress. The women of this country have complained bitterly about this discrimination at the hands of our Democratic friends, and our persistence and the Presidential support can and should justify us in taking the credit.
4. Increase in the ceiling of the retirement test. The President in his campaign and in his messages to the Hill committed himself to increase the ceiling of the amount which a retired individual between the ages of sixty-five and seventy-two can earn without forfeiting any part of his Social Security benefits. He has gone so far as to express the hope that gradually this

ceiling may be totally removed because in his judgment a free man should have the right to work as long as he is capable and desirous of doing so without restrictions of any kind. The unions and Democratic leadership have strongly opposed any substantial increase of the ceiling. The reason expressed at the recent meeting of the Resolutions Committee at the annual Convention of the National Council of Senior Citizens is that older people should not be allowed back into the work force and that after retirement it is the responsibility of the taxpayers to assure the retiree an adequate standard of living. Moreover, it was stated by the union representatives present that if older people were permitted to avail themselves of the right to work this would promote scab labor. They suggested that older people should be restricted to part-time and low-paid, public service employment. I do not think this is the Republican philosophy; and in my experience most older people would not respond to the Democratic view. There is an increasing desire, with the continuing inflation among older persons to obtain part- or full-time work at the normal wage scale without penalization. This has been apparent to me in my addresses to Senior Citizens' groups, and the reaction to the President's speech in Chicago was much the same.

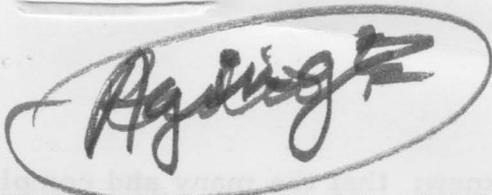
5. I believe that much emphasis should be placed upon the President's determination to improve the standards and performance of long-term nursing homes. He made a very strong point of this in his speech in Chicago and steps are being taken to implement his policy.

When campaigning among Senior Citizens, I try to leave the impression with them that both the country and the Republican Party needs their participation in all forms of activities and that as far as we are concerned there is a real place for them in the Party structure and campaign programs. It is my feeling that there should be a Senior Citizens chairman in every congressional district and that he should be encouraged to develop a steering committee. This has worked out extremely well in a good many districts where it has been tried out. Most certainly we should be doing it at the state level. One of the things to remember is that when we enlist the support of Senior Citizens in our Party effort we should make it clear that we are ready to listen to them and wish the benefit of their advice and experience and their knowledge of their own group.

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I might also add that there were 2, 571, 747 persons over sixty-five years of age in the state of California during 1970.

The foregoing is simply a series of notes from which I hope you can pull together some useful speech material. I also hope that it may be a help to you.


WHITE HOUSE CONFERENCE ON AGING

Office of Public Information
and Public Affairs
(202) 755-7824

More than half the older people who filled out a national questionnaire about their needs said they don't have enough money to make ends meet.

Fifty-five percent said they can't afford to buy the food they like.

More than half said that to get by they must spend less than \$200 a month. Twenty percent said they are limited to less than \$100 a month.

And 17.4 percent answered the question "Do you sometimes feel that you have nothing to live for?" with a yes.

These facts emerge from a preliminary sampling of questionnaires sponsored by the White House Conference on Aging and filled out by 200,000 Americans age 55 and older. The sampling covered 20 percent of one million questionnaires distributed last fall at more than 6,000 community meetings for the elderly known as Older Americans White House Forums.

The forums were organized as a curtain-raiser for a year of meetings, regional hearings and local and State White House conferences leading to the national Conference in Washington the week of next November 28.

"We wanted to give older people the opportunity to speak out on their needs as they saw them," said John B. Martin, Special Assistant to the President for the Aging and Director of the Conference. "They did just that, often vividly and dramatically. We developed the questionnaires to get opinions and information about needs and living patterns."

The 200,000 sampled represent a fraction of the 20 million Americans who are 65 and older and the 18 and a half million middle-aged Americans between 55 and 64. They also represent a highly-selected group -- those with the time and mobility to attend a forum in a senior center, church, school auditorium or other place where the elderly could assemble. Eighty percent said they were retired while 11.4 percent reported some part-time work.

"The sampling, even so, gives us an indication of how older people feel about themselves and their problems," said Mr. Martin. "It emphasized one

OVER

thing we already knew: that the many and complex problems relating to income are the most important concern of older citizens. Beyond this the figures will be extremely useful in helping to pinpoint issues. Many of these issues already are occupying the attention of thousands of people in pre-Conference deliberations and they will dominate the discussions at the national Conference."

The preliminary tabulation revealed that 71.9 percent of the 200,000 depend on Social Security payments alone for income while 16.9 percent also rely on earnings. Only five percent said they got money from relatives.

Most of those sampled live in cities or small towns where the majority of forums were held. Eighty-one percent said they are happy where they live. Almost 50 percent said they own their homes. Of 35.3 percent who live alone, women outnumbered men three to one. This reflects in part the greater number of women able to attend the forums but also indicates some facts of aging: that there are more older women than men and that life expectancy is increasing at a faster rate for women than men.

Four-fifths of the women said they cook for themselves. Just under half of the men also said they cook while an equal number said they do not. Seventy-five percent of the men, however, reported that they do not eat alone.

Transportation, identified by Mr. Martin as "perhaps the sleeper issue" next to income and health in some areas, shows up in the sampling as an increasing concern for the elderly. The questionnaires revealed that transportation problems increase with age, especially for those age 75 and older. One-third of the 200,000 sampled reported travel problems. A fifth cited lack of adequate transportation. Another fifth cited "no car" as a problem. Lack of money for bus fare was noted by 13 percent while 11.4 percent said they had difficulty in getting on and off public transportation.

Despite the general concern about the health of older Americans, the issue appeared to be less critical for those able to attend the forums. Only 25 percent said they have health problems that are not getting attention.

A surprising 22.2 percent, however, said they "sometimes feel they are just not wanted." The feeling was greater for those reporting less income and education. Similarly, lack of income and education were factors for those who said they sometimes feel they have "nothing to live for." Such feelings also increased with age from 17.4 percent for the overall group to 24 percent for those 85 and older.

The preliminary sampling of questionnaire data was analyzed for the Conference by the Institute for Interdisciplinary Studies in Minneapolis. Mr. Martin said the final results of the tabulation will be forwarded to the States for study in connection with their State White House conferences on Aging. Most of these are scheduled in May.

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THE NATION'S STAKE IN THE EMPLOYMENT
OF MIDDLE-AGED AND OLDER PERSONS

A WORKING PAPER

PREPARED FOR THE

SPECIAL COMMITTEE ON AGING
UNITED STATES SENATE



JULY 1971

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THE NATION'S STAKE IN THE EMPLOYMENT
OF MIDDLE-AGED AND OLDER PERSONS

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This Working Paper prepared by the staff of the Senior AIDES program of the National Council of Senior Citizens, Inc., Washington, D.C.

(II)



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PREFACE

Ecologists and others are gradually persuading many Americans that they live in a nation of wasteful conflict with nature. This concern—which echoes warnings raised by great conservationists at the turn of the century and before—is encouraging and overdue.

But, even as we turn our attention more and more to our environment, we should pay at least equal heed to the potential and actual waste of human resources which occurs when technological and economic forces cause widespread dislocations in the labor force of the United States.

In the study which follows, the National Council of Senior Citizens deals with a two-stage phenomenon which has severe effects upon employment opportunities for older Americans.

The first stage may occur long before retirement age, when the worker is in his 50's, 40's, or even late 30's. His problem may begin with one or more prolonged layoffs. It may be intensified by the shut-down of a plant or the fading-away of an entire industry. Unable to relocate in a comparable job at an adequate rate of pay, the worker may find himself going steadily down the career ladder. Eventually he may become underemployed or, reluctantly, a welfare recipient.

Older workers who face the problem described above are growing in alarming numbers. More than 1 million Americans aged 45 and older are now unemployed, 400,000 more than in January 1969. Furthermore, their periods of unemployment last longer than in any other age group; and the prospect of widespread layoffs or shutdowns in key industries of the United States today makes it likely that their numbers will increase still further.

Stage two of the problem occurs after retirement begins, and it is directly related to stage one. Obviously, retirement income—in terms of Social Security and private pension loss—is directly related to reductions of income during the work years. But the retiree also faces another problem; with certain exceptions he cannot find part-time work which would make good use of his talents and experience while supplementing retirement income.

This shortage of part-time work is caused partially by the threat of Social Security benefit reductions if work income exceeds \$1,680 a year, and by employer reluctance to adjust procedures to accommodate older persons working fewer than 40 hours a week. But more fundamentally, the shortage is caused by the common attitude—among both young and old—that the person aged 65 and over has no place in today's labor market.

To be sure, many persons who have earned retirement do not want to work in their later years. Many feel they have no reason or desire to work. Many cannot work because of disability or debility.

Yet, there is good reason to believe that, among the 20 million Americans of age 65 or over, large numbers of highly qualified and energetic individuals would welcome employment, if that employment is satisfying, appropriate, and scaled-down in terms of hours per week.

Much of that evidence has been gathered in programs related to the Department of Labor Mainstream Program, including the inspiring "Green Thumb"¹ effort in 17 States. The Foster Grandparent program² recently transferred from the Administration on Aging to the new ACTION volunteer agency, has proved that older persons, working only 20 hours a week, can cause dramatic improvements in care for both young and old residents in institutions. The National Council on the Aging and the American Association of Retired Persons/National Retired Teachers Association have directed highly significant programs which enlist persons 55 years and over in service programs within their own communities.

The National Council of Senior Citizens operates the largest of the Senior Community Service programs under Operation Mainstream, with projects in 20 cities. The NCSC effort is described in some detail in this report, partially to give helpful information to potential directors of similar projects, either public or private, elsewhere in the United States.

This report, however, has another far more significant purpose. As the NCSC authors see it, this report could provide "a blueprint for the effective administration of a comprehensive, nationwide Senior Community Service program when the U.S. Congress and the Administration will have faced up to, and undertaken to meet, their full obligation to the elderly poor."

Such a blueprint is especially timely. Legislation to deal with problems of older workers and to establish a national community service corps³ is now nearing the hearing stage in the Senate. Similar legislation has been introduced in the House of Representatives. The NCSC report can provide helpful insights into issues that should be explored thoroughly at all hearings on all such bills.

In addition to its blueprint function, the NCSC report also serves as an informative summary of the sometimes contradictory position of the U.S. Department of Labor on matters related to employment among older Americans. One measure of the present situation is the fact that the Department of Labor is now without a Special Assistant on Problems and Services for the Elderly. Another measure is that the Department persistently opposes what it describes as "categorical" programs meant to help the older worker, yet it assigns low priority to services for older persons in all of its programs, including manpower training.

In 1971—the year of the second White House Conference on Aging—such inadequacies warrant concern and attention. The NCSC, by providing this summary and its own recommendations has helped to assure that such attention will be paid. To the NCSC

¹ Sponsored by the National Farmers Union, Green Thumb is a community service employment program for low-income individuals 55 and older who have a rural or farming background. A work force of approximately 3,000 men aged 55 to 94 have helped to beautify America in numerous ways, including planting over 4 million trees, building roadside parks, and restoring historical sites.

² The Foster Grandparent program provides employment opportunities for low-income persons 60 and over to furnish supportive services to dependent, neglected or otherwise disadvantaged children.

³ Senator Thomas F. Eagleton, Chairman of the Subcommittee on Aging of the Labor and Public Welfare Committee, has scheduled two days of hearings on July 29 and 30 on the Middle-Aged and Older Workers Employment Act (S. 1307) and the Older American Community Service Employment Act (S. 555). Sponsors of S. 555 include Senators Kennedy (D, Mass.), Bible (D, Nev.), Burdick (D, N. Dak.), Church (D, Idaho), Cranston (D, Calif.), Eagleton (D, Mo.), Fong (R, Hawaii), Harris (D, Okla.), Hart (D, Mich.), Miller (R, Iowa), Mondale (D, Minn.), Moss (D, Utah), Muskie (D, Me.), Randolph (D, W. Va.), Stevenson (D, Ill.), and Williams (D, N.J.). Sponsors of S. 1307 include Senators Randolph (D, W. Va.), Bible (D, Nev.), Church (D, Idaho), Eagleton (D, Mo.), Fong (R, Hawaii), Hartke (D, Ind.), Hughes (D, Iowa), Kennedy (D, Mass.), Mondale (D, Minn.), Moss (D, Utah), Nelson (D, Wis.), and Williams (D, N.J.).

President, Nelson Cruikshank, we extend our thanks for making this Working Paper possible and specifically to the staff of the Senior AIDES program who prepared this report: William R. Hutton, project director; Rose A. Nathenson, deputy project director and director of planning and development; Will C. Connelly, program director; Sara Jane Hardin, Charles L. Pray, and Wilmer Wilson, Jr., field representatives; Peg Savage, field service assistant; and Dorothy McCamman, consultant. They have produced a document which will be useful before, during, and after the White House Conference on Aging.

FRANK CHURCH, *Chairman,
Special Committee on Aging*

JENNINGS RANDOLPH, *Chairman,
Subcommittee on Employment and
Retirement Incomes*

—not because they have no choice. Forced into retirement, they can find few sources of additional income.

In addition, many are psychologically washed out. If they seek jobs, they are belittled or ignored by employment agencies and employers. Government manpower and training programs are usually not available to them. The older unemployed persons feel the strain they are placing on their children and grandchildren— younger persons who have financial obligations to their own offspring. For these people, part-time employment in which they can take pride is a constructive solution to their problems.

Early in its history, the National Council of Senior Citizens determined that the lack of an adequate and sustained national policy toward the employment of the elderly was denying millions of older people the opportunity to support themselves and, at the same time, depriving the Nation of their skills and talents.

The National Council of Senior Citizens decided to start with the needs of those in the 55-year and over category. The first priority concerned those who either had no income at all or whose income from any and all sources (including Social Security and/or private annuities) was scanty as to place them in the poverty index category.

In the area of employment needs the National Council's leadership recognized that the majority of the elderly were physically unable to do full-time work. Nevertheless, the National Council stressed that among the some 40 million Americans, 55 years old and over, are perhaps several millions capable of full-time or part-time employment if opportunities are developed for them.

EMPLOYMENT FOR PAY

Among the impoverished elderly who are physically able to work, there are some who desire to remain in or return to the competitive labor market. This will permit them to add to their current income, continue to build up an increasing equity in Social Security benefits, and assure eligibility for Medicare benefits. Others, however, prefer to work on a part-time basis in a noncompetitive employment situation. All of these desire and need *employment for pay*, not employment as volunteers.

¹ The National Council of Senior Citizens has sought to serve not merely as a vested interest group. Members have formed coalitions with groups of younger persons to press for reforms in many areas. For a more detailed statement on organization and goals of the National Council, see Appendix I.

EXPANDING COMMUNITY SERVICES

For many years, it has been generally acknowledged that necessary and legally-provided community services frequently are not available because local governments and local agencies lack adequate funds and staff to provide these services. The National Council believed that if funds were provided, most communities would use elderly persons, who needed additional income, to provide needed community services.

Some employment possibilities envisioned were teacher aides, social welfare aides, hospital aides, nursing home aides, public health aides, statistical aides, recreation aides, custodial aides, library aides, friendly visitor aides, home repair team aides, Meals on Wheels aides, day care center aides and senior center aides.

The National Council argued that if the incentive of federally-financed services was provided, forward-looking public and private nonprofit agencies in most communities could develop many other types of socially useful employment for the elderly.

Previous studies pointed to several basic needs:

1. The elderly urgently need additional moneys to provide some income or to supplement the limited funds they receive from all sources.

Some in this group lack marketable skills; others are victims of poor health, with diminishing strength and/or meager formal schooling which makes it virtually impossible for them to participate in today's competitive labor market. However, within a protected situation, such as employment in necessary community services, they would perform very effectively in emotionally satisfying, socially useful (not "made work") part-time jobs. This kind of employment would relieve their financial dependency and increase their purchasing power.

2. Large numbers of elderly need information about services available in their respective communities to which they are legally entitled.

To meet these ends, the National Council of Senior Citizens proposed creating community service jobs to provide knowledge about existing Federal, State and local programs and services available to the elderly. Once informed, many elderly recipients would be able, themselves, to seek out the services they needed.

3. Some elderly need personal assistance which can be provided by other elderly through "out-reach" activities.

Most older people need only minimal training to be able to ferret out those needing these personal services (medical, food, recreational, etc.), and encourage the use of the services available. They also can serve as social advocates for the aged, helping them to confront more effectively problems facing them. The full-time professionally trained personnel on the staffs of the community agencies utilizing the services of these elderly persons would direct and supervise those providing the assistance.

4. The need for paraprofessional workers in a vast variety of community services (social welfare, health, educational, recreational cultural, nutritional, among others) had long been evident.

Current limitation of staff and resources has prevented public and private nonprofit agencies from providing the full range of services they were established to provide, and likewise prevented fully trained professional staff from carrying out their professional responsibilities effectively and efficiently.

The National Council's position is that participation in funding such a program is a Federal responsibility. The costs of local administration should be borne by local community agencies providing employment in part-time community service work, while Federal funds are provided to pay the wages and fringe benefits of the elderly employed on the community service jobs.

The National Council believes that the type of jobs to be established and filled should not require long periods of formal training; rather, the training should be provided on the job, supplemented by exceptionally good supervision and counseling. Most of the elderly bring education, skills, and work-habits acquired during years of work that enable them to adjust easily with little training to new job situations.

BRIDGING THE GAP

If communities and community agencies undertook employment of older persons which would mesh the needs of the impoverished elderly with the needs of community services, both the elderly and the community would profit. The National Council of Senior Citizens was convinced that bridging the gap between the service agencies and the elderly should be encouraged, and that this could best be facilitated by a program of paid, part-time employment of older people in community service work.

The Council's concept emphasized that the part-time community senior service work should in fact be an employment and not a welfare program. With that in mind, the Council urged that such a program should be administered by the U.S. Department of Labor rather than by the U.S. Department of Health, Education and Welfare.

This position was based on the following points:

- The program is properly part of the manpower function, since it provides employment for pay.
- The U.S. Department of Labor should have the positive aspect of creating jobs as well as enforcing antidiscrimination.
- The Senior Community Service Program could be administered most effectively, economically and expertly by the Department of Labor in light of its present programs and facilities.

Consequently, the National Council of Senior Citizens took the opportunity to present to the U.S. Department of Labor, a demonstration project to provide meaningful employment in a vast variety of community service jobs, to serve the following intent and purposes:

- To open up socially useful, part-time jobs in community services—jobs that, for lack of funds, are not now and normally not available;
- To fill these jobs with persons aged-55-or-over, unemployed or retired with low incomes, who have difficulty securing employment in the competitive labor force;

- To improve the economic, social and psychological well-being of retired and older unemployed workers by reducing their financial dependency and increasing their purchasing power through paid employment in useful jobs;
- To demonstrate that the great majority of these people, both men and women, are employable in meaningful jobs on a part-time basis at minimum costs to the hiring agency and such employment will be a boon to these persons and the community.

The National Council of Senior Citizens suggested that the demonstration be contracted by the National Council with the U.S. Department of Labor, and subcontracted by the National Council to selected community public and private nonprofit agencies. The latter would be required to assume the full cost of local administration while the wages and fringe benefits payable to the seniors employed would come from the Federal money provided in the contract.

Through its board and its affiliated local clubs, the National Council notified local communities of the project. The response from viable agencies wanting to participate was overwhelming. Through this program, popularly called "Senior AIDES," the National Council of Senior Citizens took steps to implement its concern to meet the financial needs of impoverished elderly. In a later chapter of this report, the project and its results are described and assessed.

From this assessment, our report provides a blueprint for the effective administration of a comprehensive, nationwide Senior Community Service program when the U.S. Congress and the administration will have faced up to, and undertaken to meet, their full obligation to the elderly poor.

CHAPTER I

URGENCY OF THE PROBLEM

"A few years ago, many skeptical persons doubted that the elderly could be attracted to participate in part-time service programs. But a number of successful pilot programs—such as Green Thumb, Green Light, Senior Aides and the Senior Community Service program (See Developments in Aging, 1968 and 1969 for details)—have amply demonstrated:

1. that the programs have been enthusiastically accepted by the elderly participants and by individuals being served, and that
2. communities that have such programs eagerly accept the wealth of skill and talents with which older Americans are so richly endowed."

—U.S. Senate Special Committee on Aging¹.

Millions of older Americans now living in poverty or on the borderline of poverty are perfectly able to work and want both the psychological and financial rewards that come from employment.

Some of them have long since retired and need part-time earnings to supplement Social Security benefits or assistance payments. Some have been forced into retirement prematurely or have been widowed before the eligibility age for Social Security benefits or old-age assistance. Others are "older" workers, many still with young children, who need full-time jobs not only to support their families now but to build up their rights to future retirement benefits; as family heads, they lose dignity when employment and training opportunities are available to their teenage children but not to them.

Economic hardships alone would cause a pressing need for expansion of employment opportunities for the 50-plus age group of Americans. But other reasons exist, too.

First is that the Department of Labor has, over the past two decades, given considerable attention and study to unique needs and problems of older workers. **But the sad truth is that the department—after providing considerable evidence as to the problems and potential contribution of this age group—has made only limited progress toward goals which, at one time or another, have been articulated by spokesmen for that department. In fact, in some important respects the department has retrogressed.**

¹ Economics of Aging: Toward a Full Share in Abundance. A Report by the Special Committee on Aging, United States Senate, Report No. 91-1548, Dec. 31, 1970 (p. 24).

A second additional reason for concern is that within the Congress several promising proposals have been made within the last decade to provide new opportunities for older workers. But here again, despite widespread support and interest, progress has been minimal.

What follows is a summary of present realities, past history, and a recognition of the fact that 1971 could be the year in which legislative interest leads to enactment of much-needed law.

1. THE ECONOMIC REALITIES

Many older Americans live in a two-stage income crisis. The most pronounced stage, of course, **after** retirement begins. (Retirees live on about half of the income earned by those still in the labor force.) But, alarmingly often, the crisis begins for many persons in the years just **before** retirement and is intensified in later life.

The U.S. Senate Special Committee on Aging, in its study of the Economics of Aging—a study to which the National Council of Senior Citizens has made several major contributions—has reached significant conclusions about the economic realities facing millions of Americans today. Some of the major committee findings follow.

A. HIGH POVERTY INCIDENCE

A most distressing fact—a disgrace in a Nation pledged to an all-out war on poverty—is that there was an increase in both the number and the proportion of aged poor between 1968 and 1969. In 1969, there were approximately 4.8 million people aged 65 and older who were living in poverty, almost 200,000 more than in 1968. They represented 19.7 percent of all persons 65 and older in 1969, an alarming rise from the 18.2 percent found for 1968. Alarming, too, was an increase in the number of poor aged 60 through 64.

Today older Americans are twice as likely to be poor as younger persons. One out of every four individuals 65 and older—in contrast to one in nine for younger persons—lives in poverty.

Significant also is the fact that there were major increases between 1968 and 1969 in the number of men among the aged poor. The Working Paper on "Economics of Aging: Toward a Full Share in Abundance" called attention to the fact that—despite a drop in the overall proportion of the aged who were poor—the number of aged women living alone in poverty had increased in recent years, "reflecting the desire to live independently even at the price of poverty." Now that the data revealed an increase in poverty among men over 65, one cannot help but question whether these are men who—having been eased out of the labor force before age 65—found it necessary to claim permanently reduced Social Security benefits even though they had little in other retirement income, thus forming a new group of aged poor.

Economics of Aging, p. 8.

B. UNEMPLOYMENT ON THE RISE

Since January 1969, unemployment for persons 45 and older has jumped from 596,000 to 1.8 million, approximately a 71-percent increase.

Once unemployed, the mature worker is more likely to be off the job for comparatively long periods. There are now 224,000 individuals 45 and older who have been unemployed 15 weeks or longer. This represents nearly 33 percent of the total national figure.

And their very long-term joblessness—27 weeks or longer—is even more critical. Approximately 120,000 middle-aged and older workers have now been unemployed for more than 6 months, nearly 43 percent of the total amount.

The "drop-outs". Yet, these statistics—depressing as they are—only represent a portion of the overall grim picture. They do not, for example, reflect the labor force "drop-outs", those who have given up the active search for work.

Today, more than 8 million males, 45 and older, have withdrawn from the work force. Another 20 million women in this age category are also not in the labor force. Assuming that just 30 percent of these men (a conservative estimate) and 10 percent of these mature women wanted and needed jobs, this would mean that the "real" unemployment for persons 45-and-older would be approaching 5.4 million—about 500,000 more than the total "statistical" unemployment in the United States now. Moreover, this would represent an unemployment rate in excess of 15 percent for mature workers.

If current labor force participation trends continue, 1 out of every 6 men in the 55 to 59 age category will no longer be in the work force by the time he reaches his 65th birthday. Ten years ago this ratio was only 1 out of 8.

Economics of Aging, pp. 20-21.

C. UNDERREPRESENTATION IN TRAINING PROGRAMS

Despite the high percent of long-term unemployment among middle-aged and older workers, they continue to be underrepresented in existing manpower programs.

Only a relatively small percent of the Nation's training and retraining efforts have focused upon persons 45-and-older. During 1970 they accounted for only 4 percent of all enrollees in manpower programs.

If the special emphasis youth programs—such as the Job Corps and Neighborhood Youth Corps—are excluded, their participation rate rises to 9.4 percent.

Developments in Aging, 1970, p. 92.

D. INVOLUNTARY EARLY RETIREMENT ON REDUCED SOCIAL SECURITY BENEFITS

Unemployment for older workers would be even higher if it were not for the escape through pre-65 Social Security eligibility. In recent years approximately 50 percent of all men claiming Social Security benefits took actuarially reduced amounts at an earlier age. Usually, these early retirees have lower lifetime earnings or more sporadic work patterns in the years preceding their entitlement to Social Security than do those who retire at age 65; they are less likely to be entitled to private pensions.

Increasingly, high level officials in government and private industry seem to regard earlier and earlier retirement as inevitable or perhaps even desirable. In many cases—particularly for persons in their late fifties or early sixties—early retirement is chosen as an alternative to long-term joblessness or sporadic underemployment. As a consequence, substantial numbers of these involuntarily retirees are accepting the inevitable, a life of poverty. *Economics of Aging, p. 21*

About 50 percent of currently payable awards to men are to those aged 62 at entitlement. About one in five of them has not worked for at least 12 months before his entitlement—a far higher proportion than among those who became entitled at ages 63, 64 and 65. Among the group as a whole, about six in 10 men filed either in their month of entitlement or within 3 months in advance of that month. **A certain urgency is thus implied for some of them—almost as if they were in a queue waiting for the minimum age for retired worker benefits to arrive.** *Economics of Aging, p. 9*

E. INCOME FINDINGS FROM THE 1968 SOCIAL SECURITY ADMINISTRATION SURVEY

The Senate committee report on *Economics of Aging* highlighted the following findings of the Social Security Administration survey of the population aged 65-and-older:

Of all aged units, 44 percent had income below the poverty level in 1967 (\$2,020 for couples and \$1,600 for nonmarried persons). Another 11 percent would have been classified as "near poor."

Only about one-third of the aged units had incomes large enough to provide at least a moderate level of living as defined by the BLS budget for a retired couple (\$3,940).

Even of the couples receiving Social Security benefits, more than one-fifth (22 percent) had total incomes of less than \$2,020 and would therefore have been classified as poor on the basis of the 1967 income threshold developed by the Social Security Administration. Nearly three out of every five nonmarried beneficiaries had income below the poverty threshold of \$1,600.

The Social Security benefit remains the major source of income for most retirees. One-fourth of the aged couples on the rolls at the end of 1967 and two-fifths of the nonmarried

beneficiaries depended on Social Security for almost their entire support—for all but \$300 per person for the year. And, significantly, there had been little improvement in this respect since the incomes of aged beneficiaries were surveyed a decade earlier. *Economics of Aging, p. 9*

Equally significant for purposes of the present report are these findings from the same survey on the role of earnings as a source of income of the aged:

Just over one in four of all aged units had some earnings during 1967, mostly from part-time and low-paying jobs. Only about one in 25 was still working and not receiving any retirement benefit.

The median incomes of the nonbeneficiaries who worked in 1967 were nearly three times as large as the median incomes of beneficiaries who did not work (for the married couples, \$7,553 in comparison to \$2,628; for the nonmarried persons, \$3,464 in comparison to \$1,300).

2. DEPARTMENT OF LABOR: SHIFTING POSITIONS

In studies conducted at different times over a period of many years the U.S. Department of Labor has attempted to find the facts about the extent and the cause of unemployment of older persons, and to experiment with remedies for that situation.

These studies, carried out by departmental staff, particularly in the Bureau of Employment Security, working with and through the affiliated State Employment Services, found as far back as 1949, that employers arbitrarily defined an "older worker" as one who had reached between 40 and 45 years of age.

Once a person reached that age, his opportunity for reemployment at a job equal in skill and pay to the one he had held was not favorable. Younger people, at lower rates of pay, were sought and hired—regardless of the fact that the older person was skilled and trained, physically fit, and mentally at his full capacity. His opportunities varied in relation to the availability of people in the labor market, and the kind of job and pay he was willing to accept.

The studies indicated that when the older person had exhausted his unemployment benefits, he would accept employment in lesser skill jobs and at less pay than he had received. However, this situation was somewhat alleviated as the unionization of industry strengthened and seniority protection was written into labor contracts.

The studies and the concern, in general, centered on the persons who had been in the labor force, who were between 45 and 65 years of age, and who sought and needed full-time employment in the competitive labor force. These persons at their prime, needed income to support and maintain growing families, and to build up equity in their pension programs.

Very little, if any, serious attention was paid to the income needs of those who were already at the so-called "retirement age," or close to it. These were the persons who had worked regularly, who had tried—frequently unsuccessfully—to "save" for their "old age." These were also widows who had never worked for wages, or who had

held paying jobs for a short period of time, before marrying. Presumably, the fact that they were, or would soon be, eligible for Social Security benefits or other pension plans, negated concern that they would have meager incomes which would need to be supplemented if they were to do more than merely exist.

The National Council of Senior Citizens found little evidence of in-depth studies by the U.S. Department of Labor to determine need for paid employment by this group of elderly persons.

A paper, prepared for the 1961 White House Conference on Aging by the Labor Department's Bureau of Employment Security, sums up the fact-finding during the decade from 1950 to 1960. The U.S. Department of Labor undertook extensive research and studies during this period that gave evidence of its growing concern with the problem. The results achieved, while directed primarily to serving the "older worker", also served the needs of all the elderly, and hence warrant discussion here.

A. FINDINGS: EARLY STUDIES

The paper notes that the public employment services, coordinated through the bureau, engaged in a number of fact-finding studies, that indicate an "initial study was done in 1950 in local offices of five cities (New York, N. Y.; Columbus, Ohio; Lancaster, Pa.; Houston, Tex.; and Los Angeles, Calif.). In 1956, a more comprehensive study, which included an analysis of employer practices as well as the experiences of job applicants at public employment offices, was undertaken in seven areas (Worcester, Mass.; Philadelphia, Pa.; Miami, Fla.; Detroit, Mich.; St. Paul-Minneapolis, Minn.; Los Angeles, Calif.; and Seattle, Wash.). Its design was developed cooperatively with the University of Minnesota, which had previously done studies of the utilization of older employees."

AGE DISCRIMINATION EVIDENT

It is important to note that this "Seven City" study substantiated earlier findings and uncovered new facts.

Among other things, it indicated that age discrimination was evident—that over 40 percent of the job openings restricted employment to workers under 45; that most of the discrimination was in white-collar occupations and by firms employing more than 500 workers; and that the unemployment of the 45-and-older workers was of longer duration than that of the worker under 45.

The study showed the effect of giving older applicants routine service as contrasted with specialized job placement and employment counseling. The paper states that: "Success in job finding using the latter method was four times as great. Techniques such as group guidance sessions for older job seekers and use of aptitude tests were tried out and evaluated."

While these studies were going on, the department began a search for facts which would counteract some of the reasons given for not hiring the older people in our population—lessening of physical capacity, lessened productivity, increased pension and fringe benefits.

ADVANTAGES OF OLDER WORKERS

The paper reports that: "A committee of insurance and pension experts, convened for this purpose, concluded in a report published by the department that the cost differential, attributable to pensions and other benefits, in the long run was insignificant and was often more than offset by the capabilities, experience and stability of older workers."

Studies of the relative performance of younger and older workers in production jobs in industry and in clerical fields, conducted in 1956, 1957 and 1959, indicated that group output of older workers up to age 65 was substantially comparable, that significant proportions of older workers exceeded the average output of younger age groups, and that older workers often had greater consistency in day-to-day production.

OLDER WORKERS WANT OPTIONS

The essential finding that productivity varies widely among workers of all ages, and that older workers as a group show little or no variation from this generalization, confirmed earlier surveys of employer opinion by the National Association of Manufacturers and others. They largely were supported by intensive case studies done by the Nuffield Unit in England during the decade. Their observations, while indicating declines in certain abilities, such as coordination and the dexterities, indicated that overall job performance is largely sustained by maintenance of intellectual powers and by compensating adjustments in the method of carrying on job tasks.

Many of the findings of the Department of Labor's studies were confirmed in studies of hiring practices of employers in the San Francisco area conducted by the University of California during 1954-56 and again in 1959. Among their findings were that in larger, long established firms with stable employment, age restrictions were greater and, that there appeared to be a close relationship between hiring practices, employee utilization, and retirement practices.

ELDERLY COUNSELING IMPROVED

As a result of the studies, an expanded and improved program of specialized counseling and placement services for older workers in the nationwide public employment service system was undertaken in 1956.

The department reported that: "While programs were started earlier in a few States (e.g., New York in 1950), the growth was sporadic. In 1956 special Federal funds were allocated for the appointment of State older-worker specialists and local office specialists in the major cities of each State employment service. Two States—New York and California—augmented the earmarked Federal funds to provide additional older worker specialists."

Based on the earlier study findings, operating manuals were prepared and a large scale training program was conducted for agency personnel. Services included individual counseling to aid in vocational choice and adjustment, group counseling to identify personal factors, attitudes and shortcomings inhibiting employment, solicitation of openings for qualified job seekers, and active help in finding a suitable job.

The results were impressive. During fiscal years 1958 to 1960, the report shows that annual placements of persons 45-and-over through these agencies rose from 1 million to 1.2 million. From 115,000 to 120,000 job applicants were counseled in each of these States.

Subsequent studies, to the extent they have been made, have not negated the findings and conclusions that were revealed by the studies in the 1950's.

B. STUDIES IGNORED

Although even limited implementation of the findings of these studies brought impressive results in assisting the job-finding efforts of older persons, the U.S. Department of Labor's actions lead to the conclusion that it does not intend to utilize the results of its own studies in continuing plans to deliver services effectively.

For example, the 1970 report, Economics of Aging, of the Senate Special Committee on Aging (Report No. 91-1548, 91st Congress, 2d Session, pps. 168-169) notes that in testimony on December 18-19, 1969, a former director of the U.S. Employment Service, when asked what level of government determines that an employment security office will have older worker specialists, responded as follows:

Well, essentially the decision is a funding decision, at least that is the way the Federal-State employment security system works, since it is 100-percent federally funded.

There was a time when, through the efforts of the House Appropriations Subcommittee for Labor and Health, Education and Welfare, we had an identifiable kind of earmarked budget for older worker specialists which we, in turn, interpreted to the States and mandated in terms of their responsibility for setting up and training this kind of personnel. That earmarking concept has been dropped for a variety of reasons, not the least of which is that we are in the process of trying to integrate and consolidate three or four different streams of funding in the entire program.

It was felt that this categorical kind of funding for youth on the one hand, and older workers on the other, was inconsistent with the flexible use of the funds.

Now we will have a sizable corps of older worker specialists in the States and we are trying in the redesign of services, that I described rather generally this morning, to put those people to work where we feel their expertise is most badly needed, and that is in the process of providing support to older job-seekers in the business of making the right kind of judgments and decisions about what kind of work they should be looking for and where and how they should look.

CATEGORICAL APPROACH DENIED

At this time the National Council of Senior Citizens can find no official information that the appointment of identifiable staff to specialize in the delivery of services to older workers, by public employment offices is being required or encouraged.

The position of the administration, as represented by the U.S. Department of Labor, is to move away from the categorical approach in the funding for the delivery of services to the older segment of our population.

A statement by the Special Assistant for Older Workers in the department's Manpower Administration before two of the subcommittees of the Senate Special Committee on Aging on July 25, 1968, in addition to citing statistics, noted that "once unemployed, older workers remain unemployed substantially longer than younger workers, and some may never find a job again. While the numbers of men unemployed for very long periods are comparatively small, more of them are middle-aged and older workers. To these individual men, the total personal impact can be traumatic; the consequences most serious."

It further notes that the "older worker would like to have options; to work or to retire, to work full time or part time; to work for pay or to be a volunteer. Workers at retirement age may have these options. However, many do not in view of low income and compulsory retirement. The worker below retirement age does not have that option today, unless he takes public assistance. He must find employment." And that applies to the person between 55 and retirement age, as well as the one in the older worker age bracket, 45 to 65.

C. LOW VISIBILITY FOR OLDER PEOPLE

The Special Assistant, in his 1968 statement, called attention to the unfinished business at hand, namely, the need to clear the obstacles which confront the older job seeker by eliminating arbitrary discriminatory practices and by modifying other policies and practices which work against him; to increase the availability of jobs by finding and stimulating new job opportunities, including employment in needed community services to supplement income and facilitate the transition to full retirement or the return to full-time work; to improve and extend programs to facilitate the matching of skills and jobs, and to cushion the impact of unemployment; to pave the way for older workers, employers, labor unions and educational institutions to prepare for and adjust to foreseeable changes in technology, in educational requirements, personnel practices, and to prepare for satisfying retirement.

He further noted findings which led to the conclusion that there is low visibility for older people. They are unemployed, but they are not clumped together; they don't organize, they don't speak up, and there is nobody to speak for them. They are not visible. Neighbors don't know about them; people generally do not know about them; a crisis exists in a man's life and no one seems to know or care.

The National Council of Senior Citizens finds no evidence of any sustained action—through studies or followup on studies by the U.S. Department of Labor since 1968, to move *aggressively* to recognize the needs of the older worker, particularly those over 55, for paid employment as well as age antidiscrimination in employment.

Testimony presented to the Senate Special Committee on Aging ("Economics of Aging: Toward a Full Share in Abundance" Dec. 31, 1970) describes quite definitely the failure of the U.S. Department of Labor—or, in fact, the Administration on Aging in HEW—to undertake seriously the necessary studies on the employment needs of the older worker and of those no longer considered as active workers.

Representatives of organized senior citizens groups as well as staff of the U.S. Department of Labor, specifically or by implication, have indicated over the years the need for such studies and for aggressive and continuous followup to implement the findings of earlier studies.

It is pertinent to note that the Age Discrimination in Employment Act, passed in 1967, mandated the U.S. Department of Labor to undertake studies in this area (Sec. 5 of the act). But, as of Dec. 31, 1970, this mandate had not been fulfilled. The Senate Special Committee on Aging, in its December 31, 1970, report, noted (p. 168) this failure and recommended that action be taken without further delay to fulfill this requirement.

It stated that:

Testimony by representatives of the Labor Department casts doubt on whether sufficient staff effort was being exerted to implement the objectives of the Age Discrimination in Employment Act of 1967—the department has 1,000 investigators working on all aspects of the Fair Labor Standards Act, spending "not over 10 percent of their time on age discrimination," or "an equivalent of 100 men trying to implement this on a national scale" (pp. 178-79). Also, the study of institutional and other arrangements giving rise to involuntary retirement, required by the Age Discrimination Act of 1967, had not yet been undertaken.

On January 14, 1971, the Manpower Administration of the U.S. Department of Labor indicated that action was finally underway to make the required studies. A communication to a staff member of the Senate Special Committee on Aging, advised that a member of the Assistant Secretary's office was "coordinating the development of a research program to meet the requirements of Sec. 5 of the Age Discrimination and Employment Act of 1967. The research program is now in the planning stage." This 4 years *after* the legislation had been passed.

This is another indication that unless there is a visible unit, in the Manpower Administration, with sufficient stature to secure action, progress will not be made, regardless of congressional intent.

D. OPERATION MAINSTREAM

In its annual report for 1970 to the U.S. Senate Special Committee on Aging, the Office of Economic Opportunity states that of its three manpower programs—the Concentrated Employment program, New Careers, and Operation Mainstream (the administration and operations of the programs have been delegated to the Department of Labor)—Operation Mainstream has had "by far, the most significant impact on the elderly."

According to the report the purpose of Operation Mainstream is "the provision of work-training and employment projects, augmented by necessary supportive services designed to provide permanent jobs at decent wages for adults with a history of chronic unemployment."

Operation Mainstream had several projects exclusively for the elderly, with a maximum enrollment opportunity of 4,628 in June 1970, and "an additional 900 enrollment slots for workers 45-and-over in the regular Mainstream program."

In brief, the OEO manpower program that has had "by far the most significant impact on the elderly of any of OEO's manpower programs" helped fewer than 6,000 elderly persons in 1970, the year of its largest funding.

Operation Mainstream, if it is to fulfill its purposes, must help the elderly, through large-scale specially designed programs. Then their effectiveness should be measured objectively. Then long-term programs based on these findings, should be put into operation.

Basically, at this time, the National Council of Senior Citizens reiterates again its belief that further studies are needed; but, that studies to determine needs alone will not suffice. An aggressive, categorical program is essential. Then, when that has been in operation, studies to determine and improve its effectiveness will be in order.

3. LEGISLATIVE INITIATIVES: FEW RESULTS

Congressional concern over problems of older workers—and the need for a community service program—has been expressed with increasing frequency within recent years. But, despite the often eloquent testimony given in support of legislation in this area, the most concrete results thus far have been:²

- A growing body of evidence on the desirability of community service by older workers, but little application of the lessons already learned.
- An Age Discrimination Act which fails to meet even the most limited of its objectives.
- Some recognition—in the Economic Opportunity Act amendments, in manpower development legislation, in public welfare provisions, and elsewhere—of the need for employment opportunities for the elderly, but relatively little actual commitment and allotment of resources.

4. ADMINISTRATION RESISTANCE

In recognition of the vital need for establishing a national program to continue and broaden the excellent work already amply proven on a demonstration basis, 15 Senators joined Senators Edward M. Kennedy and Harrison A. Williams, Jr., in March 1970 as sponsors of S. 3604, the Older American Community Service Employment Act. An identical bill (S. 555) was introduced early in the 92d Congress with the strong bipartisan support of 16 Senators.

² For a fuller discussion of major legislation concerning the employment of the elderly since 1960, see Appendix 2 of this report.

The proposed legislation would authorize new opportunities in needed community services for low-income persons aged 55-and-older, and would provide a basis for converting the existing successful pilot projects into a permanent, ongoing national program. A 2-year funding authorization of \$95 million would provide new service opportunities for approximately 37,000 older persons—more than seven times as many as provided under the U.S. Department of Labor's "Operation Mainstream" in 1970.

Three days of hearings on S. 3604 were held in 1970 by the Special Subcommittee on Aging of the Senate Labor and Public Welfare Committee. At these hearings in Fall River, Mass. and Washington, D.C., witnesses were in virtually unanimous support of the bill.

The administration, however, raised arguments based partially on opposition to "categorical programs," as described earlier in this report. The administration position, however, was based on other arguments which are examined in some detail on the pages that follow because of the light that can be thrown, not only upon the fate of S. 3604, but upon positions taken earlier on other issues related to older workers.

A. DETAILS ON ADMINISTRATION POSITION

The administration, while perhaps not questioning the "values—both psychological and financial—derived by older people engaged in meaningful community service opportunities," has nevertheless questioned the need for the nationwide program proposed by S. 3604, the Older American Community Service Employment Act.

The administration's opposition to the enactment of S. 3604, set forth in detail in a letter of July 7, 1970, from the Secretary of Labor, is essentially this:

This administration believes that through the current and proposed efforts described herein and through a commitment to increase the participation of older persons in American life (which we hope will be fostered by the forthcoming White House Conference on Aging) the purpose of S. 3604 will be realized and its enactment will not be necessary.

The National Council of Senior Citizens seriously questions the realism of counting on the efforts set forth by the administration in this letter of opposition to S. 3604.

The substance of the administration's claims to activities that make the Older American Community Service Act unnecessary therefore merits detailed consideration.

FOSTER GRANDPARENT PROGRAM AND RETIRED SENIOR VOLUNTEER PROGRAM (RSVP)

The Secretary of Labor's letter says:

In the 1969 amendments to the Older Americans Act which were enacted last year, the Foster Grandparent program—providing a new role for retired persons—was given permanent status and the Retired Senior Volunteer program, a new program to reimburse older volunteers for their out-of-pocket expenses, was authorized.

The National Council of Senior Citizens recognizes without reservation the value of programs that enable older people to serve in volunteer efforts because their out-of-pocket expenses—bus fares, lunches, costs of refurbishing their clothes—are reimbursed. We have lent support to the implementation of RSVP at a time when the administration, after the proposed legislation was on the books, failed to press for the funding needed to translate the program from words to reality. But not all older people—in fact probably only a small minority—can afford to engage in nonpaid employment even though the expenses of the service are reimbursed.

There is also new cause for concern. Current administration plans call for a transfer of the Foster Grandparent program, which is an employment program, and RSVP—strictly a volunteer program—to a new voluntary Government agency known as ACTION³ and this may curtail the opportunities for part-time employment of the elderly foster grandparents who cannot afford to volunteer their services.

IMPROVEMENTS IN SOCIAL SECURITY AND WELFARE

The following is quoted from the Secretary's letter:

In the Family Assistance Act (H.R. 16311) . . . the administration has proposed a bill that could bring the income of all older couples well over the poverty line and all single older persons up to 80 percent of that income level. Moreover, under Social Security legislation enacted last December and additional proposals currently pending before the Senate (H.R. 17550), the administration will have increased the incomes of beneficiaries by 20 percent. In addition to these improvements, the administration has endorsed the automatic cost-of-living adjustments and the liberalization of the retirement test now contained in the bill. All of these gains are elements in the administration's overall income strategy, which in our view will eliminate or markedly alleviate the symptoms of poverty among older persons.

The National Council of Senior Citizens is also a strong supporter of legislation to assure that all Americans, whether aged or not, have incomes above the poverty line.

That an improvement in welfare payments is not, however, an acceptable alternative to the potential of a Community Service program is clear from just two excerpts from testimony taken by congressional committees. From a report of a Senior AIDES project:

Nearly 2 years participation has demonstrated:

1. That there are many older persons who want the self-respect which comes from supporting themselves and not living off others, either their families or their community. Sixteen of our 30 aides, 53.3 percent, could receive more from welfare than they do working on this program. There is now dignity and purpose in their lives.⁴

³ The transfer of these two programs to ACTION took place on July 1, 1971.

⁴ Position Statement of the Senior AIDES Project in New Bedford, Mass., p. 27 of Hearings on S. 3604 before the Special Subcommittee on the Aging of the Committee on Labor and Public Welfare.

And from a national director of programs to provide job opportunities for older persons:

I am talking about the jobs which can be provided, and I know of not a single person that I have met on public welfare who was not disabled who would not prefer to have a job. The poor continue to say in every community action agency, in every program we have ever created, that what they want is a job if they are physically and mentally able. They don't want anything else. We keep jamming this other stuff down their throats, welfare and all the rest, and what is really needed is an opportunity for a job, a chance to be useful, a chance to be productive. Goodness knows, we could put a lot of these people to work tomorrow on the problems of environment, problems of pollution, a whole host of jobs.

Economics of Aging, p. 171

The National Council of Senior Citizens also enthusiastically supports an increase in Social Security benefits accompanied by improvements in the retirement test. But, the Council would again point out that these proposals of the administration merely keep up with rising price levels—and consequently just as many aged stay just as poor as they now are. This would not be the solution even if older persons sought employment only for financial reasons—and it's clear that this is not the case. The social and psychological values are at least equally important.

Furthermore, regardless of what is done to improve the level of income provided by old-age assistance and Social Security, there will still be countless older people who are too old to compete for full-time jobs but who are too young to qualify for old-age assistance or Social Security retirement benefits. For them—many are women widowed in their late fifties; many are workers eased out of the labor force prematurely—an opportunity for community service employment provides the only acceptable solution while waiting for eligibility for old-age payments. For the Nation too, this solution to this aspect of the problem is important because it alleviates pressures for an ever-earlier eligibility age under our public income-maintenance programs for the aged.

MANPOWER TRAINING ACT

In addition, the administration's opposition to S. 3604 rested heavily on the proposed Manpower Training Act. Again quoting from the letter of the Secretary of Labor:

Because S. 3604 would establish yet another categorical grant program, increase the duplication of effort, and further complicate the existing range of national manpower programs, we oppose its enactment. We believe, however, that there are several constructive steps that the administration can take to expand the kinds of opportunities to which S. 3604 is directed:

1. Under the authority of the Manpower Training Act, we will develop a program model focused on the employment of older persons in community services for use by the States after the act is signed into law.

2. The Department of Health, Education and Welfare will use research and demonstration funds to establish one model Retired Senior Volunteer program project in each Federal region during fiscal year 1971.

3. We will attempt to effect the recommendation of the President's Task Force on Aging that Federal agencies cooperate in designing new paid and unpaid roles for older persons in the local delivery of services and in building such roles into local delivery by:

a. Studying methods of making greater use of older persons in Federal grant-in-aid programs, particularly in the human services field;

b. Using older persons in the administration of the Family Assistance Plan; and

c. Developing models of new roles for older persons in such Federal programs as the proposed Social Service Amendments to the Social Security Act.

4. A section in the proposed Manpower Training Act amends the Economic Opportunity Act to enable the Office of Economic Opportunity to expand and improve research, experimental, and developmental activities focused on the employment and employment-related problems of the economically disadvantaged, including persons over 55. This authority will be used to develop additional new roles for the low-income elderly.

B. ADMINISTRATION DIMS PROSPECTS

In appendix 2 of this report, the National Council of Senior Citizens discusses the possibilities of the Manpower Act—vetoed by the President in the closing days of the 91st Congress—with special reference to “older workers” who need employment in order to survive *now* in a money economy as well as to build up rights to future retirement benefits.

Here it is sufficient to point out that the administration's opposition to categorical programs seriously dims the employment prospects of older workers. There is presently no incumbent in a position of Special Assistant for Older Worker programs anywhere in the U.S. Department of Labor. On January 15, 1971, the U.S. Department of Labor provided the Senate Special Committee on Aging—in response to a request from a committee staff member—with a table concerning older persons in Manpower programs. Its transmittal noted that the totals “include the Neighborhood Youth Corps and Job Corps programs which are youth programs. If one excludes these youth programs from the total, the percentage of participants 45-and-over rises to 9.4 percent from the 4 percent shown on the table.”

Ironically, too, the transmittal advises that, at this late date, a member of the Assistant Secretary's office is “coordinating the development of a research program to meet the requirements of Sec. 5 of the Age Discrimination and Employment Act of 1967. The research program is now in the planning stage.”

Once again it seems that only when official pressure is applied does action follow.

OTHER "CATEGORICAL" OFFICES

Representatives of the National Council are told that the administration and the U.S. Department of Labor are opposed to "categorical" programs. This may be so, but the fact of the matter is that a review of the 1970 Congressional Directory shows the following categorical or "interest" groups represented by identifiable organization structure in the department:

Secretary's Office

Office of Equal Employment Opportunity
Employ the Handicapped

Manpower Administration

Farm Labor Service
Veterans Employment Service

Labor-Management Service

Office of Veterans Reemployment Rights

Wage and Labor Standards

Women's Bureau

To the best of National Council of Senior Citizen's information (since to date a current organizational chart of the Manpower Administration has not been secured) within the Manpower Administration is a major organizational division entitled "Program Delivery Support." There are units within which are specifically designated as "special worker group services" for the handicapped and older workers. This would imply a "categorical" approach. The inconsistencies in theory and practice are evident.

Thus, many persons and organizations concerned with establishment of programs and services for the elderly within the USDOL question whether there is any *real* commitment by the National Administration and its representatives to this "category" of our society.

This question is all the more disturbing in view of the July 7, 1970, letter to the chairman of the Senate Committee on Labor and Public Welfare, signed by Secretary Hodgson and representing the views of DOL, Health, Education and Welfare, and the Office of Economic Opportunity, related to S. 3604, the "Older American Community Service Employment Act."

The letter stated:

... the administration proposed to *decategorize* and consolidate existing manpower programs, and provide flexible funding for a comprehensive manpower program in each State and area . . . We believe that the interests of older workers, as well as other people with specialized manpower needs, can best be served by giving the initiative in manpower program administration to the States and localities . . . rather than to continue the proliferation of tightly drawn categorical programs at the national level . . . We intend that the employment possibilities for older persons which Operation Mainstream has demonstrated will not be lost . . .

Meantime, President Nixon vetoed the 1970 Manpower and Training Bill, which had been passed by both Houses of Congress and which would have encouraged employment programs for the elderly.

In view of what has not happened, concerned persons have valid cause to question whether the intention expressed in Secretary Hodgson's letter will be implemented unless there is a specifically assigned and designated staff charged with responsibility to provide aggressive leadership within the department to ensure that efforts to bring the impoverished elderly into the mainstream of economic life materialize.

The current situation offers virtually no hope to our more elderly people who need employment opportunities for psychological satisfaction as much as—or more than—for financial remuneration. These older people do not want to compete with younger workers who may well be their own sons and daughters supporting their own grandchildren. But they want to do a job that needs doing. They—and the communities of our Nation—are shortchanged if this opportunity is not provided through an Older American Community Service Act.

MYSTERY OF TITLE 1-E FUNDS

There have been evidences that unless such responsibility is assigned and surrounded with appropriate prestige and authority, little if anything constructive will be done for the elderly poor. Attention is called to the fact that the sum of \$10 million of Economic Opportunities Act Title 1-E Operation Mainstream funds was available for distribution in the closing weeks of fiscal year 1970. In June, the agencies engaged in the Community Senior Service Demonstration projects had met with the director of the OEO and the Under Secretary of Labor to present plans and a request for funds for the expansion of the ongoing projects.

The best that could be secured was the information that a decision would be made before the close of the fiscal year, as to how this \$10 million would be used, and what action would be taken in response to the request of the concerned national organizations.

Some of the national agencies have learned by various "grapevines" that on June 19, 1970, via TWX (Teletypewriter Exchange Services), all Regional USDOL Manpower Administrators were authorized to sign contracts for EOA Title 1-E Operation Mainstream up to the amounts listed in the TWX, without additional National Office (e.g., Manpower Administration) approval. The TWX also advised that these funds were to be obligated by June 30, 1970.

So far as the National Council of Senior Citizens has been able to ascertain, no written instructions were given the Manpower Administrators concerning the use of these funds for programs predominantly for persons 55 years of age and over. Nor were the concerned national organizations advised officially, to this date, how the \$10 million was to be used, or why their requests involving use of these moneys were not approved.

The exchange of correspondence between Senator Gaylord Nelson (July 21, 1970) and Malcolm R. Lovell, Jr., Assistant Secretary-Designate for Manpower (August 19, 1970) indicates that the Manpower Administration did not consider it necessary applying the criteria in the section of the act which cited among the beneficiaries, persons unable to secure appropriate employment because of age, physical conditions, etc. We have seen no public information to

indicate the extent to which the contracts signed provided specifically for employment or training of persons 55 years of age and over.

C. THE WHITE HOUSE CONFERENCE ON AGING

The comments above make all too clear that the National Council of Senior Citizens is not impressed by the administration's claim that its current and proposed efforts reduce the need for a program to provide part-time community service employment for the elderly.

Nor is the National Council optimistic about the administration's "hope" that the forthcoming White House Conference on Aging will make specific action unnecessary by fostering a "commitment to increase the participation of older persons in American life"—though the Council's representatives will join enthusiastically with all who seek a serious commitment to meet the employment problems of the elderly.

The National Council of Senior Citizens detailed its concerns about the White House Conference in testifying at the March 25, 1971, hearing of the Senate Special Committee on Aging and the Subcommittee on Aging of the Senate Committee on Labor and Public Welfare. The National Council's testimony was directed to early evidences that the conference was being used as a political forum for the partisan advantage of the administration.

The National Council now adds a further specific concern, most germane to the substance of this report.

The National Council has carefully studied the *work books* issued by the White House Conference on Aging which are intended to guide—in actual practice, to dictate—the discussion of issues at the community conferences that provide the input for State conferences and thus for the White House Conference itself.

In the *work book* on Employment there is *absolutely no recognition* of the role of part-time noncompetitive employment opportunities for the elderly. Nor is this significant gap filled by the background data or the identification of issues presented in the *work books* on Retirement and on Income.

The National Council of Senior Citizens therefore questions whether this administration is any more wholehearted about fostering a "commitment to increase the participation of older persons in American life" than it is about taking the positive steps that would assure the elderly of meaningful employment opportunities.

CHAPTER II

THE SENIOR AIDES PROGRAM: LESSONS THAT SHOULD BE HEEDED

Thus far in this report, special attention has been paid to the employment problems facing so many older Americans today, and the failure of public policy and programs to deal with those problems.

But, despite the magnitude of the challenge that must yet be met, much can be learned from the practical experience that has already been gathered in the pilot Senior AIDE programs conducted by the National Council of Senior Citizens as one of several demonstration programs authorized by the Department of Labor in 1967-68.¹

Here, in some detail, is a report on progress made under that program.

1. SCOPE OF PROJECT

On June 21, 1968 the National Council of Senior Citizens signed a contract with the U.S. Department of Labor to sponsor a senior community service program. The National Council chose to call the program Senior AIDES (the latter word being an acronym: Alert, Industrious, Dedicated, Energetic, Service). The program had two primary objectives:

1. To provide socially useful part-time employment for low-income elderly persons;
2. To improve and expand existing community services—and to create new services.

Underlying these objectives was the intent to develop a model for an effective national senior community service program.

The original contract provided employment for a total of 400 elderly persons—40 persons in each of 10 community projects. Since then the program has been expanded twice to reach its current size of 1,148 AIDES working in 19 projects. In January 1969, 6 months after the project went into operation, with the approval of President Johnson's administration, a supplemental agreement was signed with the U.S. Department of Labor providing for the addition of four community projects and an increase in the number of AIDE positions so that every project had 60 AIDE positions. Then in June of the same year, a contract amendment added five more communities to the program.

The program has been refunded in exact dollar amounts since the administration of President Nixon came into power in January 1970, but there has been no expansion of the program under the present administration.

¹ For additional details, See Appendix 3, History of the Senior Community Service Program.

Senior AIDES have been employed on jobs that are not now usually available and never would be available to the elderly. Applicants for Senior AIDES jobs must be age 55 or older, and meet the Office of Economic Opportunity poverty income guidelines.² Senior AIDES earn an average of \$2.15 an hour for 20 hours work a week.

The National Council of Senior Citizens is one of four national organizations chosen to administer the U.S. Department of Labor's demonstration program for employment of low-income elderly in community service. Although all four sponsors operate according to the same basic guidelines issued by the department, the National Council's administration has been unique in three important respects:

- (1) Its choice of communities and the variety of sponsoring agencies;
- (2) The freedom it has given the local projects to design and operate their own programs;
- (3) Its emphasis on low-overhead administrative costs.

Administrative costs averaged 12.9 percent of the total budget in the first contract period covering 2 years of operations. **In the contract period ending May 21, 1971, the administrative costs have averaged less than 10 percent.**

The National Council in its selection of communities met the U.S. Department of Labor's criteria and two additional criteria of its own. The Labor Department required that special consideration be given to cities with either a Model Cities program or Federal Concentrated Employment program.

The National Council added two criteria, namely, cities with active organizations of senior citizens and viable public or private nonprofit community agencies that could sponsor the program.

More than 7 years of nationwide experience in organizing groups of senior citizens proved invaluable to the National Council in its selection of project communities. The National Council announced the demonstration program and opened negotiations with community leaders and agencies for local sponsorships. With the advice of affiliated senior citizens clubs, local officials, and other community groups and leaders, the National Council carefully selected local project sponsors. After a review of 43 communities that seemed to meet all requirements, 10 were recommended to and approved by the U.S. Department of Labor. This process was repeated when the program was expanded to additional communities.

Under the program, Federal antipoverty funds pay 90 percent and local sponsoring groups bear the remaining cost. Of particular significance is the fact that in the National Council's Senior AIDES program, no part of the Federal funds is used to pay any of the cost of

² The present guidelines allow a maximum annual income of \$1,900 for a single elderly person living in an urban area. An additional \$600 of income is allowed for each member of a person's family, e.g., an elderly person living with one relative is allowed up to \$2,500; a member of a three-person family is allowed up to \$3,100, etc. The original guidelines allowed only a \$1,600 maximum for a single person and \$2,100 for a two-member family. These income guidelines exclude all but the very poorest. According to Bureau of Labor Statistics figures, in the spring of 1969 a retired couple living in an American city needed a yearly income of \$2,777 to provide for their minimum needs; and \$3,940 for a moderate budget. The minimum budget for a couple allows \$16.75 weekly for food; the moderate budget, \$21.75. Since the BLS figures were released, the cost of living has continued to rise. In 1969 alone, it rose 6.2 percent.

local administration of the project. Locally, the Federal funds are used to pay wages and fringe benefits for the Senior AIDES employed. The local sponsor must contribute at least 10 percent of the total budget for the project. This payment is in-kind (including the salary of the local project director) rather than in cash. In actual fact, many project sponsors contribute more than 10 percent of the cost in terms of time, supervision, counseling and administration.

The local sponsors select persons to serve as project directors subject to the approval of the National Council's Senior AIDES project director. The program's experience has shown that the persons selected to direct the projects have been, in the main, outstanding. They have brought knowledge, administrative and program experience, dedication, energy and an innovative spirit to their projects.

The National Council's major objective in setting up the administrative and organizational structure of the program was to provide for maximum local discretion in the conduct of the projects, consistent with its responsibility as prime contractor to the U.S. Department of Labor. To achieve this objective the National Council developed a flexible management system through which the local projects were able to develop demonstration programs responsive to local conditions and needs. This was accomplished with substantial supportive services and technical assistance from the national office Senior AIDES staff.

This policy of maximum local discretion is a natural extension of the National Council's own policies and organizational structure. Although numerous experts and specialists in aging are active members, the National Council of Senior Citizens is primarily a mass membership organization of the elderly themselves. The highest governing body of the National Council is its annual convention of delegates chosen by the local clubs. Governing policies for the upcoming year are determined and officers to carry out the policies are elected by the convention delegates.

All National Council clubs are completely autonomous—determining for themselves their own programs and activities.

In its almost 3 years of operation the National Council's Senior AIDES project has: Demonstrated its potential of achieving its basic program objectives to provide socially useful employment for low-income elderly persons; and to improve and expand social services needed by the community; and in so doing has created a structure for the administration of such a project which could become an effective model for a national project.

2. NATIONAL ORGANIZATION

A. STAFFING

Organizational structure and staffing for the development, management and administration of the Senior AIDES project is in accordance with the plan submitted by the National Council of Senior Citizens and approved by the U.S. Department of Labor.

At the national level, the Senior AIDES staff are full-time employees, except for the Director of Project Planning and Development. (This exception enabled the National Council of Senior Citizens to secure the services of a retired U.S. Department of Labor employee

with special, successful expertise in manpower programs related to older workers.)

Supportive services are provided by regular staff of the National Council of Senior Citizens.

The Executive Director of the National Council of Senior Citizens is the National Director of the Senior AIDES project. He carries out his responsibilities with the assistance of two associates—one responsible for the administration of the program (the Program Director) and the other responsible for planning and developmental activity (Director of Planning and Development).

The Program Director carries out the responsibilities of program operation and management and for implementation of policies and planning with a small professional staff of three field representatives, and a field service assistant; and a small clerical staff. The field representatives and the field service assistant are responsible for providing supervision, direction and technical assistance to local projects, working through the local project directors. In addition—the field service assistant also provides administrative services to the national staff.

The Director of Program Planning and Development works coordinately with the Program Director developing plans and materials needed to facilitate administrative activities; initiating guidelines for both national staff and local project directors; recommending program and planning activities; and implementing recommendations approved by the Project Director.

A minimum amount of Federal funds is used for national administration. The Project Director receives no salary from the Federal funds allocated to the Senior AIDES project.

B. ADMINISTRATIVE AND SUPPORTIVE SERVICES PROVIDED BY THE NATIONAL COUNCIL OF SENIOR CITIZENS

The National Council's Comptroller is responsible for the fiscal supportive services of the program. He works under the supervision of the Project Director to coordinate fiscal services that concern contracts, budgeting and fiscal management.

The Information Assistant provides guidance and assistance on preparing and disseminating information about the Senior AIDES program through the public media and through research papers for specialists on aging and manpower.

The Legal Counsel assists in negotiating all subcontracts under the program and submits them for approval to the U.S. Department of Labor and provides guidance on any legal matters relating to the program.

Other National Council facilities—such as administrative and clerical assistance, library and research services—provide additional assistance to the Senior AIDES staff when needed.

C. THE NCSC SENIOR AIDES PROJECT COORDINATOR—NATIONAL REPRESENTATIVE AT THE LOCAL LEVEL

The Senior AIDES Coordinator is the local representative of the Executive Director of the National Council of Senior Citizens (in his capacity as Project Director of the Senior AIDES program) to the local sponsor to whose project he is assigned. He is appointed by the

Executive Director and works in close cooperation with the National Senior AIDES staff, but reports directly to the Executive Director.

The position of Senior AIDES Coordinator developed from the National Council's belief in encouraging maximum community participation and in having low administrative costs. The coordinator as a member of the community—and in all but two instances an elderly person—is able to provide support and insights that an outside professional could not. Many of the tasks that the coordinator performs are carried out by a full-time professional staff member in other similar federally funded programs.

His responsibility is carefully spelled out in the guidelines for operation of the Senior AIDES project. Briefly stated, the NCSC—Senior AIDES Coordinator, as the personal day-to-day local representative of the Executive Director, provides *assistance* to him, on the one hand, and to the local Project Director, who has complete responsibility for the administration of the local project, on the other. The coordinator does not at any time assume the responsibility of directing or supervising the local Project Director in the performance of the latter's responsibilities.

Because he lives in the same community as the local project, he is available on a day-to-day basis to provide liaison between the national office staff and the local project staff. He serves as the spokesman for the national Project Director on the nationwide aspects of the Senior AIDES project. He regularly reviews the performance of the Senior AIDES on their respective jobs, reviews documents required by the prime contractor, and brings strengths and weaknesses to the attention of the national Project Director. (This is the kind of activity that would be expected of a regular staff member stationed locally to provide appropriate review of the project for the prime contractor.) He provides information and makes recommendations to help ensure that from the national office's point of view the Senior AIDES project locally is achieving its goals.

He keeps the local Project Director informed of the results of his reviews, of problem areas he discovers, and makes suggestions for corrective action. The final decision on this corrective action, however, is the responsibility of the local Project Director.

Working *cooperatively* with the local Project Director, the NCSC—Coordinator is expected to be of prime help in creating an awareness of the needs of the elderly in the community and assuring that the total community understands the purpose and the accomplishments of the Senior AIDES program both locally and nationwide.

D. ADDITIONAL STAFF RESPONSIBILITIES AND ACTIVITIES

TOWN MEETINGS

The national staff has helped local project staff in six communities to organize town meetings. A town meeting provides an opportunity for the local project to:

- a. Show what it has accomplished;
- b. Increase community awareness of the problems of the elderly and what steps are being taken to solve the problems; and
- c. Activate future planning of employment programs for the elderly.

The national staff has helped the local projects to plan the formats of the hearings and to arrange for good coverage by the local newspapers, television, and radio.

At a typical town meeting, a panel of local leaders such as the U.S. Senators and/or Congressmen for the area, the Mayor, a member of the Senior AIDES national advisory committee, a representative of the local State Employment Service, and one or two members of the local project advisory council, hear testimony from representatives of social service agencies that have worked with the AIDES, several AIDES themselves, leaders of local senior organizations, and specialists in aging.

Town meetings have been held in Oakland, Calif.; San Diego, Calif.; Miami, Fla.; St. Louis, Mo.; Buffalo, N.Y.; and Providence, R.I.

CONGRESSIONAL TESTIMONY

The National Senior AIDES staff members have assisted local project staff and Senior AIDES to prepare testimony before congressional committees; and also have testified themselves when requested.

Testimony about inadequate health care, malnutrition among the elderly poor, the accomplishments of the AIDE program, and the need for expansion of senior community service projects, has been presented.

STAFF TRAINING

The National Council's knowledge and the wide scope of its activities in aging make it possible for Senior AIDES staff to inform the local project directors about current important developments.

The national staff conducts semiannual conferences for local project directors and NCSC-Senior AIDES Coordinators. At these conferences, the directors are able to learn about national policy trends, to exchange information and explore new directions for their projects.

RESPONSIBILITY TO THE U.S. DEPARTMENT OF LABOR

In addition to its program and administrative responsibilities to the projects, the national staff prepares monthly progress and statistical reports and an annual comprehensive report for the U.S. Department of Labor.

E. NATIONAL ADVISORY COUNCIL

The Senior AIDES blueprint provided for the establishment of a national advisory council. The council meets regularly three times a year to review the program, make recommendations with regard to its progress, suggest ways in which the program can be improved, and is also on call when necessary to advise on emergency situations.

The membership of the Senior AIDES advisory council was selected from the National Council's board and advisory committees—persons who represent various categories of community leaders interested particularly in the needs of older people.

The following are the members of the NCSC-Senior AIDES' national advisory council: Matthew DeMore, first Vice-President of the National Council of Senior Citizens and a former General Secretary-Treasurer of the International Association of Machinists and Aerospace Workers; Major General Charles G. Stevenson, former

Adjutant General of New York Army National Guard; Andrew W. L. Brown, Secretary-Treasurer of the National Council of Senior Citizens and Director of Community Services and Older Workers Departments of United Auto Workers Union in Detroit; Vaughn Rudy, International Representative, United Auto Workers, Buffalo, New York; Laura Lee Spencer, U.S. Department of Housing and Urban Development; Clement D. Dowler, AFL-CIO Southern Atlantic Region, Greensboro, N.C.; Bernard Ruffin, Associate Director, Washington, D.C. Police Department, Special OEO Project; George Kourpias, Grand Lodge Representative, International Association of Machinists and Aerospace Workers.

3. LOCAL ORGANIZATION

The local sponsoring agency is responsible for the successful and effective operation and management of the project for which it has subcontracted with the National Council of Senior Citizens. The broad policy guidelines of the National Council give the local sponsor considerable discretion for establishing a program that will meet the special needs of its community.

The local sponsoring agency, in line with this responsibility, provides for central local administrative operations—including personnel, personnel practices, maintenance of appropriate and necessary payroll and statistical data, preparation and submittal of required and special reports, etc. It is also responsible for assuring that appropriate fringe benefits are provided to the Senior AIDES; that they receive orientation and overall training on community resources, needs, and developments as these relate to older persons; that counseling, testing and placement services as needed by the Senior AIDES are provided by the local Employment Services; that medical services are made available through community agencies, as these services are needed; that outside educational services are developed for Senior AIDES, etc.

The National Council's plan envisages a local project being operated and managed in line with personnel and administrative techniques that are recognized as good practices. To that end, local sponsors are required to provide job descriptions outlining the functions to be performed by the local project director, the assistant local project director (when such a position is used) and for the jobs to be filled by Senior AIDES whether employed directly by the sponsor or by the sponsor and/or other agencies, identified in the project as host agencies.

The Council's plan also envisages the following administrative and supervisory staff, for the central operation and management of the local project:

A local project director, appointed and administratively responsible to the sponsoring agency's executive. The National Council has encouraged the appointment of a full-time project director at a salary level commensurate with salaries for work of similar responsibility in the community. Where it is not feasible to employ a full-time local project director, the sponsor is encouraged to appoint a qualified person on a part-time basis to assist the project director. This person may be a Senior AIDE.

Clerical staff full time or part time, adequate to provide the full gamut of clerical services required to enable the local project

director to carry out his or her responsibilities in the operation and management of the project.

Fiscal staff, part time or full time, to maintain the necessary fiscal controls, and provide the services required when Federal funds are involved.

Housekeeping staff, part time or full time, needed for the performance of housekeeping duties (maintenance and janitorial).

The costs of the personnel to provide these services make up a portion of the 10 percent in-kind contribution required by the National Council from the local sponsor.

The National Council's plan also envisages that every agency using Senior AIDES, whether it be the local sponsor or a host agency, will assume the responsibility of providing the AIDES with orientation to the agency, on-the-job training, and supervision to assure maximum effectiveness and adjustment. To do this, it is expected that the host agency will assign specific personnel to supervise the AIDE. The host agency is expected to keep in touch with the local project director so that the latter will be aware of the progress of the AIDE on the job, problems encountered, and the corrective action required.

In addition, the host agency must maintain those records and provide such reports as the local project director requires.

A. ADVISORY COUNCIL

Each project is required to establish an advisory council. The council is not a policymaking body but provides advice, assistance and support to the project from the community; and serves as a vehicle for educating the community about the Senior AIDES project.

The membership of a typical advisory council is made up of: (a) leaders or representatives of local organizations of older persons, (b) professional persons who are specialists in aging or antipoverty programs, and (c) community leaders including church leaders, educators, local leaders of the labor and business communities, and public information specialists.

B. RELATIONSHIPS WITH STATE AND LOCAL EMPLOYMENT SERVICES³

At the local levels, the national project staff and the local project directors have had the assistance of the State and local offices of the State Employment Services. The National Council of Senior Citizens has insisted that these offices (as well as the Concentrated Employment Program staffs in the local areas) **must** be used to screen applicants for Senior AIDE jobs.

The local Employment Service staffs, and particularly the staffs specializing in serving the older work applicant, quickly accepted the basic philosophy of the Senior AIDES project and worked closely with local project staff to help the employing agencies set up job requirements and qualification standards for which the kinds of applicants who are available can be recruited. They, and the CEP staff, not only screen applicants to determine eligibility and referral to the employing agencies, but also assist in recruiting applicants.

³ For additional discussion of "The Role of the Public Employment Service" (Manpower services), see Appendix 4.

C. LOW ADMINISTRATIVE COST

It was the National Council of Senior Citizens' policy that administrative costs should be kept to a minimum, so that the maximum amount of money would go directly to the Senior AIDES. In accordance with this policy the NCSC guaranteed the U.S. Department of Labor that at least 80 percent of the overall cost of the program would be for wages and fringe benefits. Wages and fringe benefits for the national headquarters staff were calculated not to exceed 10 percent of the total budget. Overall administrative costs, including national staff, were programed not to exceed 15 percent. In fact—as reported earlier in this chapter—administrative costs were kept less than 13 percent in the first 2 years of the contract and averaged less than 10 percent in the contract period ending May 21, 1971.

The National Council did not provide the local sponsors with Federal funds for administrative costs, e.g., salaries for supervision and administration. Each sponsor was required to provide a minimum of 10 percent of the amount of the total budget for the cost of administration.

Some prospective sponsors expressed initial resistance to participating in the program because of the required 10-percent contribution. However, most accepted the National Council's explanation of its reasons for requiring the contribution—recognition that by providing salary and other administrative costs the sponsor (and the community) had real control over the project director and his activity. In every instance the local sponsor has been able to provide the 10-percent contribution. However, the increasing financial problems of one of the sponsoring agencies is causing concern that it may not be able to provide future local contributions. In this event an alternative local sponsor may be sought to keep the program intact.

One of the major administrative factors the National Council hoped to demonstrate was the effect of local selection and payment of salary for a project director—e.g., does the project get as good or better people and provide as good or better direction and supervision as when the project director, even though selected locally, is paid with funds that are provided from other than local sources. (Experience has demonstrated that, on the whole, the performance of the project directors has been excellent.)

The program hoped to demonstrate that exceedingly effective management and operation of a project follows from a local project director being hired by and responsible to the local sponsor. This is a concept different from that of most federally funded projects where the salary of the local project director is paid with federally appropriated funds.

D. CHOICE OF SPONSORS

Local project sponsors, all public and private nonprofit community service organizations, were primarily chosen for their reputations and known success in delivery of public services. Sound fiscal and administrative structure was also required. To demonstrate the concept that numerous types of agencies would be able to assume responsibility for a local project, agencies that varied widely in nature and service were chosen: a Community Action Agency, a Central Labor Union Council, a City Department of Adult Education, a community service agency, a local Senior Center Agency, and a YWCA.

E. SELECTION OF HOST AGENCIES

In developing the project with the local sponsor, it was essential to ensure that the Senior AIDES would be assigned where their services were most urgently needed and to local groups that wanted to participate with the local sponsor.

Accordingly, in some communities all of the AIDES were assigned to the central local sponsor. In others, slots for Senior AIDES were allocated to one or more community groups. Each group to whom AIDES were to be assigned was called a *host agency*. Each host agency executed a specific agreement, subject to the approval of the National Council of Senior Citizens, with the local sponsor. All local groups involved were nonprofit organizations.

4. SENIOR AIDES JOBS

Probably, as important as any part of this project was the creation of the jobs to be performed by Senior AIDES. And so, in initiating the local project the National Council urged and encouraged setting up innovative and imaginative types of jobs to fit into each agency's need for assistance in supplying community services.

While it was necessary that some would be in the area of normal commercial and business activities, such as secretarial aides, book-keeper aides, interviewing aides, many were in direct services. Senior AIDES were employed to provide person-to-person service, finding persons (especially elderly persons) who needed help but either did not know what was available or where to find it; to assist homebound elderly and either help them secure the needed items or make their needs known to agencies that could meet the required needs.

These were the kinds of jobs that every community knows need to be done, but it can never seem to find either the people to do them and/or the money with which to pay them. Frequently, agencies attempt to provide some of these kinds of jobs through services of volunteers. And while volunteer service is welcome and needed, it does not provide the kind of responsible regular service that paid work does.

Sponsors were encouraged to be as imaginative as possible in developing meaningful community service jobs for the Senior AIDES.

There has been a growing trend among all the projects to assign Senior AIDES to agencies where they can work with other elderly persons. Because they face many of the same problems as the rest of the elderly poor persons in the community, the AIDES are particularly sensitive to their needs and feelings. They have humanized the oftentimes impersonal social services of the agencies and have worked to develop additional programs for the elderly.

SENIOR AIDES JOB CATEGORIES

The program has attempted to place Senior AIDES in a large variety of jobs in public or private nonprofit agencies and under the supervision and direction of professional or semi-professional staff. The jobs that the AIDES have performed carry a variety of titles, but basically they fall into the following categories (in each the functions involved have been indicated):

1. Provide information regarding community services needed and available.

- a. Seek out, or follow up, on the elderly.
- b. Provide them with information about services available and where to get the services.
- c. Provide information to public and private nonprofit agencies about specific services needed by specific individuals.

2. Provide assistance to elderly poor who are ill, shut-ins, or in need of physical help in getting around.

- a. Under direction of professional personnel (doctors' therapists, social workers, visiting nurses, dieticians), help serve meals, assist in feeding, do repetitive tasks, make appointments for professional services.
- b. Read to shut-ins, write letters for them, market for them for staples, go with them to secure surplus food and clothing, etc.

3. Provide services in schools, day care centers, libraries, senior citizens centers.

- a. Assist in adult education classes, working closely with small groups of slow learners, etc.
- b. Assist staff in day care centers and in educational centers for retarded children.
- c. Assist staff in public libraries in working with children (reading, story telling) freeing library staff to provide more specialized assistance to older young people, young adults and older persons.
- d. Assist by providing leadership in games, simple hand-craft, and other recreational activities.

4. Assist in securing information for community research and development activities including census taking—securing data regarding school dropouts, persons needing adult education, community needs for Model Cities planning, etc.

5. Assist in program planning for maximum training and utilization of elderly in.

- a. Community organizations;
- b. Senior AIDES program.

6. Assist public employment service offices in:

- a. Interviewing elderly and securing appropriate information for use in placement or referral for other services.
- b. Canvassing industry, retail establishments and other business establishments in locating and/or developing full or part-time employment for elderly persons.

7. Assist in supervisory, office and similar services in public and private nonprofit organizations including:

- a. Food service preparation, and serving meals in senior centers.
- b. Clerical services (typing, stenography, duplicating, book-keeping, etc.).
- c. Supervision and coordination of activities of Senior AIDES.

5. EXPERIENCES OF FOUR LOCAL PROJECTS

All but one of the National Council of Senior Citizens Senior AIDES projects are in urban areas. The one rural project is located in Marion County, W. Va. A brief analysis of four projects, including Marion County, has been made to give an overall view of the Senior AIDES program. The project communities are San Diego, Calif.⁴; Dade County, Fla.; Minneapolis, Minn., and Marion County, W. Va. Each of the four communities is confronted with the basic problem of providing adequate services for a steadily increasing population of elderly persons with low incomes.

The four sponsors in these communities represent the diversity of agencies selected by the National Council. The sponsor in San Diego is the Community Welfare Council, an urban planning agency; in Dade County, the Senior Centers of Dade County, Inc., a non-profit voluntary service agency of the United Fund; in Minneapolis, the Central Labor Union Council; and in Marion County, the County Court.

A. DESCRIPTION OF PROJECT COMMUNITIES

In San Diego County, Calif., there is an estimated population of 1.348 million as of January 1, 1970, and 698,000 reside in the city of San Diego. Approximately 8 percent, or 110,000, are over age 65. Welfare rolls indicate that 14,848 persons—more than 10 percent of the city's population, an unduly high proportion—are receiving old age assistance. According to the local project FIND, an antipoverty program funded to discover the unmet needs of the elderly, the San Diego community is the most densely populated area of deprived elderly persons in the country.

The elderly make up an increasingly large proportion of the population of Minneapolis, Minn. As in most American cities, young and affluent families are fleeing the city leaving behind those who cannot afford to move.

The age 55-plus population of the city of Minneapolis increased more than 25 percent in the last decade—from 83,242 to 110,411—while the total population declined almost 10 percent from 482,872 to 434,400.

Almost two-thirds of the elderly population of Hennepin County live in Minneapolis proper while less than one-half of the county's total population live there.

In the group of the largest 12 States, Florida has the highest proportion of citizens over 65 years of age—14.5 percent—according to the 1970 census. Of this population 172,725, more than one-sixth of the State's total elderly population, live in Dade County.

Dade County has a population of 1.25 million people; of this number 26 percent are Spanish-speaking residents; more than 10,000 of these Spanish-speaking people are elderly Cuban political exiles who are 65 years of age or older.

Marion County, W. Va., is depressed economically. Abandoned coal mines dot the countryside and coal miners—victims of mech-

⁴ San Diego recently was the subject of an evaluation conducted by Kirschner Associates of Albuquerque, N. Mex., for the U.S. Department of Labor.

anized methods of modern mining—continue to live there in idle poverty. The population of Marion County is approximately 63,000—according to the 1970 census. Fifteen thousand, more than one-fourth of the population, are 55 years of age and older. Of the original 62 AIDES who applied for the Senior AIDES program, 22 stated that they had incomes of \$1,000 or less per year. At least five had no income at all and subsisted on handouts from family sources, usually sons or daughters.

B. STUDY OF SENIOR AIDES APPLICANTS

The Senior AIDES applicants can be divided into two basic categories: the **lifelong poor** and the **new poor**.

The **lifelong poor** are those who are unskilled, underemployed or unemployed, and poorly educated; and members of minority groups who were denied opportunities in their earlier lives (e.g., one black AIDE had taught elementary school in Mississippi before going to a major city, where the only job he could get was as a city porter—a low-paying job with inadequate pension benefits).

The **new poor**, after a lifetime of self-sufficiency, have found that they are unable to provide for themselves in their old age. Some of the reasons for their new poverty are:

- The inability of the Social Security benefit program and other pension programs to keep up with the steadily increasing cost of living.
- A long-term illness which has wiped out a lifetime's savings. Medicare currently covers less than one-half of the average health costs of the elderly. The deductible and coinsurance features of Medicare act as barriers to good health care. Costly out-of-hospital prescription drugs are not covered.
- The early death of the head of the household which leaves a widow stranded, often with growing children, and little or no means of support. These widows often have never been employed and have no benefits of their own.
- The jobs held throughout most of the lives of the applicants required physical stamina which they no longer have (e.g., some women did domestic work most of their lives; some men drove trucks or taxis, or worked in the building trades).
- The jobs performed by the applicants for many years have now become obsolete (e.g., one AIDE was a fancy stitcher in a shoe factory, and another was a self-employed scrap hauler).
- Inadequate pension coverage—many persons were never covered by any pension plans, public or private, although they may have worked throughout their lives (e.g., one AIDE was a cook "here and there" all of her life).
- Illness that forces early retirement—some applicants had job-related disabilities, and little or no health benefits. They were forced to retire at an early age (e.g., one foundry worker with asthma who later had to take whatever odd jobs he could get).
- Family responsibilities which have not diminished with old age—many older persons are responsible for elderly parents or handicapped adult children or young children from a late marriage or orphaned grandchildren.

PREVIOUS EDUCATION NO SAFEGUARD AGAINST POVERTY

Senior AIDES statistics show that earlier education and experience do not protect a person from a poverty-stricken old age. This is true of not only the four areas evaluated but also the other project areas. For instance, almost half of the original Senior AIDES in Minneapolis, Minn., had at least a high school diploma; however, three-fourths of the AIDES had incomes of less than \$2,000. More than 50 percent of them had incomes less than \$1,500.

In Dade County only 27 of the 60 Senior AIDES had not completed high school; of the remaining 33, 10 had stopped their education at high school graduation, 23 had some college—of whom six had bachelor's degrees and six had advanced degrees. Despite their education level, 10 Senior AIDES had incomes of \$1,000 or less, and 50 had incomes of \$2,000 or less.

Sixty-five percent of the current Senior AIDES in San Diego have a high school education or better, but when first applying for enrollment in the Senior AIDES program, 10 percent indicated that they had no income at all.

The Marion County project had AIDES with considerably less formal education than any other project. No applicant had ever attended college; however, 34 percent reported that they had received high school diplomas. The poverty and lack of formal education of the Senior AIDES in Marion County is typified by the following example:

One applicant, a 58-year-old widow of a preacher, left school in 1925 after completing the eighth grade. After her husband died, she subsisted on money that she earned baby-sitting. When she applied for the program, she reported no regular income, and gave as her principal means of support, occasional gifts from a married son and members of her late husband's congregation.

C. RECRUITMENT

Recruitment and initial screening of applicants for Senior AIDES has been carried on in close cooperation with the local offices of the State Employment Services. In a number of communities the local offices themselves have utilized AIDES to assist in recruiting, screening and referring applicants to project directors. Such applicants are first considered by the local offices for possible employment in the competitive labor market. When such opportunities are not available, or cannot at the time be developed, the applicant is considered for a Senior AIDES opening.

Most of the projects have experienced difficulty in finding applicants from minority groups, such as Negroes, Indians, Mexican Americans, etc. Normal recruitment efforts, using only the local employment office, did not reach the minority communities, nor did the routine appeals to community agencies.

In Minneapolis, for example, the Project Director attempted to overcome this problem by conducting a special recruitment program. She called a meeting of representatives of the major community agencies working with minority groups to inform them of the Senior AIDES program and to seek their help in identifying needy elderly applicants.

She also arranged for interviews on radio and television. She contacted union retiree organizations with large numbers of minority group members. Only after these efforts was there an increase in the number of applicants from minority groups.

THOSE WHO WEREN'T HIRED

Once the original job slots were filled, the Senior AIDES program was unable to help the thousands of other suitable applicants seeking employment. They had nowhere else to turn. In Marion County, for instance, there are 250 applicants who are waiting to become enrollees in the Senior AIDES program. "With papers already processed and signed, they are ready to go to work," said the Project Director.

Applicant records in each project area have shown that the Senior AIDES program is unable to meet the needs for almost nine applicants for each job slot—even though there was little or no local publicity for the jobs.

The elderly poor applicants who have not been eligible for AIDE positions can be divided into the following categories:

1. The older person who was too feeble to work, even 20 hours a week, but who needs additional income.
2. The older person whose family income is above OEO criteria, although his own personal income is well within the criteria. According to current OEO guidelines, a two-member family is allowed a maximum annual income of \$2,500, a 3-member family is allowed \$3,100, etc. Thus an elderly person with no personal income, who lives with a relative, is ineligible for a Senior AIDES job if his relative earns more than \$2,500 annual income. One of the best documented examples of this problem occurred in the San Diego project area.

Mr. M. is a Mexican American who applied for a position in the Senior AIDES program in San Diego. He qualified, according to the age and individual income criteria. Shortly after he was hired, however, he was terminated by the local Project Director. It was discovered he lived with an adult daughter whose annual income of several thousand dollars disqualified him, according to the OEO family income criteria.

Mr. M.'s daughter wrote to President Nixon.

In a long, two-page letter she explained that she could not understand the rationale for his dismissal. Her father had come to live with her because he was too poor to live alone. By providing him shelter, she was carrying out a basic responsibility that any daughter has for a parent who was, in his later years, unable to provide for his basic needs. "Why," she asked, "was he terminated?"

The White House, through OEO, contacted the national Senior AIDES office for further explanation. After inquiring about the matter, the national office determined that he had been terminated because of OEO's family income guidelines. Although terminated from the Senior AIDES program, Mr. M. was assisted by the local State employment service in his efforts to find a job. Today he works full time at \$2.45 an hour and he still lives with his daughter.

This is a special case only in its happy solution. Although his daughter's letter resulted in his getting a full-time position, the policy that she questioned remains. Thousands of elderly persons in similar situations are ineligible to be hired by the Senior AIDES program because of the family income criteria.

3. The elderly person whose income, though inadequate, is still above the OEO income criteria for the Senior AIDES program.

D. SERVICES AND PROGRAMS

In the communities where Senior AIDES have been employed, the agencies recognize the needs of the elderly poor and know to what extent they should go to meet these needs, but they simply do not have the funds. Most community agencies are funded by donations from the private sector. However, current economic trends—inflation and unemployment—have resulted in a decrease in contributions, and a cutback in staff and programs throughout the country.

Providing Senior AIDES to community service agencies has permitted those agencies to perform more effectively in helping the communities. The AIDES have helped the agencies in two ways:

1. AIDES with no specialized skills or no skills have performed routine tasks, freeing the agency professionals to concentrate on other duties that only they can perform.

2. AIDES with higher skills have provided paraprofessional services that the agency was unable to provide because of insufficient manpower (e.g., social work assistants and home-health AIDES).

The Senior AIDES have expanded community resources and have improved the quality of community services in every project area. Despite the relatively small number of job slots for the large urban areas, the projects are making an extensive impact on the needs of the communities.

In projects where the AIDES are placed with numerous host agencies, there is no clearly defined focus on a particular community problem or need. In Minneapolis, Marion County, and San Diego, AIDES work on a range of social issues designed for widely differing groups (e.g., teacher's aide with retarded children, physical therapy aide in a Veterans' Home, a group work assistant with delinquent teenagers).

On the other hand, projects where the sponsor agency itself uses all the AIDES, such as the Senior Centers of Dade County, there is a clear program focus. All of their AIDES work with programs for the elderly poor.

At the beginning of the program, projects such as Minneapolis encountered some resistance from prospective host agency personnel who felt that older workers might not fit into their programs. After this resistance was overcome, the sponsor agencies were able to be more selective in their choice of host agencies.

E. SAN DIEGO, CALIFORNIA

In San Diego, the State employment office of California had practically phased out its specialized services to the older worker, until the Senior AIDES program was established in San Diego. Mark

Schiffirin, Coordinator of the Field Center on Aging at the San Diego State College School of Social Work, reported "the Department of Human Resources Development has phased out its older workers' program." "Here in San Diego," he went on to testify, "Project 45 had a staff of five, working with older people and seeking job opportunities for them, now this staff has been whittled down to one—and the client population is continuing to increase. Thus the need for help for the older worker, in my opinion, is now greater than ever."

Now a number of Senior AIDES in San Diego have been assigned to a State employment service experiment, under the guidance of an older worker specialist. These AIDES receive requests from prospective employers and attempt to find positions for other senior citizens and themselves. As these AIDES find employment, new Senior AIDES are hired to fill their job slots. In addition to this service, they also write their own job résumés and help others to write theirs.

Senior AIDES, assigned to a community center, prepare a monthly Senior Citizens Newsletter that is distributed to about 3,000 elderly residents. Senior AIDES also are teacher's aides and counselors in youth programs, information and referral aides, health care and nutrition aides; and bookkeeping, typing and clerical aides in local community service agencies.

The Commission on Aging of the Community Welfare Council (the local sponsor) serves as the advisory committee to the Senior AIDES project. The commission provides the project with information about what services are most needed in the community, and which agencies would provide the most effective placements of Senior AIDES. The committee also has conducted a campaign to find permanent placement for Senior AIDES. Since the program began, 30 Senior AIDES have been placed with local private employers.

F. DADE COUNTY, FLORIDA

The staff and board of directors of Senior Centers of Dade County, the sponsor agency, were concerned that the elderly in poor neighborhoods were not receiving the health and social services available to residents of other sections of the county.

There are numerous agencies in the county to work with the elderly poor, but the large land area of the county and a limited public transportation system prevents them from reaching large numbers of the elderly poor. Sick and disabled persons often have to travel over 30 miles for medical service. Since the Welfare Department has only two distribution centers for surplus food, many elderly persons, who have no cars or access to public transportation, are not able to pick up the food—which is supposed to be their main food supply. The primary task of the Senior AIDES has been to bring programs and services to the isolated elderly.

VISIT 1,000 HOMES EACH MONTH

The Dade County Senior AIDES visit 1,000 and more homes each month.

Between 30 and 40 elderly people are brought to hospitals, clinics or doctors each month; most from the outreach areas of Homestead (about 35 miles south of Miami), Perrine, and South Miami—which

have no bus service. The AIDES also bring the elderly to the senior centers for preventive health care (flu shots, diabetic screenings, chest x-rays).

Approximately 500 boxes of surplus food from the Department of Agriculture (weighing about 40 pounds each) are received from the Government Surplus Warehouse monthly and brought to the centers—again in the outreach sections. The AIDES deliver approximately 200 boxes to the recipient's homes each month, and they deliver about 150 hot meals to the home-bound elderly each month.

The AIDES also gather boxes of clothing, shoes and blankets to distribute to the elderly. They teach Spanish and English; they assist in teaching the elderly ceramics and crafts, even giving lessons to shut-ins.

Ten Senior AIDES work in the Model City area where 10,000 elderly—60 years of age or older—live in public housing projects, cramped private apartments or single rooms, and have limited income from Social Security or old age assistance. These elderly persons range in age from 60 to 100 (the average age is 75). The average education level is below the sixth grade. Many are completely illiterate. An estimated 90 percent live in poverty.

Senior Centers have presented a project proposal called "Operation Help", for the elderly poor, to the Model Cities program; including in it part-time paid employment of older persons. The United Fund of Dade County and its affiliates are interested in using Senior AIDES in programs outside of Senior Centers if funds become available.

HELPING ELDERLY MIGRANT FARM WORKERS

The Senior AIDES work with the elderly migrant farm workers in the southern part of Dade County. Senior AIDES Friendly Visitors are former farm workers themselves who are too old to work in the fields. There are several hundred elderly migrant farm workers in the Homestead-Florida City area, and hundreds of others in the Perrine and South Miami areas—which are closer to Miami. Many are disabled and in dire need of constant medical attention. They are almost totally illiterate. Social Security checks are small or nonexistent for these elderly farm workers; very few of whom even know to what benefits they are entitled. Senior AIDES assigned to these areas are the lifeline of the elderly. On a typical day, an AIDE might cook breakfast and spoonfeed a paralyzed man recovering from an operation, sweep his floor, go to the drugstore for medicine, and supply new clothing. AIDES also help them to fill out application forms for benefits and pensions. They have organized senior clubs that meet in the OEO Neighborhood Centers where the members sew for needy children, have arts and crafts lessons and basic education courses, and a singing club.

HELPING ELDERLY CUBAN REFUGEES

Another special problem in Dade County is the high number of elderly Spanish-speaking exiles. In the words of Louis Sanjenis, Coordinator of Project Amigos for Senior Centers: "The exile population is very anxious to work—those who are able. They have no Social Security, no pension, only a great willingness to work. There is a disproportionate number of aged among the Cuban exiles. In addition

to teaching English, the Spanish-speaking Senior AIDES recruit seniors for the centers and give information about the activities of Senior Centers of Dade County."

Senior Center services have been extended to include opportunities for training and part-time employment of center members. The agency has attempted to employ qualified older men and women for positions on its own staff, but these opportunities are limited.

One example of increasing employment opportunities grew out of the teamwork of the Senior AIDES Project Director, the National Council of Senior Citizens-Senior AIDES Coordinator, and the Florida State Employment Service.

After an employment survey of Miami Beach revealed a need for switchboard operators, night clerks and bookkeepers in small hotels, the coordinator and project director talked with the Ida M. Fisher Community School. A school official called on the Southern Bell Telephone Company and persuaded the company to lend an \$1,800 switchboard for a switchboard class. Elderly persons have been graduated from the classes and placed in jobs in Greater Miami.

The experience of the Senior Centers of Dade County is an example of how senior citizens programs receive lowest priority when social service budgets are planned. The Dade County commission had provided approximately \$200,000 annually to the Senior Centers of Dade County, Inc. for the operation of six multiservice centers and one outreach program. In the fall of 1969, when the commission had to curtail its own budget, it discontinued its financial support. The Senior Centers program had to terminate 31 members of its 40-member staff. Only because of the Senior AIDES was the small remaining staff able to keep the programs and services operating.

G. MINNEAPOLIS, MINNESOTA

Five Senior AIDES operate as resident planners for the Model Cities program. Prior to the hiring of the AIDES, there was no neighborhood planning specifically for the elderly. In their first few months of employment, the Senior AIDES set up 17 senior citizens meetings involving over 1,000 persons. They established a senior citizens' advisory group to plan a comprehensive senior service center. Consequently, the AIDES have made it possible to have a much higher participation of older people in the planning of the Model Neighborhood.

One resident planner was so effective that he was hired for a full-time staff position with the Model Neighborhood program. Since their initial activities, the Model Neighborhood AIDES have been instrumental in forcing an investigation of nursing homes in the Model Neighborhood. Two other AIDES assigned to the Association for Retarded Children conducted a survey to determine the needs of the mentally retarded in the Model Neighborhood area.

Another Minneapolis Senior AIDE, an arts and crafts instructor, took additional training at her own expense. She now trains volunteer instructors in arts and crafts for a local senior citizen center. She, herself, conducts an arts and crafts class at a local nursing home where her classes are an important part of the physical therapy program.

A blind Senior AIDE with previous experience in real estate is now a housing counselor for Minneapolis low-income families. He helps them to purchase homes under a special government program.

AGING SECTION FOR AID SOCIETY

The Minneapolis Citizens Aid Society, in more than 40 years of operation, had never had a program especially for the elderly until the Senior AIDES program began. Today, a Senior AIDE staffs an information desk in the front lobby four mornings a week. She developed her own information manual about programs and benefits for the elderly. She processes approximately 40 inquiries each day.

A number of Senior AIDES have been assigned to the Minneapolis Association for Retarded Children (MARC). The majority of AIDES assigned to MARC have been teacher assistants. Several of the AIDES have worked with the adult mentally retarded; one AIDE serves as an assistant foreman in a sheltered workshop for mentally retarded adults. Two other AIDES conducted a survey to determine the needs of the mentally retarded in the Model Neighborhood area.

One Minneapolis Senior AIDE, a former problem drinker, was a counselor in a halfway house for alcoholics. Although he received no formal training from the halfway house, he drew on his personal experience to counsel other elderly alcoholics; he helped them to seek employment, housing and medical care, often working many more than the 20 hours for which he was paid as a Senior AIDE. His Senior AIDE duties have been extended to include work with a rehabilitation program organized and operated by exconvicts.

Another Minneapolis Senior AIDE, an immigrant from Czechoslovakia where he once practiced medicine, came to the United States 10 years ago. He was unable to qualify for the State medical board examinations of Minnesota due primarily to a language barrier. Frustrated in his life's work, he had become embittered. The Project Director found assignments for him, as a Senior AIDE, that utilized his medical knowledge. He has, for instance, prepared bibliographies of technical publications for the Washburn Child Guidance Clinic and the Minneapolis Association of Retarded Children.

H. MARION COUNTY, WEST VIRGINIA

For several years the Family Service of Marion and Harrison Counties, Inc., had been aware of the need for a homemaker service for needy and isolated families and individuals.

Insufficient funding and the consequent inability to hire staff prevented Family Service from providing a homemaker service, until the agency was assigned five Senior AIDES in the spring of 1969. The AIDES working with a supervising caseworker spend an average of 286 hours on 74 home visits each month.

Family Service provides the AIDES with several weeks of training—discussion of social work theory and practice, field assignments, and group discussions of their field experiences—before they begin their regular duties.

The homemaker service gives priority to the elderly and chronically ill. Referrals come from the community—neighbors and friends of persons who need the service—and other social agencies. A caseworker determines the extent of services needed and the need and length of

services to be performed. This information then is sent to the Senior AIDE supervisor who assigns the case to one of the five Senior AIDES.

The homemaker service recognizes that counseling alone often does not solve many problems. An old and disabled person could be told how to plan a meal, but still be unable to prepare it. The AIDES provide both commonsense counseling and supportive services. In a typical month, an AIDE might help a 15-year-old girl plan meals and housekeeping chores for her younger brothers and sisters while her mother is in hospital; prepare meals and pick up prescriptions for an invalid couple; and accompany a blind person to a dental appointment. If there is no other resource available, AIDES also assist in light housekeeping.

Senior AIDES assigned to the Recreation Department have developed a project that has allowed the town to increase its recreational facilities. Over a 4-month period, they cleared several acres of land to set up an athletic field. The AIDES also installed athletic equipment and built a small clubhouse. Later, they assisted in supervising recreation activities for children and teenagers at the newly established field. The Project Director has reported that the acreage—previously unused land—is now patronized weekly by several hundred young people.

Senior AIDES constitute the nonsupervisory personnel of the Retarded Children's Workshop. The workshop would not be able to function without the AIDES' assistance. Five AIDES operate the workshop, two carpenters instruct 24 retarded children, two AIDES teach ceramics and perform general workshop duties; and one AIDE drives the workshop bus.

Marion County Senior AIDES also provide important services at the Friendly Homes Mission, a nonsectarian agency, which has about 80 residents, most of whom are elderly. In addition to its permanent residents, the mission provides shelter to families who temporarily have no place to live, and juveniles who, if the mission did not accept them, would be placed in the local jail. One AIDE, who is 80 years old, does minor repair work—fixing a leaking faucet or replacing a loose drain board. Several AIDES help prepare meals for the residents. Other AIDES who serve as social work assistants, help the residents write letters to relatives, mend their own clothes, or prepare items to sell in the resident-operated "Helping Hand" store.

6. CONCLUSIONS

Basically, the National Council of Senior Citizens—from its operation of the Senior AIDES project—has drawn the following conclusions with respect to the employment needs of the elderly and the needs of communities for the services of the elderly.

(a.) **Elderly persons (55 years of age and over, with limited financial resources, in comparatively good physical health and mentally competent) are ready, able and available for employment in community service activities.**

Several prime considerations are motivating factors, namely:

They need *money*, which they *earn*, to supplement their meager incomes. They resent and resist being forced to be recipients of moneys which in any way is a dole or handout. They have been

unable to find employment in any field of work in our youth-oriented society.

They want to be useful and needed. They grew up in a society in which productive employment, for pay, was a measure of an individual's worth. Now, not only do they have no opportunity for paid employment, they find that there is no evidence that they or their services are needed. To be useful and needed provides meaning to their lives.

They want employment for pay but not at the expense of taking work away from their children and grandchildren who need substantial earnings to meet the cost of living, to support younger dependents, to build an equity in pension programs, and to build their entitlement to medicare services. Consequently, most want part-time jobs in work that is not competitive with jobs sought and held by their children and grandchildren.

(b.) Community service organizations—public and private, non-profit—cannot provide, to the extent needed, services which they are established to give. This is usually not because they are uninterested; rather it is because of limitations in the number of professional, trained staff and facilities. These limitations, in turn, are due to the fact that adequate funds and trained staff are not available.

Services of individuals, whose wages are paid for out of Federal funds, through programs such as the Senior AIDES project, help fill the gap. The AIDES provide assistance to professional, trained staff, whether it be in a hospital or a library or a social work agency, permitting the professional, trained personnel to give more service.

(c.) Outreach and person-to-person service, provided by the elderly through the Senior AIDES project, provides mutual benefits to the community, the individuals being served, and the elderly providing the services.

Outreach brings to the attention of the potential recipient information about services and assistance available to him or her in the community. Many needing help are unaware of available assistance at no or little cost to recipients.

Outreach brings to the attention of the community agencies information about individuals needing services, and about needed services that are not being given. From this can come, and does come, action to add such services to community programs.

Outreach brings elderly people together to help each other and to seek, as a group, needed services as well as action to correct situations which do not contribute to meeting their needs.

Person-to-person services make it possible to provide personal help to housebound and otherwise disabled but still ambulatory individuals.

(d.) Every community agency finds itself short of staff to carry out a variety of: (a) cultural; (b) recreational; and (c) protective services.

Elderly persons enrich their own lives as well as those of others by assisting with services performed by Senior Centers, day care centers, libraries, art institutes, schools, police depart-

ments, and similar community organizations. Reports show that AIDES have performed effective services in reducing crime rates, providing assistance in guide services as well as in teaching arts and crafts, and assisting in the establishment of model cities projects.

(e.) Every community agency finds itself short of staff to perform necessary administrative services.

Elderly persons renew such skills as typing, bookkeeping, general office skills, assisting the regular staff in functions using such skills.

In the creation of job opportunities in the Senior AIDES project, the Council has never lost sight of the need to ensure that participating agencies meet the Government's requirement for "maintenance of effort;" to encourage jobs that are meaningful and satisfying to the Senior AIDE; and to encourage host agencies to move AIDES from project employment status to the regular payrolls.

It has become increasingly evident that many AIDES between the ages of 55 and 62 are anxious to use the project as a means to seeking full-time employment in the regular labor market, while the majority over 62 are more interested in working part time in noncompetitive employment.

It is also clear that while some of the older persons (particularly those not yet eligible for Social Security or pension benefits) desire regular full-time paid employment, the vast majority of those 62 years of age and over are unable psychologically to undertake or adjust to jobs in the competitive labor market. For these persons, it is incumbent upon the government (Federal, State and/or local) to assume responsibility for the development of meaningful jobs in essential community services, noncompetitive in character with jobs in the regular labor market, and to provide funds in full or in part to public and private nonprofit agencies needing these services and establishing the jobs. At all times, however, the elderly person must be given the option of deciding whether he will eventually seek a part-time or a full-time job in the competitive labor market, or whether that person will remain in a government supported part-time community service job.

A. RULES AND REGULATIONS AFFECTING ELIGIBILITY OF ELDERLY PERSONS FOR EMPLOYMENT AS SENIOR AIDES

1. The definition of "family income" as a criterion for eligibility as established by the Office of Economic Opportunity and the U.S. Department of Labor is unrealistic.

According to current OEO guidelines, a two-member family is allowed a maximum annual income of \$2,500, a 3-member family, \$3,100, etc.

This is not only unrealistic but also unfair. It prohibits employing an individual with little or no income himself simply because he is living with a family group whose total income exceeds OEO's "family" poverty income level. The National Council of Senior Citizens several times has requested reconsideration and revision of this guide via the U.S. Department of Labor. To date, the Council has received no indication that any action has been taken on this request.

2. The earnings of the elderly in this currently temporary, part-time employment is being considered as a factor in determination of eligibility to continue to live in public housing. As a result of possible eviction, elderly persons qualified for employment as Senior AIDES must forgo the opportunity to work in this project.

Efforts have been made by the National Council of Senior Citizens to secure a uniform, national ruling that would eliminate these earnings from consideration, without success. National Council of Senior Citizens personnel have been told that such relief is permissible but must be negotiated community by community. It would seem that the precedent of waiving the income earned in work training programs such as the Neighborhood Youth Corps in computing "family incomes," as established by the National Capitol Housing Authority, in Washington, D.C., should be extended nationwide to the Senior AIDES demonstration project.

3. "Fringe benefits" need to be spelled out more specifically, and expanded to include provisions for medical examinations (and referral for corrective action) for each applicant considered for employment as an AIDE.

B. FLEXIBILITY IN HOURS OF WORK

The National Council of Senior Citizens Senior AIDES project was established as a part-time community senior service program, limiting work hours to 20 hours per week.

Local project directors have noted that there are numerous instances where both the agency using the Senior AIDE and the Senior AIDE are mutually desirous of the opportunity for a longer workweek.

Consideration will be given, if additional funds become available to expand the demonstration, to experiment with a variable hourly workweek, under guidelines that will be established by the National Project Sponsor and the U.S. Department of Labor.

C. LOCAL ADVISORY COUNCILS

Although the subcontracts with local sponsors require the establishment and use of local advisory councils, a considerable number of these local sponsors have failed to establish such councils. Even where they have been set up, there is little evidence that they are being used effectively.

The National Council of Senior Citizens (the prime contractor), plans to take appropriate steps to insure that these local advisory groups are set up and used. To that end, guidelines will be issued in the immediate future.

D. COMMUNITY ACCEPTANCE

The agencies using Senior AIDES have enthusiastically accepted both the concept and the desirability of this project.

However, the Council has not found that the project—its concept and usefulness—is as well known as we would like throughout most of the communities in which the local projects are operating.

Steps will be initiated immediately to develop an informational and educational program, community by community, to extend knowledge about the concept and service throughout these com-

munities. This will be done through (a) an intensive program of information directed from the national project level, (b) the services of the local advisory committees, (c) the local clubs affiliated with the National Council, and (d) community public hearings (such as those already held in St. Louis, Mo.; Oakland and San Diego, Calif.; and in Buffalo, N.Y.).

E. ROLE OF THE U.S. DEPARTMENT OF LABOR⁵

Following the 1965 and 1966 antipoverty hearings before several subcommittees of the Senate Special Committee on Aging, the Subcommittee on Federal, State, and Community Services recommended legislation authorizing establishment of a National Senior Service Corps.

In 1966-67, several bills were introduced into the Congress in accordance with the recommendation. None were enacted into law. However, during the hearings on Senate bill S. 276, which had been introduced by Senators Harrison Williams, Jr. (D.-N.J.) and Joseph S. Clark (D.-Pa.) and with bipartisan cosponsorship, the Secretary of Labor agreed to establish a Senior AIDES program. (Details are discussed on page 10 of the *Report on the National Council of Senior Citizens' Senior AIDES program, 1970*, and Appendix 3 of this Working Paper.)

Although the legislation was not enacted into law, Secretary of Labor Wirtz used his discretionary authority to implement the objectives of the legislation.

The Secretary of Labor delegated to the Manpower Administration responsibility for contracting and working with the National Council of Senior Citizens, in establishing, funding and providing assistance in the operation of the Senior AIDES Project. This responsibility is carried out by a designated Project Manager. He provides Council's liaison with the Department of Labor and the Office of Economic Opportunity.

The contract for the Senior AIDES Project, signed with the Manpower Administration of the U.S. Department of Labor, contains the Council's proposal which outlines the features of the program content, the manner in which the project will be administered, and the funding and budget aspect. The contract was negotiated with representatives of the Manpower Administration and approved by them. Any further modifications of the contract must be approved by the Manpower Administration. Deviations from the basic elements outlined in these documents must receive prior approval from the Project Manager, except in those instances in which discretion has been given to the Senior AIDES Project Director.

The Project Director, as the prime contractor, as well as the local project directors as subcontractors, are required to adhere to the basic policies and standards that are provided by the Manpower Administration. These are interpreted, as needed, and supplemented with appropriate instructions to apply specifically to the Senior AIDES project. When the Project Director or his Associate Directors have questions of propriety and/or their authority in connection with the issuance of implementing information, the services of the Project Manager in securing information and advice are invaluable.

⁵ For additional discussion, see Appendix 4.

The Manpower Administration participates in the selection and approval of localities in which the projects will be subcontracted; it advises on and approves job descriptions for Senior AIDES jobs; it requires regular reports and special reports. It monitors local projects on its own initiative, or in conjunction with Senior AIDES field representatives.

In many cases, the assistance of the Manpower Administration's Project Manager and staff services have been timely and most helpful. In other instances, the National Council's Senior AIDES Project Director and staff have not received as effective assistance as it would have liked. Some examples of the latter include:

1. The development of reporting forms that would provide needed and meaningful information for the management, planning, as well as evaluation of the demonstration project. For example, a format developed by the Senior AIDES staff to gather information on personal, social, and income data for applicants for Senior AIDES jobs was approved by the Project Manager and put into effect shortly after the project was contracted. About a year or so later, the project staff was instructed to use its report forms with forms that were being used for working training programs by the Manpower Administration. The National Council's Senior AIDES project staff called attention to the fact that the required forms—NYC forms identified as NYC-16 (Neighborhood Youth Corps Enrollee Record) and MA-102 (Individual Termination/Transfer Report) failed to be as relevant to the needs of a demonstration project serving older persons as the Senior AIDES forms. Permission to continue using the Senior AIDES forms instead of the NYC and MA forms was requested. This permission was refused with the advice that within its discretion the Council was not prohibited from using both the required reporting form and the Senior AIDES reporting form. The National Council did not feel it feasible to require busy local project staff to spend the time that would be required to fill out two sets of forms supplying enrollee data. Meantime, the Department of Labor has not yet provided appropriate and relevant reporting forms even though at a project director's meeting in May 1970, its representatives indicated that a more relevant form was being prepared.

2. Positive action on the request for a change in the definition of "family income" in the OEO's poverty income level criterion for employment in antipoverty programs. The prime contractor called attention to the inequity of the definition of this eligibility standard, and the extent to which it was placing an obstacle in the way of people who should be given an opportunity for employment. The Project Managers who have been assigned to the Senior AIDES project during the past 2 years have indicated that the matter was under consideration. It would be hoped that a positive reply for the Council's query might have been forthcoming long before now.

3. Delays in providing pertinent information as well as in responding to requests for information. A recent case that vividly illustrates this problem was that of the upward revision of the poverty income level guidelines issued by the Office of Economic Opportunity on December 1, 1970. On January 15, 1971, the Sen-

ior AIDES staff learned about this revision and in a letter to the Project Manager requested instructions concerning use of these revised guidelines for the Senior AIDES project. A telephone call to the Project Manager in February 1971, brought the information that these would not be in effect for Department of Labor or Mainstream programs until they were officially transmitted by letter from the Manpower Administration. It was not until April 1971 (4 months after OEO issued the revision), that the Senior AIDES local Project Directors were able to use these guidelines in considering applicants for Senior AIDES job openings.

It would be most helpful if the Project Manager would be able to devote more time than has been possible in the past to provide effective assistance to the project for which he is responsible.

F. SPONSORS AND HOST AGENCIES

To demonstrate the needs, as well as the ability, of a wide range of community public and private nonprofit organizations to use the services of the elderly poor and to effectively and efficiently manage a program in which the government provides some financing, the National Council sought out agencies of a variety of disciplines and interests, but all viable in terms of community acceptance and financial status. The demonstration has shown that numerous types of agencies are able to assume responsibility for a local project.

In a few instances, a local subcontractor will find that the best use of the AIDES can be made by that agency itself. In most instances, the local subcontractor has developed necessary agreements and working arrangements to ensure maximum attainment of the project goals. Here, again, the kinds of local agencies using from one Senior AIDE to 15 or 20, are exceedingly varied. These latter agencies are identified as "host" or "user" agencies. Included are neighborhood houses, recreation departments, health and welfare councils, mental health hospitals, boys' clubs, public schools, model neighborhood planning agencies, art institutes, associations for the mentally retarded, community homemaker services, visiting nurse services, day care centers, etc.

The jobs created for Senior AIDES services are innovative, meaningful and useful, and vary from those which provide person-to-person services to office jobs. (See the *Report on the National Council of Senior Citizens' Senior AIDES Program*, pps. 23-32, which provides specific details concerning sponsoring agencies, host agencies and kinds of jobs that make up the Senior AIDES Project.)

The National Council firmly believes that the use of varied agencies and innovative jobs should be further expanded as soon as funds for expansion become available. It is also the firm belief of the National Council that its affiliated clubs are invaluable in helping decide upon sponsoring agencies.

G. PROJECT PLANNING, ADMINISTRATION AND MANAGEMENT

The National Council's experience with its plan of project planning, administration and management has on the whole been very effective. Final guidelines were established. Planning was done to meet the

operating needs of the total project. At the national level, a dedicated staff of young adults have provided the project directors in the local communities with technical assistance and with such other support as needed. Illness and death in the small field staff have not permitted as extensive field visiting as was originally planned. However, this is an aspect that will improve now that that national office is fully staffed.

The Council's experience has been that making the choice of a local project director and local staff the responsibility of the local sponsor has produced an outstandingly high quality of personnel. To improve this even further, the prime contractor plans to provide a statement of basic qualifications, job duties, and salary levels for the local project director. These would serve as a guide to the sponsor and make possible securing a more uniformly technically qualified administrator and to encourage a salary level consistent with the requirements of the job to be done.

Local advisory councils are essential to support an ongoing local project. The prime sponsor will take steps to emphasize this need and to provide guidelines for specific ways in which such committees should be used.

Guidelines for orientation training for both the Senior AIDES and sponsoring and host agency supervisors of Senior AIDES are essential. Plans are to develop and try these out during the coming year.

The opportunity for Senior AIDES to participate in education programs to enrich their lives as well as to provide a basic educational background is most desirable. Local sponsors will be urged to try to encourage community-based educational institutions to make such learning opportunities possible.

Reporting procedures and forms to provide the most effective and meaningful data to use in the demonstration for planning and administration are essential. The prime contractor will continue to urge the development of these by the Manpower Administration.

Guidelines for the conduct of the Senior AIDES project are being updated at the present time. These will provide the structure, the policy, and the rules and regulations which will guide the local project directors' operations.

CHAPTER III

NEED FOR A FOCAL POINT

The National Council of Senior Citizens has had, as one of its basic purposes, mustering support for, and stimulating, programs and services to meet the problems of the elderly, and especially of the elderly poor.

To this end, it has urged the establishment of an entity working from the highest possible vantage point in Government, whose function would be inspiring, stimulating, encouraging, planning and coordinating programs and services for older Americans. These programs and services would, however, be effectuated through regularly established governmental agencies.

When in 1962 the late Congressman John Fogarty and Senator Patrick McNamara first introduced the legislation known as the "Older Americans Act," they asked for the establishment of an independent U.S. Commission on Aging.¹

With enactment of the Older Americans Act in 1965—establishing a U.S. Administration on Aging—some observers hoped that a major step had been taken forward.

But progress has been much slower than is needed and desirable. The Administration on Aging may have a great, unrealized potential; but, it is questionable whether that potential can ever be realized, with the agency downgraded to a place near the bottom of the organizational totem pole² in the sprawling U.S. Department of Health, Education and Welfare.

Older Americans are concerned, as they see instance after instance of the low level of awareness on the part of Federal officials of the desperate problems of the elderly in the United States. The Administration on Aging has not gained stature and influence sufficient to raise substantially the awareness of the problems of the elderly throughout the Federal establishment, nor at the State and local levels of government.

Furthermore, the Administration on Aging has always been underfinanced and understaffed. Thus, even if it had plans and was in position to exercise influence through the governmental agencies, it would be hard pressed to extend itself to any significant degree in such an effort.

Currently, there has been what must be considered a further indication of lack of concern for a comprehensive approach to meeting the problems of the elderly. In response to the administration's pressure for decentralization from Washington to the field, responsibility for action under title IV of the Older Americans Act (Research and Development) and for action under title V (Training) has been transferred to the Social and Rehabilitation Services in the regional

¹ Early history of the Administration on Aging is reported in the March 19, 1971, Memorandum, "Administration on Aging—Issues Relating to Organization and Administration," prepared by the Education and Public Welfare Division, Legislative Reference Service, The Library of Congress, for the U.S. Senate Special Committee on Aging.

² For a discussion of effects of HEW reorganizations and policy decisions, see "Developments in Aging—1967," and "Developments in Aging—1970."

offices of HEW. This would seem to fragment needed action on a national basis and to further downgrade the influence and ability of the Administration on Aging to function in the manner intended by the late Senator McNamara and Congressman Fogarty.

NO EFFECT ON OTHER AGENCIES

It is not realistic to expect the Administration on Aging as a part of HEW to stimulate, for example, the U.S. Department of Labor to greater efforts in seeking answers to the income and employment problems of the elderly. How much influence can it have in stimulating other governmental departments, when it seems unable to persuade its parent organization to take a real interest in researching the aging process in humans—biological, psychological, and sociological. Social scientists, physicians, gerontological experts, all agree that more basic research is needed in the process of aging. Yet, because no one agency has ever undertaken such research (except to some small degree in the National Institute for Child Health and Human Development), many well-trained and dedicated researchers have overlooked challenges in this field.

At the present time, while there is an Administration of Aging in the U.S. Department of HEW, there is no similar agency, nor even a single person, in the U.S. Department of Labor with responsibility to stimulate or coordinate policies, programs, or research for the elderly.

This lack is a continuously growing concern on the part of the elderly, themselves, as well as of those who desire that the elderly have the opportunity to live out their lives with dignity, self-respect, and services to which they are entitled. Statistics in the Task Force Report on Economics of Aging and the 1970 Report of the Senate Special Committee on Aging provide proof of the continuing deprivation of retired Americans. Studies of needed services and goods reflect the consequences of inadequate *personal* incomes to elderly individuals and couples.

These studies point to the need to continue and expand existing governmental programs, and to create new programs, partly as a result of the inferior economic status of senior citizens. Economists have pointed to the increasing proportion of the elderly in the poverty population.

Studies have indicated that vast numbers of persons 55 years of age and over, are far below the poverty income level. With increasing age, income available to these individuals decreases. Those with little education, members of minority groups, women living alone, have markedly less income when forced out of employment than the better educated, the white person, and the woman living with a spouse. Once unemployed, older workers face greater risk of long-term joblessness than younger workers. (See also Chapter I.)

Information such as this should be the basis of comprehensive planning and programing by the U.S. Department of Labor to help the impoverished elderly increase their incomes through meaningful paid employment. There have been some piecemeal efforts to develop programs but the aggressive coordinated effort is lacking. There is no indication of a commitment on the part of the U.S. Department of Labor to help this segment of our society.

CHAPTER IV

RECOMMENDATIONS FOR GOVERNMENT ACTION ON EMPLOYMENT OF THE OLDER WORKER

1. ACTION BY CONGRESS

The most important actions required to meet the employment needs of the middle-aged and older workers are:

1. Establishment of a comprehensive national program to provide for the creation of special jobs, employment opportunities, training, and supportive services for middle-aged and older workers.
2. Establishment of a national older American Community Service program.

Statistics show that the worker 45 years of age and over is particularly hard hit by unemployment. He is more likely to lose his job and more likely to stay unemployed longer than the younger worker. Today persons 45 years of age and over constitute 43 percent of the unemployed who remain unemployed for 27 weeks or longer.

Sporadic unemployment during the middle years is the beginning of poverty-stricken old age. The middle-aged worker, who has had steady employment throughout his career, finds when he is unemployed—even through no fault of his own—that he is unable to find suitable employment. Often with the loss of his job, he has also lost his retirement fund benefits. Because of subtle forms of age discrimination he is unable to find employment with pension coverage. Thus, in what he had thought would be his most productive years, the years in which he would save for his retirement, he finds himself barely able to provide for even his current living needs.

The experience of the Senior AIDES program has demonstrated that a national older American Community Service program would benefit both older persons and the general community. In the cities where the Senior AIDES program has operated, it has provided socially-useful part-time employment for low-income elderly persons; and improved and expanded existing community services. The program has given older persons a chance to be useful and active again. In a work-oriented society, this is as important—if not more so—as the provision of additional income.

The Senior AIDES program has provided chronically understaffed social services with much needed assistance. With a minimum of formal job training, but a lifetime of learning experience, Senior AIDES have performed a wide range of services. AIDES have done routine tasks so that agency professionals could concentrate on duties that only they could perform (e.g., a Senior AIDE at a neighborhood health clinic assists patients to fill out initial forms, freeing the nurse to spend more time counseling on health problems). AIDES have provided specialized services that the agency was unable to

provide because of insufficient staff (e.g., a bilingual Senior AIDE translates the advice of a consumer counselor to members of the Mexican-American community).

There are currently three pieces of legislation before the U.S. Congress that would establish a comprehensive national employment program for middle-aged and older workers, and a national older American Community Service program.

These bills are: S. 1307, introduced by Senator Jennings Randolph (D.-W. Va.); S. 555, The Older American Community Service Employment Act, introduced by Senator Edward M. Kennedy (D.-Mass.); and S. 1580, a bill to provide increased employment opportunities for middle-aged and older workers, introduced by Senator Charles Percy (R.-Ill.). All of these bills have bipartisan support.

The National Council of Senior Citizens strongly recommends that Congress give immediate and careful attention to these bills, and then pass legislation in this session to establish both a comprehensive employment program for middle-aged and older workers and a national older American Community Service Employment program.

The National Council of Senior Citizens also recommends the following legislative action to implement the dream of the late Senator McNamara and the late Congressman Fogarty, to provide for meaningful and effective services to the elderly:

1. The establishment by the U.S. Senate Special Committee on Aging of a task force of specialists on the elderly to determine what kind of organization could best serve as a visible and articulate spokesman for the elderly, commanding the respect and wholehearted cooperation of all our Federal agencies.¹

2. Encouragement of legislation to call for the appointment of a Special Assistant on Services to the Elderly, responsible to the top level administrative official in each governmental agency with major responsibilities affecting the lives and welfare of elderly persons.

2. ACTION BY THE U.S. DEPARTMENT OF LABOR

The National Council of Senior Citizens recommends:

1. The establishment of a departmental Commission on Problems of and Services for the Elderly, with a chairman and small staff to stimulate, encourage, provide leadership and coordinate planning and implementation of plans within the Department of Labor.

2. The commission and its chairman would be located in the office of the Secretary of Labor, and would report to him.

3. Establishment of at least a Special Assistant on Problems and Services for the Elderly in the top administrative echelon of each Administration, Bureau or Service within the Department to serve as liaison with the Departmental Commission, and with the Administrations, Bureaus or Services whose functions include research, planning, programing or administering services for the elderly, to which he or she is assigned.

¹ Senator Frank Church, Chairman of the Senate Special Committee on Aging, announced on June 24, 1971, that he had appointed an Advisory Council to study the issue described above. The 20-member council conducted its first meeting on July 8-9, 1971.

4. The Chairman of the Departmental Commission, together with the Special Assistants should serve as the Executive Committee for the Problems of and Services for the Elderly within the U.S. Department of Labor.

As an alternative, the National Council of Senior Citizens recommends that:

1. A Special Assistant for the Problems of and Services for the Elderly to be established in the office of the Administrator of the Manpower Administration of the U.S. Department of Labor;

2. That the Special Assistant be provided with necessary professional and clerical staff; and, that

3. The Special Assistant and his professional staff have responsibility for implementing congressional, as well as departmental intentions in the area of manpower services by taking the initiative in planning, developing, and coordinating programs for the elderly, working with and through existing Manpower operating organizational and functional structure.

They survived the depression and helped build a period of unparalleled property but for millions of them, the depression never ended. Today the elderly poor are the fastest growing segment of the poor-
elderly population.

APPENDIXES

Appendix 1

STATEMENT ON POLICIES AND ORGANIZATION OF THE NATIONAL COUNCIL OF SENIOR CITIZENS

The National Council of Senior Citizens, which was established in August 1961 as an ad hoc committee to work for the enactment of health care for the aged under the Social Security system, was incorporated as a permanent, private nonprofit agency on March 20, 1962, and the organization held its first annual convention in the Willard Hotel, Washington, D.C., on May 25-26, the same year.

According to the articles of incorporation, the particular business and objectives of the National Council are "to provide a nonprofit and nonpartisan council of senior citizens and senior citizen groups; to provide educational materials and information; to conduct workshops, institutes and other educational programs; and, to act as a clearinghouse on matters of interest to senior citizens."

The constitution and bylaws which were approved at the first convention reaffirmed these broad objectives and the National Council began to move in many areas to focus attention on the plight of the elderly. Though enactment of Medicare was the first priority of the National Council's early years, health care was not its only concern. An adequate income, decent homes, a meaningful retirement, were other priorities for older Americans which were developed as the National Council's membership base grew to over 3,000 affiliated clubs with combined memberships of over 3 millions. The very first objective which was approved at the initial convention in 1962 was: "To promote the interests of senior citizens of the United States in harmony with the national interest."

Consequently the National Council has sought to serve not merely as a special vested interest group. It has no intention of promoting competition between the young and the old for necessary service programs. It has attempted to awaken community councils, State legislatures and the U.S. Congress to their responsibilities toward the elderly—by maintaining a balanced effort on behalf of all segments of the populations. Its members as individuals take pride in accepting their responsibilities for and their obligations to their children and grandchildren. As an organization, the members have formed coalitions with groups of younger people to press for reforms, such as strengthened consumer protection and improved health care delivery, that would benefit all age groups.

Nonetheless, it must be recognized that today's elderly are the men and women who lost jobs, homes and savings in the Great Depression.

EDIA. The Chairman of the Departmental Commission together with the Special Assistant should serve as the Executive Committee for the Problems of and Services for the Elderly within the U.S. Department of Labor, except such matters as shall be referred to the National Council on Senior Citizens. The Chairman should also be designated as the Administrator of the Special Assistant for the Problems of and Services for the Elderly to be established in the office of the Administrator of the U.S. Department of Labor. The Special Assistant should be provided with necessary professional and clerical staff, and that the Special Assistant should be authorized to call for the appointment of a Special Assistant on Services for the Elderly, responsible to the top level administrative official in each governmental agency with major responsibilities affecting the lives and welfare of elderly persons.

ACTION BY THE U.S. DEPARTMENT OF LABOR

- 1. The establishment of a departmental Commission on Problems of and Services for the Elderly, with a chairman and small staff to consult, encourage, provide leadership and coordinate planning and implementation of plans within the Department of Labor.
- 2. The commission and its chairman would be based in the office of the Secretary of Labor, and report to him.
- 3. Establishment of at least a Special Assistant on Problems and Services for the Elderly in the top administrative echelon of each Administration, Bureau or Service within the Department to serve as liaison with the Departmental Commission, and with the Administrative Bureaus or Services whose functions include research, planning, programming or administering services for the elderly, to which he or she is assigned.

*Senator Frank Church, Chairman of the Senate Special Committee on Aging announced on June 24, 1971, that he had appointed an Advisory Council to study the issues described above. The 20-member council conducted its first meeting on July 3-4, 1971.

They survived the depression and helped build a period of unparalleled prosperity but, for millions of them, the depression never ended.

Today the elderly poor are the fastest growing segment of the poverty population.

To meet the goal of a better life for all Americans, including the elderly, the Council seeks:

- An adequate income, in retirement, to permit all elderly to live with dignity;
- Medicare and Medicaid improvements looking toward the establishment of comprehensive health care;
- Decent housing at rents the elderly can afford, and property tax relief for elderly home owners with limited incomes;
- Employment programs in local community service, designed for the elderly who are physically capable and want to work;
- Development of adequate local and nationwide public transportation service for the elderly, including reduced fares; and
- Consumer protection and adequate legal services for the elderly poor.

The Council recognized that the primary ingredient of a happy old age is an adequate income and the social and psychological well-being that comes from financial independence. A person who is freed of financial worries, is better able to contribute to the society in which he lives. This, in turn, adds immeasurably to the person's morale by making him feel needed and useful.

Appendix 2

MAJOR LEGISLATION CONCERNING EMPLOYMENT OF THE ELDERLY SINCE 1960¹

This appendix contains a summary of legislative actions concerning employment of the elderly and a history of legislative actions attempting to create a Senior Community Service program.

SUMMARY OF MAJOR LEGISLATION REGARDING EMPLOYMENT OF THE ELDERLY, 1960-70

The progress of the last decade is indicated in the report of the Senate Special Committee on Aging, "Developments in Aging—1970," which lists as a major legislative action "the passage of legislation to authorize the President to designate the first full week of May as 'National Employ the Older Worker Week.'"

With the exception of the Age Discrimination Act of 1967, there were few pieces of enacted legislation which have dealt directly with employment of the elderly. Major innovative domestic legislation, such as the Manpower Development and Training Act and Economic Opportunity Act, contained no provisions dealing specifically with the elderly. Only through amendments in subsequent years was any attention given to the issue.

The most comprehensive manpower legislation of the decade, the Employment and Training Act of 1970, which had specific provisions for the middle-aged and older worker, was vetoed by President Nixon.

The legislation that has been passed has not had the impact hoped for by its sponsors and supporters. The record of achievements shows piecemeal efforts—programs that were never funded or funded inadequately, programs that didn't succeed because they attacked only a small part of the problem, pilot programs that were successful but were never expanded to the nationwide programs. Little has been done to implement the objectives of two major pieces of legislation affecting the elderly—the Older American Act of 1965, which established the Administration on Aging, and the Age Discrimination Act of 1967. The AoA, which was to be a major government agency to promote new programs for the elderly, and coordinate existing ones, has never been more than a small agency hidden in the HEW complex.

¹ The material for this appendix is drawn from four major sources: The *Report of the first 18 months of the Senior Aides program* (published January 1, 1970); *Developments in Aging*, a report prepared annually since 1963 by the U.S. Senate Special Committee on Aging; *Major Legislation Affecting Older Americans from 1960 through 1969*, by Evelyn Howard, Legislative Reference Service, The Library of Congress; and *Senior Citizens News* published monthly by the National Council of Senior Citizens.

A. AGE DISCRIMINATION

Although one of the objectives of the Older American Act was to provide "opportunity for employment without age discrimination," the AoA has been able to do little to achieve it. When the Age Discrimination Act was passed, the Department of Labor was given the responsibility of enforcing its provisions. The AoA has not had the prestige necessary to ensure that the Department of Labor devoted adequate attention to enforcing the provisions of the act. The intent of the act was to "promote the employment of older workers based on their ability; and to prohibit age discrimination against workers between 40 and 65 years old by employers, employment agencies, and labor organizations." It authorized the Secretary of Labor to carry on an education and research program to reduce the barriers to employment for older workers.

(Major Legislation, Legislative Reference Service, p. 24.)

If a complaint is filed, efforts must first be made to eliminate the alleged discriminatory practice through conciliation, conference and persuasion before legal proceedings are instituted. Only after such attempts have failed are the civil remedies and recovery procedures available for enforcement of the act.

The 1969 and 1970 editions of the Senate Special Committee on Aging's annual report, "Developments in Aging," show that by the end of 1970, "only 15 court proceedings to enforce compliance had been instituted under the act." (See Chapter I, for more discussion of the failure to enforce effectively the Age Discrimination Act.)

B. PUBLIC WELFARE, AND SOCIAL SECURITY AMENDMENTS

Provisions of both Public Welfare Amendments and Social Security Amendments encouraged their beneficiaries to seek part-time employment.

The Public Welfare Amendments were based upon a major principle of welfare reform—permitting recipients to supplement their benefits with earned income.

The Amendments of 1962 contained provisions that—for the first time—permitted States to allow recipients to retain up to \$30 a month of earned income without having their old-age assistance checks reduced. States were given the option, in determining need, of disregarding the first \$10 and half of the next \$40 of monthly earned income. In October 1965, the amount of income was increased from \$30 to \$50. ("Major Legislation," Legislative Reference Service, p. 3 and "Developments in Aging," 1967, U.S. Senate Special Committee on Aging, p. 27.)

By the end of 1970, seven States had adopted the 1962 Amendments, 29 States had adopted the 1965 Amendments, and one State was considering implementation. Thirteen States had informed the U.S. Department of Health, Education and Welfare that they did not wish to implement the Amendments. Of the five States with the largest number of old-age assistance recipients, three (New York, Alabama, and Texas) are included among those States that did not want to implement the amendments.

The Social Security Amendments of 1965 and 1967 increased the amount a beneficiary could earn without having his Social Security benefits reduced. ("Major Legislation," Legislative Reference Service, pp. 2 and 27).

Neither the Public Welfare Amendments nor the Social Security Amendments have substantially increased the number of elderly employed persons. In the case of the Public Welfare Amendments, the slowness of the States to implement the amendments hindered a test of their effectiveness. Even in the States, however, that implemented the amendments, there was no discernible increase in employment of old-age assistance recipients.

Part of the explanation is that the amount of earnings that beneficiaries were allowed to keep was so small as to be negligible.

The most important reason, however, for the ineffectiveness of both the Public Welfare and Social Security Amendments is that no suitable employment was available for the overwhelming proportion of elderly persons. Without the parallel creation of job opportunities, the income provisions of the amendments were meaningless.

C. MANPOWER DEVELOPMENT AND TRAINING ACT

The Manpower Development and Training Act of 1962 did not deal directly with the elderly but it "was expected to help middle-aged and older workers, since many of the unemployed are age 45-and-over and are more heavily represented in the long-term unemployed." ("Major Legislation," Legislative Reference Service, p. 5.)

Four years later, the 1966 Amendments to the act had a provision which directed the Secretary of Labor to "provide, where appropriate, a special program of testing, counseling, selection and referral of persons 45 years of age or older for occupational training and further schooling designed to meet the special problems faced by such persons in the labor market." ("Major Legislation," Legislative Reference Service, p. 22.) There has been no consistent effort by the Department of Labor to implement that provision. (See Chapter I, for a full discussion of the U.S. Department of Labor's services and programs for the elderly.)

D. ECONOMIC OPPORTUNITY ACT

The Economic Opportunity Amendments of 1966 "provided that the Office of Economic Opportunity carry out studies and investigations to develop programs providing employment opportunities and public service opportunities." ("Major Legislation," Legislative Reference Service, pp. 22, 23.)

The Economic Opportunity Amendments of 1967 provided programs designed to deal with long term unemployment among persons 55 years and older. Employment of such persons as regular, part-time and short-term staff in component programs would be encouraged. A new program, Senior Opportunities and Services, was established to identify and meet the needs of older, poor persons above the age of 60 in many areas such as in the development and provision of new employment. Employment of those 55-and-over was encouraged in Community Action programs. ("Major Legislation," Legislative Reference Service, p. 25.)

The full implementation of the 1967 Amendments, which were intended to increase dramatically OEO's aid for the elderly poor, was severely limited by lack of funds. (OEO Annual Report to the U.S. Senate Special Committee on Aging, Developments in Aging, 1968, p. 201.)

Because of inadequate funds, OEO has placed its emphasis on serving the older poor through its general programs. (OEO Annual Report to the U.S. Senate Special Committee on Aging, Developments in Aging, 1969, p. 257.) There have been expressions of concern by OEO officials and several reorganizations within the agency, but there have been no major programs for the elderly poor.

The OEO-funded Manpower programs, which are administered and operated by the Department of Labor, have largely ignored the elderly. Fewer than 6,000 elderly persons were employed in 1970 by Operation Mainstream, the major manpower program for the elderly (see Chapter I, for more discussion). Of the over 200 Senior Opportunity and Services programs, only several have employment as their primary focus.

The Foster Grandparent program, which has received the most publicity of any antipoverty program for the elderly, was not substantially increased when its status changed from an experimental program to an ongoing program.

The program recruits, trains, and employs elderly poor persons to work part time with neglected, disturbed and disabled children.

It was established as an experiment in 1965 and administered jointly by the OEO and AoA until 1970 when it was transferred to the AoA and became an ongoing program. As an experiment in 1968, it employed 4,000 foster grandparents; as an ongoing nationwide program in 1970, it had 4,300. Now, as mentioned earlier in this report, the administration is urging that the program become a volunteer program and be transferred from AoA to ACTION, an agency that will coordinate volunteer activities.²

E. VOCATIONAL REHABILITATION

In a speech on the Senate floor, Senator Harrison Williams, then Chairman of the Senate Special Committee on Aging, called attention to a provision of "The Vocational Rehabilitation Amendments of 1968" that was of particular importance to the elderly.

The Vocational Rehabilitation Amendments of 1968 included a provision that expanded "the definition of disadvantaged individuals" to include individuals disadvantaged by advanced age, for the purposes of determining eligibility for services under the vocational evaluation and work-adjustment program proposed by the bill. Thus, for the first time in the history of Federal vocational rehabilitation legislation, older persons will be eligible for vocational rehabilitation assistance solely on the basis of age, without reference to whether they are suffering a physical or mental disability.— From "Development in Aging," 1969, U.S. Senate Special Committee on Aging, p. 65.

² The transfer of these two programs to ACTION took place on July 1, 1971.

The funds to carry out the programs described in this provision of the amendments were never allocated.

F. EMPLOYMENT AND TRAINING OPPORTUNITIES ACT OF 1970

On December 12, 1970, the Senate and House passed the Employment and Training Opportunities Act. The act incorporated the major provisions of the earlier Middle-Aged and Older Workers Employment Act which had been introduced in May of the same year by Senators Jennings Randolph, Harrison Williams and Edward Kennedy.

This bill, if enacted, would have established a comprehensive national effort to provide special job development, training, and supportive services for older and middle-aged workers.

Among the major provisions for middle-aged and older workers that the Employment and Training Opportunities Act contained are:

Establishment of a midcareer development services program in the Department of Labor to assist persons 45 and older to find employment by providing training, counseling and other needed services.

Directs the Secretary of Labor to designate full-time personnel experienced in manpower problems of middle-aged and older workers to have responsibility for program leadership, development and coordination.

Supportive services for occupational advancement for employed workers who may be in a "dead-end" job.

Training for unemployed individuals to prepare them for needed jobs in the economy.

Broad authority for the Secretary of Labor to conduct a wide range of research and demonstration projects to focus on the special problems of the mature worker.

Authorizes the Comptroller General to undertake a study to help increase job opportunities for older persons in the executive branch in part-time employment and job redesign.

Directs that a special section in the manpower report of the President be devoted to means of maximizing employment opportunities for persons 45-and-over in federally supported manpower programs. ("Developments in Aging," 1970, U.S. Senate Special Committee on Aging, pp. 94, 95.)

On December 16, 1970, President Nixon vetoed the bill. In his veto message, the President expressed his strongest opposition to the bill's two provisions that created public service jobs and increased the number of narrow-purpose programs in the Department of Labor from 14 to 22.

The President's message stated that the bill had been vetoed:

Because it ignored the lessons of the last decade and would create a national manpower program that would relegate large numbers of workers to permanent, subsidized employment. Such a program would limit, not expand individual opportunity. . . .

The conference bill provides that as much as 44 percent of the total funding in the bill goes for deadend jobs in the public sector. Moreover, there is no requirement that these

public sector jobs be linked to training or the prospect of other employment opportunities. WPA jobs are not the answer for the men and women who have them, for government which is less efficient as a result, or for the taxpayer who must foot the bill. Such a program represents a reversion to the remedies that were tried 35 years ago. Surely it is an inappropriate response to the problems of the seventies.

The conference bill raises the number of narrow-purpose program categories from 14 to 22, whereas the administration's proposal would have established a single, broadly defined manpower program. These narrow categorical programs would continue to hamstring the efforts of communities to adjust to change in their local needs.

Transitional and short-term public service employment can be a useful component of the Nation's manpower policies. . . . But public employment that is not linked to real jobs, or which does not try to equip the individual for changes in the labor market, is not a solution. ("Congressional Record," December 16, 1970, pp. 20348-49.)

Senator Gaylord Nelson, who had been the floor manager for the original legislation and who led the fight to override the veto, countered the reasoning of the President's message.

In responding to the message's charge that the bill would create "deadend WPA-type jobs," Senator Nelson said:

Nothing could be further from the truth.

In fact, the most significant dispute we have had with the administration spokesmen on this issue has been our absolute determination that the public service jobs in this bill would be good jobs, with a strong guarantee of training, opportunities for promotion and career development, and assurance that the employees would either move up within public service or out to jobs in the private sector.

The Labor Department tried to make certain that the public service jobs in the bill were purely temporary by limiting the period of employment—limits ranging from 6 months to 2 years were proposed. We defeated this position in committee and on the Senate floor.

The Labor Department tried to tie the hands of Mayors, Governors and county executives with a request that they agree in advance to move public service employees into private jobs or lose some or all of their 80-percent financing of the program.

This was a totally unworkable provision. How can the Mayor of Seattle, with unemployment at 12 percent or more of the work force, certify in advance that he will place the people in private jobs next year? It was one more step in the effort to downgrade public service employment and the Senate and House conferees rejected this proposal.

In answering the charge that the bill would raise the number of narrow-purpose program categories from 14 to 22, Senator Nelson said:

The numbers used in the veto message are meaningless. There are not 14 programs in the present law and there are not 22 programs in the vetoed bill.

Most of the existing programs are not even mentioned in the existing law. They operate under the broad authority given to the Secretary of Labor.

The Labor Department has repeatedly assured us that most of the present programs will be continued, in approximately the same manner, whether they are mentioned in the law or not. (Senate debate as reported in "Senior Citizens News," January, 1971.)

On December 21, the Senate voted 48 to 35 to override the veto, but failed by 8 votes to meet the necessary two-thirds requirement for passing the bill without the President's signature ("Developments in Aging," 1970, p. 95).

Appendix 3

HISTORY OF THE SENIOR COMMUNITY SERVICE PROGRAM¹

1. FIRST WHITE HOUSE CONFERENCE ON AGING

According to William E. Oriol, director of the professional staff of the U.S. Senate Special Committee on Aging, the origin of this concept goes back to the 1961 White House Conference on Aging.

The legislation which led to that conference stated that "the Congress hereby finds and declares that the public interest requires the enactment of legislation to formulate recommendations for immediate action in improving the development of programs to permit the country to take advantage of the experience and skills of the older persons in our population."

Testifying before the U.S. Senate Special Committee on Aging's Subcommittee on Employment and Retirement Incomes of the Elderly in December 1963, Daniel P. Moynihan, Assistant Secretary of Labor in the Kennedy administration, told of the need for more part-time employment opportunities for senior citizens.

Moynihan emphasized the great potential value to older persons of the Senior Citizens Community Planning and Services Act of 1963. One part of that bill provided \$10 million per year, for 5 years, to State and local governments and approved nonprofit agencies to encourage the development of special employment projects for older persons in local community activities.

2. NATIONAL SENIOR SERVICE CORPS SUGGESTED

In 1964, the Senate Special Committee on Aging published recommendations and comments urging increased employment opportunities for the elderly. This report called for the establishment of a National Senior Citizens Service Corps that would serve the needs of older adults who would welcome the opportunity for useful activity and the general public which would benefit from their services.

The committee asked Congress to enact legislation authorizing a new program of grants for experimental and demonstration projects to stimulate needed employment opportunities for older Americans.

The committee urged:

The Federal Government, through the Department of Labor, should provide funds on a matching basis to State and local governments or approved nonprofit institutions for experiments in the use of elderly persons in providing needed services.

¹ Appendix 3 is reprinted from the report of the first 18 months of the Senior AIDES program (published January 2, 1970).

A year later, the Older Americans Act was passed. It called for:

Pursuit of meaningful activity for the elderly within the widest range of civic, cultural, and recreational opportunities.

In a report to Congress in June 1965—The Older American Worker—Secretary of Labor Willard Wirtz said:

There are many community tasks on which older persons can be employed. There are substantial community needs that have not been met and for which local authorities do not have funds.

A great deal of this work can be done by older workers and would be if Federal assistance were available in a form similar to the present financing of the Neighborhood Youth Corps. Community work would recapture and preserve human abilities, utilize manpower, provide satisfying occupation, and forestall additions to the mounting welfare case load.

Local communities should be encouraged and assisted to develop employment opportunities in cooperation with private enterprise as well as through public and nonprofit agencies. Participation by private enterprise in the administration of Job Corps projects and on-the-job training programs under the Manpower Development and Training Act and the Job Development program opens new horizons for ingenuity and innovation.

There are, and are likely to continue to be, however, tens of thousands of workers with inadequate sources of income and no employment prospects, who are over 55, have exhausted unemployment compensation and are not yet eligible for retirement benefits.

It is not right or reasonable that those whom the economy has displaced at ages between 55 and 65 in the course of technical progress, and whom it will not take back into productive employment, should suffer because of the unavailability of work opportunity. A special program to meet the income needs of this limited group should be considered not only on its own merits but to reduce the growing pressure for a costly early retirement system.

3. LEGISLATIVE BILLS INTRODUCED

In 1965, Charles E. Odell, now Director of the Office of Systems Support, Training and Employment Services, Manpower Administration, Department of Labor, suggested to the Senate Special Committee on Aging that a Senior Service Corps should be established. Odell wrote the Committee:

There is a great need to initiate action on a national senior citizens service corps and a counterpart neighborhood senior citizens service corps which would provide both paid and nonpaid service opportunities for qualified and trained middle-aged and older people from the ranks of the poor.

Following the 1965 and 1966 antipoverty hearings before several subcommittees of the Senate Special Committee on Aging, the Sub-

committee on Federal, State and Community Services recommended legislation authorizing establishment of a National Senior Service Corps.

On February 4, 1966, Senator Harrison Williams, Jr., of New Jersey, introduced Senate Bill S. 2877 which called for Federal "funds and technical assistance to nonprofit private organizations, municipalities, counties, and States for community service programs to utilize the abilities, enthusiasms, and energy of men and women of age 60 and over."

On May 9, 1966, Senator George Smathers, of Florida, introduced a bill similar to S. 2877 but calling for the utilization of highly talented professional and specialized types of older people.

Hearings on these bills in May and June of 1966 produced useful information on what a national community service program could mean to elderly participants and to their neighbors. One witness said that the program could be as important to one generation of Americans as the GI Bill of Rights after World War II was to veterans of that era.

In his testimony at these hearings, William R. Hutton, Executive Director of the National Council of Senior Citizens, urged:

A program that meets the needs of those who have to work because of financial requirements or to satisfy a desire to continue to participate.

There is little doubt that more than nine out of 10 older people seeking these opportunities will be motivated primarily by income needs, although they will also welcome the opportunity to be of service.

A. BILL PASSES U.S. SENATE

Senator Williams' bill, S. 2877, passed the Senate in the 89th Congress, but the House did not act on it.

On January 12, 1967, Senate Bill S. 276 was introduced by Senator Williams for himself and Senator Joseph S. Clark of Pennsylvania, with bipartisan support. Cosponsors were Senators Hiram L. Fong (Hawaii), Philip A. Hart (Mich.), Vance Hartke (Ind.), Daniel K. Inouye (Hawaii), Jacob K. Javits (N.Y.), Edward M. Kennedy (Mass.), Robert F. Kennedy (N.Y.), Thomas H. Kuchel (Calif.), Edward V. Long (Mo.), Walter F. Mondale (Minn.), Wayne Morse (Ore.), Gaylord Nelson (Wis.), Claiborne Pell (R.I.), Jennings Randolph (W. Va.), Abraham Ribicoff (Conn.), George A. Smathers (Fla.), and Ralph W. Yarborough (Tex.). On February 28, Senator Williams asked that the next printing include Senator Jack Miller (Iowa).

Forty-seven members of the House of Representatives introduced identical or similar bills.

This legislation would have amended the Older Americans Act of 1965 to provide for a National Community Senior Service Corps. It proposed that sponsors of community service projects would be nonprofit or public agencies—schools, hospitals, community development recreation members and the like. Only people 60-and-over would be employed. Rates of pay would be "appropriate and reasonable."

This legislation placed responsibility for funding and directing the program in the U.S. Department of Health, Education, and Welfare.

The Executive Committee of the President's Council on Aging approved the proposed Senior Service program. The Department of Health, Education, and Welfare included this proposal as one title—Special Projects To Stimulate Employment Opportunities—of the Smathers-Mills bill introduced at HEW's request. Responsibility for this specific title was assigned in the bill to the Secretary of Labor.

B. LABOR SECRETARY MAKES A COMMITMENT

In 1967 testimony on S. 276 before the Subcommittee on Aging, Secretary of Labor Wirtz made a commitment to implement the objectives of S. 276 to set up a program using current appropriations, administrative structures, and procedures recommended to Congress.

Assistant Secretary of Labor Stanley H. Ruttenger immediately assigned Louis H. Ravin, his Special Assistant for Older Workers, to follow through on this commitment. Ravin moved to set up a joint committee of representatives of the Department of Labor, Department of Health, Education, and Welfare, and Office of Economic Opportunity to:

1. Arrive at definitions and divisions of responsibility and allocation of funds.
2. Determine funds to be earmarked for the Community Senior Service program, over and above funds expended for such purposes during 1967. (This additional sum was to be not less than \$9 million from all sources.)
3. Identify the appropriate and feasible sources of such funds from appropriations for the Economic Opportunity Act, the Older Americans Act, and the Manpower Development and Training Act.
4. Develop methods by which the Labor Department's Bureau of Work Programs, the U.S. Employment Service, and the Bureau of Apprenticeship and Training could promote, establish, and support community service programs for persons 55 years of age and over through national, State, and local public and private nonprofit sponsors.

Special Assistant Ravin sought to have \$10 million earmarked for this program. He recommended that \$6- to \$7 million come from the antipoverty funds available to the Labor Department under a 1967 amendment to the Economic Opportunity Act jointly sponsored by Senator Gaylord Nelson (Wis.) and Congressman James Scheuer (N.Y.), and that an additional \$2- to \$3 million come from the unapportioned account of Manpower Development and Training Administration funds.

Consequently, although S. 276 was not enacted into law, Secretary of Labor Wirtz used his discretionary authority to put the concept of a Senior Community Service program into operation, using funds that were available to the Department of Labor for related programs.

C. CONTINUING EFFORTS TO ESTABLISH SENIOR COMMUNITY SERVICE PROGRAM

Since the demonstration Senior Community Service programs have operated successfully for several years, there have been renewed efforts to pass legislation to create a national program.

During the current session of Congress, Senator Kennedy along with 15 other Senators has introduced the Older American Community Service Employment Act (S. 555). The bill is identical to S. 3604 which was introduced in 1970 (see also Chapter I.)

The proposed legislation would provide new opportunities for community service employment in antipollution and community beautification programs and in public health, public education and community social service programs. The Senate Special Committee on Aging and the Subcommittee on Aging of the Senate Committee on Labor and Public Welfare have scheduled hearings on the bill for July 1971.

Appendix 4

THE ROLE OF THE PUBLIC EMPLOYMENT SERVICE (MANPOWER SERVICES)

In planning the Senior AIDES program, the National Council of Senior Citizens followed the precept laid down in 1967 by the then Secretary of Labor, Assistant Secretary of Labor for Manpower, and Special Assistant for Older Workers, that the services of existing Department of Labor organizational units be utilized to the maximum in developing and carrying on the demonstration community senior service projects. This meant utilizing to the fullest degree the Public Employment offices services and the Concentrated Employment program structure and personnel.

With the cooperation of the Director of the United States Employment Service the National Council of Senior Citizens was able to secure the part-time services of a retiree from Federal service, to participate in the planning and development of the program. As an employee of the U.S. Department of Labor, she had come to know the strengths and weaknesses of the State and local offices of public employment service. She had also participated in efforts to improve local office services to older workers.

At the time the Senior AIDES program was planned, the Manpower Administration of the U.S. Department of Labor had as a major organization unit, operating with the States a public "employment service." The unit, at the national level was identified as the "U.S. Employment Service." The counterpart in each of the States, was the "State Employment Service, affiliated with the U.S. Employment Service" which operated local Employment Service offices. Today, the U.S. Employment Service has been eliminated and its function allocated to various units within the Manpower Service. In most, if not all, of the States, the State Employment Service is now absorbed into the State Manpower Service, with responsibilities beyond those of just employment service. Local offices likewise have been restructured and are now local Manpower Offices, which include the functions of the public employment services. Notwithstanding the foregoing, this document will continue to identify the agencies providing public employment service functions as the U.S. Employment Service, the State Employment Service, and the local Employment Service offices.

1. CONSTANTLY SHIFTING EMPHASIS

The history of the U.S. Employment Service and its affiliated State and local employment service offices reflects the fluctuations in emphasis and attitudes, growing out of changing pressures, in the actions it has taken or has not taken. These are the constantly changing

emphases and attitudes placed upon the public Employment Service by the national policymakers and money dispensers—the national administrations, the secretaries of the U.S. Department of Labor, the U.S. Budget Bureau directors and their top level staff.

Starting out as a placement agency in the days of the Wagner-Peyser Act, its emphasis shifted continually, from placement, to a labor exchange, to manpower training, etc.—each in one way or another reflecting the needs of a constantly changing economy.

To carry out effectively the added and/or new functions and responsibilities that resulted in the changing emphases, additional funding, particularly for additional staff, would be necessary. If the U.S. Department of Labor indicated to Congress that without adequate increased funding the U.S. Employment Service and its affiliated State agencies could not provide the services that Congress expected, there is little evidence that such information was considered realistically in legislation proposed and enacted. In other words, legislation setting up operational and program increases and changes rarely provided adequate funds to enable the Employment Services to implement effectively congressional intent. Thus, one program after another was added to the workload of already overburdened dedicated staff, with the result that no programs could be carried out completely and effectively on a sustained basis.

“Programs” were allocated to the Employment Service, but staffing, space, equipment, etc., were tailored to available funds rather than the actual needs of the added or new programs.

Furthermore, the special interest group which was in the ascendency at a given time, received congressional attention and priority in action regardless of what this did to the Employment Service’s ability to carry out its already ongoing and needed programs effectively.

As a result, the emphasis over the years was increasingly away from job placement and increasingly on manpower “services”—especially manpower training.

It is unfortunate that neither the top level governmental persons who were the policymakers, nor those who appropriated and dispensed the funds, nor those responsible for the performance of the responsibility of the Employment Service insisted upon a plan which would put the various programs and their operation into proper perspective. There has been no coordinated effort to achieve a balanced program for the total of necessary services—readying manpower for jobs, seeking opportunities for full-time and part-time employment of all categories of job seekers, and placing these job seekers with employers in the private, public, or community-service sectors of our society.

2. OTHER HANDICAPS

Additional factors added immeasurably to the difficulties of the U.S. Employment Service to carry out its responsibilities, namely:

The fact that although the State Employment Services were funded 100 percent by the Federal Government, they were State agencies and thus were not under the direct control of the U.S. Employment Service. Efforts to federalize this operation followed the close of World War II. These efforts failed. The administration in the field is under the control of the individual State governments. Policies for the operation of the State and local Employment Services are promulgated at the national level.

States, however, obviously exercise great discretion in the interpretation and implementation of the policies.

For many years, funds were allocated to the States, for the operation of their Employment Service programs on the basis of the number of placements made. No matter how much the National Office technicians might attempt to encourage and train local office staffs to provide quality service, it was in fact *quantity* service that was the guiding factor. Thus, the offices provided “services” to those whom it was easiest to place in jobs—regardless of the number needing more than mere placement service. “Counseling” interviews given to applicants—despite the efforts of the National Office technicians—were too often anything but quality service because quality service would cut into the “numbers” game. Obviously, long-time adherence to poor procedures become a part of a staff person’s normal method of approach and attitude which could not normally be changed on an instant notice.

Frequent reorganization of the administrative structure of the National Office of the Employment Service, and similar reorganizational activity at the State and local levels, created an atmosphere that was not conducive to stability in any phase of the conduct of the Public Employment Service Program.

3. FAULT AT THE TOP

What, in effect, this says is that the weaknesses at the top permeate and hamper effective action. While some of the onus for failure to perform as effectively and responsively as desirable must fall on some of the staff at lower levels, the basic fault is at the top level.

There has been resistance on the part of many public and private nonprofit agencies to the use of the local offices as the vehicle for recruiting and referral of prospective workers, and particularly of older workers. There is some unwillingness to use this agency even now. Some of the resistance and dissatisfaction has been warranted. The National Council of Senior Citizens’ staff, however, considered that the fault was *not entirely* with the local public employment office and its staff. Some local program sponsors had never used the public employment offices because of the reputation this governmental agency had acquired of failing to supply “satisfactory” referrals. Others indicated that they had had less than effective or timely assistance from the local offices.

The National Council staff which was responsible for developing the Senior AIDES operation took the position that *until* a sincere, intelligent effort was made by the local program sponsor to use the local offices of the public employment service and found these offices ineffective or dilatory, the requirement that all recruits must be screened and referred to the local sponsor must be followed. Recruitment of applicants for screening and referral could be carried out by a variety of agencies.

The history of the public employment service, going back to periods before 1950, shows a deep concern to provide effective service to the older person in search of employment. Its ability to carry out an effective program to that end has vacillated to the degree that the administration, the Secretary of Labor, and the Congress have “changed signals” during the course of the years. When these have

given evidence of interest and desire that this group of citizens be given specific attention, and when funds have been earmarked specifically to promote this interest, records show improvement and the approach of effective service. But history indicates that pressure to bring other categories of population to the center of interest periodically causes services to the elderly to diminish. Thus, the public employment service programs have in effect operated as a "yo-yo," going up and down as interest and funding have risen and dropped.

4. SUCCESSFUL STUDY

For example, in the middle 1950's, with growing pressure based on economic conditions, the Bureau of Employment Security undertook an intensive and objective study to determine the employment situation and needs of the 45-year-and-older person thrown out of employment. At the same time, it undertook an objective evaluation of the practices of the public employment service offices in assisting persons 45 years of age-and-over in their efforts to find employment. This phase of the study was intended to provide a basis for improving the effectiveness with which these offices can and should assist older workers in their search for jobs. Intensive experiments were undertaken to learn how this could be accomplished. The pilot study was made by the Minnesota Employment Security Agency, with the cooperation of the University of Minnesota, under the direction (and funded by) the Bureau of Employment Security.

This led to what became known as the "Seven City Study." It was intended that the time for "studies" would then be ended and a constructive program would follow. (See Chapter I.)

The results of the study were published. Based on this research, a plan of action was developed to improve and expand the services. Funds were made available to every State to "tool" up and put an intensive program into operation. Regional meetings to train personnel to be fully involved in providing the improved service were undertaken. The then Secretary of Labor Mitchell and the administration were committed to extend to the maximum the service which local employment office personnel would provide to this segment of the population.

However, the improvement in services was not followed up on a continuing basis. Other "priorities" for service and funding were loaded into the Department of Labor's Bureau of Employment Security. Pressure groups representing, for example, the handicapped and veterans, and then of disadvantaged youth, forcefully prodded the Congress into "categorical" actions.

Instead of setting and carrying out a program that took the employment needs of each "category" into consideration, and provided an equitable distribution of funds, staff and service to each, in relation to its needs, a single group would be emphasized, at the expense of the other groups.

5. SERVICES TO ELDERLY DECLINE

Consistent emphasis on serving older persons seeking employment has declined in recent years. Limited staff, limited funding, great priority to youth needs, and "generalist" services to those requiring

assistance from the local employment offices, have once again resulted in a lessening of effective operation and service to the elderly.

This should not be construed to mean that the limited number of dedicated individuals assigned to "older worker services" have not, in fact, attempted to provide the needed leadership. It does mean that without the support of positive congressional intent expressed in legislation and without support in funds and numbers of staff to do the necessary job, the services provided older persons, and particularly the impoverished elderly, have not been as intensive and effective as needed.

Most of these elderly, once they have exhausted their unemployment insurance benefits (requiring them to report to local offices as evidence of active search for jobs which they don't get) cease to visit the local offices. They are rarely called in for consideration for job openings. They consider trips to the local office a useless expenditure of their limited funds for transportation.

In addition, review of the ineffective assistance in job finding, particularly with reference to many establishments seeking workers, indicates several reasons for failure to receive referrals. Chief among these reasons is that, although now an age antidiscrimination law is in effect, employers continue to set unrealistic requirements (for education and experience) for their job openings. At the same time, too many local office personnel are interpreting possible eligibility for job openings on far too restrictive an interpretation of rules and regulations.

The insistence of the National Council of Senior Citizens, as the prime sponsor for the Senior AIDES program, on use of the public Employment Service has led to some very interesting developments. These developments have demonstrated that given intelligent and consistent interpretations of their needs by both the representatives of the prime sponsor and by local program directors, the local offices in most of the Senior AIDES demonstration areas did and are doing an outstanding job not only in recruiting but particularly in screening and referring applicants for the Senior AIDES job slots.

These developments indicate that:

1. Most of the local project directors would not want at this time to carry on their programs without the assistance of the local public employment offices.
2. Once having been convinced that the kind of persons needed to fill the job slots are available through various recruitment sources, including the local offices' active and inactive files, the offices have done an outstanding job of screening and referral.
3. Having become really familiar with the kinds of duties needed for nonprofessional jobs and for jobs to support professional staff, local employment office personnel are more realistically interpreting the possible competences of the impoverished elderly.
4. Having come to realize that there are jobs for which on-the-job training or close supervision and direction are needed, rather than long-term job training, the local employment office personnel are more realistic in evaluating the potential of the impoverished elderly.

5. Based on experience with Senior AIDES who work with some local employment office, management of these offices are becoming more and more aware of the fact that these impoverished elderly have real capacity to be of service, *in all* areas of the local public employment office.

6. With the growing understanding acquired first-hand by assisting in this demonstration program, local employment office personnel have much more confidence in trying to convince employers in the competitive labor market that it is to their advantage to try to use the impoverished elderly. Thus they open the door for more employment in the community.

7. Growing out of experience with the Senior AIDES, training programs have been developed with and for employers in some communities, utilizing the impoverished elderly to fill jobs on part and full time for which applicants with needed "skills" are in short supply.

6. IGNORING SUCCESSFUL EXPERIENCE

Another indication of the desire of the public employment service in the U.S. Department of Labor to provide maximum effective service to the elderly is the experimental and demonstration program initiated by the national office in 1967 when the Special Assistant for Older Workers was in a position to give leadership and guidance. Eleven cities scattered about the country were selected for this program. Funds were allocated to provide for setting up special units in local public employment offices and to provide for additional staff to give specialized service on a full-time basis to older applicants seeking employment.

In other words, the primary and sole responsibility of these units was to help older workers find suitable employment. This involved training the staff to give service and intensified job counseling; to work aggressively in community and employer relations to open up jobs, etc. In Chicago, for example, the National Office allocated 31 additional positions for this program. The results were so good that, in 1968, additional jobs were provided; Chicago was given five. By the end of the year, the program had proved so effective that the local offices in these 11 cities were told that the demonstration aspect was being eliminated and the activity was to become a regular part of the local office operation.

Now the question arises—does the administration and the department intend to discontinue a proven effective method of serving job seekers by removing the concept of categorical programing? The National Council of Senior Citizens suggests that the letter from Secretary of Labor Hodgson to Senator Yarborough, dated July 7, 1970, advising that the administration opposes providing funding and planning on a categorical concept is; (1) wasting the money spent in developing effective service; and, (2) putting the State and local offices in the position of trying to be all things to all men and ending up by providing ineffective service to the elderly whom the local offices should be serving.

It is human nature that when staff is confronted with tremendous workloads, those who require the least time and attention get service at the expense of others who need a greater amount of time-consuming assistance.

7. STAFF TRAINING PACKAGE PROGRAM

One more example of the interest of the public employment service staff who have in the past been responsible for attempting to provide leadership in improving services to the elderly, is the presently on-going program to develop a "staff training package" to be used in the Public Employment Service State and local offices. This is to train those who will serve the elderly (chiefly designated older worker specialists) to provide maximum service.

This developmental project is being carried on by the Minnesota Department of Manpower Services (formerly called the Minnesota Employment Security Department) as the prime contractor under a contract with the U.S. Department of Labor. Parts of the project have been subcontracted to the Minneapolis Rehabilitation Center and to the University of Minnesota. The work has been underway since 1969 and is to be completed by July 1, 1971.

There is every indication that this training package will be an excellent tool—developed with imagination and realism to meet the current social and economic situation in this country. The question arises—why the development of training material for use in a "categorical" employment program if programing and funding on a "categorical" basis is to be eliminated in a so-called generalist approach to the employment needs of the population?

The National Council of Senior Citizens suggests that failures on the part of the local public employment services must in large part be attributed to the vacillation of the U.S. Department of Labor and the Congress in maintaining adequate balance in funding and in supporting realistic priorities over the years. The Council urges that all in authority move to provide stability to the public employment service, which is an integral part of the U.S. Department of Labor. The Council is convinced that given stability and support, the public employment service can and will provide effective assistance to the impoverished elderly seeking employment.

It is the viewpoint of the National Council of Senior Citizens that use of local offices of the public employment service (Comprehensive Manpower Service, as it is now called) should be required as the *primary* source for the recruitment of older people for community senior service projects, and the *sole* source for screening and referral of applicants for job openings in community senior service employment.

To ensure that needed assistance will be provided, a "categorical" approach is required, and the following recommendations, in connection with State and local employment service operations, are in order:

1. That *every* State and local public employment service (or Manpower Services) office contain an "older worker" unit headed by a qualified and well trained "older worker specialist," and

staffed with an adequate number of subordinate older worker specialists, qualified and well trained—all of them dedicated to assist in meeting the needs of *all* elderly persons needing assistance in finding jobs, with special emphasis on the impoverished elderly; and

2. That the Congress specifically earmark the *minimum* amount of funds to be allocated to provide specialized employment service (including not only recruitment, screening and referral, but also counseling and job development);

3. That the U.S. Department of Labor and its affiliated State agencies; (a) provide an accounting of services rendered, with recommendations for continuing improvement of these services to the elderly; and, (b) that the Secretary of Labor report specifically on the manner, extent and continuing plans for services to the elderly in his annual report to the President and the Congress.

Appendix 5

SUGGESTIONS FOR IMPROVING REPORTING OF PRESENT COMMUNITY SENIOR SERVICE EMPLOYMENT PROGRAMS

In 1967, the Secretary of Labor designated a competent, qualified and committed person to be Special Assistant for Older Workers and gave him the responsibility and authority for developing plans and programs for the impoverished elderly. When the Special Assistant was given the responsibility by the Assistant Secretary to implement the objectives of S. 276 legislation establishing a community service program for older persons, action followed.

The instructions implemented the commitment voiced earlier by the Secretary of Labor in testimony before the Subcommittee on Aging of the Senate Labor and Public Welfare Committee. The instructions were to give this task the highest priority, setting aside other priority activities until substantial progress was achieved.

The instructions included the following assignments:

1. Set up a joint committee of Labor; Department of Health, Education, and Welfare; and Office of Economic Opportunity to arrive at definitions and divisions of responsibility and allocations of funds.

2. Identify the amount of funds to be earmarked for the community senior service program, over and above funds expended for such purposes this year. This additional sum is to be not less than \$9 million from all sources.

3. Identify the appropriate and feasible sources of such funds (with the advice of legal counsel) from appropriations for the Economic Opportunity Act, Older Americans Act, Manpower Development and Training Act, and for the administration of the Employment Service, including specifically the funds available for intensive older worker service.

4. Develop specific methods and organizational provisions by which the Bureau of Work Programs, the U.S. Employment Service, the Bureau of Apprenticeship and Training can promote, establish and support community service programs for persons of age 55 years-and-over, through national, State, local public and nonprofitmaking sponsors.

5. Develop methods and directives which will increase the numbers and proportions of trainees of age 45-and-over participating under the Manpower Development and Training Act.

6. Recommend the kind and frequency of data, to be incorporated in reporting systems now in existence or being developed, which will alert us to the need for further action to accomplish the goals set for older workers, and to keep Congress, the Secretary and others adequately informed on the status and effectiveness of the program.

Under the guidance of the Special Assistant, the first four items were effectuated. The actions that still needed to be taken at the time of the change in the administration included the establishment of standards, procedures, and forms for the review of projects and policy interpretations that would be relevant to a demonstration project. The Special Assistant had found that the Bureau of Work Programs' standards, procedures and forms for review and approval of work projects, as well as policy interpretations, were appropriate for an ongoing program. But they were and are ill adapted to launching, conducting and evaluating a demonstration project. To date, nothing significant has occurred with reference to the items 5 and 6.

Unable to secure guidance or assistance from the constantly changing Manpower Administration staff, each of the Demonstration Project Directors was forced to develop his own reporting procedures and evaluation plans and techniques. Having developed these, and having reviewed and cleared them with the responsible Manpower Administration personnel, the demonstrations proceeded and the gathering of data began.

IRRELEVANT REPORT FORMS

However, after a comparatively short period of time, instructions from the Manpower Administration required the Demonstration Project Directors to submit reports using forms that had been designed for use for the Neighborhood Youth Corps. Without a Special Assistant for Older Workers through whom to secure appropriate action, demonstration project staff attempted to secure such action through the regular Manpower Administration staff. Attention was called to the fact that the data required on the NYC forms, to a large extent, was not relevant, and that information vitally needed for evaluation of the demonstrations would not be provided. After long periods of discussion, the instructions were upheld with the advice that items on the NYC forms be adapted for reporting to the Manpower Administration, and that the demonstration project directors could require any additional reports they desired.

The end result, as far as the Senior AIDES project was concerned, was the decision that the only data the local sponsors would be asked to submit was that required by the Manpower Administration. To require these people to prepare several different reports was a time consuming activity which it was felt could not be asked of local staff with already heavy workloads.

Had there been specially designated staff responsible for coordinating USDOL activities for the elderly, undoubtedly a uniform reporting system that would produce meaningful, relevant data related to the several demonstration projects, would have resulted. Likewise, such staff undoubtedly would have developed a system for evaluating the several projects as they progressed.

Again, such staff would undoubtedly have helped resolve definitions and criteria for use in demonstration, which required agreement between the USDOL and OEO. Instead, to this date, questions concerning definitions and criteria are still pending—2 years or more after the projects became operative.

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

VOL. V NO. 49
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FOR RELEASE BEGINNING WEEK OF DECEMBER 20

Three years ago Congress provided funds for several demonstration nutrition projects for the elderly, under Title IV of the Older Americans Act. These nutrition projects proved to be highly successful, not only in providing hot meals to senior citizens who might otherwise go hungry, but also in facilitating the delivery of other social services, in fostering social intergration, and in meeting the emotional needs of the aged. Funding for this program, however, was on a temporary basis only. However, because of their demonstrated effectiveness very early in the year, I introduced a bill to put these programs on a permanent basis and pending action on my bill, I urged that the House pass a continuing resolution to keep these projects in operation until we were able to enact more permanent legislation.

Under this bill, S. 1163, states would set up their own programs in accordance with certain guidelines. Among these, each nutrition program would provide at least one hot meal per day for five or more days per week, sites for such nutrition programs would be in as close proximity to the majority of eligible individuals' residences as feasible, and methods of administration that assure the maximum number of eligible individuals an opportunity to participate would be utilized. Beyond providing for a nutrition program, each center would be required to provide a setting conducive to expanding that program to include recreational activities, information, health and welfare counseling and referral services.

Within these guidelines, each state would structure its program so as to fit local circumstances. Because of their success I would hope that the state agencies responsible would study the projects already in operation before implementing their own. There have been a number of successful nutrition programs operating independently of these demonstration projects. Monroe has had one such program, and I believe its success also merits study by those who will be responsible for the structuring of new initiatives.

With this legislation we are taking a significant step in meeting the needs of the elderly. Not only are we providing our senior citizens with nourishing meals, but we are going to the very heart of the social problems underlying inadequate diets among older people. Testimony before my own Committee has underscored that simply raising the income level of older Americans does not motivate the aged person who lives alone to cook for himself; does not help the invalid to shop; fails to alleviate feelings of loneliness, rejection, or apathy; does not help the aged person to understand the need for a nutritionally adequate diet, or how to achieve it. S. 1163 is designed to meet these basic needs.

Page two

As, John B. Martin, the Commissioner on Aging, has noted, "...a sense of belonging and other psychological and social values accrue from eating with others." The opportunities for increased socialization which occur as a result of this legislation will be as important to the older participants as the nutrients they would receive.

S. 1163 then, is important legislation which will meet the real needs of the elderly. It reaches out into the community to locate those most in need of the program; it will build nutritional education into the project; and it provides for a variety of ancillary social services. Certainly a program which accomplishes all this, and does so in a manner already proven effective, deserves to be put on a permanent basis.

S. 1163 has been reported out of my Committee, and I have urged the House for quick action on the measure.

(This has been printed on recycled paper.)

Elderly Aging

NEW INCOME BENEFITS FOR OLDER AMERICANS

A FACT SHEET

President Nixon's Social Security and Adult Assistance proposals (H. R. 1), now before Congress, add significant new benefits to Social Security and introduce improved income assistance provisions for those with low incomes.

The legislation establishes two primary goals for retirement years. First, the establishment of an income floor for poor older Americans, and Second, the guarantee of inflation-proof Social Security benefits.

AN INCOME FLOOR FOR THE AGED

To achieve this first goal, H. R. 1 provides a new Federal assistance program for the aged, blind, and disabled. When fully effective, this program will provide assistance payments to about 5 million low income older Americans. Payment levels under H. R. 1 will reach \$150 per month for an individual and \$200 per month for a couple, approximating the current non-poverty threshold level.

INFLATION-PROOF BENEFITS FOR ALL SOCIAL SECURITY BENEFICIARIES

H. R. 1 will also greatly strengthen the Social Security program for other older Americans. The President has urged establishing inflation-proof benefits for all Social Security recipients now receiving monthly Social Security benefits -- more than 17 million older Americans today -- and all those who will receive benefits in the future. This assurance comes in addition to a 5% across-the-board increase in Social Security, effective in June 1972.

H. R. 1 will also increase basic benefits for older widows and liberalize the retirement test, permitting older workers to earn more without the present mandatory reduction of benefits. Under President Nixon's proposal, older workers will always be assured of more in total income as a result of engaging in active work.

NEW FEDERAL INCOME SECURITY PROGRAM

The enactment of H. R. 1 creates a new Federal income security program, offering the following benefits:

- (1) Establishes a national benefit program, administered by the Social Security Administration, for low-income aged, blind or disabled people. (Thus, for those whose other retirement income is insufficient to support a decent level of living, the Federal government will establish a guaranteed annual income -- below which no older American will fall.)
- (2) Provides a nationally uniform eligibility standard which will replace 54 different systems with widely varying eligibility and administrative methods.
- (3) Provides higher payments for individual older Americans in 31 states and for couples in 26 states.
- (4) Allows older Americans to qualify for assistance while retaining assets that do not exceed \$1,500 in value. In counting assets, the home, household goods and personal effects of reasonable value, and tools of a trade will not be considered. In addition to other assets, the aged American may have life insurance policies with a total face value that does not exceed \$1,500.
- (5) Pays an individual up to \$130 a month in the first year the program is in effect, up to \$140 a month in the second year, and up to \$150 a month after two years.
- (6) Pays a husband and wife up to \$195 a month in the first year the program is in effect, and up to \$200 a month thereafter.
- (7) Establishes eligibility for assistance on the basis of an older person's own need rather than the ability of his children to provide support for him.
- (8) Allows Federal payments to be supplemented by the states if the states wish to maintain or exceed existing payment levels where they are now higher than the new Federal level. At the option of the states, their supplemental payments may also be administered by the Social Security Administration.

INFLATION-PROOF SOCIAL SECURITY

President Nixon's proposed improvements in the Social Security system will benefit the more than 17 million people older Americans now receiving Social Security retirement benefits, but will also aid all older people in the future -- that is, the 94 million who are contributing to the system this year. More than 90% of the current elderly are eligible, and more than 9 out of every 10 people reaching 65 this year will also be eligible.

(1) Improvement in Social Security Benefit Levels.

-- The general benefit increase (5%) provided by H. R. 1, together with the across-the-board increases enacted in 1969 and 1971, will mean that during the Nixon Administration Social Security benefit levels will have been improved for everyone by one-third. The 5% general benefit increase in H. R. 1 alone will raise benefit payments by more than \$2 billion in the first full year.

(2) Protection against inflation.

-- H. R. 1 will provide that, in the absence of congressional action to increase benefit levels, Social Security benefits will be automatically increased if the cost of living rises by 3% or more.

-- Not only will benefit amounts be kept up to date under H. R. 1; but also the amount of exempt earnings under the "retirement test". The maximum amount of annual earnings on which contributions are paid, and which are counted toward benefits, will automatically keep pace with future increases in individual earning levels.

(3) Changes the retirement test to allow older citizens to earn more after retirement without losing benefits.

-- Under present law, a recipient may earn up to \$1,680 in a year without losing any benefits. There is a \$1 reduction in the benefits for each \$2 earned between \$1,680 and \$2,880. Finally, there is a dollar-for-dollar reduction in benefits for any earnings above \$2,880. This confiscatory reduction means that it is possible for a beneficiary to have less total income (that is, Social Security benefits plus earnings after taxes if he had, in fact, earned less.

-- Under H. R. 1, amount of exempt earnings would be increased to \$2,000 and would automatically be adjusted in the future as general earnings level rise. Also, only \$1 in benefits would be withheld for each \$2 a

beneficiary earns above the exempt earnings, so that there would be no point at which \$1 in benefits would be withheld for each \$1 earned. Thus, recipients would be assured that the more they worked and earned, the more spendable income they would have.

- In the first full year, 700,000 people will receive increased benefits under this provision, and 390,000 people will get some benefits for the first time.
- Additional benefits in the amount of \$484 million will be paid in the first full year.

(4) Higher benefits for widows.

- Currently, a widow who starts receiving benefits (at age 62 or older) receives only 82 1/2% of the benefit that would have been payable to her husband had he lived to retire.
- The President has recommended an increase to full benefits for widows. Under H. R. 1, a widow who starts receiving benefits at age 65 or older will receive the same benefit that would have been payable to the husband as his retirement benefit.
- Approximately 3 1/2 million widows will receive increased benefits on the effective date, and \$764 million in additional benefits will be paid in the first full year. The average monthly benefit payable to aged widows receiving benefits on June 30, 1972, will be \$114 under present law. If H. R. 1 is enacted, that amount will be \$133 -- an increase of 17%.

(5) More liberal benefit computation for men -- making it the same as the benefit computation now used for women.

- Currently, benefits for men are based on earnings averaged over more years than are used for women: up to the year attaining age 62 for women, but to the year of attaining age 65 for men. The effect of this treatment is to decrease average earnings for most beneficiaries, thus decreasing the benefits received.
- The President proposed, and H. R. 1 includes, a provision for the computation of men's benefits henceforth on the same basis as women's. This is fairer and more equitable than existing law.

- The provision will, when fully effective, allow men to drop out of the benefit computation an additional three years of low earnings.
- Most men who retire in the future will receive higher benefits as a result of this provision. This is particularly important for those men who retire before age 65 since the years of no earnings between ages 62 and 65 will not lower their average monthly earnings on which their benefits are based as they do under present law.

IN CONCLUSION

President Nixon's Social Security and welfare reform legislation will favorably affect older Americans in many important ways.

- It will provide a uniform, Federally-administrated benefits program to help those now living in poverty.
- It will make Social Security benefits inflation-proof and provide a number of other important Social Security improvements for virtually every older American.

Alging ~~1/11~~

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

VOL. V, No. 1
February 3, 1971

FOR RELEASE BEGINNING WEEK OF FEBRUARY 8

Any way you look at it this Congress will soon do what the last one should have -- pass an increase in social security benefits.

Some members of Congress, especially those who sit on the Senate Finance Committee, should have a guilt complex over what happened last year to social security. It was in the hectic days of the last session that the Senate Finance Committee conceived the notion to tack onto the social security measure some of the session's most hotly contested items. One of them was the horrendous trade bill which, if enacted, would have touched off a bitter dispute between America and her trading partners. Fortunately for this country's foreign relations that move failed; unfortunately for the elderly, however, the tactics of a few Senators resulted in unnecessary confusion and delays with no social security hike forthcoming.

Had the Senate followed the lead of the House which passed a bill nearly a year ago, those living on social security payments would already be getting a fatter check.

Enough history--what about the future?

I have written the Chairman of the House Ways and Means Committee, where action will originate, urging immediate hearings. The Chairman has sent word that he is for early hearings on a new bill. This is an encouraging sign.

I might add I have some very strong feelings on what the content of that legislation should be.

First, automatic cost of living increases. They are necessary and what happened in the Senate is a clear illustration of why they should be written into the law. It is sheer nonsense that our senior citizens should be at the mercy of political demagogues.

Second, when we raise the benefits they ought to be retroactive to January 1st.

Third, a boost of ten percent is warranted, particularly with the upward trend in the cost of living.

Fourth, I favor an end to the earnings limitation. This would in my opinion be one of the most helpful steps that Congress could take to really be of assistance, so that those who wanted to keep working would not be penalized.

Aside from a hike in social security payments, Congress could move expeditiously in this session on other matters that effect our senior citizens. We of course will be

More

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considering health legislation, and here the aged will benefit. In addition, Congress, which has up to now failed to launch a comprehensive attack on the problems of the elderly, has another chance to get a program moving. I have mentioned the need for national health insurance. We must solve the difficulties that surround medicare, do a better job at making certain our elderly are able to assume a meaningful role in society, and raise the many who are presently below the poverty level.

A Congress that passes progressive legislation of this type will go down in history as one that has taken constructive steps to solve the great difficulties this segment of our society faces. Our elderly have done their part--they have made America a great country. Now we must do ours, and see to it that we assure them a life of dignity and purpose.

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JANUARY 29, 1971

WHITE HOUSE CONFERENCE ON AGING

N/ldr

Office of Public Information
and Public Affairs
(202) 755-7824

Representatives of national voluntary organizations concerned with the problems of older people begin meetings next week to draft recommendations for the 1971 White House Conference on Aging.

Nearly 500 men and women representing 257 organizations will tell the Conference what they think should be done about improving conditions for the elderly and about developing a national policy toward older Americans.

They will be organized in 20 task forces and meet in four groups. The first groups, of five task forces each, will assemble in Washington for one-day preliminary sessions Tuesday and Wednesday (February 2 and 3). A third group meets in Washington February 9. The fourth meets in Chicago February 11.

(NOTE: The Washington meetings will be held at Hospitality House in Arlington, Va. The Chicago meeting will be held at Arlington Park Towers near O'Hare International Airport.)

Task forces in each group will organize themselves, selecting their own chairmen. They will return for two-day meetings to draft policy recommendations in March.

They will study the entire range of nine "areas of needs" for older people set up by the White House Conference: income, health and mental health, nutrition, housing and environment, transportation, education, employment and retirement, retirement roles and activities, and spiritual well-being. They will base their deliberations on background "issues" papers prepared by the Technical Committees of the Conference.

Members of the task forces reflect the particular interests of the individual organizations they represent. Health problems of the elderly is a major concern. Four separate task forces will study this subject.

OVER

Recommendations of the task forces, plus the recommendations to come from community and State White House conferences and from regional hearings on aging problems this spring will provide the major input for deliberations by the national Conference. It is scheduled to meet in Washington the week of November 28.

"The importance of national voluntary organizations looking at their own policy-making functions cannot be overstated," according to John B. Martin, Special Assistant to the President for the Aging and Director of the Conference. "Unless policies have broad support they cannot be implemented by action. The national organizations' own policies require this same kind of support from their constituencies. They know that this means laying a proper groundwork for the presentation of their ideas to the national Conference. This is why the task force meetings are so important."

Mr. Martin will brief each of the task force groups on Conference objectives. Others who will appear before different groups include General Alfred M. Gruenther and Thomas G. Walters of Washington and Hess T. Sears of Des Moines, Iowa, members of the Committee on National Organizations of the 90-member Conference Planning Board. General Gruenther is Chairman of the Committee, Mr. Sears Vice-Chairman and Mr. Walters a member-at-large. Mr. Sears also is Chairman of the Conference Technical Committee on Spiritual Well-Being.

The task force meetings were organized by Mrs. Dorothy MacLeod, Associate Coordinator for National Organizations of the Conference.

The schedule of meetings follows:

Washington, D. C., February 2 and March 2 and 3: Task forces on Income, Health and Mental Health, Transportation, Education, and Employment and Retirement.

Washington, D. C., February 3 and March 9 and 10: Task forces on Income, Health and Mental Health, Housing and Environment, Employment and Retirement, and Spiritual Well-Being.

Washington, D. C., February 9 and March 16 and 17: Task forces on Health and Mental Health, Nutrition, Housing and Environment, and Retirement Roles and Activities.

Chicago, Ill., February 11 and March 23 and 24: Task forces on Health and Mental Health, Nutrition, Housing and Environment, Education, Employment and Retirement, and Spiritual Well-Being.

* * *

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of bill? H.R. 9355

NEWS

Congressman
GUY VANDER JAGT
MICHIGAN NINTH DISTRICT

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VANDER JAGT'S VIEWS

TRAVEL FARE REDUCTIONS
FOR SENIOR CITIZENS

FOR IMMEDIATE RELEASE
JUNE 28, 1971

This week I introduced House legislation enabling the Nation's airlines, railroads and buses to provide reduced fares for citizens over sixty-five years of age. Michigan Senator Robert P. Griffin has been seeking Senate enactment of this proposal.

It seems to me that this action is entirely justified at this time. We are confronted with steadily rising costs of living which, while posing hardships for all Americans, bring special distress to our older citizens, who are trying to make ends meet on fixed, often small incomes.

Travel opportunities can be particularly enriching and meaningful to retired persons. In earlier times, families and friends tended to live close together for entire lifetimes, or at least for extended periods. Older citizens gained much happiness from close associations with relatives and longtime acquaintances. But the mobility of our society in recent decades has scattered people across the country, reducing older persons' opportunities to visit those whom they know and love. Statistics indicate that last year only one percent of Americans over sixty-five years of age traveled across a state line. Clearly, travel costs were a major barrier to those persons.

Yet, we find that many of our airline flights are operating with small loads, losing revenue that they could obtain if more of our older people were traveling. Our trains and buses could also carry more people, both within metropolitan areas and between our cities and towns. I have written officials of the National Railroad Passenger Corporation (Amtrak), the new public corporation running almost all of the inter-city passenger trains, urging them to develop similar rate reductions. Rail travel could open up many opportunities for senior citizens to visit people and interesting places in our country. In turn, their use of the trains could help inspire further train travel, and thus encourage a revival of surface passenger transportation. Amtrak has the authority to establish its fares, and plans a thorough study to determine whether selective reductions can be made.

There is ample precedent for fare discounts for specific groups of our population. Blind and handicapped persons and their attendants traditionally, and more recently students and servicemen, have received these benefits. Also, some urban transit and bus lines now provide fare reductions.

The legislation which we are proposing, coupled with Amtrak's existing rate authority, would permit the passenger transportation industry to determine the amount of the fare reductions. A Senate committee is already giving consideration to the aviation aspects of this proposal, and I hope that Congress will soon enact the measure. I would urge the firms to then provide substantial cuts, thereby responding effectively to the travel needs of America's senior citizens.

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WHITE HOUSE CONFERENCE ON AGING

Office of Public Information
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PROCLAMATION BY THE PRESIDENT OF THE UNITED STATES

SENIOR CITIZENS MONTH, 1971

APRIL 20, 1971

From its beginnings, the American Nation has been dedicated to the constant pursuit of better tomorrows. Yet, for many of our 20 million older Americans the "tomorrows" that arrive with their later years have not been better. Rather than days of reward, happiness, and opportunity, they have too often been days of disappointment, loneliness, and anxiety. It is imperative that this situation be changed.

Some of the problems of older Americans have their roots in economic causes. For example, the incidence of poverty is more than twice as great among older Americans as among those under 65. This is especially tragic because many of these people did not become poor until they reached their later years. Moreover, the economic gap between the age groups has been accompanied in recent years by a growing sense of social and psychological separation, so that too often our older citizens are regarded as an unwanted-generation.

The generation of Americans over 65 have lived through a particularly challenging time in world history. The fact that our country has come through the first two-thirds of the twentieth century as a strong and growing Nation is the direct result of their devotion and their resourcefulness. We owe them a great deal -- not only for what they have done in the past but also for what they are continuing to do today. Perhaps the greatest error which younger Americans make in dealing with the elderly is to underestimate the energy and skill which they can still contribute to their country.

OVER

During the last year, several hundred thousand older people wrote to officials of the Federal Government and told us in their own words -- some sad, some hopeful -- about what they need and what they desire. We learned once again that what they seek most of all is a continuing role in shaping the destiny of their society. We must find new ways for helping them play such a role -- an undertaking which will require a basic change in the attitudes of many Americans who are not yet elderly.

As a part of our effort to achieve such changes, our Nation each year observes the month of May as Senior Citizens Month. This is a time when we make a special effort to thank our older citizens for all they have contributed to America's progress. It is also a time for asking with special force whether they are now sharing in that progress as fully as they deserve and desire and for renewing our efforts to help them live proud and fulfilling lives.

Senior Citizens Month, 1971, will be a particularly important time for such endeavors, for this is the year of the White House Conference on Aging. The Governor of every State has issued a call for a State Conference on Aging to be held during May. From these State conferences will come policy recommendations which will be submitted to the White House Conference in Washington next November.

I know that the work of these State conferences during Senior Citizens Month -- like the work of the White House Conference next autumn -- will be undertaken with a high sense of discipline, commitment, and imagination. The Nation owes no less to those who have given so much to its development.

NOW, THEREFORE, I, RICHARD NIXON, President of the United States of America, do hereby designate May, 1971, as Senior Citizens Month. The theme for this month will be Toward a National Policy on Aging.

I am deeply grateful to the Governors for their concern and participation in this observance. I urge officials of government at all levels -- national, State, and local -- and of voluntary organizations and private groups to give special attention to the problems of older Americans during this period.

I also call upon individual citizens of all ages to take full advantage of this opportunity to share in designing a better future -- for those who are now numbered among our older citizens and for all who will be among that number someday.

IN WITNESS WHEREOF, I have hereunto set my hand this twentieth day of April, in the year of our Lord nineteen hundred seventy-one, and of the Independence of the United States of America the one hundred ninety-fifth.

* * *

A MESSAGE FROM THE PRESIDENT

Ageing



WE HAVE SET ASIDE the week of June 21, 1971 for a meeting of our NARFE Executive Committee and a legislative rally is being called for June 22 and 23. We strongly urge that each Congressional District in the United States be represented by one or more members of NARFE at this

OUR COVER



the House Subcommittee on Retirement, Insurance and Health Benefits, replacing Congressman Dominick V. Daniels who had to relinquish that chairmanship in order to continue as Chairman of a Subcommittee on Education and Labor. This is the Subcommittee which handles the majority of our legislation and we are delighted

Congressman

Agung
Clarence J. Brown—Ohio

NEWS

HOUSE OF REPRESENTATIVES
WASHINGTON, D.C. 20515

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SPRINGFIELD 513-325-0474

"REPORT FROM WASHINGTON"
For Release Tuesday, May 25, 1971

May has been observed across the nation as "Senior Citizen Month." Hopefully, this has served as a period for all Americans to pay special attention to the particular problems faced by the country's 20 million aged citizens. Consideration should be given to activities and programs that can help this large segment of our citizenry be a more viable part of our total society.

In many parts of our country, Senior Citizen Month has been marked by state and local conferences on the problems of the aged as part of the groundwork for the White House Conference on Aging, scheduled November 29 thru December 3 in Washington. (The last White House Conference on Aging was called by President Eisenhower in January, 1961.)

In addition to the current state and local conferences, 14 technical committees have been appointed from among the White House Conference delegates. Each committee is responsible for studies of aging problems such as income, health, transportation, nutrition, etc. These technical committees have been meeting since late last year to coordinate directions of study and to put preliminary reports together. Members of the committees are also attending the state and local conferences in order to benefit from the discussions at those levels. Each of these groups will suggest ideas for final resolutions to be considered by the White House Conference. These suggestions will lay the new groundwork for America's priorities and programs for the aged during the 1970s.

But America shouldn't wait for the proposals of this year's White House Conference to think of how it might expand the role of senior citizens in a society which has more and more during the past years segmented them into a single rigid category of "old people." The diversity of this group of 20 million Americans is the same as for

(MORE)

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any other group in society, whether they be persons between 40 and 60 or 15 and 25. And their needs and problems, and their abilities to contribute to the mainstream of American life, are still just as diverse.

There are certainly a number of descriptive categories peculiar to older Americans -- reduced incomes, increasing health problems, restricted mobility. Some of these can be dealt with as national programs through approaches such as Medicare. And the federal government can help and does help in a number of other appropriate areas, such as funding of Foster Grandparents Programs, programs for special nutritional aid and grants for local senior citizen activity centers tailored to particular localities and operated at the local levels. I have no doubt that these federal programs will continue to grow, providing more funds and offering help in more areas as the senior population grows. But more dollars, and even more programs, can do only part of the job of bringing the elderly back into the mainstream. The rest of the job has got to be done by people of middle age and younger who are willing to give up some of their own time and make an effort to put out the "welcome" mat for the upper end of the generation gap. That can't be done from Washington. It's got to be initiated down the block in each individual community.

Aging

FOR IMMEDIATE RELEASE:

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

Mary C. Lutz
Public Information Specialist
Phone: 517-373-0590

Commission Grants Funds
For Elderly Programs

The Michigan Commission on Aging granted \$206,365 in funds to elderly programs throughout the State at its June Commission meeting, Lloyd Johnson, vice-chairman of the Commission announced.

The Kent County Comprehensive Senior Citizens Service Project in Grand Rapids received the largest grant -- \$52,464 -- to continue coordinating area programs and services for Grand Rapids' elderly.

The project, which was this year's winner of the Gerald K. Wyman Award for the most outstanding program for elderly people in Michigan, operates three multi-service centers and is planning a fourth.

The Commission also approved a grant to the Geriatric Council of Greater Muskegon, Inc. to develop a multi-service center for Muskegon residents who are 55 or over, and to coordinate existing programs for Muskegon area older people. They will receive \$22,865 in funds.

Western Michigan University in Kalamazoo will receive two grants to train community personnel in the problems of the elderly. The \$8,415 grant will be used to train firemen, policemen, and telephone operators in the special needs of the elderly in emergency situations and make them aware of existing community resources for the elderly.

MORE

Grants

Add 1

The other \$1,246 grant will be used to present a series of seminars to community school personnel on how they can serve as a resource for the elderly.

The Visiting Nurse Service of Calhoun County, Inc. will develop a home-delivered meal program for ill or disabled older people in the Battle Creek area through its \$20,361 grant. Leila Post Montgomery Hospital will prepare and package the meals for delivery.

The Commission also approved a \$34,189 third year grant continuation to the Community Services to the Aged Mentally Ill project in Detroit.

Through the program, former mental patients living in selected boarding and group homes in Macomb, Oakland and Wayne Counties can receive counseling and participate in multi-service center activities.

The program also provides training programs for sponsors and employees of these homes so they can better meet the needs of their residents.

The Saginaw County Council on Aging will have a multi-purpose center in downtown Saginaw for all of the County's older residents through its \$15,573 grant. It will also coordinate existing programs operating in the area and encourage other organizations to develop elderly programs.

The Upper Peninsula Commission for Area Progress will receive \$14,871 to plan, coordinate and develop aging activities throughout the Upper Peninsula.

The project will also help inform older people about existing services and encourage them to take a more active role in encouraging programs for the elderly.

As a result of the need expressed at the Community Forum in preparation for the White House Conference on Aging, older people in Manistee County will have a multi-service center through a \$12,575 grant to the Manistee County Council on Aging.

MORE

Grants

Add 2

The Commission also funded five other projects at its June meeting.

They include:

- a \$1,612 grant to the Cass County Council on Aging to define the needs of the elderly and develop program recommendations to meet the needs,
- \$6,050 for a multi-service center in Grayling,
- \$6,303 to the Baragaland Senior Citizens Center in L'Anse,
- \$6,742 to the Commission on Aging, City of Mt. Pleasant, to coordinate elderly programs in Isabella County and to develop an information and referral and recreational programs and,
- \$3,099 to the Norway Senior Citizens Center.

The Commission funds projects under Title III of the Older Americans Act and from the State of Michigan. Under Commission funding, the amount of funding decreases each year until the local community assumes complete support for project continuation -- usually at the end of the third year of funding.

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MCA/MCL
Series 307
6/29/71

DECEMBER 17, 1970

WHITE HOUSE CONFERENCE ON AGING

Office of Public Information
and Public Affairs
(202) 755-7824

STATEMENT BY JOHN B. MARTIN

Special Assistant to the President for the Aging and
Director of the 1971 White House Conference on Aging

(Delivered to the Technical Committee on Education, one of 14
technical committees of the Conference, at its first meeting in
Washington December 17, 1970)

I am happy to have this opportunity to meet with you as members of the Technical Committee on Education. Education is viewed by the American public as a main artery to progress and a better life for all. We want pre-school education for the very young. We want post-graduate courses and night school classes to keep our working age population up-to-date on the knowledge and skills of their professions and trades. But, strangely, education for the elderly or even education to prepare people to become elderly has a rather low priority.

You know and I know that this should not be true. With modern health advances, an extremely high proportion of our population is going to live to a ripe old age of 80, 90 or 100; is going to spend 10, 20 or 30 years in retirement; is going to, in fact does now, comprise a manpower group of many millions whose ability to use their retirement years fruitfully, for themselves and for society, can be immeasurably improved by education.

Nevertheless, convincing enough people to support the investment of time, money and personnel in education for aging and of the aging will not be easy. In considering what issues need to be resolved and what action programs should be developed, I hope you will give some thought to how we can get the public to understand the need for education beyond the middle years.

FROM
OVER

There is considerable evidence to indicate that even the elderly themselves put a low priority on their educational needs. Granted that we do not have many programs for older people and that those we do have could be improved, the fact remains that the very people who could benefit most from educational activities show the least interest in doing so. By and large, education for the aging has been reaching the middle and upper income class groups -- the people who already possess sufficient resources to assure a relatively successful retirement.

One reason for this, of course, is that the low-income elderly, and this means the great majority of older people, have so many problems related to sheer survival -- income, health, housing -- that the thought of enriching their lives through education does not occur to them. Yet educational programs could reach these people in terms of the very problem that concerns them.

For example, in our society the ability to read, write and figure is virtually a must for any age group. Without this ability a person of any age is handicapped even in the most rudimentary routines of living, let alone in the capacity to vote intelligently and to participate in other ways as a member of our society. Surveys have indicated that some 20 percent of the people age 65 and older in the United States are functionally illiterate. Two-thirds of the elderly have had no schooling beyond the eighth grade. The latter group can sign their Social Security checks, read the newspaper headlines and tally up their grocery bills. But is this minimal education, received in the early 1900's, really adequate for coping with contemporary problems and requirements?

Basic education, designed so that it is attractive to the older person, is only one of many programs that would help those elderly whose difficulties could be alleviated by education. Instruction in money management and in ways of increasing income are other educational needs. So is instruction in hygienic living -- nutritious diets, proper exercise and other health protection measures. Perhaps we have given too little attention to these fundamentals in our consideration of educational programs for older people. We also need to step up broader educational activities through programs that may be less applicable to immediate and basic needs but do give the elderly a chance to use their talents in ways of interest to them and of benefit to the community.

Another reason why older people, more than any other age group, do not take advantage of educational opportunities is the widespread but erroneous belief that the aging process impairs one's learning ability. Various research projects have demonstrated that normal adults can learn at any age. In one study, for example, students who had been tested when they were college freshmen were given the same test when they were 50 years old and again

MORE

when they were 61. At 50, these people showed a slight gain over their performance as college students and, at 61, performed the tests as well as they did at 50.

Another deterrent to the use of educational resources is the lack of easy accessibility. With the development of more and more community schools and colleges, the expansion of adult education programs in the public schools, the introduction of educational programs for the elderly in churches, synagogues, senior centers and other community facilities, and the use of television, mobile learning laboratories and bookmobiles, there is no real reason why educational opportunities should be denied even the homebound.

Basically our problem of education for the elderly seems to me to be that we haven't really tried hard enough to reach them. We haven't tried hard enough to offer readily accessible programs with content that they will find stimulating and relevant.

When it comes to education for retirement, however, our problems are different. Here, too, there is the problem of not having enough programs or enough good programs, though perhaps the biggest obstacle to expansion and improvement is the lack of demand. The person who is middle-aged or younger has a tremendous opportunity to make his retirement a highly satisfactory time of life if he begins to plan for it. However, most people in the younger age groups seem to go along with the assumption that they will never grow old. Only when retirement is virtually upon them do they give it any thought and many do not do so even then. This is one of the problems I am sure you will be discussing along with what facilities and content are needed for effective pre-retirement education.

In the background paper on education that has been prepared for the White House Conference -- as well as in the reports of other conferences, commissions and seminars -- you will find many facts, recommendations and proposals that will aid you in your work. Some of the issues, in addition to those I have mentioned, that I would like to highlight for your consideration are these:

- . What should be the goals of education for aging: To prepare older people to adjust to an inactive life? To enable them to continue earlier roles at a reduced price? To help them develop new roles and a new way of living?
- . Should education for aging be concerned primarily with helping a people cope with their individual problems? Or should it also be designed to increase their ability to take part in social action projects, in particular those related to the well-being of older people?
- . Since resources are limited, should priority be given to expanding existing programs or to research and demonstration designed to produce new or improved programs?

OVER

- . Should priority, in terms of service, be given to providing more opportunities for those who are ready to and want to use them? Or should it be given to those who do not now recognize what educational programs could do for them?
- . To what extent should older people themselves be involved in the development of policies and procedures and the administration of educational programs?
- . Can we and do we want to use educational programs as a means of creating what might be called a subculture of the retired, in which the major values are cooperation, service and enjoyment of living in contrast to the values of competition, conspicuous achievement, production and consumption that are predominant in the working-age population?

Many people who take part in the community and State White House conferences -- and in the national Conference itself -- will be relying on your work to help them set goals and mobilize to achieve them. You are qualified to serve them and I am confident that you will do so.

* * *

JANUARY 7, 1971

WHITE HOUSE CONFERENCE ON AGING

Office of Public Information
and Public Affairs
(202) 755-7824

STATEMENT BY JOHN B. MARTIN

Special Assistant to the President for the Aging and
Director of the 1971 White House Conference on Aging

(Delivered to the Technical Committee on Facilities, Programs
and Services, one of 14 technical committees of the Conference,
at its first meeting in Washington January 7, 1971)

I am happy to meet with you today to express my appreciation to you for agreeing to serve as members of the Technical Committee on Facilities, Programs and Services of the 1971 White House Conference on Aging.

Your assignment is a difficult one. All of us who have policy and program responsibilities in the field of aging will look forward with keen interest to the outcome of your work.

Your task is to formulate the basic issues that relate to virtually all the facilities, programs and services needed by the elderly. You are a Committee whose work cuts across the subject fields of the Conference. The various technical committees on the needs areas of older people will deal with many of these issues as they concern the fields that they are studying -- income, health, housing and others. It remains for you, however, to determine the key issues that need to be resolved during the discussions at the community and State White House conferences and at the national Conference itself. You must establish basic principles and policies that the programs in all the specialized areas can be guided by.

How wisely you select these issues, how clearly you define them, and how accurately you can point up the consequences of alternative decisions that may be made in relation to them, will have a profound effect on how well this nation meets the needs of its older population.

For example, one issue I hope you will consider is that of subsidies. We know that the present incomes of a large proportion of our older people are too low to

FROM

OVER

support a decent level of living. Various types of subsidies have been devised to help make up the deficiencies. The food stamp program, public and low-cost housing programs, Medicare and Medicaid illustrate the Federal Government's efforts to make it possible for older people to have specific kinds of goods and services that they could not otherwise afford. Examples could also be cited of subsidies by State and local governments, by religious groups, and by private foundations and organizations.

No one doubts that these subsidized programs have been of great benefit to many older people. But they do give rise to the question of how extensively we want to use this subsidized approach in meeting the needs of the elderly. It was considered a major advance, back in the 1930's, when the Social Security Act established the principle of meeting needs in cash rather than in kind.

Therefore, is the subsidy approach, which in effect provides assistance in kind, regressive? Will efforts to subsidize more programs more generously make it harder to reach the goal of adequate incomes for the elderly? On the other hand, even if this is so, is it perhaps the most feasible and realistic way of raising the levels of living of the elderly today? If we hold out for higher incomes, are we sacrificing short-range gains for long-range goals? Or, on the other hand, are the material advantages that more subsidies might bring worth the loss of dignity and independence that might result?

I don't know the answers to hard questions like these. Probably you don't either. But I believe it is better to come to some decisions about them than to ignore them. To agree upon a concerted approach -- the subsidy route, the income route, or some well-considered combination of the two -- would help to prevent well-intentioned persons from working at cross purposes. When this happens, the result -- and this has been the result to date -- is that we have neither adequate subsidies nor adequate incomes.

The integration-segregation issue is another one that cuts across the many subject fields of the Conference. The elderly are certainly not the only ones who need better health services, better housing, better transportation and many other goods and services.

If we push for specialized services for the elderly, do we weaken efforts to improve programs that benefit all age groups? At the same time, can we be sure that, if the emphasis is on age-integrated programs, that older people will get their fair share of the benefits?

There is also the question of whether the realities of generation gaps make some age segregation preferable and perhaps even more wholesome to the elderly themselves.

MORE

Can we resolve these issues in ways that assure older people a true freedom of choice? This is one of the major objectives of the White House Conference. Can we resolve the issues in ways that recognize the unmet needs of other groups and also give adequate emphasis to the needs of the elderly?

With the growth of research and demonstration grant programs in Government more and more of the experimental work of voluntary agencies is being supported with tax funds.

Does this mean that we believe the vigor of voluntary activity now requires tax subsidy? If so, should such subsidies be offered solely for the purpose of insuring a continuance of the pioneering functions of privately-administered organizations? Or should tax subsidies be on a scale sufficient to convert the private organization into a mass delivery system? Does reliance on public programs for the mass delivery of services retard or limit the expansion of needed services? To what extent does tax support affect the independence of the voluntary agency and its willingness to involve itself in difficult and controversial areas?

There can be little doubt, in my judgment, that older people need a spectrum of services. Nor do I have any doubt that Government and voluntary and private agencies must combine their resources to provide them. There is, however, one area of service that is of such special relevance to older people that I want to recommend it for your particular consideration. This is the area of protective services.

The Legal Aid Project of the Council of Senior Citizens, the work of the American Bar Association, Project Find of the National Council on Aging, and the legal aid provided through the Office of Economic Opportunity have all documented the common circumstances in which older people require protection.

Lonely and unprotected, the elderly are the easy targets of unscrupulous door-to-door salesmen. Often in ill health, they are lured into spending money they cannot afford by advertisements of nostrums and appliances supposed to restore health and vigor. Many who are in poverty may find themselves at the mercy of landlords who refuse to provide even minimum maintenance and cannot afford to hire legal aid to protect themselves.

There also are those who, because of weakening mental and physical powers, have need for legal services that will protect their civil rights and properties. Those who become so senile that they are a danger to themselves and perhaps to others, and are thus subjects for commitment to mental institutions, are a special group in point.

OVER

To assist the Technical Committee on Facilities, Programs and Services in dealing with the development of the broad issues that can lead to uniform protective measures for all older people in need of them, we have asked for help from two groups: the President's Consumers Advisory Committee and the Committee on Legal Problems of the Aging of the Family Law Section of the American Bar Association.

Representatives of both groups are meeting here today as consultant subcommittees to the Technical Committee. Their advice and assistance will insure that the issues that will be developed will reflect the experience and perception of concerned and informed leaders in the area of legal services and consumer services.

It is in tough, knotty areas like these that you will be working. One of the most disturbing effects of rapid social change is that some of the basic principles that remain sound fail to be followed because we have not given due consideration to changes in practice that need to be made in order to apply them to modern conditions.

Both the elderly and those of us who are concerned with programs in aging need to face these facts so that we can map our future courses on the basis of present realities, not hazy assumptions. We very much need your help and I am confident that you will provide it in good measure.

* * *

JANUARY 7, 1971

WHITE HOUSE CONFERENCE ON AGING

Office of Public Information
and Public Affairs
(202) 755-7824

STATEMENT BY JOHN B. MARTIN

Special Assistant to the President for the Aging and
Director of the 1971 White House Conference on Aging

(Delivered to the Technical Committee on Nutrition, one of 14
technical committees of the Conference, at its first meeting
in Washington January 7, 1971)

I especially appreciate the opportunity to talk for a few minutes with you who are serving on the Technical Committee on Nutrition. As you know, I also serve as the U. S. Commissioner on Aging. And many of the projects that are being supported by funds from the Administration on Aging concern the nutritional problems of the elderly.

The importance of diet, not only in terms of physical health but also in psychological and social well-being, is now so well recognized that it is difficult to believe that the science of nutrition is a Twentieth Century development. It may appear to some that people have always known that different foods meet different bodily needs. Yet in reality it was the authorization of nutritional investigations by Congress in 1894 that began the studies that have resulted in our present ideas about diet.

It is remarkable, in view of the usual time lag between the acquisition and the application of knowledge, that so many people know so much about the kinds of food they should eat. This makes me optimistic about overcoming the very considerable and general lack of knowledge that still persists.

People's eating habits tend to be formed in childhood. The childhood of the present generation of older people was also the childhood of the science of nutrition. It is not surprising, therefore, that the elderly often fail to take full advantage of nutritional knowledge.

OVER

All too often they are aware that proper diet can do much to prolong their health and vigor but are vague about what constitutes a proper diet. Thus they are probably disproportionately represented among the estimated 10 million people who spend millions of dollars each year on dietary products they do not need and from which they do not benefit. Various studies indicate that about a third of all elderly people take some form of vitamin and/or mineral supplements. In one study it was found that a fourth of these were taking precisely the wrong ones. Many older people, particularly those in the higher income groups, take supplements even though their diets contain the nutrients they need.

An inadequate understanding of nutritional needs has the further unfortunate effect of making it hard for people to distinguish between useful information on dietary needs that is issued by government, business and industry sources and the information supplied by those who profit from exploiting the gullible.

One issue you may want to consider is whether, and how, measures might be taken to protect the elderly from the misuse of their expenditures for dietary improvement.

Low income, of course, is the overriding reason why many older people are not getting enough of the kinds of food that will keep them in the best health. As we grow older, we should consume less food. But the kinds of food we need, unfortunately, are those that are likely to be most costly -- the kinds that are high in proteins, minerals and vitamins. Although problems relating to income as such will be considered by another technical committee, any background material you can supply on nutritional problems related to poverty should prove most helpful.

Lack of knowledge and lack of money are probably the answers most people would give if asked why they thought malnutrition is so prevalent among the elderly. But it would be interesting to know how these causes rank in relation to less tangible factors such as loneliness, alienation and apathy.

For example, we know that programs that deliver nourishing meals in their homes to people who are too frail to shop and prepare their own meals do a tremendous amount of good. But home-delivered meals may be the wrong answer for lonely people who need the stimulation of social contacts to motivate them to eat enough food. Providing transportation to meals served at some central facility might better serve their needs.

Another example: When nursing homes and other institutions that serve the elderly have a clientele of diverse ethnic, religious and cultural backgrounds, are uniform menus adequate? Is it reasonable to expect the aged to adjust to strange foods prepared in ways that are strange to them? On the other hand, is it feasible for institutions to cater to differences?

MORE

We are hopeful that some of the experimental projects that the Administration on Aging is currently supporting will shed some light on the psychological factors that affect nutrition as well as on the more pragmatic problems of organizing, administering and financing various types of food services. More exploration in this area is needed. And I hope the topic will come up in your discussions.

I also wonder whether you will find it possible to define the specific nutritional deficiencies that are most commonly found among the elderly and to suggest whether special efforts should be made to overcome them. If so, what special efforts should be made? For example, I have been informed that calcium deficiency is quite common among older people and that this may be the reason why osteoporosis, bone fractures and other skeletal problems are so prevalent in these age groups. Deficiencies in iron, in A, C and the B vitamins also seem to be mentioned frequently in studies of malnutrition among older people.

Weight control is another topic that comes under your domain and is certainly of great interest to the elderly as to most age groups. I understand that nutritionists advocate that we maintain, throughout life, the weight that is normally achieved at age 22. If this has an important bearing upon our health in the later years, it affords one very practical reason why education for aging should begin early.

The body's need for fluoride is another topic of wide, if controversial, interest. Though its value in preventing tooth decay in children has been well established, its introduction into water supplies has often been opposed by elderly people as contributing to various ailments associated with aging. Now, I understand, studies have shown that such fears are groundless. What's more, low amounts of fluoride introduced into water supplies may have positive benefits to the aged; like calcium, it tends to strengthen the bone structure. Is this an issue that the Conference should consider?

Other issues which it seems might be helpful for this Committee to consider are:

- . What is the best way of meeting the immediate problem of malnutrition among the elderly in low-income groups? President Nixon has called upon Congress to provide more adequate incomes for older Americans by raising minimum payments to \$110 a month and by providing for automatic cost-of-living increases in Social Security payments. But, are higher incomes alone sufficient to assure nutritional adequacy among the aged? What additional measures might be helpful?
- . How can food service programs for the elderly be expanded to reach more people in more communities? What types of services and programs should have priority? To what extent are meal-service programs made more effective where given and supported by a program of needed social services? What services should be included? Should a charge be made? If so, how much should it be and who should pay? Who should be eligible?

OVER

. Are there transportation and education problems related to the ability of the elderly to obtain adequate diets that are so important that they merit consideration by your Committee as well as those technical committees on Education and Transportation?

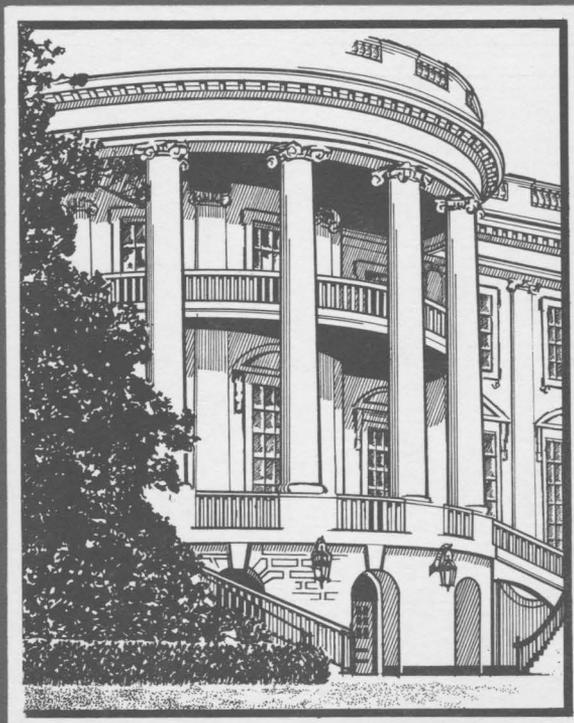
. Is this nation actually able and willing to provide adequate diets for its elderly? If so, what is the share and the nature of responsibility that must be assumed by the elderly themselves? By government? By business and industry? By members of the health, welfare and other helping professions? And by other concerned groups and individuals?

This last issue is so broad that it probably covers all the specific issues that will occur to any of us. In dealing with it, however, I hope you will focus on the specifics. Action is not prompted by broad generalities. The more concrete, specific and pertinent the issues that you, as a Committee, develop, the greater will be the likelihood that effective action will be taken.

Action, I am sure you will agree, is our whole purpose in having the White House Conference on Aging, and all the State and community White House conferences that lead up to it. I know I speak for thousands who will use your material during these meetings in expressing appreciation for the time and effort you are putting into this work and in wishing you great success.

Ageing

**THE 1971 WHITE HOUSE CONFERENCE ON AGING:
THE END OF A BEGINNING?**



*A survey of actions in the field of aging
since the 1961 White House Conference on Aging*

Prepared by
**NATIONAL RETIRED TEACHERS ASSOCIATION
AMERICAN ASSOCIATION OF RETIRED PERSONS**

PREFACE

This report surveys the progress made in behalf of older Americans since the first White House Conference on Aging held in 1961. It assumes that an examination of the successes and failures of the past 10 years can help to sharpen the focus of the 1971 Conference.

The 1971 White House Conference on Aging had anticipated in 1961, was a beginning. It was a beginning in highlighting, publicizing, and coordinating the efforts of all of those who are concerned with the aging process. The major management and organizational problems were barely visible and need to be redefined.

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In preparing this report, the National Retired Teachers Association and the American Association of Retired Persons used many sources, but the main one was a staff inventory of the progress made since the 1961 Conference.

A Progress Report Since the 1961 Conference

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An understanding of this magnitude could not have been possible without the assistance of many individuals. In particular, I wish to thank Dr. Frederick J. Storm, Coordinator of the 1971 White House Conference on Aging for NRTA-AARP, and Dr. J. Edgar Hoover, Director of the Federal Bureau of Investigation.

**National Retired Teachers Association
American Association of Retired Persons
1225 Connecticut Avenue, N.W.
Washington, D. C. 20036**

October 15, 1971

PREFACE

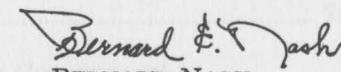
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The 1961 White House Conference, which Congress had authorized in 1958, was a beginning. Its main value lay in heightening public awareness of the problems of the aged. Most or all of those problems persist. Some, notably transportation, housing management and services, as well as consumer protection, were barely visible in 1961. Others, perhaps, remain to be identified.

The main task of the 1971 Conference is to pinpoint more realistically and comprehensively the actions needed to solve these problems and to move toward the development of an achievable national policy on aging. It can ill afford to become another beginning, a new exercise in defining problems.

In preparing this document, the National Retired Teachers Association and the American Association of Retired Persons used many sources, but the main one was a staff inventory of the huge number of recommendations passed at the 1961 Conference. Omitting those that were simply philosophical assertions and duplications, the staff sorted out the 1961 proposals as a basis for assessing what has been done in behalf of the aged in the past 10 years. It consolidated the more than 700 recommendations into 160 and structured the inventory largely according to the 1971 Conference format. The 14 chapters in this report reflect this mode of organization.

An undertaking of this magnitude could not have been possible without the assistance of many individuals. In particular, I wish to thank Dr. Frederick J. Ferris, Coordinator of the 1971 White House Conference on Aging for NRTA-AARP, Isaac Hoffman, who assumed the main responsibility for the consolidated inventory, Michael McPadden, Ralph Leach, and Jan Ozga. Special consultant Henry Goldstein wrote this report. The consolidated inventory is being published as a separate document.


BERNARD NASH
Executive Director

October 15, 1971

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PREFACE

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The 1961 White House Conference, which Congress had authorized in 1958, was a beginning. Its main value lay in highlighting the basic concerns of the problems of the aged. Most or all of these concerns are still with us today. Some, notably transportation, housing, management and services, as well as consumer protection, were clearly visible in 1961. Others perhaps remain to be identified.

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October 18, 1971
THOMAS H. HARRIS
Executive Director

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**1961 WHITE HOUSE CONFERENCE ON AGING
RECOMMENDATIONS AND STATEMENTS**

Arranged by subjects of the 1971 Conference Sections

SECTIONS	1961 Conference		Consolidated Recommendations
	Recommendations	Statements	
EDUCATION	41	7	10
A. Organization and Financing	19	1	4
B. Educational Resources	8	1	2
C. Educational Curriculum	14	5	4
EMPLOYMENT AND RETIREMENT	36	6	10
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B. Rehabilitation Services	45	3	9
C. Institutional Care	24	8	6
D. Health Care Financing	15	10	5
HOUSING AND ENVIRONMENT	90	21	21
A. Supply and Demand	7	7	2
B. Financing	22	3	5
C. Subsidized Housing	14	3	3
D. Housing Standards	16	2	5
E. Organization and Planning	19	2	3
F. Research and Information	12	4	3
INCOME	75	3	24
A. OASDI	33	0	10
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C. Other Income Plans	2	0	2
D. Public Old Age Assistance	28	3	7
NUTRITION	10	3	4
A. Nutrition Services	7	1	2
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RETIREMENT ROLES AND ACTIVITIES	28	10	7
A. Fostering Roles and Activities	17	5	3
B. Organization	5	0	2
C. Attitudes and Awareness	6	5	2

SECTIONS	1961 Conference		Consolidated Recommendations
	Recommendations	Statements	
SPIRITUAL WELL-BEING	15	2	4
TRANSPORTATION	2	1	1
FACILITIES, PROGRAMS AND SERVICES	49	15	12
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B. Professional Education	22	6	2
C. Staff Development	12	3	2
TOTALS	804*	143	160

* The 1961 Conference produced 707 recommendations and 120 statements. The apparent discrepancy in totals is explained on pages i and ii of *The 1961 White House Conference on Aging: Inventory of Recommendations*, published by NRTA-AARP.

1961 WHITE-HOUSE CONFERENCE ON AGING

STATEMENTS AND STATISTICS

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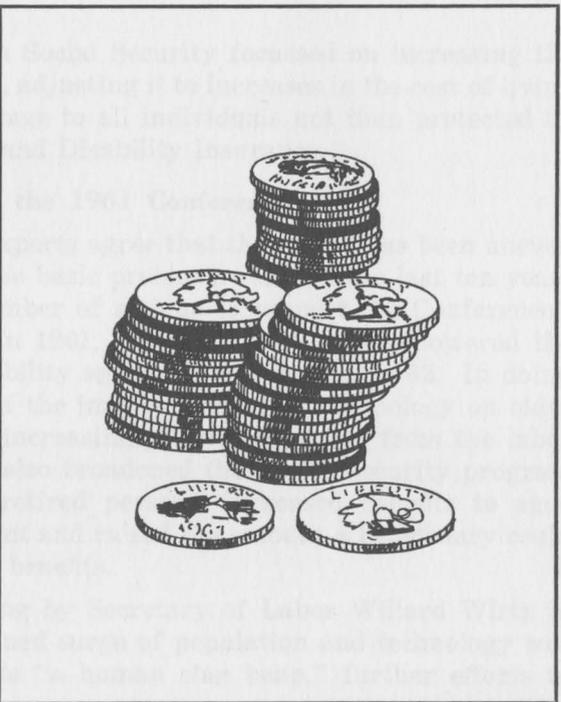
CHAPTER 2. INCOME

In "The Great American" which inspired John F. Kennedy to...
 "This is our country for all the people."
 ...

PART ONE: NEEDS AREAS

Chapter I

INCOME



PART ONE: NEEDS AREAS

Chapter I

INCOME



CHAPTER I: INCOME

In *The Other America** which inspired John F. Kennedy to conceive the strategy of a war on poverty, Michael Harrington wrote: "This is no country for old men. . . . Some of them are new entrants to the world of the other America, drifting down from a working life of decent wages to an old age of dependency and social workers. A good many are old and poor because they were young and poor, middle-aged and poor."

The 24 consolidated recommendations on income maintenance† issued at the 1961 White House Conference on Aging reflected the delegates' sensitivity to one of the dominant concerns of older America. Of those recommendations, the NRTA-AARP inventory identified 10 that dealt with Social Security and 5 that concerned private pensions.

Social Security

The proposals on Social Security focussed on increasing the level of cash benefits, adjusting it to increases in the cost of living and extending coverage to all individuals not then protected by Old Age, Survivors and Disability Insurance.

Developments Since the 1961 Conference

Although most experts agree that the record has been uneven at best and that some basic problems remain, the last ten years have produced a number of actions to support the Conference's recommendations. In 1961, for example, Congress lowered the Social Security eligibility age for men from 65 to 62. In doing so, it was mindful of the impact of modern technology on older workers, who were increasingly being displaced from the labor market.‡ Congress also broadened the Social Security program to include 160,000 retired persons, increased benefits to aged widows by ten percent and raised the amount a beneficiary could earn without losing benefits.

Despite a warning by Secretary of Labor Willard Wirtz in 1963 that the continued surge of population and technology was threatening to create "a human slag heap," further efforts to

* The Macmillan Company, New York, 1962, p. 102.

† This chapter confines itself largely to government and private pensions. Those 1961 recommendations having to do with health care financing, employment and housing are discussed in the appropriate chapters.

‡ Chapter VI, "Employment and Retirement," discusses this aspect of income more fully. See also Chapter VIII, "Retirement Roles and Activities," which deals, in part, with opportunities for part-time income.

strengthen income benefits under OASDI proved abortive until 1965. In that year, the law creating Medicare also contained Social Security amendments, including new increases in cash benefits and a provision that made widows eligible to receive reduced benefits at 60 instead of waiting until they reached 62.

In 1966, a year when the Gross National Product soared to \$743 billion and the minimum monthly OASDI benefit was \$44, the Senate adopted the Prouty Amendment to The Tax Adjustment Act of 1966, providing Social Security benefits for nearly all U. S. residents aged 70 and over who had not previously been eligible.

The pace of Social Security improvements accelerated somewhat during 1967 after President Lyndon Johnson's message to Congress on older Americans. Congress responded by providing an increase of 13 percent in cash benefits, and increasing slightly the amount of earnings a beneficiary under 72 could receive without loss of benefits.

Nevertheless, these small, incremental gains prompted the Senate's Special Committee on Aging to conclude in its 1967 annual report on "Developments in Aging" that there was still no mechanism for sustained, comprehensive attention to the problems involved in retirement income. In a study published the following year, the Social Security Administration also struck a cautionary note when it observed that the increases voted in 1967 only momentarily restored the purchasing power of beneficiaries to the level it was at when they first became eligible. The study concluded: "Unless statutory . . . increases (do) more than just match upward price movements from the time of one benefit increase to the next, inflation will continue to adversely affect the retirees' purchasing power. . . ."

In his April, 1969, message to Congress on Social Security, President Richard Nixon asked the legislators to consider such rising costs, a theme he developed further in September, 1969, when he specifically requested that future benefits be "automatically adjusted to account for increases in the cost of living." Congress has yet to implement this proposal.

The President also called for an increase from \$1,680 to \$1,800 in the amount pensioners could earn annually without reduction of their benefits, as well as for liberalized retirement test standards.

On October 10, 1969, President Nixon appointed a 14-member Task Force on Aging to examine the problems faced by older

Americans, to review existing public and private sector programs and to recommend actions.

This new initiative came in a year when a steady downward trend in the incidence of poverty among the aged was being reversed and when both the number and proportion of aged poor had increased over 1968. As the Senate Special Committee on Aging noted in its 1970 annual report: "In 1969, older Americans were twice as likely to be poor as younger persons. One out of every four persons 65 and older—in contrast to one in nine younger persons—was living in poverty."

In its report, published in April, 1970, the President's Task Force on Aging recommended the abolition of the work income test for persons between 62 and 72 years of age. It called, too, for the computation of OASDI benefits based on the combined earnings of husband and wife, an action also urged by the NRTA-AARP Legislative Council in its 45-point program adopted in 1970.

At the same time, the Task Force noted that more than two million elderly Americans who are eligible for Old Age Assistance are not now receiving it and that even for those who do, the standards in many States are "grossly inadequate." As distinct from OASDI, which provides benefits to rich and poor alike on the basis of prior contributions, potential recipients of Old Age Assistance must prove personal need. The Task Force recommended revisions in the Family Assistance Plan, the Administration's welfare reform proposal, to bring all the elderly poor up to the poverty line, with the Federal government assuming 100 percent of the costs.

Although the Senate passed the 1970 Social Security Amendments by a vote of 81 to 0, no conference committee meetings took place because of the belief that it would be impossible to work out differences in the House and Senate bills before the close of the 91st Congress.

Private Pensions

The 1961 White House Conference on Aging recognized that, as in other areas, responsibility for improving the income status of the elderly could not fall solely to government. Conference recommendations ranged from extending the coverage of private pension plans to improving vesting and portability rights. A vested pension plan guarantees the participating worker some degree of equity even if he leaves or loses his job before retire-

ment. Portability allows the worker who moves from one job to another to continue to accrue rights to pension benefits.

Two years after these recommendations were adopted, the Senate Special Committee on Aging observed that despite the swift growth of private pension systems, the absence of early vesting and broad coverage suggested that most retired persons would continue to rely mainly on OASDI benefits.

In 1970, the President's Task Force on Aging came to much the same conclusions about the limitations of private pension plans. It stated its belief, however, that "voluntary programs which supplement the basic social insurance system are particularly desirable in as diverse an economic structure as that of the United States."

Specifically, the Task Force recommended the establishment of an independent Pension Commission, which would monitor private pension programs and protect the rights of employees in much the same way that the Securities and Exchange Commission looks out for the interests of stockholders. The Task Force took an approving view of earlier vesting, and also recommended that the proposed Pension Commission enlist the support of the financial community in designing a portable, voluntary pension plan. There has been no action as yet on these and other important parts of the Task Force report.

According to a study of private pension plans made by the Senate Subcommittee on Labor in March, 1970, 30 million Americans now have a stake in private pension plans whose funds already show assets of \$130 billion and are expanding at the rate of \$10 billion a year. "As things stand now," said Senator Jacob Javits, a member of the subcommittee, "only a relative handful of the estimated tens of millions of American workers under private pension plans will ever get anything from the plans on which they now stake their futures."

CHAPTER II - HEALTH AND MENTAL HEALTH

The 1961 White House Conference on Aging observed that "the foundation of aging care is the place in the world of health and medical care. Without an attention toward the physical and degenerative health problems of aging, the elderly are reduced to a state of helplessness and dependence which is imposed by increases in the aging population."

The 1961 White House Conference on Aging recommended expanded and improved health insurance for the elderly, including the establishment of a health insurance program for the aged.

Health insurance

The law provides

that the aged

will be eligible

for the program

and to receive

the same level

of benefits as

other workers

and to be

eligible for

the program

and to be

eligible for

the program

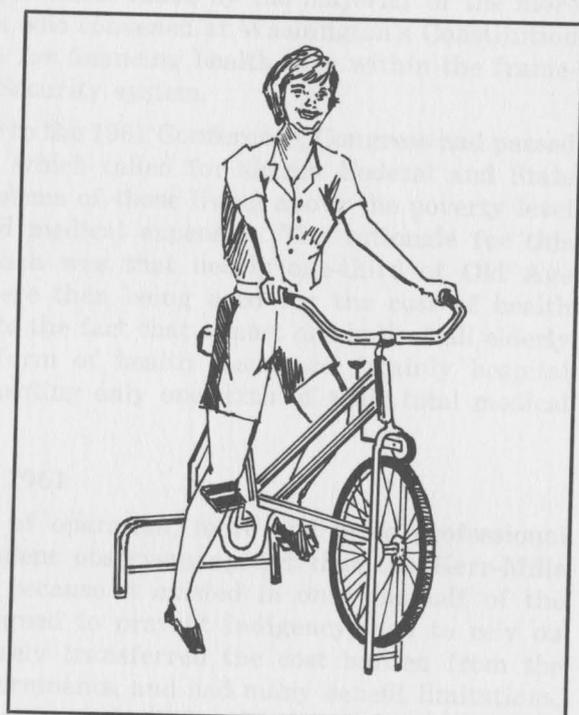
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eligible for

the program

Chapter II

HEALTH AND MENTAL HEALTH



CHAPTER II: HEALTH AND MENTAL HEALTH

In the fall of 1959, the Joint Economic Committee of Congress observed that "a revolution of rising expectations" was taking place in the field of health and medical care. "Widespread concern about the chronic and degenerative health problems of aging," the committee said, "reflect an awareness of the human and social costs imposed by increases in the older age groups of the American population."

The 1961 White House Conference on Aging reflected this heightened awareness, and produced far-reaching recommendations on health insurance, mental health, rehabilitation and nursing care.*

Health Insurance

The key recommendation made by the majority of the more than 2,500 delegates who convened at Washington's Constitution Hall was a proposal for financing health care within the framework of the Social Security system.

In the year prior to the 1961 Conference, Congress had passed the Kerr-Mills Act, which called for shared Federal and State aid to meet the problems of those living above the poverty level but unable to afford medical expenses. The rationale for this more limited approach was that nearly one-third of Old Age Assistance funds were then being used for the cost of health care, and that despite the fact that almost one-half of all elderly persons had some form of health insurance (mainly hospital coverage), it was meeting only one-sixth of their total medical costs.

Developments Since 1961

After two years of operation, more and more professional experts and independent observers agreed that the Kerr-Mills Act was inadequate because it existed in only one-half of the States, was not designed to prevent indigency, had to rely on matching funds, merely transferred the cost burden from the Federal to State governments, and had many benefit limitations, particularly on extended care facilities. Most important, perhaps, in the view of its critics, it contained a degrading means test that required potential recipients to furnish proof of their financial eligibility.

* See Chapter III for a discussion of the health-related problem of nutrition.

In 1964, "Blue Cross and Private Health Insurance Coverage of Older Americans," a report by the Subcommittee on Health of the Elderly to the Senate Special Committee on Aging, scored the deficiencies of the Kerr-Mills Act, and maintained that private insurance companies, by themselves, were incapable of meeting the health care costs borne by older persons. (Among several notable exceptions was a plan underwritten by a major insurance firm that NRTA introduced in 1956, the first group coverage offered to retired persons in the United States.)

According to the report, one-half of the 65 and older group with health insurance had inadequate coverage, and not more than 750,000 elderly persons were covered under mass enrollment programs of individual insurance companies.

In 1965, despite a lobbying effort by the American Medical Association and private insurance companies, Congress enacted Medicare and Medicaid legislation that the Senate Special Committee on Aging described in 1970 as "overshadowing all else during the past decade . . ." in the health field.

Implemented in 1966, Medicare was the first large-scale Federal health insurance program in the nation's history—although the United States was the last industrial democracy in the western world to adopt such a program. As President Lyndon Johnson said in signing the bill at the Truman Library in Independence, Missouri, "We marvel not simply at the passage of the bill but . . . that it took so many years to pass it."

Medicare provided both hospital and medical coverage to all those 65 and over, except retired Federal employees who are covered by the Federal Health Benefits Acts. Part A of the bill consists of compulsory hospitalization insurance financed by an increase in the base and rate of the Social Security tax. Part B is the voluntary program of supplemental medical insurance designed to pay for certain physicians' and other medical services and supplies not covered in Part A. It is financed by general revenues and, to a lesser extent, by patient premiums. Medicaid, which replaced the Kerr-Mills Act and was designed to aid OAA recipients and the medically indigent, is financed by Federal, State and local taxes.

In its 1970 annual report, "Developments in Aging," the Senate Special Committee on Aging characterized Medicare and Medicaid as "experiments from which hard lessons can be learned."

Criticism of Medicare, which was never intended to cover all

health care costs, has focussed on its exclusions or restrictions on preventive, rehabilitative and long-term institutional care, on appliances such as hearing aids and eye glasses, and on out-of-hospital prescription drugs.

The importance of the gap on prescription drugs, for example, was dramatized in 1959 and 1960 when the Senate Subcommittee on Antitrust and Monopoly, chaired by Senator Estes Kefauver, held hearings on the drug industry. In one instance, the Kefauver Committee revealed that a major American drug manufacturer had bought a drug from a foreign firm and sold it at a markup of 7,079 percent.*

As Richard Lichtman has noted: "Senator Kefauver described the content of numerous letters directed to him during the investigation of his committee that described the plight of elderly people suffering from arthritis. Their social security payments were approximately \$60 a month. Their doctor's prescription called for three Meticorten tablets a day, an expenditure of nearly \$30 a month, or half their monthly income."†

Critics of Medicare have also objected to the fact that both Parts A and B require excessive and ever-increasing deductibles and co-payments to cover initial costs. According to the May 1971 *Social Security Bulletin* published by the Social Security Administration, Medicare now covers only 43 percent of the medical expenses of the elderly.

Criticism of Medicaid has centered ironically on the wide variation in Medicaid eligibility and services among the States administering the program (see chart on pages 12-13), the same criticism directed at the Kerr-Mills Act.

Many experts in the aging field now agree that the ultimate solution to the health problems of the elderly lies in a national health plan that would guarantee comprehensive health care to all regardless of age or ability to pay. They reason that such an ideal plan would cover Medicare exclusions and provide for the broad spectrum of services recommended by the 1961 Conference—preventive, curative, rehabilitative and long-term care.

Some national proposals view prepaid group medical practices, which are also known as health maintenance organizations, or HMO's, as the best vehicle for delivering such comprehensive

* *The Real Voice*, Richard Harris, Macmillan Company, 1964, p. 62.

† *Toward Community*, The Center for the Study of Democratic Institutions, June 1966, p. 32.

services. Patients pay in advance to keep well, and not just for treatment when they are sick. Currently, however, 22 States regard HMO's as illegal.

Mental Health: Community Health Centers

Delegates to the 1961 White House Conference passed several recommendations calling for an increase in the number of treatment facilities, especially halfway houses, more psychiatric aides and expanded coverage for treatment of mentally ill aged persons.

Developments Since 1961

In the early 1960's, 125,000 (25 percent) of the 500,000 mental patients in State and County hospitals were 65 and older. There are many indications that elderly persons had been committed because of premature "senility" induced by fear of illness and a sense of economic helplessness, feelings heightened by the pressures of modern urban life on the family. Many of them remained there, severed from their communities, friends and loved ones, and stripped of responsibility in an often authoritarian, custodial setting.

In 1963, Congress passed a law providing for community-based mental health centers for persons of all ages. At the time, organizations working with the aged hoped that the new legislation would respond to the fact that the situation of mentally ill elderly persons had shown the least improvement of any age group.

Since the legislation provided only the brick and mortar, Congress amended the Act in 1965 to appropriate funds to staff the centers adequately. The Public Health Service issued regulations requiring centers to offer five "essential services" to qualify for Federal aid: In-Patient Care; Out-Patient Care; Partial Hospitalization; Emergency Care; and Consultation and Education. In addition, it specified the need for Diagnostic, Rehabilitative, Pre-Care and After-Care Services Training and Research Evaluation.

At the time, many professionals felt that the new legislation would stimulate the growth of psychiatric day hospitals and halfway houses, and would set the pattern for future psychotherapy. By 1970, more than 500 halfway houses—transitional facilities for those not yet ready to function outside of institutions—were in existence. As of July, 1971, 262 Federally funded

Community Mental Health Centers had been built, but funds were recently cut for the program.

Unfortunately, only a small fraction of the elderly mentally ill have benefited from community mental health care. In a technical paper prepared for the 1971 White House Conference on Aging, Dr. Alex Simon attributes this to the reluctance of the aged and their families to seek help and to the negative way in which both mental health professionals and the general public perceive the older, seemingly senile person. Many health professionals cite as an additional problem the fact that Medicare provides for only 190 "lifetime" days of care in a psychiatric hospital, although mental illness often requires a longer period of care. This is particularly true for those who have reached old age, the most difficult period of adjustment in the human life cycle. Dr. Simon observes that the 190-day ceiling on psychiatric hospital care is just another example of designing treatment to fit available benefits rather than actual mental health needs of the elderly.

Rehabilitation

The NRTA-AARP Consolidated Inventory identified nine basic proposals that the 1961 Conference made on Rehabilitation Services. The ones that seemed to express the basic intent of the delegates focussed on the need for establishing a National Institute of Rehabilitation; making adequate rehabilitation services a condition for accreditation of hospitals; expanding vocational rehabilitation services at the State level to the older handicapped person and removing arbitrary age limits; expanding health insurance plans to provide in-patient and out-patient coverage in hospitals and rehabilitation centers; and encouraging research to devise improved administrative mechanisms.

Developments Since 1961

In 1965, Congress acted to improve the delivery of health care by passing the Heart, Cancer and Stroke Amendments to the Public Health Service Act. This created Regional Medical Programs to foster "cooperative arrangements" among medical schools, hospitals and rehabilitation centers, and to provide greater flexibility in local health planning. In 1966, in an effort to gain greater cohesion in Federal health programs, Congress enacted the Partnership for Health Program.

One Conference objective was realized in April, 1971, when the Joint Commission on Accreditation of Hospitals required

hospitals, nursing homes and similar health care units to have a program of social, dental and rehabilitative services. The 1961 Conference's recommendation for creation of a National Institute of Rehabilitation has yet to be achieved.

In an article entitled, "Where Doctors Fail," published in the August 22, 1970, *Saturday Review*, Dr. John Knowles, now President of the Rockefeller Foundation, wrote: "Our acute, curative, scientific and technical service is unexcelled in the world. Our preventive and rehabilitative services and our extended care and nursing facilities are dismal."

There are several proposals for national health insurance. Each makes some claim to comprehensiveness. While some call for more liberal coverage than others, none appears to meet completely the criteria for comprehensiveness developed at the 1970 Conference on National Health Insurance held at the University of Pennsylvania, nor do they wholly answer Dr. Knowles' complaint about preventive, rehabilitative and extended care facilities. As *Wall Street Journal* reporter Jonathan Spivak observed, in summarizing the Health Insurance Conference: "The pros and cons of these (proposed) reforms are subject to endless debate by the technicians. But the legislators and the public find exhaustive analysis of new 'models' of health care delivery systems unenlightening and probably deeply confusing because of the many disagreements over details. . . ."*

Nursing Homes

The NRTA-AARP Consolidated Inventory identified six major groups of recommendations on institutional care that were adopted by the 1961 White House Conference on Aging. A number of those proposals concerned the vital area of long-term and intermediate hospital care. Nursing homes, 90 percent of whose residents, or one million persons, are 65 and older, render most of this care. Medicare and Medicaid pay for two-thirds of nursing home charges. Together, they represent proportionately the services most heavily subsidized by the Federal government.

The major 1961 recommendations on nursing homes called for "a broad spectrum" of institutional nursing facilities; comprehensive planning to avoid over-building in some areas and scarcity in others; uniform standards or definitions for different

* *National Health Insurance Conference Proceedings*, sponsored by the Leonard Davis Institute of Health Economics, Richard D. Irwin, Inc., Homewood, Illinois, 1971, p. 274.

kinds of care; encouragement of home care, wherever possible; and reviews to insure proper treatment at the right place.

The delegates to the 1961 Conference stressed individual reliance and self-dignity as the primary goal in institutional nursing care. In addition, they recommended provision of care without regard to ability to pay; improved licensing and inspection methods; and Federal initiatives to make enough public funds available for long-term care and to provide proper safeguards for their efficient use.

Developments Since 1961

In its 1970 annual report, the Senate Special Committee on Aging concluded: "While there has been substantial progress in meeting the institutional needs of the one million institutionalized elderly, there continue to be serious problems. The needs of this group have been assigned low priority and the programs which have developed are often piecemeal, inappropriate, illusory and short-lived. What is reflected is a lack of a firm policy for the infirm elderly . . . the rhetoric speaks of care and concern but the reality resembles confusion, high costs, and too often, poor care or no care at all for those who need it." Although the Committee made a number of minor recommendations, no new programs as such have been proposed in Congress.

The specific achievements and the shortcomings of the past ten years regarding nursing care improvements may be summarized as follows:

- **On the need for a broad spectrum of services**

Together, the Social Security Amendments of 1967 and the Housing Act of 1969 made it possible to develop a new category of intermediate care facilities (i.e., personal care and minor medical attention). This augments so-called "extended care facilities" (intensive, post-hospital, short-term care by professional nurses), as well as "skilled care facilities" (long-term care for the convalescent or dying patient), and completed the spectrum beginning with acute in-patient hospital care. As the Senate Special Committee on Aging reported in 1970, however: "Unfortunately, not many nursing institutions offer much innovation and one facility very much resembles another. . . . Few nursing homes offer adequate social services such as family counseling or psychiatric counseling, and almost none offers preventive medicine."

England and the Scandinavian countries have developed a

number of new approaches in nursing home care that may well serve as models for the United States. One service that has won particular praise from gerontologists offers short-term care to elderly persons when their adult children go on vacation. Another service designed to ease the burden of adult children provides similar short-term care in the event that a chronic condition flares up.

- **On the need for comprehensive planning**

The Senate Subcommittee on Long-Term Care concluded that this recommendation had not been implemented. One notable exception was the State of Connecticut which requires would-be nursing home proprietors to obtain a certificate of need from the State licensing agency before they can build a nursing home in any area.

One official of the United States Public Health Service concedes that comprehensive planning has not moved forward as many persons had hoped it would, because of the lack of adequate funds. The official noted that while several bills on long-term care are now being devised by both the Administration and Congress, little has been done until now in this area.

- **On the need for uniform definitions**

Little progress has been made. The American Nursing Home Association reports that there are more than 120 different names for nursing homes. Utah, for example, has 10 different levels of care, and Wisconsin, 12. As of fiscal year 1970, 695 of 4,656 Extended Care Facilities stopped participating in the Medicare/Medicaid programs because of a reluctance to comply with Federal norms. The result of their withdrawal is most strikingly evident in Wyoming where elderly persons who have spent a lifetime making OASDI contributions now have only one facility to turn to for nursing home care under Medicare in the entire State.

- **On Encouraging Non-Institutional Community Services**

Home Health Service is imperative if a Medicare patient exhausts his 100 day limit* per benefit period and is not eligible for Medicaid. Although Medicare has required such services, and certified 2,350 such agencies to participate in the program in 1970, these programs were cut back

* The 1970 report of the President's Task Force on Aging recommended removal of this restriction.

in the same year. Moreover, not all States have set up Home Health Services. This leaves only volunteer programs that bring medical or personal services into the homes of the aged infirm.*

- **On insuring the right match between patient and type of care**

Congress has enacted two programs—utilization review under Medicare and medical review under Medicaid. Utilization review is aimed at the efficient use of facilities and has been working with some success. Medical review, which is concerned with the needs of individual patients, has not yet been implemented because HEW regulations for State guidelines were not issued until February, 1971.

In Australia, a clinical team consisting of a social worker, psychologist and physician goes out into the field immediately to evaluate the level of care required. Many authorities on aging believe that this team concept, coupled with appeal procedures for individual patients, may improve American efforts to match the needs of patients with the type or level of treatment.

- **On individual self reliance and personal dignity**

A Ralph Nader study group report, *Old Age: The Last Segregation* (Grossman Publishers, New York, 1971), offers impressive evidence that nursing homes have been derelict in fostering the attainment of these goals, a view shared by many experts. At the Wingspread Conference on "The Elderly Population In Our Society" held in December, 1970, in Racine, Wisconsin, Charles W. Reich observed that nursing homes "are spending more money per person and giving less care—it's depersonalized." There seems to be general agreement among professionals in the aging field that the lack of trained personnel, the low pay they receive and the extraordinary pressures and demands of their work subvert the possibility of personal dignity for themselves and, by extension, for the elderly patients. Many believe that training and decent salaries for nursing home employees would enhance their status, lessen the pressures they face and ultimately benefit the elderly patient.

- **On not denying care because of inability to pay**

During field hearings, the Subcommittee on Long-Term

* See Chapter III, "Nutrition," for a description of the Administration on Aging's Meals-on-Wheels program.

Care of the Senate Special Committee on Aging uncovered evidence that poor welfare patients received segregated, poor care and less attention than other elderly patients. Congress, however, has not proposed any legislation to deal with this situation.

- **Improved licensing and inspection**

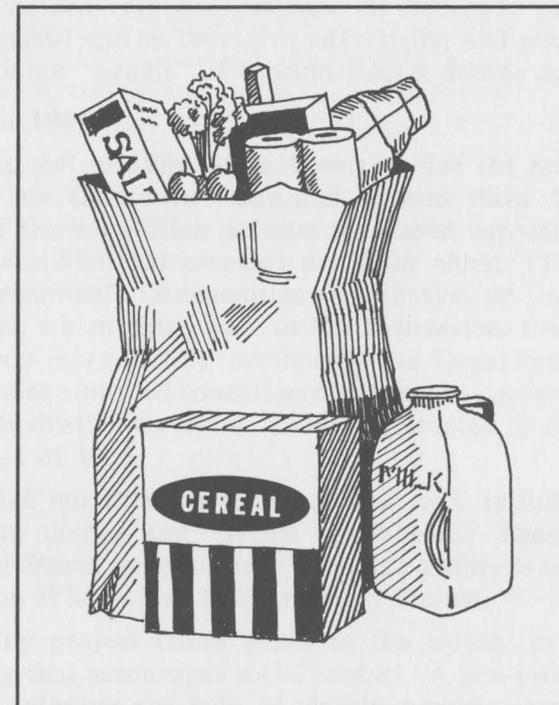
The Social Security Amendment of 1967 required the licensing of all nursing home administrators and made them accountable for all activity in the home. In the same year, the Moss Amendment specified that nursing homes should have a registered nurse on duty for one eight-hour shift, and a licensed practical nurse on duty for another eight-hour shift. Now, too, HEW regulations require short-notice inspections by medical review teams to determine the adequacy of services. In a speech at Nashua, New Hampshire on August 6, 1971, in which he outlined an eight-point program on nursing home reforms, President Nixon ordered the expansion of the Federal program for training State nursing home inspectors so that an additional 2,000 inspectors will be trained by about the end of 1972.

- **On Federal funding for long-term care**

Of the \$2.5 billion spent on nursing home care, Medicare provides \$500 million and Medicaid \$1.3 billion—or two-thirds of the entire expenditure. The Administration, however, has recommended cutting the program by \$235 million in 1970 and \$444 million in 1971.

Chapter III

NUTRITION



CHAPTER III: NUTRITION

Having grown up long before the relatively new science of nutrition established itself, many older persons know very little about proper diet. The many physiological and emotional changes that accompany aging alter eating habits. In addition, as Dr. Charles Becker noted at a 1958 Seminar on Aging at Aspen, Colorado: "Not infrequently, the older person living alone just does not bother to prepare a satisfactory diet because of boredom and failure to make the effort."

The 1961 White House Conference's recommendations on nutrition dealt, in general, with services and education. In the services area, delegates proposed a community mobile food plan as well as remedial programs to overcome malnutrition and inadequate hydration. The Conference also recommended information programs that stress proper nutrition for the aging. The entire Conference yielded only one proposal on consumer protection, a rather general one on deceptive advertising and packaging, reflecting the low "profile" of consumerism a decade ago.

Developments Since 1961

The Food Stamp Act of 1964 made it possible for the poor to buy stamps at less than face value and redeem them for domestic goods. Of the 9.5 million persons registered currently for food stamps, 1.5 million (11 percent) are 65 or older. (The Department of Agriculture's Commodities Distribution or Donable Foods Program, which dates back to the Depression, feeds an estimated 500,000 more elderly persons.) The Department of Agriculture has also run food education programs in cooperation with the Administration on Aging, an agency created by the Older Americans Act of 1965.

The experimental nutrition program of the AoA includes provision for group dining and "Meals on Wheels." Recent changes in the Food Stamp program now make it possible to use stamps for Meals on Wheels, but not for group dining.

The group dining project offers meals to the elderly in a cafeteria-like setting that encourages social contact. A non-profit agency, sometimes enlisting the help of elderly persons themselves, usually supplies the meals and uses its own or some other center to serve them. Agencies in Boston, for example, use school facilities after hours, and the State of Massachusetts finances the program. The service provides one hot meal a day at a cost of 50 cents, with eligibility based on age and income. For the

same price, Meals on Wheels volunteers deliver a hot meal to shut-ins and remain while it is being eaten. Together, group dining and Meals on Wheels provide a daily meal to thousands of older Americans.

The AoA has completed 31 food projects. The direction in which the food program will now go is uncertain. In most instances individual communities conducted the projects on a local basis without tying them to other services. One of two approaches that Congress is considering at the present time would extend this single-project strategy into a nationwide meals program. On the basis of other AoA projects in Illinois and Florida, however, Congress is also weighing a very different approach that would treat meal delivery as an integral part of a broad package of services that health, welfare and education agencies would provide in local areas.

The Department of Agriculture's Expanded Food and Nutrition Education Program (EFNEP) provides homemaker services to poor, minority group homemakers, many of whom are elderly. Aides trained in food and nutrition, and working under the supervision of an extension home economist, render these services. Since its inception in November, 1968, the program has helped 842,000 families, most of them in urban areas.

In 1969, the White House Conference on Food, Nutrition and Health recommended "permanent funding of programs of daily meal delivery service." The proposal, however, has yet to be realized. Although the 1969 Conference has produced joint action by the government and the food industry to disseminate information on nutrition, its general impact has been limited.

As evidence of its own commitment to improved nutrition for the elderly, the NRTA-AARP Pharmacy Service supplies members with appropriate vitamin and mineral supplements at reasonable prices. In addition, the Associations provide a hot meal in their Late-Start and other service groups.

The question of nutrition, however, transcends the availability of food. Recent studies by various consumer advocates, coupled with several tragic examples of food contamination, have propelled food safety into the forefront of the nation's consciousness. Both the Food and Drug Administration and the Federal Trade Commission have adopted more stringent regulatory policies with respect to food packaging and deceptive advertising claims. Within the business community, the new Council of Better Busi-

ness Bureaus has set in motion a self-regulatory mechanism called a National Advertising Review Board.

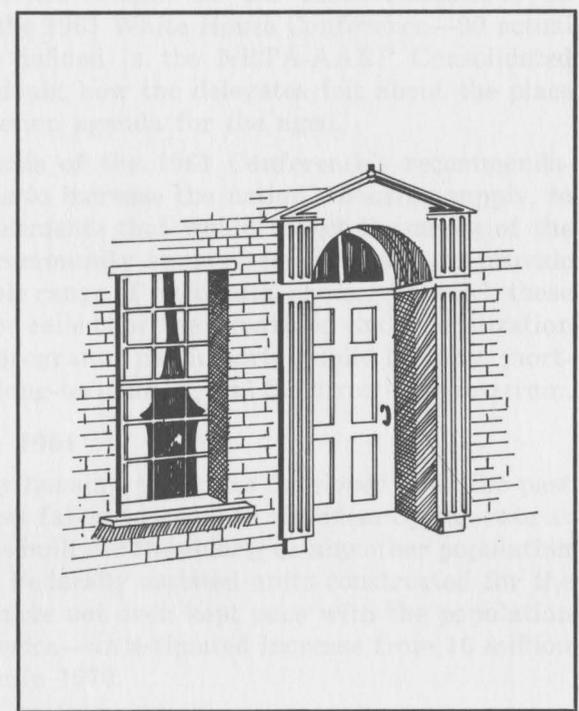
In response to the growing challenge of consumer problems, the Associations have established a consumer information program for their members. The main elements of the program are:

- Consumer workshops held in conjunction with area or regional conferences, as well as State and local meetings.
- Experimental consumer information desks manned by members to respond to problems raised by consumers in different parts of the country.
- Active participation in the consumer community, including representation on the White House Council for Consumer Affairs.
- Articles on consumer problems in NRTA-AARP publications.

Commenting on consumer issues, the Senate Special Committee on Aging observed recently: "The Administration on Aging should give some thought to convening . . . a multi-agency workshop on consumer problems similar to that conducted on transportation in 1970. Special efforts, however, should be made to assure adequate consumer representation at any such meeting."

Chapter IV

HOUSING AND ENVIRONMENT



Chapter IV
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ENVIRONMENT



CHAPTER IV: HOUSING AND ENVIRONMENT

During a Roundtable Conference on Human Needs in Housing held in Topeka, Kansas in 1964, Wilma Donahue, then Director of the University of Michigan's Institute of Gerontology, noted that the aged constituted the fastest growing population in the United States, and called attention to their special housing problems.

"One of the things which I view with great concern," said Dr. Donahue, "is the fact that these elderly people cannot indulge their preferences. For the most part, we are providing a minimum of space for their housing. Perhaps we are providing the most old people can pay for. But this means, usually, a very small uncomplex room, really a box, without a thing to break the monotony of four walls and a ceiling."

The sheer numerical weight of the recommendations on housing adopted at the 1961 White House Conference—90 actual proposals, or 21 as defined in the NRTA-AARP Consolidated Inventory—left no doubt how the delegates felt about the place of housing on the action agenda for the aged.

The main emphasis of the 1961 Conference's recommendations on housing was to increase the nation's housing supply, to incorporate design elements that would reflect the needs of the elderly for special community support services, and to provide for the widest possible range of residential choice. To reach these goals, the Conference called for the expansion and liberalization of various Federal programs, particularly public housing, mortgage insurance and long-term loans, and the direct-loan program.

Developments Since 1961

Despite the many housing programs developed over the past decade, the nation has failed to increase significantly the rate at which new housing is built for the elderly or any other population group. The 336,000 Federally assisted units constructed for the elderly in 10 years have not even kept pace with the population growth of older America—an estimated increase from 16 million in 1960 to 20 million in 1970.

The under financed and largely dormant rent supplement program, which was created in 1965, has served only 4,200 elderly families. The mortgage insurance and long-term loan programs of the Federal government, coupled with the direct loan program for rental housing for the elderly and handicapped, have generated only 100,000 units for the elderly in 10 years.

The direct loan program (Section 202) permitted nonprofit sponsors to obtain low-interest loans to build housing for the elderly and handicapped. Despite its success, the Federal Housing Administration phased it out in 1969 in favor of an interest subsidy program (Section 236) which requires sponsors to go to the private money market for capital. This program produced slightly less than 10,000 units for the elderly in 1969 and 1970, and has suffered from lack of financing. The FHA mortgage insurance program to finance the construction or rehabilitation of multi-family housing for the elderly or the handicapped (Section 231) provides nonprofit sponsors with 100 percent financing and limits profit-making institutions to 90 percent. This program, which absorbed an earlier mortgage insurance program (Section 207), experienced many foreclosures and failures and is now being phased out. Together, Sections 207 and 231 have produced only 43,657 units in 10 years.

While the Federal government has provided incentives for construction of housing for the elderly by associations and other nonprofit sponsors, it is not now encouraging private builders who are willing to invest capital to serve this important sub-market. By contrast, the government of Denmark, for example, requires that any housing development, constructed either under government or private auspices, reserve 10 percent of the total number of dwelling units for the aging.

Another problem, in the judgment of the Senate Special Committee on Aging, is "how many older Americans need what kind of housing?" The Committee points out that answers to this question are complicated by the sparsity and unreliability of present data concerning the housing needs of the aged.

Other students of the housing problem question the nation's apparent preoccupation with housing construction itself, including the kind of data the 1961 Conference relied on as the basis for many of its recommendations. Morton L. Isler, Director of Housing for the Urban Institute, observes, for example, that building new housing is no longer *the* definitive answer to the housing problem.

"Since 1950 we have built more than 30 million units and the present inventory is approaching the 70 million mark," says Isler, whose department serves, in effect, as the policy research arm of the Department of Housing and Urban Development. "Of these dwelling units the number classified (by the U.S. Census) as structurally deficient or without adequate plumbing has de-

clined to about 6 million units. But the 'toilet-seat' counting approach . . . does not tell us why the housing consumer remains dissatisfied and why the present urban housing supply continues to deteriorate. Nor do such mechanical criteria provide any insight into the impact of poor maintenance, poverty, soaring operating costs, misuse and the ever escalating war between tenants and landlords."*

Isler urges more attention to the existing housing stock through the improvement of basic housing services, including one that vitally affects older Americans—security. Without neglecting the need for new construction, Isler says that the nation must develop new management institutions, including a new cadre of professional housing managers, and create subsidy programs tied to services to "provide an economic basis for expanded housing choice." The increasing abandonment of many structurally sound dwellings would seem to underscore the importance of housing management.

Noting the decline of housing maintenance throughout the country, Bernard Nash, Executive Director of NRTA-AARP, recently proposed the creating of a housing maintenance corps made up of retired artisans and craftsmen. In testimony before a Subcommittee of the House Education and Labor Committee chaired by Congressman Brademas of Indiana, Nash advanced the idea that such a corps could be particularly useful to elderly widows who are unable to make simple repairs themselves.

The Model Cities program, which was established in 1966, was a recognition that physical "blight" is but one measure of the housing problem and that housing cannot be divorced from programs to improve the social environment in poor neighborhoods. (The urban renewal program had failed conspicuously to make the connection between physical and social needs.) The Senate Special Committee on Aging, however, has found "uncertainty of commitment" in the Model Cities program, and most experts agree that it has paid insufficient attention to the needs of the elderly who represent a large part of inner city populations.

The Housing Act of 1970 endorsed rental congregate housing for the elderly under both public and private sponsorship. Such housing may contain community kitchens, common dining areas and other shared facilities. Nevertheless, the Senate Special Committee on Aging has deplored the Federal government's small

* *Housing Services: The Neglected Dimension*, CITY, Summer 1971, p. 30.

investment in housing research and has asked that a higher priority be given to planning and design for the elderly.

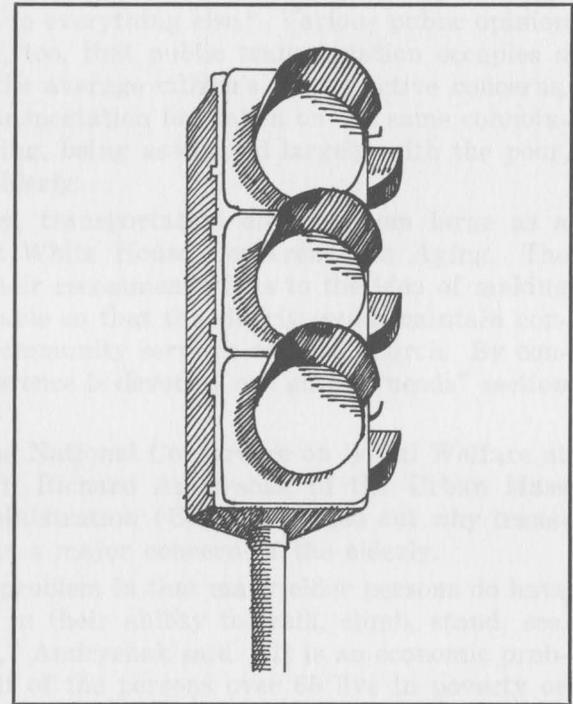
The expiration date for Congressional authorization of key housing programs is June 30, 1972, and one of many new legislative proposals would employ the device of community development block grants to fund all of HUD's physical development programs. There are those who believe, however, that the elderly will not benefit from this approach.

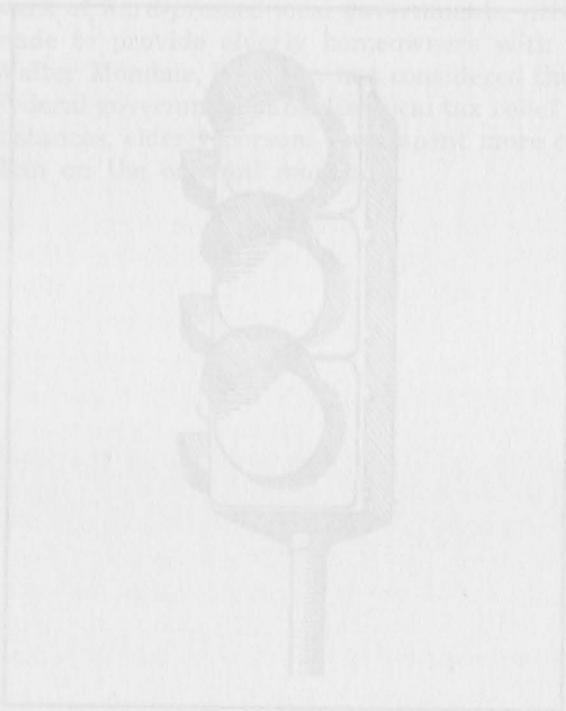
One major problem that still persists is the inhibiting effect of spiralling property taxes on the ability of elderly homeowners to maintain their properties. A research report prepared for the National Commission on Urban Problems in 1968 noted that property taxes burden the poor more than the wealthy and tend to discourage both proper maintenance of existing housing and new construction. Since the property tax remains the fiscal bulwark of hard-pressed local governments, little progress has been made to provide elderly homeowners with tax relief. Senator Walter Mondale, however, has considered the idea of having the Federal government subsidize local tax relief programs. In many instances, elderly persons have spent more on taxes and upkeep than on the original mortgage.

CHAPTER V TRANSPORTATION

Chapter V

TRANSPORTATION





CHAPTER V: TRANSPORTATION

Reginald Marsh, former British Minister of Transport, once asked: "What shall it profit a man if he gains two cars and finds it quicker to walk?"

Despite Mr. Marsh's implication that the mobility provided by our automobile-oriented age is a phantom one, many individuals apparently do find an advantage, however illusory, in owning two or even three cars. They remain undeterred in their reliance on the auto despite the large amounts of space required for its temporary storage and its negative environmental impacts.

Public transportation, by taking a back seat to the automobile, has compounded the already difficult problems of mobility for the aged. A Brookings Institution analysis shows that the \$8 billion budget planned for transportation in fiscal 1971 allocated 58 percent to highways, 21 percent to aviation, 17 percent to water and 4 percent to everything else.* Various public opinion surveys have shown, too, that public transportation occupies a place far down on the average citizen's list of active concerns. Moreover, public transportation has taken on the same connotations as public housing, being associated largely with the poor, the infirm and the elderly.

In 1961, however, transportation did not loom large as a problem at the first White House Conference on Aging. The delegates confined their recommendations to the idea of making transportation available so that the elderly could maintain contacts with friends, community services and the church. By contrast, the 1971 Conference is devoting one entire "needs" section to transportation.

In a speech to the National Conference on Social Welfare at Dallas in May, 1971, Richard Andryshak of the Urban Mass Transportation Administration (UMTA) spelled out why transportation has become a major concern of the elderly.

"It is a physical problem in that many older persons do have physical limitations in their ability to walk, climb, stand, see, hear and open doors," Andryshak said. "It is an economic problem in that over half of the persons over 65 live in poverty or 'near' poverty. It is a service problem because present transit systems do not provide access to all the places one needs to go to. . . . Transit systems are designed for the work trip and the school trip, not to the patterns of the elderly."

* *Setting National Priorities: The 1971 Budget*, C. Schultze, E. Hamilton and A. Shick, Washington, D. C.

Developments Since 1961

At least fifty communities across the country have adopted reduced-fare programs for the elderly. Although these experiments have helped older riders, some question remains about their effect on system revenues and operations.

The Administration on Aging has undertaken more than 300 projects with a transportation component, mostly to meet specialized needs such as bus travel for elderly volunteer workers. In some instances, however, the AoA has used its funds to provide low-cost transportation to help the elderly to participate more fully in various services and programs.

The Department of Transportation has sponsored the "dial a bus" concept. The elderly person in need of transportation phones in his location and destination, and the bus driver, contacted by radio, picks up the passenger within minutes of the call.

The transportation needs of the elderly are subtle and complex, and the planned \$1.3 billion Bay Area Rapid Transit System (BART) in San Francisco reflects an awareness of this. It will include the following special provisions for the elderly:

- Elevators equipped with telephone and controls within easy reach of wheelchairs to help move the handicapped or feeble vertically from street to platform.
- Restrooms with special design features, including doors wide enough for wheelchairs.
- Stairways in stations with handrails on both sides extending 18 inches beyond top and bottom steps.
- Wheelchair occupants will be able to ride easily over the gap between train platform and car floor, pass through the door and move from one end of the car to another.
- A loudspeaker system and highly visible signs to aid those with impaired hearing or vision.
- Special service gates and fare collection machines.
- Closed circuit TV, special directional signs and low placement of public telephones and elevator buttons.

In May, 1970, in response to a proposal made by the President's Task Force on Aging, the Department of Transportation, UMTA, AoA, HEW and HUD participated in an interdisciplinary conference on transportation. Conducted by the Brooklyn Polytechnic Institute, the Conference represented the first systematic

attempt to gather data on the mobility of the nation's over-65 population.

In October, 1970, President Nixon signed into law the Urban Mass Transportation Assistance Act of 1970. The measure contains a provision calling for special consideration to the needs of the aged and infirm in the planning, design and operation of urban transportation services.

One month prior to its signing, a consortium of four firms, under contract to UMTA, completed an eighteen-month study of center city transportation needs in five medium sized cities. Although the study was not specifically addressed to the needs of the aging, its strong emphasis on public transportation improvements, including proposals to intercept autos on approaches to the center city and direct them to peripheral parking terminals, was designed to benefit all groups dependent on public transportation. The Urban Mass Transportation Administration has yet to act on most of the demonstration projects proposed.

In line with the 1970 Mass Transportation Act, however, the Department of Transportation has recently been encouraging research and demonstration programs on the transportation access of the elderly.

Various public officials and transportation planners have recommended using the Highway Trust Fund for public transportation improvements and not limiting its use to highway improvements. Senator Edward Kennedy has introduced such a proposal in Congress.

Chapter VI
EMPLOYMENT AND
RETIREMENT



CHAPTER VI: EMPLOYMENT AND RETIREMENT

In the introduction to its 1970 report, the President's Task Force on Aging observed: "Some Americans accept the elderly and respect them; some Americans fear the implications of aging and, therefore, shun the elderly; most Americans are indifferent to the elderly. They forget that life continues after the age of 65, that life's possibilities remain, that some of life's concerns intensify. In a production-oriented society, excuses abound for neglecting the elderly; measures for enriching the later years or to compensate for the vulnerability of the aged are accorded a low priority, are delayed, are enacted on too small a scale, or are not proposed at all."

Meeting at a time when older workers were heavily represented among the long-term unemployed, the 1961 Conference keyed its recommendations to the need for increasing job opportunities for persons over 45, providing counseling and placement services for older workers, gathering facts about age discrimination and promoting increased earning opportunities for the aged through service programs.

Developments Since 1961

As noted earlier, Congress reduced the eligibility age for Social Security from 65 to 62 shortly after the 1961 Conference. In 1962 the Federal government began to shape a national manpower policy that was to become strongly linked with the "war on poverty." In an effort to counteract the impact of modern technology and the effect of the changing job requirements of American industry on those with low skills, Congress passed the Manpower Development and Training Act of 1962.

Although the Act was not aimed specifically at any one group, legislators felt that its provisions for training and retraining would benefit middle-aged and older workers.

Despite its laudable objectives, the effectiveness of MDTA was limited in its early years. Criticism of the program usually centered on the charge that too often men were trained for nonexistent jobs. In addition, critics maintained that the program tended to emphasize the needs of youth and to neglect the underemployed and such "forgotten" groups as the unemployed older worker, in addition to overlooking compensatory education, supportive services, and corollary strategies for generating new jobs.

In 1966, Amendments to MDTA directed the Secretary of

Labor to provide, at appropriate times, a special program of testing, counseling, selection and referral of persons 45 and older for occupational training or further schooling. At the present time, however, only one out of ten participants in training programs is 45 or older.

In 1967, Congress passed the Age Discrimination in Employment Act. The measure, which became effective in June, 1968, sought to bar age discrimination against workers between the ages of 40 and 64. By the end of 1970, however, only 15 cases involving age discrimination had been processed in the courts, and many subtle forms of bias persist. Moreover, the Act still leaves unsettled the problem of mandatory retirement that many workers face at 65. Now, the issue becomes more acute as eligibility for retirement occurs at ages below 65.

Service Programs

One of the most encouraging developments has been the emergence of several service programs that offer the aging either part-time employment or psychologically rewarding volunteer opportunities.*

The Foster Grandparents Program, for example, offers low-income persons of 60 or older a chance to work with dependent, neglected or culturally handicapped children. In its five years of existence, the program's projects have increased from 21 to 68, and its geographical reach now extends to 40 States and Puerto Rico. It now serves children in a wide range of settings, including Head Start classrooms, reform schools, day care centers and mental health clinics. Each year, about 5,400 elderly participants serve 22,000 children.

Although it was not funded until 1971, the Retired Senior Volunteers Program (RSVP), one of the major innovations in the 1969 amendments to the Older Americans Act, offers volunteer service opportunities to persons of 60 and over. Participants receive reimbursements for meals, travel and other out-of-pocket expenses. During Congressional hearings in 1969, RSVP drew enthusiastic support from witnesses, some of whom testified that as many as one million persons would be willing to serve as volunteers nationally.

Recently, the Federal government transferred the Foster Grandparents Program and RSVP from the AoA to ACTION, a new agency which is now also responsible for the Peace Corps

* See Chapter VIII, "Retirement Roles and Activities."

and VISTA. This move has aroused the concern of many professionals in the aging field who feel that these successful programs may lose their identity as programs for the elderly.

As part of their contribution to service programs for the aging, NRTA-AARP have sponsored the Senior Community Aides Project under a grant from the Department of Labor, and Project Late Start under a grant from the Office of Economic Opportunity.

The Associations conducted the Senior Community Aides Project, a part of the Department of Labor's Operation Mainstream, as a demonstration program in six large cities. As of September, 1971, more than 25 percent of the 806 poor persons over 55 recruited for the project had gone through on-the-job training and had been placed in permanent jobs. This suggests that there is a large reservoir of dependable and capable persons among the poor, aging group. The Associations went beyond their contractual commitment to the Manpower Administration of the U. S. Department of Labor by setting up a free employment service for elderly persons not eligible for the program. One of the most significant findings in the Late Start project for OEO was the low composite dropout and absenteeism rate of the elderly participants in the four study cities.

In Long Beach, California, the Associations sponsored the OEO's Project WORK (Wanted: Older Residents with Know-how). In addition, NRTA-AARP have sponsored Mature Temps, Inc., an employment agency for older workers seeking temporary jobs.

Despite the variety of actions taken since 1961, many authorities on aging have expressed mounting concern about the employment and retirement needs of older workers. The President's Task Force on Aging has noted, for example, that "most pre-retirement 'plans,' 'courses' or 'counseling' . . . are geared to those who are about to retire . . . and tend to ignore the middle-aged worker." In its 1970 Annual Report, the Senate Special Committee on Aging stressed the need to safeguard the retirement income of workers made jobless by plant shut-downs, and also called for prompt action to increase Railroad Retirement and Civil Service pension benefits. In addition, it recommended the establishment of an Institute on Retirement Income.

Even these measures, however, do not exhaust the actions needed now. Periodic retraining, second careers, and the need

for paid volunteers in service agencies all loom large on the agenda for the aging. In some other Western nations, private industrial firms have established nursing homes for retired employees.

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CHAPTER VII: EDUCATION

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Development: 1960-1980

In 1968, Congress passed the Adult Education Act, which authorized \$9 percent of the program the States could receive of the program and also authorized it, mainly in the public schools. All persons 16 and over are eligible for instruction in subjects through the program.

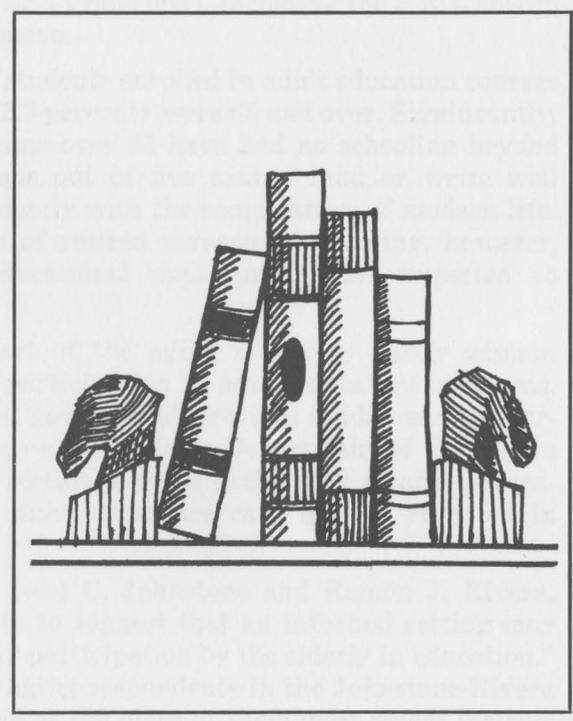
Although 473,412 persons enrolled in adult education courses in 1968, only 48,200 (10 percent) were 65 and over. Two-thirds of the students are 18 to 24 years of age. The 65 and over group is not large enough to deal with the program. Each new generation of students and demands for a program for the aged.

As a result of the study, their present and future needs are being met. The study is that the program is not being met. However, the study is that the program is not being met.

A 1966 study by the National Commission on the Causes and Prevention of the Aging of the Population, however, did not find that an informal setting may be conducive to greater participation by the elderly in education. Only 7 percent of the elderly respondents in the study mentioned education as a goal. Far higher percentages of the respondents mentioned the facilities of community centers and business organizations.

*Volunteers for Learning About Publishing Courtesy, George Bell

Chapter VII
EDUCATION



CHAPTER VII: EDUCATION

"It is always in season for old men to learn," said Aeschylus, who lived and wrote until he was 81. And the general theme of the 10 consolidated recommendations on education at the 1961 White House Conference was that continuing education in a variety of settings be readily available to the elderly. The delegates also stressed the need for training in practical as well as academic subjects.

Developments Since 1961

In 1966, Congress passed the Adult Education Act, creating the Adult Basic Education Program. The Federal government finances 90 percent of the program; the States fund 10 percent of the program and also administer it, mainly in the public schools. All persons 16 and over are eligible for instruction in subjects through the 12th grade level, including the 3 R's, speech and verbal comprehension.

Although 479,912 students enrolled in adult education courses in 1969, only 13,210 (2.7 percent) were 65 and over. Significantly, two-thirds of Americans over 65 have had no schooling beyond the 8th grade, and one out of five cannot read or write well enough to deal competently with the complexities of modern life. Each new generation of retired persons is changing, however, and demands for educational opportunities are expected to increase.

Apathy on the part of the aging may only partly explain their present lack of participation in adult education programs. No unit of the Federal government provides guidance or leadership in that field, and only one State Department of Education (New York's) has a section devoted exclusively to adult education. Moreover, few universities are carrying out research in this area.

A 1966 study by John C. Johnstone and Ramon J. Rivera, however, did offer data to suggest that an informal setting may be conducive to greater participation by the elderly in education.* Only 7 percent of the aging respondents in the Johnstone-Rivera study mentioned school as the place of their most recent instruction. Far higher proportions of the respondents mentioned the facilities of community, religious and business organizations.

Among several encouraging developments in recent years is

* *Volunteers for Learning*, Aldine Publishing Company, Chicago, 1965.

the growing number and scope of community colleges whose budgets provide for community services and adult education. Television, mobile learning laboratories and other modern techniques are also reaching the elderly in nursing homes or isolated areas.

Unfortunately, most adult education is geared largely to educated middle and upper-class groups. One way to increase the participation of the less affluent may be to provide practical courses concerned with daily living—instruction, for example, in consumer problems, employment opportunities and taxation. In its 1970 report, the President's Task Force on Aging recommended that the Department of Education and the AoA work together to set up a new program that would conduct research and offer local communities technical assistance on "education for continued living."

NRTA-AARP's own commitment to adult education is evident in its Institute of Lifetime Learning, Health Education program and Defensive Driving Course.

The Institute of Lifetime Learning, a nonprofit, nonpolitical program, offers continuing education adapted to the needs and interests of the mature person. The courses, which are taught at Institute centers throughout the country, involve no examinations, grades or assignments. Subjects include the Humanities, Social Sciences and Arts and Crafts. The Health Education program, a new NRTA-AARP effort that will rely on trained volunteers, is designed to create an awareness of good health practices. The Defensive Driving Course, which was developed by the National Safety Council, seeks to improve traffic safety by improving or refining the driving habits of the older driver. Older persons who have volunteered and received special training serve as instructors. More than 40,000 persons over 65 have already completed the course.

CHAPTER VIII. RETIREMENT ROLES AND ACTIVITIES

Chapter VIII

RETIREMENT ROLES AND ACTIVITIES



CHAPTER VIII: RETIREMENT ROLES AND ACTIVITIES

In his classic study of 19th century America, *Democracy in America*, de Tocqueville noted that the widespread use of voluntary associations, particularly community betterment activities, was one of the most typical aspects of American life.

Many experts have expressed the belief that of all age groups, the retired represent the greatest potential reservoir of volunteer skills. Others have pointed out that the recruitment of volunteers is expensive, and requires mobility and other attributes not normally associated with the older person.

Although the 1961 Conference did not include a section specifically designated as "Retirement Roles and Activities," it produced, nevertheless, 38 statements and recommendations whose main thrust was to make volunteerism the core of a revitalized role for the retired.

Developments Since 1961

Agencies and organizations such as the United Fund Campaign, the Department of Agriculture, the Veterans Administration and the American Red Cross have used volunteers extensively for many years. It was not until the Sixties, however, that sustained efforts took place to expand voluntary participation among the elderly.

In March, 1961, the government initiated the Peace Corps, recruiting and training volunteers of all ages to work in poor and underdeveloped nations for nothing but a modest living allowance. Although the program recruited few older persons in its earlier years—in 1966, for example, only 12 Peace Corps members were over 70—it is now seeking to widen participation by the elderly.

The creation of the Office of Economic Opportunity in 1964 expanded the new type of quasi-volunteer activity represented by the Peace Corps. Recognizing that the elderly, like other segments of the poor, could not find gainful employment without help, the OEO developed a number of experimental programs to achieve this goal step by step.

The development of such programs has been uneven, however. During hearings held in 1965, the Senate Special Committee on Aging heard testimony that the OEO had not brought to its programs for the aging the same zeal it had displayed in behalf of

poor unemployed youth and racial minorities. The hearings led to the creation within OEO of a permanent program division for older persons.

Later in 1965, the Older Americans Act created AoA. The agency cooperated with other Federal departments to foster increased volunteer and quasi-volunteer activity. More than 40,000 elderly persons have participated in 625 AoA-funded projects involving volunteer work in a broad spectrum of community services. In addition, an estimated 100,000 older Americans have participated in volunteer work in the many senior citizen centers financed, in part, by AoA.*

In 1966, elderly volunteers participated in Medicare Alert, an emergency effort to register aging Americans in the Medicare program. The authorization of RSVP (Retired Senior Volunteer Program) in 1969 brought to fruition an effort that began in 1961 to provide the elderly with a broad range of volunteer activity.

On the nongovernmental level, efforts to stimulate the growth of volunteerism have come from voluntary organizations at the national and local level, trade unions and a few business firms.

The present Administration has placed great stress on volunteerism as a source of talent and as a way of life. In 1969, while laying the groundwork for a new Federal Office of Voluntary Action, President Nixon encouraged a group of national leaders to create a parallel agency in the private sector. This agency, The National Center for Voluntary Action, will serve as a public foundation. Its aim will be "to step up the delivery of volunteer services and to increase the positive effects of volunteerism in this country."

In an effort to promote widescale preretirement planning among the 20 million Americans between the age of 50 and 65, AARP has established a new division, Action for Independent Maturity. Members of AIM receive *Dynamic Maturity*, a magazine carrying useful information on volunteer activities, second careers, use of leisure time, financial planning, health and housing, and participation in other AARP services. Through a field organization of volunteers, AARP offers preretirement planning programs to community groups, industries and institutions.

An estimated one million older Americans now participate in non-church volunteer work, and about 1.5 million are active in

* See Chapter XI, "Facilities, Programs and Services."

volunteer activity of all kinds. The largest and one of the most successful programs using elderly volunteers has been Project SERVE sponsored by the Community Service Society in New York City. Initiated in 1967 at Willowbrook State School, the project presently involves 564 volunteers who serve more than 20 agencies in Staten Island. Other elderly volunteers have served on the boards of organizations, as neighborhood information and referral contacts, hostesses to the needy and in many other roles.

The Senate Special Committee on Aging has observed that with the proper motivation, organization and support, the number of elderly volunteers could reach four to five million. Most experts agree that greater clarity will be needed about the kinds of work to be performed and the forms of organization and operating modes most congenial to volunteerism.

One potential deterrent to expanding volunteer work and new service roles for the aged is the tendency to pigeonhole persons according to characteristics associated with age. This has the effect of reducing the common human problems of generations and magnifying the differences.

Some young persons, for example, tend to think of the elderly as passive, surly and unfriendly. (Indeed, some segments of youth have summed up their feelings about older generations in the slogan: "Don't trust anyone over thirty.")

Unfortunately, some older persons have adopted similarly stereotyped views of the young, associating long hair, for example, with revolutionary political activists and hippies.

The irony is that the young and the aging may have a great deal in common. As Vermont Royster, the former Editor of the *Wall Street Journal* observed when he retired last year: "The idea that it's only the young who are not sure what to do with their lives is an illusion of youth." An increasing number of young persons have either rejected the values of an acquisitive society, or are deeply suspicious of what they regard as its failure to provide useful and honorable work. Increasing numbers of the aged, too, are searching for opportunities to lend meaning to their later years.

Chapter IX

SPIRITUAL WELL-BEING



Chapter IX

SPIRITUAL WELL-BEING



CHAPTER IX: SPIRITUAL WELL-BEING

In his poem, *Sailing to Byzantium*, William Butler Yeats wrote:

*"An aged man is but a paltry thing,
A tattered coat upon a stick, unless
Soul clap its hands and sing, and louder sing
For every tatter in its mortal dress."*

Although the above verse is susceptible to different interpretations, at its simplest level it says that no man, however old he may be, loses his human worth if he accepts his own self as the very condition of his being and still retains his appetite for life.

As many professionals in the aging field have noted, this is not an easy task in a society that has glorified youth, largely ignored the aged, and affirmed the old-fashioned virtues of individualism, competitiveness and thrift—even when, in actuality, it dotes on "teamwork," fosters monopolistic practices and encourages waste.

Many elderly persons grew up at a time when spiritual sustenance was closely identified with organized religion, and they are still more likely to turn to ministers, priests and rabbis than to such secular surrogates as the psychiatrist, the social worker and the teacher.

The delegates to the 1961 Conference adopted four consolidated recommendations on the role of religion in the life of the aged, the role of the older person in the congregation, and the role of the congregation and the clergy in affecting attitudes towards the aged.

Developments Since 1961

It is difficult to cite any particular events as direct or indirect outcomes of those proposals. By its very nature, spiritual well-being is a phenomenon that defies measurement or evaluation.

Despite almost universal acceptance of the role of religion in the life of the older person, the principle of separation of church and state in our pluralistic society discourages the enactment of legislation in the area of the spiritual.

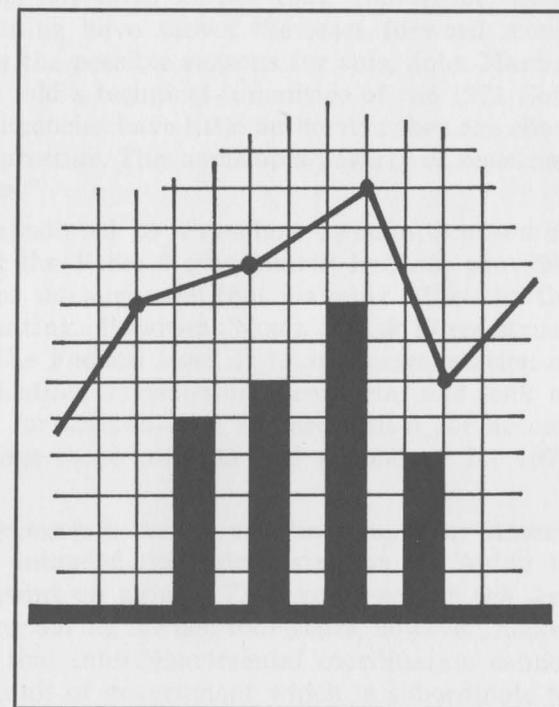
The Federal government, however, has provided for chaplaincies in the armed forces, prisons and Veterans Hospitals. Furthermore, it has actively encouraged church organizations in their programs for the aging. Throughout the country, church groups have demonstrated that they represent one of the best available

vehicles for service programs. In the sphere of housing, for example, Satellite Senior Homes of Oakland, California, an inter-faith organization whose members include 7 Protestant churches, 2 Catholic churches and the Jewish Welfare Federation, is providing low-income older persons with low-cost housing and social services through a comprehensive plan of satellite housing projects. Beyond physical facilities, the church is involved with retirement preparation for clergymen and nuns, the volunteer role of visitors at senior citizen centers and congregate facilities, and the basic task of trying to shape new attitudes towards the aging process.

PART TWO: NEEDS-MEETING MECHANISMS

Chapter X

PLANNING



CHAPTER X: PLANNING

"Planning, like life," Harold Orlans once wrote, "is a hardening of the heart to the uncertainties of fortune and the sharp cutting edge of time."*

The 1961 White House Conference did not include a separate section on the often elusive question of planning, but it did produce 22 proposals relevant to planning for the elderly which the NRTA-AARP Inventory distilled into four basic recommendations. They concerned the organization and support requirements of national and state planning mechanisms;† the similar requirements for local areas; the data-gathering aspects of planning; and information and education.

Developments Since 1961

The consensus among experts in the aging field is that of all the recommendations put forth at the 1961 Conference, those that concerned planning have shown the least forward movement. In suggesting the possible reasons for this, John Martin, AoA Commissioner, told a technical committee of the 1971 Conference: "Planning agencies have little authority; they are short of funds and low in prestige. This sums up a poverty of resources for initiating actions."

A Task Force appointed by President Lyndon Johnson in 1967 concluded that the Federal government had not provided effective planning for the aged, and that planning efforts by the states were disappointing. President Nixon's Task Force struck a similar note. At the Federal level, it found fragmentation of responsibility, duplication, jurisdictional conflicts, and lack of clear accountability for actions—but no mechanism for accommodating or resolving those conflicts and problems. Its 1970 report says:

"The task force recognizes that in enacting the Older Americans Act, Congress intended the Administration on Aging to serve as the focal point on aging. The experience of the Administration on Aging during the last four years, however, makes it abundantly clear that interdepartmental coordination cannot be carried out by a unit of government which is subordinate to the units it is attempting to coordinate."

The Task Force proposed the establishment of an Executive Office on Aging, with Cabinet-level status, a proposal broadly

* *Democracy and Social Planning*, DISSENT, Spring, 1954.

† See also Chapter XIV, "Government and Non-Government Organization."

consistent, at least, with the 1961 Conference's call for a central organization with high visibility, adequate power and prestige. The Task Force proposed that the new office assume responsibility for developing a national policy on aging; oversee planning and evaluation by the Federal government; recommend priorities to the President; and encourage research and manpower preparation by Federal agencies. To underline the importance of this recommendation, the President's Task Force ranked it number one in its list of 24 recommendations.

On October 13, 1971, Dr. Arthur S. Flemming, Chairman of the 1971 White House Conference on Aging, announced that President Nixon had established a Cabinet-level Committee on Aging within the Domestic Council. Chaired by HEW Secretary Elliot Richardson, the Committee includes the Secretaries of Agriculture, Commerce, Labor, HUD and Transportation, the Director of the Office of Management and Budget, and Dr. Flemming. The Directors of ACTION and the Office of Economic Opportunity and a Presidential special assistant were named as consultants to the Committee. Charged with the responsibility of recommending to the President the "formulation and coordination of all Federal policies for improving the quality of life, dignity and productivity of the nation's older people," the Committee may become the policy and planning vehicle long urged by aging experts to ensure effective coordination and implementation of programs affecting the elderly.

Given the realities of the Federal system, however, many observers question whether any single organizational device can realize planning goals for the aged. Although Congress, for example, does not have an explicit leadership role in planning for the aged, the Senate Special Committee on Aging, through its surveys, reports and recommendations, has served as an important planning resource. (The House of Representatives has yet to organize a Permanent Committee on Aging, and does not look as though it intends to do so unless public pressures demand it.)

There is general agreement that on State and local levels, effective mechanisms for coordinating policies and programs are even more conspicuously absent than they are at the Federal level.

Each national voluntary organization concentrates planning activity on its own work. Although informal discussion among voluntary agencies does take place, no formal mechanisms have evolved for developing common positions.

Perhaps the most basic problem is that planning has yet to be defined sharply. Some tend to view it as a technique, but planning severed from action or a will to act becomes meaningless. Others tend to speak of short-range and long-range planning as though they are either-or propositions. Both are necessary if American society is to cope with a pattern of age distribution that is now reaching crisis proportions.

CHAPTER XI: FACILITIES, PROGRAMS AND SERVICES

One of the most pervasive themes in the literature on the aging process is the self-imposed isolation and withdrawal of many older persons.

Of the 49 recommendations on Facilities, Programs and Services adopted by the 1961 Conference, seven were designed to increase opportunities for fellowship and social enrichment among the elderly. The delegates stressed the need for additional multipurpose senior centers. To that end, they called for the provision of space in public housing and the use of schools, churches, libraries and other community focal points during off hours.

Developments Since 1961

Indeed, the most striking development since 1961 in the facilities area has been the growth of senior citizen centers. Senior citizen centers were not a new idea in 1961. A Senate Subcommittee report published soon after the Conference said that the centers represented "one of the fastest growing indigenous movements in America." It credited their growth from 1959 to 1961, in large measure, to increased State activities for the aged in preparation for the 1961 White House Conference.

Actually, the Great Depression provided the original impetus for formal attempts to bring the elderly together. The first senior center, the Hodson Day Center, opened in New York City in 1943 in an abandoned Welfare Department storage building, moved subsequently into another unused government building and ultimately found a permanent home in 1962 as an integral part of a low-income housing project. This improvisational pattern of development also has marked the recent growth of many other centers throughout the country.

The senior centers have retained a central place on the agenda for the aging ever since the 1961 Conference. In 1965, the Older Americans Act called for the establishment of new centers and the expansion of existing ones to provide recreational activities as well as information, counseling and referrals on health and welfare problems.

An AoA survey conducted in 1968 and 1969 disclosed the existence of nearly 1,300 centers in 49 states, the District of Columbia and Puerto Rico (Mississippi was then the only state

without one). From 1966 through 1968, 960 new centers had opened—more than a fourfold increase since 1965 and a sixfold increase since 1959.

This growth largely reflected financial aid provided initially by OEO and later by AoA. Information on operating expenditures in 1969—the only year for which firm data are available—shows that AoA provided about 28 percent of the operating funds for senior centers, with the remaining monies supplied through State and local taxes and voluntary contributions. On the basis of 1969 budget figures, NRTA-AARP staff estimate that between \$20 million to \$21 million was spent on centers in that year.

The rapid increase in the growth of senior centers tends to obscure the fact that small ones have increased at a rate twice that of their large multi-purpose counterparts.

Although precise data are lacking, it would appear that only about one million persons—five percent of the total aged population—use the centers. The upper segment of the lower class and the lower and intermediate ranges of the middle class tend to be the heaviest users. The centers have not proved to be a strong magnet for the poorest elderly persons, racial minorities and the affluent, nor do they seem to draw large numbers of the depressed, the isolated and the troubled. Some observers also contend that the centers are oriented largely to women's activities and tend to discourage participation by elderly men.

At the same time, most professionals associated with senior citizen centers can cite instances of how depressed elderly persons have changed remarkably as a result of center participation. One director of a Midwestern center, for example, recalls a meeting years ago with a 75-year-old man in the throes of an age-centered depression. The Director invited the man to visit his senior center. Today, at 85, the man regularly makes long-distance trips by himself in a camper and is playing a strong leadership role at the center.

Although the AoA survey makes it difficult to generalize about the quality of center programs, one finding with important implications for program quality was that only 432 of the 1,300 centers responding to the 1969 survey had a full-time director. Moreover, the majority of the centers are small, being located in small towns, and do not provide a full range of services. Many are no more than "drop-in" centers—places to sit, talk and meet others informally. Further research is needed, however, to find

out how truly effective senior citizen centers are as a positive replacement for family and primary group contacts.

Although a number of the 1961 recommendations have been realized to a large extent, successive cuts in the AoA's funds have raised serious questions about how many centers can continue and, indeed, how many may have ceased to operate.

Other Services and Programs

In addition to their recommendations on senior centers, the delegates to the 1961 Conference urged the expansion of recreation, counseling, case work and legal services, information and referral units and various home-centered programs.*

The Sixties witnessed the growth of AoA-funded recreation programs and services. In some instances, local public recreation departments operated senior centers. In addition, a number of family service agencies set up departments on aging, and community welfare councils established information and referral desks to handle inquiries from the elderly and direct them to appropriate agencies for help.

During the Sixties, too, notably through the efforts of the OEO and voluntary agencies such as the Community Services Society, the aging benefited increasingly from legal and protective services. Recently, however, OEO's legal services suffered large budgetary cuts.

As in other functional areas involving the aging, however, these actions were fragmented. Promising demonstration or pilot programs were launched, but little or no effort was made to develop a comprehensive systems approach.

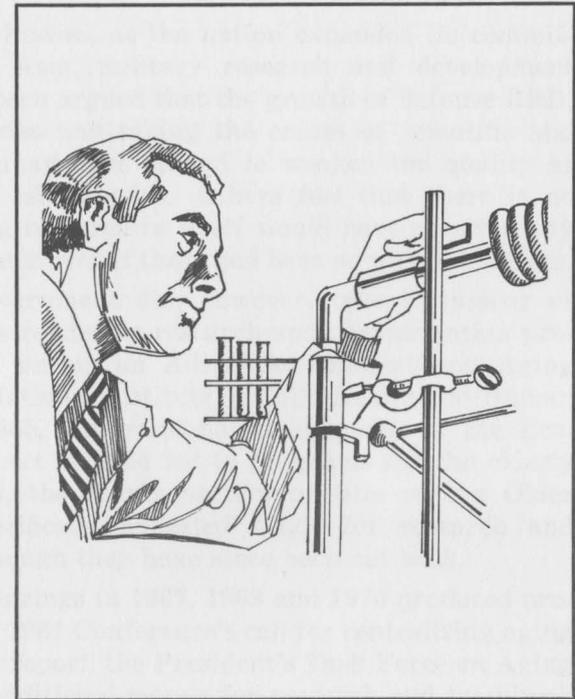
As Chapter III noted, the 1961 Conference paid only scant attention to consumer protection, an issue that has since become a dominant national concern. In 1970, Congress enacted legislation designed to prevent the unsolicited issuance of credit cards. In the following year, it passed the Fair Credit Reporting Act, which gives the consumer the legal right to obtain information about himself on file at any credit bureau or credit reporting service. In 1971, also, the President issued an Executive Order creating a Consumer Affairs Council within the Executive Branch. This agency is now actively involved in the Administra-

* For a discussion of other services recommended by the delegates—among them mobile food service, rehabilitation centers and day hospitals, see the appropriate chapters in the *Needs* section.

tion's current efforts to curb inflation through wage and price controls. The programs being developed are likely to have an impact on persons with fixed incomes.

Chapter XII

RESEARCH AND DEMONSTRATION



CHAPTER XII: RESEARCH AND DEMONSTRATION

The 1961 Conference met at a time when the scale of the Federal government's involvement in research and development programs was rapidly increasing, and when more than one-half of the research work contracted out to both industry and universities was directed toward the achievement of goals in "national defense" and space exploration.

The 1961 Conference produced 127 recommendations, which the NRTA-AARP Inventory distilled into 15 sets of recommendations covering three categories: organization and support; biomedical research; and social and psychological research. Underlying all the proposals was the Conference's call for a central national research institute to carry out stepped up programs of research and demonstration on the problems of the elderly.

Developments Since 1961

Throughout the Sixties, as the nation expanded its commitment in Southeast Asia, military research and development accelerated. It has been argued that the growth of defense R&D, by bidding up salaries and taking the cream of scientific and engineering talent, may have tended to weaken the quality of research in civilian laboratories. Others feel that there is no assurance that aging research in itself would have received any more attention or funds even if there had been no war in Vietnam.

The Federal government did, however, take a number of important initiatives related to research and demonstration programs. In 1963, it set up an Adult Development and Aging Branch within the National Institute of Child Health and Human Development. In 1965, Congressional amendments to the Economic Opportunity Act of 1964 led to programs for the elderly poor. And in 1965, the fourth section or title of the Older Americans Act specifically allocated funds for research and demonstrations, although they have since been cut back.

Congressional hearings in 1967, 1969 and 1970 produced proposals similar to the 1961 Conference's call for centralizing aging research. In its 1970 report, the President's Task Force on Aging also recommended additional money for research and training.* The most recent proposals for centralizing aging research are Senator Eagleton's bill (S. 887) for a National Institute of Gerontology, and Senator Williams' bill (S. 1925), the Research on Aging Act.

* See Chapter XIII, "Training."

A recent international conference on aging at Zurich raised many questions about the social, economic and political impact of increased longevity. The relatively recent Project Lifespan Conference, held at Santa Barbara, California, under the auspices of the Center for the Study of Democratic Institutions, elicited one expert's forecast that direct experiments on postponing aging (not death) will be possible in five years. Despite the obvious need for increased research, however, only 0.2 percent of present Federal outlays go to research on aging and the aged.

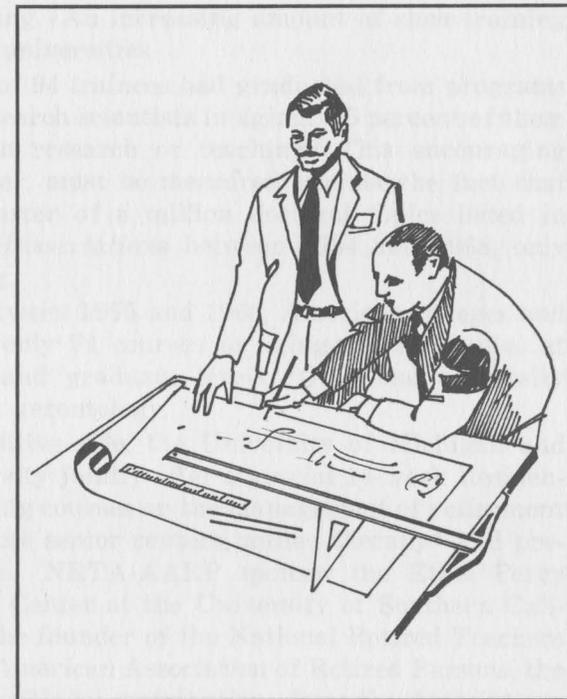
It is not simply a matter of Federal government conducting research, however. In a report published in 1970, the President's Task Force on Science Policy urged the Federal government to make a greater effort to stimulate research and technological innovation by private institutions, particularly in solving social, urban and environmental problems. In an important section, with thinly disguised references to the problems of converting from a war economy to a peacetime one, and obvious allusions to the aerospace industry, the report said: "Federal agencies engaged in conducting or sponsoring research and development activities should attempt to shape their policies with due attention to their possible economic implications, particularly including the transfer of technology from the immediate purposes of the agencies to other purposes and goals of the civilian economy."

NRTA-AARP's own contribution to research has taken the form of sponsoring technical papers by scholars on Social Security amendments, housing for the elderly, private pension programs and national health insurance.

CHAPTER XIII TRAINING

Chapter XIII

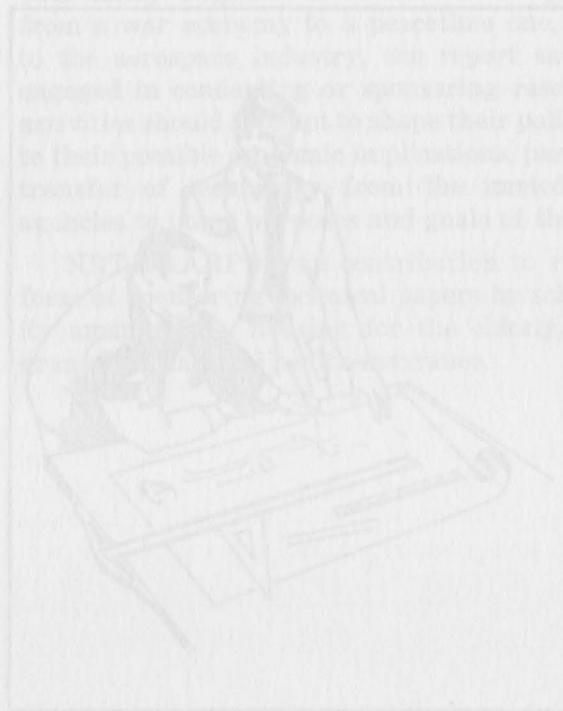
TRAINING



A recent international conference on aging at Zurich raised many questions about the social, economic and political impact of increased longevity. The relatively recent Project Lifespan Conference, held at Santa Barbara, California, under the auspices of the Center for the Study of Demographic Institutions, also has experts' forecast that direct experiments on postmenopausal (not death) will be possible in five years. Despite the obvious need for increased research, however, only 0.2 percent of present Federal outlays go to research on aging and the aged.

The 1967 report of a study of Federal government gerontology research, however, in a report published in 1970, the President's Council on Aging Policy urged the Federal government to fund a special grant to stimulate research and technological innovation by private institutions, particularly in solving social, urban and environmental problems. It is important to note, with things discussed references to the problems of covering from a war economy to a peacetime one and also of reference to the aerospace industry, the report said: "Federal agencies engaged in conducting or sponsoring research and development activities should attempt to shape their policies with due attention to their possible economic implications, particularly favoring the transfer of technology from the immediate purposes of the agencies to the broader goals of the civilian economy."

The report also noted that the country has taken the lead in gerontology research by sponsoring the National Security



CHAPTER XIII: TRAINING

Like the acute problems in research on aging that were evident in 1961, the paucity of trained professionals and para-professionals in the aging field posed another serious challenge to the first White House Conference.

The delegates passed 72 recommendations—7 as reorganized in the NRTA-AARP Inventory—focussing on training requirements, professional education and staff development.

Developments Since 1961

According to a 1968 survey, the Federal government supports more than two-thirds of gerontological training. A large part of this money comes from two branches of HEW: the Adult Development and Aging Branch of the National Institute of Child Health and Human Development; and the AoA. A third unit of HEW, the National Institute of Mental Health, also supports gerontological training. An increasing amount of such training is now centered in universities.

By 1969, a total of 94 trainees had graduated from programs designed to train research scientists in aging. 75 percent of them are now involved in research or teaching. This encouraging development, however, must be measured against the fact that of more than a quarter of a million doctoral topics listed in *American Doctoral Dissertations* between 1934 and 1968, only 667 dealt with aging.

Furthermore, between 1955 and 1966, American colleges and universities offered only 71 courses in aging-related studies at the undergraduate and graduate levels. Only one university trains generalists in gerontology.

On the more positive side, the University of Michigan and Wayne State University jointly offer a special 14-week Residential Institute, including courses on the management of retirement housing, multi-purpose senior centers, milieu therapy* and pre-retirement education. NRTA-AARP sponsor the Ethel Percy Andrus Gerontology Center at the University of Southern California. Named for the founder of the National Retired Teachers Association and the American Association of Retired Persons, the Center was made possible by contributions from the Associations and individual members. The Center, which provides an inter-

* Milieu therapy is a relatively new approach that treats patients, doctors, and nurses as members of a "therapeutic community" in which social control comes from the support each patient gives the other or from the group's disapproval of those who break the rules rather than from authoritarian edicts imposed from above.

disciplinary program, is now being expanded.

Universities also provide training through the Regional Medical Programs created in 1965. The Health Professionals Education Assistance Act of 1963 has spurred the training of medical professionals, and the Health Education Assistance Act of 1971 will pay medical schools a specified amount for each graduate.

As many economic studies have shown in recent years, employment in manufacturing has declined nationally, but jobs in the service sector of the economy have increased steadily. As service industries have grown, reorganization of professional jobs into simpler skill components that can be handled by paraprofessionals has become the conventional way of dealing with serious shortages of professionals in growing fields such as health and recreation services. The Allied Health Professionals Personnel Act of 1966, which was superseded by the Health Training Improvement Act of 1970, was designed to prepare paraprofessionals in the health field. No information is available on the number of trainees involved.

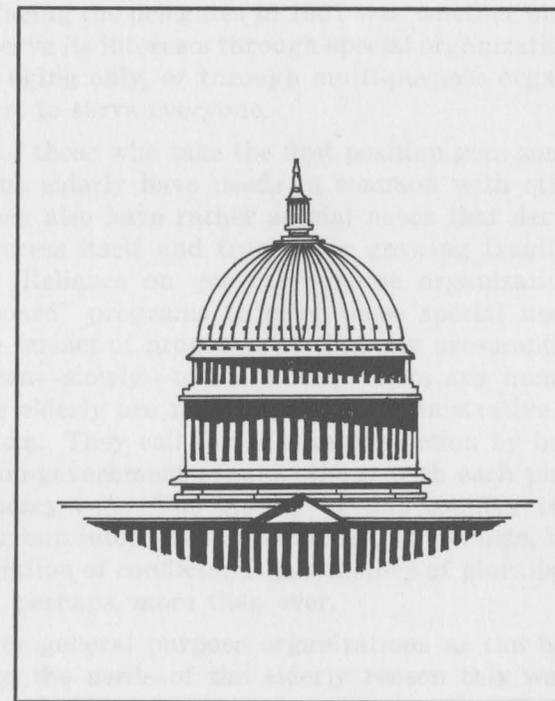
In the summer of 1967, as a result of an amendment to the Economic Opportunities Act, the New Careers program came into being. Now known as PACE, the program trains unemployed and low-income persons over 22 years of age for pre-professional jobs with a built-in career "ladder." Someone trained as an obstetrical aide, for example, might become an operating room nurse. The PACE program imparts these preprofessional skills in an intensive training regimen that includes 10 hours of classwork and 30 hours of employment a week at entry-level positions.

Despite the progress that has been made, experts foresee a need, by 1980, for 44,000 administrators of institutions; 38,000 housing administrators; 50,000 recreation workers; 1,600 social workers; and sizable increases in the number of openings for job counselors and librarians.

As evidence of the already acute shortage, 100,000 nurses and 50,000 doctors are needed now. Indeed, of the approximately one-third of a million persons now working in professional and technical occupations that serve the aged mainly or only, at least 80 percent have had no preparation for the tasks that they perform. Significantly, however, a high proportion of those persons being trained as gerontologists under government auspices are having difficulty finding jobs. This raises the important question: Does the problem lie in the type of training or in the field itself?

CHAPTER XIV GOVERNMENT AND
NON-GOVERNMENT ORGANIZATION

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In an article in *Technology Review* of June, 1966, political scientist Leonard Fein wrote: "I want no master plan, for any master plan must violate the self-discovered formulae of the limited community. . . . There is no one true city, and hence no one true plan. There are the cities of all our private songs, and the greatness of the challenge is to create that environment which will encourage all the singers. . . . We need less to change the songs and blend them into one as to hear music in the plural themes."

Despite the somewhat different focus of his article, Fein's insistence on "hearing music in the plural themes" is relevant to the 1961 White House Conference's concerns on government and non-government organization. One of the central and still unresolved issues facing the delegates in 1961 was whether older America can best serve its interests through special organizations that represent the aging only, or through multi-purpose organizations that purport to serve everyone.

The argument of those who take the first position goes something like this: The elderly have needs in common with other age groups, but they also have rather special needs that derive from the aging process itself and from their growing fragility and vulnerability. Reliance on general purpose organizations and "across the board" programs to meet those special needs can only dilute the impact of programs so that any presumptive benefits trickle down—slowly—to the elderly. Like any human needs, those of the elderly are not simply an administrative or bureaucratic problem. They call for substantive action by both government and non-government organizations, with each playing a proper advocacy role. The history of this country is a history of special group interests and identities, of conflicts, but also of the réconciliation of conflicts. It is a history of pluralism. This is true today, perhaps, more than ever.

Those who favor general purpose organizations as the best vehicle for meeting the needs of the elderly reason this way: Health, economic and other problems are not peculiar to the aged. Advocacy programs by government inevitably mean that the advocates will feather their own nests or simply become an organ for the special interest groups supporting them rather than meeting the needs of those whom they are ostensibly serving. Such programs invite the danger of excessive enlargement of

government power and responsibility and correspondingly weaken individual, voluntary and community initiatives.

Despite this basic underlying conflict, there was almost unanimity among the 1961 conferees in their conclusion that some form of central agency was necessary at the Federal, State and local levels to deal with the problems of the elderly. The delegates, who passed 87 formal recommendations and statements, were far less unanimous with respect to the form and type of organization required.

At the Federal level, delegates expressed differences as to whether the central agency should be an independent commission, a council, an expansion of existing special staff or a new unit within an existing department. The Conference did assert clearly, however, that the central agency should play a leadership role in determining policy and placing all Federal actions in a common framework.

The same degree of uncertainty characterized the delegates' approach to a central State agency, and there was an even wider range of differences on the appropriate organizational structure for local areas. Recommendations ranged from creating an agency under local government auspices or organizing it through voluntary effort, to setting up a community body that would include government and non-government agencies, institutions, interested individuals, and professionals in aging.

With regard to national voluntary organizations, the delegates proposed the creation of a permanent coordinating council of voluntary groups in the aging field, adding that representatives of voluntary groups should be included on advisory committees at all levels of government.

Developments Since 1961

In 1963, President Kennedy established the President's Council on Aging. The creation two years later of AoA was a quantum leap forward in Federal attention to the needs of the elderly. The Older Americans Act, which established AoA, also called for State Units on Aging and Federal aid to such Units. It has resulted in a network of State organizations, a direction most states had not yet taken at the time of the 1961 Conference. In fact, it was not until 1970 that all States, the District of Columbia, Puerto Rico and territorial areas had created Units. Today there are 55 in all.

Although some cities and counties had established organizations on aging before the 1961 Conference, the AoA provided

the main impetus for the expansion of local units that occurred later.

The AoA suffered the first of several setbacks in 1967 when a major overhaul of the Department of Health, Education, and Welfare snipped the direct line of authority between the Secretary of HEW and the AoA Commissioner. The HEW reorganization created a new Department of Social and Rehabilitative Service, and AoA became one of its five divisions.

Despite the 1969 amendments to the Older Americans Act that enhanced AoA's potential power, the agency suffered another blow last July, when two of its service programs—Foster Grandparents and RSVP—were transferred to the new Federal Agency for Volunteer Activities, now known as ACTION. Earlier, AoA's responsibility for reviewing and approving research and demonstration programs had been shifted to another unit of HEW.

The progressive downgrading of AoA prompted the Senate Special Committee on Aging to express concern for the agency's future and to note that "Congress intended AoA to be a strong force for older Americans." The Committee called upon the 1971 White House Conference to give thorough consideration to the fate of AoA, observing that the deadline for Congressional action to renew, modify or replace the Older Americans Act and AoA is June 30, 1972.

In 1970, when the President's Task Force on Aging recommended creation of a new Executive Office on Aging, it said that such an organizational change at the Federal level was indispensable "if the Nation is to achieve the goals set forth in the Older Americans Act. . . ."

Some of the problems facing the States and local communities parallel the organizational problems evident at the national level. Although every State in the union now has an agency on aging, few are working effectively and most suffer from the same problems that have afflicted AoA—low visibility, and limited power and influence. With few exceptions, the staffs are small and the available dollar resources meager. Among local organizations, the situation may be even more acute, reflecting striking variations in the system of government and in the depth of concern for the problems of the aging.

ABOUT NRTA-AARP

The National Retired Teachers Association and the American Association of Retired Persons are nonprofit, nonpartisan Associations with a combined membership of more than 3,200,000, the largest membership organization for older people in the nation. As such, they are increasingly called upon by Congressional committees and government agencies to fill a spokesperson role, not just for their own membership, but for 20 million older Americans. This strong leadership also is being expanded in the field of retirement preparation to help those approaching retirement to avoid the many pitfalls that faced America's first retirement generation.

It is the members of this first retirement generation—now in their mid-seventies to mid-eighties—who formed the founding-member nucleus around which NRTA-AARP have grown. When it became clear that retirement and America's response to aging itself were forcing the nation's older people to accept a devalued, outcast view of themselves, something had to be done. One of those who set out to reverse the trend was Ethel Percy Andrus, a brilliant and visionary woman who had just ended a 40-year career as teacher and principal in Los Angeles schools. In 1947, she organized the National Retired Teachers Association for retired teachers and school administrators. In 1958, she organized a sister organization, the American Association of Retired Persons, with membership open to all people past 55.

As set forth in their certificates of incorporation, both organizations are dedicated to aiding the aged in their needs—social, physical, economic and intellectual. They are further dedicated to studying the meaning of a longer life in a society which offers more and more free time, and to identifying those experiences that lead to life fulfillment in our changing society. To help create the new affirmative patterns for aging, the Associations established an outstanding group of publications, including the two bi-monthly magazines, *NRTA Journal* and *Modern Maturity*, and monthly news bulletins for both Associations.

NRTA-AARP gained very quickly the reputation for being pioneers and social innovators in their constant search for ways to improve every facet of retirement living. Their pioneering programs and projects relate to health, to conserving income, to employment opportunities, to leisure time activity, to new learning experiences for the mature, to community service oppor-

tunities at the local level. Constantly the Associations seek ways to expand both the range and the variety of these programs. For example—illustrating their long-range commitment to a better life for all older people—NRTA-AARP recently joined with the University of Southern California to build the \$4,000,000 Ethel Percy Andrus Gerontology Center, a unique research and training center now under construction on the USC campus.

The credo of NRTA-AARP is summed up in two short mottos: *Independence, Dignity and Purpose* and *To Serve, Not to be Served*.