

THE WAR ON POVERTY AS IT AFFECTS OLDER AMERICANS

HEARINGS BEFORE THE SPECIAL COMMITTEE ON AGING UNITED STATES SENATE

EIGHTY-NINTH CONGRESS

FIRST SESSION

Part 2.—Newark, N.J.

JULY 10, 1965

Printed for the use of the Special Committee on Aging



U.S. GOVERNMENT PRINTING OFFICE

51-348

WASHINGTON : 1965

For sale by the Superintendent of Documents, U.S. Government Printing Office
Washington, D.C., 20402 - Price 35 cents

SPECIAL COMMITTEE ON AGING

[Pursuant to S. Res. 12, 89th Cong.]

GEORGE A. SMATHERS, Florida, *Chairman*

PAT McNAMARA, Michigan	EVERETT MCKINLEY DIRKSEN, Illinois
HARRISON A. WILLIAMS, Jr., New Jersey	FRANK CARLSON, Kansas
MAURINE B. NEUBERGER, Oregon	WINSTON L. PROUTY, Vermont
WAYNE MORSE, Oregon	HIRAM L. FONG, Hawaii
ALAN BIBLE, Nevada	GORDON ALLOTT, Colorado
FRANK CHURCH, Idaho	JACK MILLER, Iowa
JENNINGS RANDOLPH, West Virginia	JAMES B. PEARSON, Kansas
EDMUND S. MUSKIE, Maine	
EDWARD V. LONG, Missouri	
FRANK E. MOSS, Utah	
EDWARD M. KENNEDY, Massachusetts	
RALPH W. YARBOROUGH, Texas	
STEPHEN M. YOUNG, Ohio	

J. WILLIAM NORMAN, Jr., *Staff Director*
JOHN GUY MILLER, *Minority Staff Director*
WILLIAM E. ORIOL, *Professional Staff Member*

CONTENTS

CHRONOLOGICAL LIST OF WITNESSES

	Page
Rodino, Hon. Peter W., Jr., Representative from New Jersey.....	402
Minish, Hon. Joseph, Representative from New Jersey.....	403
Krebs, Hon. Paul, Representative from New Jersey.....	405
Case, Hon. Clifford P., U.S. Senator from New Jersey.....	408
Reilly, Hon. Paul, deputy mayor, Newark, N.J.....	410
Hughes, Hon. Richard J., Governor of New Jersey.....	414
Danzig, Louis S., director, Newark Housing and Redevelopment Authority..	418
Stabile, Raymond P., chairman, Newark Senior Citizens Commission.....	420
Tyson, Cyril B., executive director, United Community Corp. of Newark...	424
Woodson, Assemblyman S. Howard, Jr., Mercer County, N.J.....	426
Bullitt, John C., director, New Jersey Office of Economic Opportunity...	430
Rothschild, Mrs. James S., executive director, SAGE (the Summit-Area Association for Gerontological Endeavor).....	436
Emmons, Edward, cochairman, Asbury Park Small Business Development Center.....	437
Malgieri, Vito A., representing the Committee on Older People, Council of Social Agencies, Newark, N.J.....	438
Henry, William, representing the Volunteers of United Hospital of Newark, Presbyterian Hospital Unit.....	441
Compton, James, president, New Jersey Council of Senior Citizens, accompanied by Jack Volosin, executive secretary.....	445
Van Walraven, Janet, program analyst, Health and Social Welfare Agencies, Paterson Task Force for Community Action.....	447
Schofel, Adeline, director, Monmouth Community Action Program, Inc., accompanied by George S. Stevenson, M.D.....	449
Toll, Joseph, director, Psychiatric Social Services, Marlboro State Hospital.....	451
Gault, Ethel, director of recreation, Trenton.....	451
Schweber, Sidney, community services director, Atlantic Human Resources, Inc., Atlantic City.....	454
Tonti, D. Louis, executive director, New Jersey Highway Authority....	454
Stalley, Marshall, assistant director, Urban Studies Center, Rutgers University.....	456
Hanson, Doris, administrative assistant, Roosevelt Hospital, Menlo Park, N.J. for Freeholder George Otowski, chairman of the Welfare Department, Middlesex County.....	460

STATEMENTS

Harger, Mrs. Eone, director, New Jersey Division of Aging.....	433
Holderman, Beatrice, director, New Jersey Rehabilitation Commission...	434
McGrath, Hon. Thomas C., Jr., Representative from New Jersey.....	409

ADDITIONAL INFORMATION

Appendices:

A. Government officials.....	463
Danzig, Louis S., director, Newark Housing and Redevelopment Authority.....	464
Stabile, Raymond P., chairman, Newark Senior Citizens Commission.....	465
Tyson, Chester J., Jr., State director, Farmers Home Administration.....	467
Whelan, Mayor Thomas J., Jersey City, N.J., represented by Conrad J. Vuocolo, director, tenancy, Jersey City Housing Authority.....	463
B. Community action program directors.....	468
Cooney, Rev. J. M., chairman, Northwest New Jersey Community Action Programs, Inc.....	486

Appendixes—Continued

B. Community action program directors—Continued

De Muro, Paul G., mayor, city of Passaic, department of public works	Page 488
Farrell, Gregory R., executive director, United Progress, Inc., Trenton, N.J.	495
Haughton, P. D., administrator, Office of Economic Opportunity, Camden, N.J.	482
Schofel, Mrs. Joseph M., director, Monmouth County Action Program, Inc.	482
Schweber, Sidney, community services director, Atlantic Human Resources, Inc.	469
Tyson, Cyril D., executive director, Newark United Community Corps	485
Van Walraven, Janet, program analyst, Paterson Task Force for Community Action, Inc.	488, 489
C. Organizations and individuals	496
Allan, Mrs. Lillian, Jersey City, N.J.	496
Bamford, W. Arthur, lieutenant colonel, divisional commander, the Salvation Army	496
Brown, J. Douglas, Princeton University	497
Chernow, Mrs. Gertrude, director, Volunteer Service Bureau for Retired Adults, Long Branch, N.J.	497
Delaney, Mrs. Thomas, president, Visiting Homemakers Association of New Jersey, Inc.	499
Diehl, George A., president, New Jersey Association for Adult Education	498
Diehl, Mabel E., department president, American Legion Auxiliary, New Jersey	498
Dooling, Rt. Rev. Joseph A., archdiocesan director, Mount Carmel Guild, Newark, N.J.	499
Eckhardt, Gertrude, executive director, Bergen County Tuberculosis and Health Association, Inc.	500
Fields, C. H., executive secretary, New Jersey Farm Bureau	501
Gerner, Edward, secretary, New Jersey Health Officers Association	501
Greifinger, Marcus H., M.D., secretary, Medical Society of New Jersey	502
Griesmann, Rev. Donald A., executive director, the Camden Episcopal Community Center	503
Hale, Mrs. Sallie, chairman, Creative Hands, Plainfield, N.J.	506
Harvey, Mrs. Lydia, director, volunteer services, United Hospitals of Newark	507
Hipp, Frederick L., executive secretary, New Jersey Education Association	507
Jacobson, Joel R., president, New Jersey State Industrial Union Council, AFL-CIO	507
King, Augusta B., executive director, New Jersey Tuberculosis & Health Association, Inc.	509
Merrill, Leland G., Jr., dean, College of Agriculture, Rutgers University	509
Nover, Leo, ACSW, executive director, Chr-ill Service, Inc., East Orange, N.J.	510
Nurock, E. C., O.D., New Jersey Optometric Association	511
Pactenhermet, Joseph E., vice president, board of directors, Newark YM-YWCA	515
Page, Mrs. Ruth H., executive director, State Federation of District Boards of Education, New Jersey	515
Rothschild, Mrs. James S., executive director, SAGE, Summit, N.J.	517
Shaw, Alexander H., general secretary, New Jersey Council of Churches	517
Stalley, Marshall, assistant director, the Urban Studies Center, Rutgers State University	518, 519
Vopelak, Rev. Joseph J., coordinator, New Jersey Catholic Conference on Educational and Economic Opportunity Programs	521
Williams, Olive G., president, New Jersey Retired Educators Association, Morristown, N.J.	522

THE WAR ON POVERTY AS IT AFFECTS OLDER AMERICANS

SATURDAY, JULY 10, 1965

U.S. SENATE,
SPECIAL COMMITTEE ON AGING,
Newark, N.J.

The special committee met at 10:15 a.m., pursuant to call, in the Friendly Neighborhood House auditorium, Edward W. Scudder Homes, 165 Court Street, Senator Harrison A. Williams, Jr., presiding.

Present: Senators Williams and Case.

Also present: Representatives Rodino, Krebs and Minish.

Committee staff members present: William E. Oriol, professional staff member; John Guy Miller, minority staff director; Patricia G. Slinkard, chief clerk; and Mary M. Keeley, assistant clerk.

Senator WILLIAMS. I wonder if we can get underway. We want to be sure that everybody listed gets a chance to help in the deliberations.

Today this committee meets to continue hearings begun by the committee chairman, Senator George Smathers of Florida, on June 16 and 17 in Washington, D.C. We learned then that our subject, "The War on Poverty As It Affects the Elderly," is now only beginning to receive the attention it deserves from our Office of Economic Opportunity.

The Director of the Office of Economic Opportunity, Mr. Sargent Shriver himself, told us that he is not proud of the progress made thus far. He asked the committee to help him find new ideas for the elderly. He suggested that a new title in the Office of Economic Opportunity legislation may be forthcoming if eight or nine practical ideas can be developed for programs. We are on the search for such ideas today, and we have come to a State rich in thought and action to help our older citizens.

Our Governor can be proud of an Office of Economic Opportunity program which has established good, solid battle lines in the war on poverty within just a few months. We will be talking more about that shortly.

Our communities can be proud of private citizens and trained professionals who have joined municipal or regional antipoverty organizations.

Our private organizations, served by volunteers and experienced workers, know what poverty means because they have faced this blight for years.

We have vast reserves of knowledge and enlightened optimism in this State, and we will draw from those reserves today for suggestions and examples that will help us build a total war against poverty in our home State.

To the Committee on Aging, it is understandable that the first powerful thrusts in the war against poverty should have been programs for youth.

We applaud the achievements, but we know that no effort will be a total effort if the elderly are ignored. They are among those hardest hit by poverty. Our older citizens, many of them excluded and isolated, need our attention, our understanding, and our action.

In order to receive maximum benefit from our visit to New Jersey, we have asked each witness to limit his oral testimony and supplement it, where needed, with written commentary for the record.

We have also written for statements from many community leaders, social service and church organizations, labor and business spokesmen, and many more. Their statements, when added in our hearing record to those heard today, will give us the facts we need to make our judgments.¹

I will limit my comments at this point so that we can get underway.

We are honored indeed that some of our State heroes are with us this morning. They were part of a great American victory last night when the House of Representatives about 10 o'clock passed the voting rights bill that has already passed the Senate. I might say that I was part of a group of Americans that moved America a great deal further toward equity for all of our citizens when we passed the Medicare bill along about 9:30 last night. [Applause.]

I would like to call first on the dean of our congressional delegation. We are in his district—well, we are close to his district. Mr. Rodino, the most distinguished dean of the delegation in Congress, our leader.

Congressman Rodino. [Applause.]

STATEMENT OF HON. PETER W. RODINO, JR., A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW JERSEY

Mr. RODINO. Senator Williams, my distinguished colleagues in the House of Representatives, State officials, all interested persons in this very interesting study on the war on poverty, and all you fine people, this may not be part of my district but it is a matter that is close to my heart. For that reason I am very pleased to have this opportunity to participate in these all-important field hearings of the Senate Special Committee on Aging.

You, Senator Williams, who have made such a lasting contribution; and Congressman Minish, I especially wish to commend you for this great study that you are making on the war on poverty as it affects the elderly. I know that these people and many people outside these halls will be grateful to you for these efforts and this very noble endeavor which affects so many of our communities who have long been forgotten.

¹ See app. C, pp. 463-522.

As we all know, during its short life the Office of Economic Opportunity has made outstanding strides forward, particularly toward coping with the unique problems of the poverty-stricken youth of our Nation. And yet, as we also know, the population explosion and medical progress have given our country a substantial, and significant, population commonly known as senior citizens.

The problems of our senior citizens are also unique; and, because the elements of hope and physical strength on which our youth can rely have often faded among the elderly, their problems are unusually complex. There has been progress in meeting these needs through low-rent housing and medical care for the aged. And the Congress took a giant step toward recognizing and combating these problems when it passed the Older Americans Act this spring. Establishing an Administration on Aging within the Department of Health, Education, and Welfare, the bill authorized millions of dollars in grants for community planning and coordination, demonstration programs, and training of special personnel for work with the elderly. I was pleased to support this legislation, which corresponded to my own Senior Citizens Act.

Old age induces so many hardships, but these are compounded many times over when the elderly live in poverty. And statistics show that a heavy proportion of the elderly suffer from lifelong poverty, on incomes drastically curtailed when they become too old or sick to continue in their jobs.

We now have the opportunity to coordinate two eminently worthwhile programs—to work out plans for cooperation in means and goals between the Administration on Aging and the Office of Economic Opportunity. Supplemented by OEO community action programs, existing private and public programs for the elderly can look forward to increasing effectiveness. Our own State's division on aging has performed a much-needed function with great competency. I congratulate our Governor and his director in this field. On the local level, here in our own city, the senior citizens bureau, funded through the OEO, now has its executive director and is ready to roll on numerous projects.

And so I welcome investigation of ways for the OEO to help the elderly. Its plans for our young people have been so encouraging. Certainly, it is equally important that its work not be open ended—that it not only help their grandparents today, but that it insures a bright future for the time when the young people of today become the senior citizens of tomorrow.

Thank you, Senator. [Applause.]

Senator WILLIAMS. I appreciate Congressman Rodino's continuing participation in these programs we hope to develop.

Now we will hear from Congressman Joseph Minish.

STATEMENT OF HON. JOSEPH MINISH, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW JERSEY

Mr. MINISH. Thank you, Senator. First of all I want to congratulate you and your committee for scheduling the hearing. I do not suppose anything we say here this morning will be as eloquent as the vote in the Senate yesterday on the medical care for the aged,

and, of course, we are equally proud of the House voting rights bill. These and the Housing and Urban Development Act and, of course, the Older Americans Act will benefit this vast segment of our citizens whose problems concern this fine subcommittee and the others here today.

Next week the legislation entitled the "Economic Opportunity Amendments of 1965" is scheduled to come before the House of Representatives. It will be a pleasure to vote for the continuation of the antipoverty program which I think we will agree has been soundly conceived and is being well and faithfully executed. This measure provides an authorization for the war on poverty program of \$1.8 billion for fiscal 1966 and extends the 90 percent Federal matching provision for 1 additional year. The legislation also modifies the Governor's veto, preserving his right to veto programs that are strictly Federal in nature, but limiting his review of those programs that are strictly local in nature and which are in compliance with the Economic Opportunity Act. I know this provision will present no difficulty to our able Governor and the State and local officials who have worked so hard to secure already impressive benefits for New Jersey. All of you have proved to be happy warriors in the war on poverty and I pledge my continued cooperation in this great cause.

The war on poverty, less than a year old, has been well begun. Never in peacetime history has such a large and complex program gotten underway in such a short period of time. This program is now beginning to emerge from its formative stage, and it is essential that it be kept flexible and adjusted in those ways that experience dictates will best serve our high national purpose and the need that exists.

Thus, these hearings are most worth while and reflect the alert, forward attitude that has characterized the committee's valuable activities in which Senator Williams has played an outstanding part.

As a nation, we have an obligation to do all we can to enable our older people to enjoy the better standard of life which their contributions, over a lifetime, have made possible. Elderly Americans of today are confronted with an especially difficult situation. The vast and revolutionary changes that have altered the shape of our society and of the world since their childhood have placed retired people today in more complex and very different circumstances than previous generations.

It is ironic that people who have lived through two World Wars and the cold war, plus the depression, find themselves noncombatants in a constructive war—the war on poverty. When we consider that one-half the aged couples have less than \$2,800 in annual income and little in the way of assets other than equity in their homes, and that the average aged person living alone now has an income of not much over \$1,200 a year, their need for better treatment in the antipoverty plans is evident. I know that many fine programs for the aged have been developed in our State and in our area, and their value points up the need for greatly stepped up activity to enable older persons to enjoy meaningful living.

People who have lived active and useful lives want to stay in the mainstream of society. They do not want to be relegated to a park bench, subsisting on meager social security benefits. Increased par-

ticipation in the antipoverty programs by our elderly citizens would not only alleviate their economic plight and increase their physical and mental well-being, but would enhance the effectiveness of the overall program. With imagination, ingenuity, and effort, I am confident that a truly purposeful program geared to the needs of the elderly can be devised.

Senator WILLIAMS. Another mainstay in our efforts to eliminate poverty is the third Congressman from Essex County, Paul Krebs, very valued new member who will be a Congressman when he is defined as a senior citizen.

**STATEMENT OF HON. PAUL KREBS, A REPRESENTATIVE IN
CONGRESS FROM THE STATE OF NEW JERSEY**

Mr. KREBS. Thank you very much for your optimistic appraisal of my life expectancy.

I want to say that I, too, want to join my colleagues, the dean of the house of delegates, Mr. Rodino, and Congressman Minish.

I do not have a prepared statement. I want to say first of all that I believe the Senate committee and its chairman, Senator Williams, are to be commended for recognizing the need for action on some of these problems. I believe that this kind of exchange of ideas is the way we learn to solve our problems and this is democracy in its truest sense.

I want to say one thing. I do not believe that either of my colleagues emphasized enough what took place in the House of Representatives last night. As of last night after a conference with the U.S. Senate it will be illegal in any State in this country, all 50 of them, to impose a poll tax as one of the requirements for voting. There will be no poll tax allowed for Federal elections, for State or local elections. [Applause.] Since Mr. Rodino was the author of the major part of this bill perhaps that is the reason he was so modest in reporting to you about it. I think our Dean Rodino is certainly entitled to a round of applause for the leadership he gave this fight. [Applause].

I do want to say that I firmly believe that the question of how we solve the problems of the elderly citizens in the county of Essex and the State of New Jersey and, yes, throughout the United States entirely, is a serious one that demands the hardest attention we can give to it.

I want to say first of all that I am firmly in favor of programs developed by the Office of Economic Opportunity and the rest of the Federal Government agencies whose job it is to devote their money and effort in the community projects. I believe it is fine that we have a youth opportunity program. I think it is equally imperative that we have an elderly opportunity program in the communities where the people are living on far less.

I am sure Mr. Minish will agree with me the statistics I read about the average income annually is the national average. If you come into a neighborhood like we are in now for a working class male you will even find that many, many, many of the elderly people, if not a majority of them, have incomes substantially below \$2,800 a year and substantially, yes, below \$2,000 a year, too.

I think something has got to be done. I believe we have got to fight for a question of public and private programs to solve this problem totally and permanently. I think that the legislation is needed on the National level and the legislation is needed on the State level to deal with this program.

I would like to also at this point read a short bit from a study that was reported on by the Secretary of Labor, Willard Wirtz, in the Washington Post on the 1st of July, and I quote:

**WIRTZ REPORT ASKS AID FOR OLDER WORKER—YEAR'S STUDY CITES
DISCRIMINATION, RISING PROBLEMS**

The Labor Department told Congress yesterday that major changes in the patterns of American life will be needed to achieve hiring on ability rather than age.

A report submitted by Secretary W. Willard Wirtz urges a clear, unequivocal national policy against hiring that discriminates against older workers. Ultimately, the policy would need legislation.

The report was based on yearlong studies of unprecedented depth. It is 78 pages long. It was prepared under a directive of the Civil Rights Act of 1964. Its title is "The Older American Worker—Discrimination in Employment."

In addition to discrimination because of race, creed, or color we are aware, particularly all of us here today, of the fourth kind of discrimination and that is discrimination because of age. I want to say this is going to get progressively worse. Don't look for any easy solutions, it is going to get progressively worse unless the Federal and State Governments combine their efforts to solve them. Why is this so?

First of all, we have now several million more elderly citizens who are enjoying the fruits of our progress in the medical sciences. I say for the medical sciences to prolong our lives and for the social sciences to fail to provide a way of enjoying these extended lives is in the final analysis quite meaningless. We have got to do something about making it possible to enjoy the 10 or 15 or 20 extra years that medical science has allowed us to have.

Let me talk to you about jobs and retraining because those are the very hard facts that have to be understood. In 1930 the gross national product, the total amount of goods and services produced in this country under the Republican administration of Herbert Hoover was \$50 billion a year. The gross annual product now under the Democratic administration in this country is running now at the rate of \$650 billion a year, the total worth and the gross national product, the things that are produced, the services rendered.

The important thing for you to bear in mind is the fact that this \$650 billion economy that we are enjoying in this country today is produced by only 36 percent of the population of this country. If you project the increase in productivity for the next 5 years at the same rate that did occur for the previous 5 years, you will find that by 1970 we will produce a gross national product in excess of \$700 billion by employing only 25 percent of the population of this country.

Now I ask you what is going to happen to the other 75 percent of the country who will still have to eat despite the fact that it has made such progress scientifically that we can only provide jobs for 25 percent of the people? I do not want to go into too many details because they are manifold but I do just want to close by continuing the couple of paragraphs from the story of the Labor Department's study of this important problem. I hope that during the discussion and question-

ing we can ask some questions that will bring some of these problems into daylight where we can see them and begin to deal with them.

I am quoting the last five paragraphs from the report on the study of the Secretary of Labor as to how they think we ought to be progressing in solving these problems. I quote:

The report said we may face this choice: Pay, as customers, a few cents an hour of the wages of an older worker and make him a producer, or pay, as taxpayers, "the full amount of his welfare upkeep" and get nothing in return.

Now I am sure you all agree with us that you would much rather be working and earning a living by your own strength and your own determination than you would be sitting home and collecting relief or welfare, would you not? [Applause.]

One of the surprising findings was the extent of the difference in education among older and younger workers. Among male workers age 45 to 54, for example, one-third of the whites and two-thirds of the nonwhites have not gone beyond the eighth grade.

The educationally disadvantaged people must compete for jobs against, for example, persons 25 to 34 only a few of whom, relatively, have not gone beyond the eighth grade.

Other findings of the report include these:

In the 30 States that do not bar age discrimination, half the job openings are closed to applicants over 55 and a quarter to applicants over 45.

Many age limitations are imposed without regard to their job requirements although older workers generally perform as well as younger ones. Finally, as new technology displaces older industry, plants and methods must find new training and new skills to equip them to provide the services that can be utilized in this country to make our lives richer and fuller and more meaningful.

In addition to commending Senator Williams—and I see Senator Case is here also—and my colleagues in the Congress and the leaders of the State agencies that are working with us and with you trying to solve these problems and certainly Mayor Addonizio and Paul Reilly, the deputy mayor, who I know are in touch with all of us quite often by phone trying to get some of these problems solved, I want to say this: that you are all old enough to know that there is not any Santa Claus and if you want to get something done about legislation that is going to give you a richer, more important life, you have to fight for it, nobody is going to hand it to you on a silver platter.

I think this meeting today is a good start. I implore you to keep on fighting because the more you fight the more will you share in the fruits of this country which have grown, as I said before, from \$50 billion a year to \$650 billion a year. I don't think you, and I don't think working people generally, have gotten a fair share of this increased wealth and income which this country is enjoying. But you can get it if you fight, and we are happy and willing to join with you in making that fight.

Thank you and God bless you. [Applause.]

Senator WILLIAMS. We have remarkable unanimity in our congressional delegation. All of your Congressmen and both of your Senators have been on these battlelines in voting for these programs continuing to try to improve them and help in every way. Your senior Senator is part of the solid unified congressional delegation.

Senator Clifford Case. [Applause.]

**STATEMENT OF HON. CLIFFORD P. CASE, A U.S. SENATOR FROM
THE STATE OF NEW JERSEY**

Senator CASE. Mr. Chairman, my colleagues in the House and my friends from this wonderful town, I am very honored to be invited to participate in this hearing. Unfortunately, it was scheduled at a time when I had three other engagements this morning so I have to leave you in just a very few minutes. I did want just to let it be known by my presence here how much I am interested in what the committee is doing, the work that Senator Williams is advancing and our recognition of the importance of these problems in this particular community which we have the honor and the great responsibility to represent and, as Senator Williams pointed out, the unanimity with which, regardless of party, we are approaching and attacking this problem.

Mr. Chairman, it is a very fortunate thing, that, in the Senate yesterday passed the medicare bill and our colleagues in the House passed a good bill on civil rights.

We come to you today after these two very significant happenings in Washington. My only desire, Mr. Chairman, beyond what I have said, is to present for the record a very brief statement in regard to this one phase of the Medicare bill, namely, providing high quality comprehensive nursing home care. I would like to insert that statement in the record at this moment.

It is particularly significant that this special U.S. Senate committee is meeting today on the problems of the aged. It shows that while our long effort to enact a Medicare bill is near successful conclusion, we are properly not satisfied that we have done everything that we can to help solve the problems of our senior citizens.

I am especially pleased that your committee's Subcommittee on Long-Term Care has made the question of nursing home care the main subject of its discussion in regional hearings next month. Nursing homes have an important role to play in providing adequate health care for the aged. This is recognized by inclusion in the medicare program of a provision for nursing home care for certain categories of cases. Indeed, the realization of the promise held out by the bill depends in large part upon the quality of care and facilities which will be provided by our nursing homes.

Yet we know very little about this whole field and its capabilities for fulfilling the role envisioned by it under the bill. Accordingly, I introduced an amendment which the Senate accepted to provide for an early and comprehensive study of nursing home care as it relates to medical care for the aged under social security. Put simply, my purpose was to get action started now to assure that both high quality care and adequate facilities will be available when the program goes into operation on January 1, 1967.

The first need is for information. Our present information is at best sketchy and incomplete and, what there is of it, is frequently out of date.

According to the best information I could get, there are about 23,000 "nursing homes" of all varieties in the United States. These include approximately 9,700 "skilled care" homes which provide a loose combination of convalescent and custodial care. The remainder

vary from the well-equipped home for custodial care to plain boarding houses.

Only about 50 percent of these "skilled care" homes—and this is the type of home necessary to provide the curative and rehabilitative care covered under the bill—employ registered nurses full time, according to a Public Health Service survey I have seen. Yet one of the conditions a nursing home must meet to be included in the medicare program is that it have at least one full-time registered nurse on its staff. In view of the present shortage of registered nurses, it is fair to ask how the shortage will affect the quality of care the program contemplates.

I fully support the extended care program provided by the bill.

But we must not expose our people to the dangers of inadequate care, fire, and deplorable living conditions and the atmosphere of hopelessness they breed.

The way to avoid this situation is to move now to overcome the weaknesses of the nursing home field and to strengthen its resources.

Thank you very much. [Applause.]

Senator WILLIAMS. The folks from the staff of the committee in Washington have spent considerable time here, and the cooperation has been complete. To all of you we certainly are pleased indeed that arrangements were made to meet at the Friendly Neighborhood House.

I am sure you would like to pause now and meet some of our friends from the Scudder Homes who have the Friendly Neighborhood House here. As I understand it, this is the choir in the front row. Are you girls going to entertain us with a selection at this time?

(The choir sang two selections.)

Senator WILLIAMS. Thank you very much, ladies. That was magnificent. [Applause.]

Senator WILLIAMS. We will at this time insert a statement by Hon. Thomas C. McGrath, the Representative of the Second District in Congress.

STATEMENT OF HON. THOMAS C. McGRATH, JR., A REPRESENTATIVE IN CONGRESS
FROM THE STATE OF NEW JERSEY

Senator Williams, I am pleased at the opportunity to participate in this important hearing on the war on poverty as it concerns the elderly.

I have the honor to represent New Jersey's Second District, a three-county area in the southern section of our State which is ideally suited to accommodate retired individuals and families.

Within the past 5 years, the number of senior citizens who have retired and moved into our district to make their permanent homes has risen tremendously and a further influx of elderly people is happily anticipated.

As a result of the obvious trend toward retirement living in southern New Jersey, a large number of projects have been devised—some already completed, others in the process of construction and still others awaiting approval—for housing senior citizens in our part of the State.

In Atlantic City, the largest community in the Second District, housing for the elderly is being provided with the help of the Federal Government through a variety of projects. Other such projects have been started or approved in Cumberland and Cape May Counties.

It is well established that the incomes of the elderly are generally substantially lower than those of other families and senior citizens do not have the ways and means of increasing their incomes, as do younger families. Many of the elderly in our district cannot afford decent housing. In this connection,

the rent supplements authorized in the housing bill recently adopted by the House of Representatives will be of inestimable help to many senior citizens in our district.

In the Second District, particularly in the Atlantic City area, there are also many private facilities for aiding low-income senior citizens. These excellent existing facilities are a veritable gold mine of both action and thought.

These private programs can serve tremendously valuable functions in cooperation with OEO-sponsored community action programs, such as providing employment interviews, referral of volunteers to worthy projects, help for rural areas and in helping secure better housing for the elderly.

It is tremendously important that private and public programs of assistance to the elderly be accomplished in concert—not in competition—with one another. Well-planned community action programs can assure that there is no such wasteful competition. As more and more senior citizens come into an area such as ours, and as both private and public programs expand to keep pace with the influx, this assurance of cooperation becomes more and more important.

The high and growing number of elderly in the Second District has made the passage of the Medicare Act assume overriding importance. It is impossible to estimate what percentage of the senior citizens in our area will benefit from medicare provisions, but one can be certain that some of our elderly will not. Provisions must be made for them, too. The Office of Economic Opportunity, and authorizations provided under the Older Americans Act can assure medical care for all our elderly.

With the incomes of most senior citizens fixed, and with prices of commodities and services continually rising, it is possible that elderly persons not now in the "poverty" category may eventually fall within it. We must, therefore, concern ourselves with the future as well as the present in considering assistance to the elderly in the war on poverty.

OEO programs directed to American youngsters of low-income families are already making their effects felt. However, adequate attention must also be given to low-income senior citizens. The OEO is still young, and, as Senator Smathers remarked a month ago in a similar hearing, it can still adjust its approach to the elderly, and no doubt will do so quickly and successfully.

Most of America's senior citizens have made substantial contributions to their country during their productive years. They deserve to live their autumn years in whatever security our country can make possible for them. I feel sure the OEO will not be found wanting in this regard, and the low-income elderly in the Second District will surely benefit from its programs as they evolve.

Senator WILLIAMS. Deputy Mayor Paul Reilly will greet us on behalf of Mayor Addonizio, who is detained on another activity this morning.

Deputy Mayor Paul Reilly.

STATEMENT OF DEPUTY MAYOR PAUL REILLY, NEWARK, N.J.

Mr. REILLY. Thank you very much, Senator.

Senator Williams, Congressman Rodino, Congressman Minish, Congressman Krebs, before I start I would like of course to congratulate Senator Williams and our illustrious Congressmen on behalf of the 60,000 or so senior citizens of this city for that wonderful vote that we read in this morning's newspaper. We are all very, very proud of the Senator from New Jersey and our fine Congressmen from the 10th, 11th, and 12th Congressional Districts. We are certainly very, very proud and thank you very, very kindly.

I would like at this time to make the following statement before the U.S. Senate Special Committee on Aging on the "War on Poverty as It Affects Older Americans," here in the city of Newark.

Our Nation is engaged in a war against poverty. This war, to be won, must be a total war, using all of our Nation's resources to root out, from all segments of our society, the causes and effects of poverty.

Such a war needs to strike out at the poverty that afflicts the urban and rural, the male and female, the white and the nonwhite, the young and the old.

"Break poverty" is the battle cry heard from communities all through the country. It brings forth a wonderful picture of young people freed from forces that have held back their progress and that of their fathers for generations past. It is a hope for the future.

But, how about fathers of generations past? The poor who have grown old, and their kin, the old who have grown poor—they, too, need the chance for a better life cradles in the promise of the war against poverty, and their need is urgent for their future is now.

The extent and the spread of poverty among senior citizens is such that in addition to sound economic, moral, and social reasons, we have to deal with this condition to stop its contagious spread among other age groups. We must give the young an ideal—a living image of dignity and personal worth to strive toward, if we wish to see our young people mature into proud older people.

In Newark, we are planning in this direction. The Newark Senior Citizens Commission proposal which is now being readied for submission to the Office of Economic Opportunity contains among other things the following:

To employ older people as aides to work with very young children. This project will employ older people in a variety of institutions and agencies to provide the personalized services which can improve the present and shape the future for children. There is already a significant body of evidence to support the value of involving older people in such service.

The project calls for recruiting, training, and employing older people in a variety of institutions which serve children. The project will demonstrate the significance of income from part-time and, occasionally, full-time employment in alleviating some of the economic problems of senior citizens. For them, the project will demonstrate the values that come from again being needed and having responsibilities after a period of retirement, or after a lapse of time since raising their own children.

The project will show, too, how the children who are served by the older people benefit from the specific service rendered them and from the personal contacts that develop.

There is considerable evidence that one of the greatest deprivations of infancy and early childhood is lack of a warm, affectionate relationship with at least one adult.

Further, there is impressive testimony as to the relationship between cultural deprivation and the school dropout. The majority of dropouts come from families of the lower socioeconomic categories where cultural background is limited and education viewed with indifference or distrust, if not open resentment.

In addition to the children who need the warmth and friendship of an interested adult to help turn their paths in the direction of greater hope, there are thousands of other children of the poor for whom the proper care can mean a chance for recovery, for health, for survival. These are the young children found in the pediatrics wards of general hospitals, in institutions for the mentally ill, in homes for the chroni-

cally disabled, founding hospitals, orphanages—all centers for children abandoned by health, kin, and hope.

In large metropolitan areas, the number of young children in mental hospitals, chronic disease hospitals, in schools for the retarded, and other such institutions are great.

Our next project is Neighborhood Rehabilitation Corps. This corps, made up of members of a designated deteriorated neighborhood, will work together to improve their neighborhoods by—

(1) Forming block clubs given to organized activities, supervised by a group worker with neighborhood rehabilitation senior and junior corpsmen;

(2) Acting as babysitters for working mothers;

(3) Organizing and teaching better housekeeping and homemaking habits; and

(4) Advising tenants and landlords as to the city building codes.

Our next project involves senior citizens and neighborhood youth corps enrollees in seeking out and locating isolated older persons.

In an affluent society, the aging are entitled to avail themselves of opportunities to meliorate their economic, social, and psychological condition and to thus elevate themselves above the poverty level. For if the older individuals remain deprived, the entire community will reflect this deprivation, materially, emotionally, and culturally.

Findings indicate that if the older person is to remain an active and contributing citizen, and play a productive role in community betterment, a program must be developed which will promote this achievement. The alternative which professional workers, sociologists, anthropologists, social workers, government workers, public health officers, and so forth, have noted and reported on, is a continuing withdrawal of the older person from active participation in life around him.

This project, which involves the Newark Conservation and Rehabilitation Committee and the Newark Senior Citizens Commission, aims to seek out and locate the older isolates of the community, who through lack of knowledge of the community's resources and their own apathy are disengaging themselves physically and mentally from the community for lack of adequate social contacts, mental stimulation, and the preservation of existing strengths.

We hope to assist the ambulatory aging to acquire new skills or improve existing skills in order to help them make maximum use of their own capacities.

To form a Neighborhood Senior Citizens' Corps as a parallel development to the Neighborhood Youth Corps. This corps would become the fountainhead of greatly needed services both to the aging and to young people.

As young and older people meet regularly to socialize and work together, benefits accrue to both age groups. Discussions and shared responsibilities can help to dispel the stereotypes about aging so frequently entertained by the young. As young people are helped to perceive the aging as creative, productive members of the community, older people themselves in turn can experience a sense of inner integration in the recognition that their skills and talents are contributing to the training and education of the youth.

A few of the services young people will perform are—

(1) Serving as escorts so that the elderly isolated individual can increase his life engagement by becoming acquainted with educational and recreational facilities.

(2) Accompanying older people to clinics when walking is difficult.

(3) Friendly visiting.

(4) Shopping, cooking, and rendering other housekeeping and home help services.

(5) Reading to the homebound in order to enrich the lives of those whose vision is failing or whose lack of educational opportunity has a constricting influence.

(6) Babysitting so that young adults can be helped to engage in other community projects.

(7) Letterwriting.

(8) Giving help with personal care (shaving, hair cutting, mending, bathing).

(9) Acting as aides in afterschool study clubs; helping with remedial reading, study habits, accent correction, and so forth.

The active older people involved in this project will form the Neighborhood Senior Citizens Corps, a parallel group to the Neighborhood Youth Corps. The senior action worker program seeks to supplement low incomes of older people by promoting employment, particularly part-time employment. It prompts the recruitment, counseling, and job placement of older workers. It especially bolsters the income of those receiving modest pensions and the elderly who had not worked sufficient quarters of covered employment to be eligible for social security.

It provides a clearinghouse of part-time and some full-time employment for local community agencies and institutions, private households, and business firms.

The following are some of the types of jobs—part time and full time—which will be developed: Gardening for public housing, highways, parks; guards and guides; inspectors of consumer frauds and health hazards.

In closing I would like to say the Newark Senior Citizens Commission will also contain a "preventive programs." Studies have indicated that displaced workers who call themselves old—regardless of their actual age—tend to remain unemployed much more than workers who call themselves young. Like the general society around them, they, too, feel that older people are not as good as others, so why try very hard to find employment? These, ladies and gentlemen, are men and women in their forties and fifties. Here is the critical period during which the potentials for poverty in the truly older years can be made or broken. Many persons not within the poverty level in the 45 to 55 age group frequently move into it as they move into old age. It is important to break the poverty cycle at this point. The commission is working on an on-the-job training program for persons in this age group.

Ladies and gentlemen, my emphasis has been on fulfilling our Nation's basic tenet: the right to work, with equal opportunity for everyone. The opportunity to continue to contribute to the community life of this Nation must be made available to everyone, regard-

less of age, religion, national origin, or sex. Anything which implies the scrap heap approach to our older citizens is callous, immoral, and incredibly shortsighted.

Thank you, Senator. [Applause.]

Senator WILLIAMS. Thank you, Mr. Reilly.

It is known throughout the country that the economic opportunity program we have here in New Jersey is considered one of the best in the Nation; as a matter of fact, just last week the President of the United States said exactly that. We are honored today to have our chief executive, Governor Hughes, who in large measure is responsible for this most responsive, effective, energetic, imaginative State program.

Governor HUGHES. [Applause.]

STATEMENT OF HON. RICHARD J. HUGHES, GOVERNOR OF NEW JERSEY

Governor HUGHES. Thank you very much, Senator Williams.

Mr. Chairman, Members of Congress, Deputy Mayor Paul Reilly, other distinguished guests, ladies and gentlemen, first of all I want to tell this distinguished committee how very pleased I am as Governor of New Jersey that this State has been selected as the site of its first field hearings on poverty among senior citizens. I fully share your deep concern for the acute problems of the older poor that have impelled you to hold these hearings. I share your dismay at the scope and persistence of this type of poverty, and your determination to take strong remedial action against it.

I would like to extend my thanks to Mr. Louis Danzig, director of Newark Housing and Redevelopment Authority, who permitted me to appear next on the program although he was supposed to be the next speaker. I do not know where he has to go, but I have to go to Bergen County and Mercer County and many other places during this hot day. I appreciate it very much. I would also like to thank you, Senator Williams, for hearing me out of turn.

I don't suppose that anything that we say here today can be as eloquent as the action taken in Congress under the leadership of our great President. We appreciate the full and active, militant cooperation of the dean of our congressional delegation, Congressman Rodino, and his colleagues in the House, Congressman Minish and Congressman Krebs, who have truly represented the people in the districts which are afflicted by such great urban problems.

I have also been asked to recall that the talks here today, and I know they will be informative and interesting, really are not as important as the actions on medicare last night and the voting rights bill. This was the most thrilling news under the drive and leadership of our great President and Vice President Humphrey. I cannot tell you how proud I am of those majorities in both the Houses of Congress who are proceeding in a march toward America's future which was begun so many years ago when Franklin D. Roosevelt was President.

You were going to hear from Mrs. Irene Smith, the distinguished State director of the National Association for the Advancement of Colored People. Mrs. Smith just telephoned me from Woodbury and asked me to extend her apologies. She is deeply concerned with

the commencement of a poverty project in Port Norris, a very forgotten part of New Jersey—but not forgotten by many people, including Mrs. Smith, and my administration, if you please, and John Bullitt, the director of the war on poverty. Mrs. Smith is unable to be here because she is in the field doing the work that you would be wanting her to do.

The grim statistics of poverty among the aged of New Jersey bear witness to the need for such action. As Director John C. Bullitt of our Office of Economic Opportunity has indicated, 37 percent of our older husband-wife families have incomes of less than \$3,000 and 59 percent of older single persons have less than \$1,000.¹ These are really shocking statistics. Just think of that. Poverty among the aged is one of the most bitter forms of poverty, different from the other kinds of poverty. Its victims have not received sufficient benefit from the social legislation of the last three decades, though it was intended to make it possible for Americans to age with both security and dignity. The problems of older Americans remain and they are not readily susceptible to attack—even by the war on poverty in its present form.

A magnificent start has been made in the 10 months since New Jersey communities undertook the antipoverty campaign. No State can show a better record of mobilizing its resources and achieving results. More than 58,000 disadvantaged young men and women, pre-school children, and migrant laborers are already directly engaged in programs designed to make them full participants in society. But the older poor have been affected very little. They continue to suffer not just from physical deprivation but also from what Michael Harrington calls a "structure of misery and loneliness." We must, and we can, get them out of that structure and into the light of the independence, dignity, and security to which they are entitled.

Current Federal legislation will make a sizable start in this direction. The passage of medicare finally will remove much of the disastrous impact of serious illness and hospitalization costs. The omnibus housing bill, with its expansion of opportunities for low- and moderate-income housing for senior citizens, is similarly welcome. And the Older Americans Act has the potential to improve services significantly for the older poor in many communities.

Yet these measures alone, it seems to me, are not enough. We must face the inescapable fact that poverty is first and foremost a lack of money to cover basic needs. No one suffers more in this respect than the older poor. One thing is clear: Without marked improvements in income maintenance policy, the war on poverty cannot be won. I believe that a total reappraisal of the adequacy of social security and old-age assistance is now in order. Some of the older poor would benefit substantially from a liberalization of restrictions on employment earnings. Many others require a far more extensive program of benefits—one which can provide a modest but adequate standard of living. The 7 percent increase in social security proposed in the bill passed by the House is only a first step toward this standard.

Another vital area of concern is the Economic Opportunity Act, whose potential to assist the older poor we must exploit more fully. It is a matter of pride and joy to me that the director of the New

¹ See statement, p. 430.

Jersey Office of Economic Opportunity—and I know John Bullitt—is going to squeeze every possible resource out of the poverty projects, out of the poverty concept, on behalf of these who are old and poor among us.

The U.S. Office of Economic Opportunity has now begun actively to support aggressive and imaginative programs for the older poor, not in competition with ongoing antipoverty efforts but in concert with them. Now that the U.S. Office of Economic Opportunity has embarked on this course, our community action programs will be able to increase on a large scale their current limited efforts on behalf of the aged poor, and they will begin to make the same kind of impact that their youth programs have already achieved. That is, they will provide the older poor with a whole range of opportunities to help themselves.

I consider this purpose nothing less than a moral imperative. This is a matter of conscience—these are our fathers, our mothers—in any kind of decent moral perspective. To achieve it we must adopt the spirit and tactics of community action and bring all available resources, public and private, to bear.

One vital resource is our experience in the field of low-rent public housing for the elderly, where New Jersey has set the pace for America. As of 1964 the State had one-fifth of all of this type of housing in the country.

Another resource is the State plan now being developed by the division on aging to take advantage of planning and demonstration funds available under the Older Americans Act. And there are other resources, including the expertise of State agencies, private volunteer groups, senior citizen organizations, and, of course, community action programs. I want to see the forging of all of these elements into a powerful coalition whose credo is that poverty among our aged is intolerable and whose purpose is to eradicate it, and mighty fast at that.

The first task of this coalition is to attack perhaps the most tragic aspect of poverty among the aged: the involuntary isolation forced upon thousands of our older citizens. Some sociologists have applied a neutral term to this condition. They have termed it “disengagement”—disengagement from the world. But they are wrong, for isolation is not a neutral phenomenon. Isolated older poor people are confined to a prison of loneliness and despair where everyone has forgotten them, a prison where needed medical services and the amenities of life are usually absent and where the last spark of hope to escape into the world of companionship and fruitful activity is inexorably extinguished. We have forgotten about the isolated older poor because they cannot even protest their misery. Their tragedy is that they are not just invisible, but inaudible as well. Men like these Congressmen; President Johnson, Vice President Hubert Humphrey see them and they hear them and they are going to help them.

I propose, as our first order of business, to end the isolation suffered by so many of our older poor. We must have an inventory of the isolated; we must search out the isolated wherever they are. Then we must design and implement the spectrum of rehabilitation and opportunity programs that will enable them to return to satisfy-

ing and productive lives—to participate in an America that is in so many ways perpetually young and prosperous.

Our coalition of forces must also begin to attack other serious problems of the older poor. One critical area is job development. Three years ago New Jersey became one of the first States to prohibit arbitrary discrimination in employment on the basis of age. But we have far to go in job identification and placement for the older poor. I have been encouraged by reports of the New Jersey Highway Authority¹ experiment, which for several years has hired senior citizens, some of them among the older poor, as part-time toll collectors for peak-hour traffic. This concept of hiring part-time employees from the older poor to assist in peak-hour operations may relate very closely to the needs of many business enterprises. If so, it could provide a real boost to employment opportunities for the older poor. We must undertake a systematic study of further possibilities of this nature.

The pivotal point in all of our efforts will be the support available under the Economic Opportunity Act. Once again let me point out the importance of the U.S. Office of Economic Opportunity displaying the same vigor and dynamism in support of programs for the older poor that have characterized its efforts to date on behalf of other disadvantaged groups.

I hope that there will be a very powerful coalition of those who possess the needed resources to work in true community action among our aged. I now call upon all individuals and groups who share our concern for the severe problems of our older poor to join actively in that coalition.

Our task is clear. Let us take remedies and steps to fulfill the needs of all citizens, young and old. As Governor of that kind of a State I am very impatient to begin. I pledge the full support of the State government of New Jersey in this urgent national endeavor.

Thank you very much, Senator. [Applause.]

Senator WILLIAMS. I am certain that all of the citizens of this State are grateful indeed for Governor Hughes trying to even inventory poverty where it is found in our State and in dealing with it as effectively as we can. This committee will have an on-going study of possible programs. You can count on your Governor to submit from time to time reports of the progress I know we are going to have.

We will excuse the busy Governor with our thanks. [Applause.]

(The Senator addressed the following questions to Governor Hughes in a subsequent letter:)

(1) You mention an "inventory for the isolated." Would you do this through local community action programs, a special Bureau of the Census contract to cover the entire State, or some other arrangement?

(2) Does the State have any plan for the kind of study of employment opportunities for the older poor which you describe? Could the State develop such a plan if funds for a modest staff were provided?

(The Governor replied:)

* * * I have discussed the inventory of the isolated with John Bullitt. My feeling is that it could be handled better by local community action organizations than by a Census Bureau contract. An inventory could be a component of the

¹ See related statement, p. 454.

service center or a senior citizens employment program funded under the Economic Opportunity Act or the Older Americans Act.

With regard to promoting employment opportunities for the older poor, I believe that the New Jersey State Employment Service is both willing and able to do more effective work. One important program for citizens over 45 is already underway, the professional placement service in Newark, but this is of minor value to the poor among our older citizens. Planning on this matter, as on other projects concerning the older poor is now in process at the New Jersey OEO and other State agencies concerned. * * *

Senator WILLIAMS. We will return now to representatives from the city of Newark. First, a man that I have enjoyed working with in my work on housing, one of the national leaders, as a matter of fact, in the various Federal housing programs that means so much to so many things, Lou Danzig, director of the Newark Housing and Redevelopment Authority. [Applause.]

STATEMENT OF LOUIS S. DANZIG, DIRECTOR, NEWARK HOUSING AND REDEVELOPMENT AUTHORITY

Mr. DANZIG. Senator Williams, Congressman Rodino, Congressman Minish, Congressman Krebs, our three beloved Congressmen—I say beloved because they are always ready and willing to give an ear and a helping hand to all people. These four gentlemen before you have been consistent leaders and have had perfect voting records in housing and urban renewal. While this is not a political thing, I think that all of us need to know that and remember it well.

Ladies and gentlemen, the Housing and Redevelopment Authority of the city of Newark recognizes the importance of this committee and its missions in the city of Newark. It is significant that you members of the committee have chosen a public facility, the Friendly Neighborhood House, for this important hearing.

Public housing as far back as 1937 has been and continues to be an attack on slum and housing poverty. The housing authority now houses 10,700 families, comprising 40,000 people, thousands of whom classify as senior citizens. We have, because of the legislation that these gentlemen have passed in the Congress, 2,000 additional units which are about to be constructed.

After 23 years in the business of housing we have long since concluded that brick and mortar alone are not enough. We have, for example, recently found the need, and seize the opportunity, to help the young in our housing developments. With Federal aid, we are now in the process of employing 700 youths between the ages of 16 and 21, in the Neighborhood Youth Corps and 500 additional youths between 16 and 30 years in the program of the Office of Manpower, Automation, and Training. This allows an expenditure of over \$1 million for use in public housing, representing 9 percent of the dwellings in the city of Newark, but there is nothing in these projects, because of lack of funds, for our 4,000 senior citizens.

We are concerned that these Americans of mature wisdom will be able to spend their twilight years in security and dignity and not in deprivation and fear. We believe that in an affluent society we can move forward to the day when with advanced years will come assurance of personal security and enjoyment.

In this age of plenty with the Nation richer than ever before in history, we have the means and we have the duty to solve the problems of want among the elderly. It is predicted that there will be 25 million senior citizens over 65 by 1980 and it is urgent that we provide these opportunities now. The opportunity to participate in the growth of our communities must be made available to everybody regardless of race, religion, or age. For too long have we confined our older citizens to a life of inactivity.

The housing authority is now engaged in a war on poverty, the subject of today's hearings. We are under contract with the Department of Labor to retrieve some of the youth of our housing community from juvenile delinquency, unemployment, and hopelessness, the great vicious cycle of poverty, and turn it into a constructive spiral, a place for growth and self-improvement.

It is noticeable that the antipoverty groups up to date have been concentrating heavily on the causes and conditions of poverty among our youth. However, there are many who suffer from poverty because they are too old to work and too young to die. Many of our senior citizens were not born poor but have been made poor by inflation and other changes in our economy.

The Economic Opportunity Act and the Manpower Development Act do not give sufficient recognition to the changing element of our economy as they affect the elderly. We need more tools to do something meaningful about the standard of living of those who are in retirement. We are looking forward to enactment of a basic hospital insurance program and a more liberal social security plan. I do not think it would be inconsistent with a trend toward earlier retirement in the major industries of this nation to reduce the need for voluntary retirement to age 60 or even less for these basic improvements.

Last night's adoption by Congress of a medical program enables the senior citizen to look forward to assuming his rightful place as participating members of this community. I urge Congress to give even more attention to the housing programs for retired people, and more particularly to assistance with the provision of more on-site community facilities and social and medical services for the elderly.

We support the concept of rent supplements for senior citizens, including those displaced by Federal, State, and local clearance activities. This does not, however, redeem the demand for new construction of housing at rentals which older people can afford to pay. There should be a variety in the structures with the first patterns of living including the integration of age, social and economic roots. There must be easy accessibility of the community centers, health services, educational assistance, and shopping areas.

I have made brief reference to the Economic Opportunity Act and its impact on the older Americans living in poverty. The rate of poverty is higher in the over 65 group than at any other age group. The elderly are the most hopeless of the poor. The doors of employment have been shut and inflation has diminished the purchasing power of their fixed incomes. We must also make a greater effort to assist them through consumer education to make their dollars go further.

The talents of the elderly can be used to bring hope into the lives of youth as well as their own contemporaries. There is a place for the wisdom and the maturity of the elderly as teacher aids, counselor aids, homemakers, and companions. We must provide for these services, and in a variety of ways the elderly can become involved.

The war on poverty must be expanded to involve the elderly. The war cannot be won until we focus attention on our older citizens, who make up 50 percent of those living in poverty. Dollars—that is all we talk about; that is all that is required. You gentlemen of the Congress have it within your power to make those dollars available. In conclusion, we cannot afford not to spend for these programs; our entire structure, our entire society will be destroyed as in the past other great societies have been destroyed.

Thank you. [Applause.]

Senator WILLIAMS. Thank you, Mr. Danzig. Many questions come to mind but we have many more people to hear. We will submit questions in writing.¹ We would like to know more of your experience here in Newark, a city that has responded completely within present law to the problems of the older people.

Mr. DANZIG. Senator, we would be very happy to make ourselves available. Now I have a family affair to go to. May I be excused. Thank you and good luck.

Senator WILLIAMS. I am going to ask Congressman Rodino to introduce the other two friends of ours from the city of Newark.

Mr. RODINO. We will next hear from Mr. Raymond Stabile, chairman of the Newark Senior Citizens Commission. Mr. Stabile has been a valuable asset in the Newark Housing Authority, the Newark Senior Citizens Commission. His efforts have made a marked contribution in the direction of the problems to resolve the question of the elderly. I am proud and privileged to present to you Mr. Raymond Stabile. [Applause.]

STATEMENT OF RAYMOND P. STABILE, CHAIRMAN, NEWARK SENIOR CITIZENS COMMISSION

Mr. STABILE. Thank you, Congressman Rodino.

Senator Williams, Congressman Rodino, Congressman Minish, Congressman Krebs, grandfathers, grandmothers, fathers, mothers, and friends of the elderly, older poor Americans make up one-third of the total population of the poor in the United States, and 15 to 20 years ago they were also one-third of the poverty population. In the city of Newark, of the 60,000 persons 62 years or over, or 14.8 percent of its population, 1 of every 4 families whose head is 65 or over lives in poverty. This rate of poverty is higher than for any other group. In Newark, among older persons living alone or with nonrelatives, 6 out of 10 are poor. They have little or no chance of making their way out of poverty through employment. Rising prices gradually consumes their purchasing power; real income diminishes; assets are depleted.

The proposal we are currently assembling will provide as much as possible of the available income to the elderly themselves. Older people are involved in all levels of the programs, on staff, and as

¹ Related letter on p. 464 of appendix.

participants. Our programs, furthermore, are placing emphasis on hiring elderly people instead of promoting volunteer services. Volunteer services will be sought only from those who can afford to give of their time, not that the Newark Senior Citizens Commission is unaware of the great value of such service to older people but rather because this program seeks to demonstrate the importance of lifting income levels. It is our goal to employ both young and older people wherever feasible, though we will place major emphasis on the attainment of work for the elderly.

May we briefly describe to you a few of the programs we are preparing within the framework of the community action program to serve older people? The first program submitted is the senior worker action on programing in consultation with the National Council on Aging. It provides for the recruiting, counseling, and job placement of workers 60 years of age or older. It emphasizes recruiting in the neighborhoods where the elderly live, and placement within community action programs to serve all age groups and to provide aides to households, the community, and industry and commerce. Our second program, also in cooperation with the National Council on Aging, outlines ways of employing older people in a variety of institutions which serve young children. In both of these programs the emphasis is on the employment of considerable numbers of older people on a part-time basis both in the administration of the program itself, as well as in the jobs that are created and located by the project.

While we are aware that not all older people are able to work, a great many are seeking employment to supplement their current incomes. Many more would seek it if they thought it could be found.

The needs of the elderly go beyond employment alone, because many cannot work, and for many, jobs will not be found. To service these people as well, we will have other programs.

One of these is a program to provide low-cost, nutritious meals served in a dignified central facility and offering, too, a meal that can be carried home for the evening, or for a homebound spouse, as well as a meals-on-wheels service to deliver food to the homebound and the disabled. The program will also undertake to provide surplus foods to those eligible to participate in the program, but not participating in the central dining facilities.

We are hoping the 1964 extension will provide necessary funds so that extensive use of it can be made by our senior citizens to purchase foods at regular retail. In 1964 the act provided \$75 million, \$100 million for 1965. The program has not been extended or offered to Newark, and we are praying and hoping that with our efforts this program will come to Newark.

The feeding program will be tied to an educational project in nutrition and proper marketing techniques, thereby providing more than the immediate service of the low-cost meals. Various community organizations will be involved in this program, including the Newark Housing Authority, Division of Health and Welfare, the Department of Agriculture, and community leaders from various walks of life. The elderly will not only work in the preparation of the meals, but will be on the committee to decide menu, program, etc.

The availability of hospital and related medical services through the passage of medicare will require that aged Americans become informed of their health service benefits. They will need help in seeking such benefits, some of which will actually include a variety of home visits.

Many of these and other requirements will be met by so-called subprofessionals. And what better source is there for such subprofessionals than older Americans themselves? As I said before, many of the aged poor were not born poor, which also means that many of them already have the necessary education to be trained to perform many of the services involved in the implementation of medicare as has been passed by Congress. This means to me that after the conference between the House and the Senate that we should exercise all our efforts to impose any conclusion of a "means test" whether it be for the poor or the sick. As a hospital director I would rather give free service than have any sort of means test for any of the elderly who have survived so many means tests.

Without going into detail, I would like to suggest some of the additional jobs which will be provided under our proposal—health aids, friendly visitors, and home aids. No group in America is better equipped by a lifetime of work and homemaking experience to provide these services, if properly selected and trained, than the middle aged and aged poor.

Senior citizens will be trained as receptionists and professional visitors to hospitals and nursing homes; as aids to the elderly returning from mental hospitals, as assistants in senior activity centers, as tutors for school dropouts, companions, to the elderly, teachers of the functionally illiterate, etc.

The Newark Senior Citizens Commission proposal will call for 10 senior activity centers, strategically located in areas throughout the community where the aging population averages 10 percent or more. Overall coordination will stem from our commission located in the Newark City Hall. The central office staff will include in addition to a project director, coordinators in employment, health, educational, and referral and information services, as well as creative activities.

In addition to programs mentioned relating to health, we will have a program in physical fitness, enabling the elderly to maintain or, in many cases, restore mobility of movement.

Each of the 10 centers will serve as home base for a visiting nurse, counselor, and as a point of departure for neighborhood workers, homemakers, friendly visitors, health aids, as well as employment referral interviewers.

The visiting nurse stationed in the activity center will counsel elderly on preoperative and postoperative care, special diets simple medical ministrations, and hospital referral.

Counselors will assist in retirement problems and give aid and comfort where feelings of isolation and loneliness attack the aging spirit.

Creative activities will include a senior activity center choral group, orchestra and theatrical workshop whose members will be eligible for the Newark Senior Orchestral Society, choral, orchestral, and theatrical societies.

The arts and crafts workshops will have the opportunity to sell their finished articles through the elder craftsmen's retail outlet,

centrally located and assisted by the Small Business Administration. The Small Business Administration will also offer assistance to a co-operative enterprise in bakery products and small electric appliance repair.

We will have the cooperation of a local university in an action study program where elderly may learn basic literacy skills, and college students may obtain firsthand understanding of senior citizens problems.

Fun and games, practiced on a year-around basis in the senior activity center, may have an opportunity to continue at a summer camp.

We are proud to state that as a part of our employment program we will be offering on-the-job training under the Manpower Development Training Act and work experience in conjunction with the Blazers Council, Inc., a work experience program funded through the Office of Economic Opportunity.

The Newark Senior Citizens Commission, together with Mayor Hugh J. Addonizio, initiated the action to bring about the reorganized health program now in effect through the Newark Division of Health and Welfare. The program will result in approximately \$500,000 in Federal and State grants each year for 5 years, a total of \$2,500,000 for the first 5 years. The program will involve a total health program for the entire community, from prenatal care to and including health care for the senior citizens.

We hope to involve in this program two pioneer clinics. One clinic will be for complete preventive medical care. The other will concern itself with multiple screening, physical examinations, and emergency care.

The commission is introducing into the Newark Senior Citizens Commission provision for an advisory board made up of two representatives from each of the projected nine area boards of the United Community Corp. This will give an opportunity for "grassroots" participation.

Here again I would like to point out that the United States has given considerable help to the Newark Senior Citizens Commission and they are working side by side with us to promote the programs.

In conclusion, what is needed more than anything else is a sense which permeates the public of our society in such a manner that the aged poor are given a sense of belonging to the Great Society. This is of equal importance with commitment to overcome other facets of our social neglect of minority groups, youth, and others.

Through this type of coordinated effort we will more quickly move one step further toward meeting Toynbee's criteria that a culture may be judged by its care and concern for the well-being of its older citizens.

Thank you very much. [Applause.]

Mr. RODINO. Thank you, Mr. Stabile, for your fine presentation. I am sure that it will be valuable and useful to the work of this committee.¹

Now we will hear from Mr. Cyril B. Tyson, executive director, United Community Corp. of Newark. Mr. Tyson who has been overseas with the war on poverty program and has had a direct responsi-

¹ Related letter on p. 465, appendix.

bility in this area I am sure will be able to supply this committee with information which will be of great use in the conduct of these hearings.

Mr. Tyson.

STATEMENT OF CYRIL B. TYSON, EXECUTIVE DIRECTOR, UNITED COMMUNITY CORP. OF NEWARK

Mr. TYSON. Thank you.

Representative Rodino, Representative Minish, Representative Krebs, senior citizens, and friends, I am happy to be here this afternoon representing Dean Heckel, who is president of the United Community Corp. and the board of trustees to share with you some of our perceptions relative to the needs of the elderly.

I think first is ought to be clear that we have to look at this in the context of a number of things that are going on in our society at the same time. First I think that we find ourselves in a situation in which there is a polarization of wealth in our society. Even though we say we are the most wealthy country in the world, we find an increasing number of individuals who are poor. This is important to understand because even though the unemployment rate may be stabilized at around 4 percent, the real numbers of individuals that are unemployed continue to increase, because of the growth in population.

Second, we find that throughout the country, because of advances in the medical care and health services, people are living to be older and in better health on fixed incomes in a spiraling economy. These phenomena are going on at the same time that we face a situation in which it is about 20 years after the Second World War and the so-called war babies are flooding into the employment market. Now, thank God, we do not have a third world war for them. If we did, they would be employed learning how to manipulate guns and other kinds of weapons that are utilized in war.

So we are faced with a situation in which it is not just a problem of automation, it is not just a problem of overspecialization; it is not just a problem of growing population; we are faced with a larger problem of converting to a peacetime economy and we are faced with a substantial problem of expanding the range of social services that are needed in our society.

New kinds of jobs will have to be created, new kinds of programs will have to be developed consistent with the needs of our society. Until we overcome the total problem, all the components of which the problems of the elderly are one, will not be solved. Within this context the earlier discussion relative to the gross national product becomes significant. It is important to recognize that the viability of the gross national product is affected by the degree to which we can marshal and develop our total human resources.

If we have people in our society who are unemployed, if we have people in our society who are recipients of services and they themselves cannot put back into the economy goods, services, and money, then our gross national product cannot increase at the rate relative to the real wealth of this country. Therefore, the approach and the attack on the needs of the aged is crucial—crucial in terms of the needs of the society as a whole. Because of this we are not just con-

cerned about the services that the aged need, and much of the legislation today deals with the services that the aged need.

We are also concerned, as Commissioner Stabile indicated, with programs related to productive activities for the aged that really makes them a part of our society: makes them viable elements in our society and provides them with the kind of income which they deserve because they are productive. The senior citizen ought not to feel that they are receiving some handout that gives them a sense of obligation and dependency.

I think we are past that very time in our country. I think we are recognizing our obligation to individuals not because we owe them a favor but because they are a part of our society, they are human beings, and we have a responsibility for them. Toward this end the United Community Corp. has contracted with the Senior Citizens Commission for the development of a comprehensive program for Newark.

The United Community Corp. perceives the Economic Opportunity Act as an adhesive to make possible the kind of program and structure that will make more meaningful all of the other programs that will be developed through legislation for the aged. We have placed in priority in the United Community Corp. for this fiscal year beginning in July the presentation to the Office of Economic Opportunity a comprehensive program for senior citizens in Newark. We hope that this will be presented some time in the fall.

In addition, we will be moving within this next fiscal year to request the expansion of social services across the board in Newark which will make possible new kinds of jobs, subprofessional and otherwise, which will then make possible the providing of employment for those senior citizens who are able to work. As I mentioned earlier, unless we expand services there will not be opportunity for employment. Unless we create productive activities for senior citizens there will be a perception that all they need is homemaker service, visitors, and medicare. It will not be understood that they also need to be full participants in this Great Society that the President has talked about and alluded to by Commissioner Stabile.

Therefore, I bring to you this afternoon my view and the view of the board of United Community Corp. that we are here to do all we can within the guidelines of the Economic Opportunity Act to provide all that is needed in order to insure that this comprehensive design goes forth in Newark.

I want to thank all of you for your cooperation in helping me as a newcomer in Newark, in helping the corporation get its programs started and in participating in the area boards. I assure you that we have had full cooperation of the city administration in the programs that we have wanted to develop, and Commissioner Stabile has indicated we are working hand in hand right down the road together to bring you this kind of full participation.

Thank you very much, Congressmen. I have not had a chance, as you know, to meet you individually even though some of us have been in correspondence. I am hoping that in terms of the letter¹ I sent in response to Senator Williams that something can be done in the area

¹ See p. 485, appendix.

of expanding the retraining and training programs under title I of the Economic Opportunity Act, to include the aged. At this point the legislation covers youth under the age of 21.

Thank you again. [Applause.]

Senator WILLIAMS. Thank you very much, Mr. Tyson for this on-the-scene description of what it has done, particularly here in Newark. You can be sure we will stand in line with you as long as there is a municipality.

Why don't we consider this as the home half of the seventh inning and all have a standing stretch. Before we do, I hope you can all stay. Great interest has been expressed in hearing another selection from our magnificent choir. Are you ladies prepared to give us another selection?

We will hear another selection from the choral group.

(At this point the choral group sang.)

Senator WILLIAMS. Thank you, ladies and gentlemen.

We are glad to have with us from Mercer County one of their distinguished assemblymen, the Reverend Howard Woodson, Jr.

STATEMENT OF ASSEMBLYMAN S. HOWARD WOODSON, JR., OF MERCER COUNTY, N.J.

Mr. WOODSON. Thank you very much.

Senator Williams, members of the committee, I count it not only a privilege but also an opportunity to testify this morning concerning the problems of the elderly poor. Many age limitations are imposed without regard to their job requirements, although older workers generally perform at least as well as younger ones. As new technology displaces older industries, plants, and methods, older workers find their training and skills have less and less use. One-seventh of the nation's impoverished persons are over 65.

The growing concern of all levels of government as well as the concern of countless community organizations is testimony of the fact that there is a tremendous problem, but at the same time it gives evidence that some ray of new hope is breaking across a sky which for too long has remained dark.

Let me state at the outset that I am speaking not only as an assemblyman but also as a former city councilman and an active pastor of an urban church. If my remarks are from time to time tinted by reference to those who are not only elderly but members of a minority group as well, I trust that you will recognize that as a pastor and former State president of the New Jersey Conference of the NAACP I have had an opportunity to deal on a sometimes very intimate basis with people who belong to a minority group who are not only in the category of the aging but also in the category of the most poverty stricken of all citizens in our Nation. Whatever is said today regarding poverty and the elderly citizens in general can be multiplied many times over when one is elderly, poor, and a member of a minority group in addition.

Statistics from the New Jersey Office of Economic Opportunity reveal that while 10 percent of white New Jersey citizens exist on an income of less than \$3,000 a year, some 26 percent of New Jersey's nonwhite citizens fall in this category. While I do not have statistical

data to buttress my statement, I am certain that investigation will reveal that a sizable portion of that 26 percent falls in the category of the aging.

Governor Hughes has already made the statement that "Poverty among the aged is one of the most bitter forms of poverty," and I can testify that if this is generally true it is doubly so when one is a member of a minority group. I salute the massive efforts now being put forth by the Office of Economic Opportunity. I am convinced that while some mistakes may be made and some feeling in the dark may exist, by and large the disadvantaged young, the preschool children, and the young and middle-aged adults will know a better tomorrow than they knew yesterday. However, as one who has for many years been dealing with adults, with their intimate and personal problems, and who has been called time and again to aid or counsel poverty-stricken families confronted with the problem of what to do about "Mom" or "Pop," I am convinced that the older adult among us should receive far more of our attention than we have given in the past.

May I say as an aside we have heard enough in the way of programming today in the way of words for us to certainly turn the society inside out. What we need now is not so much the word as it is the action. [Applause.]

I am certain that you are quite aware of the fact that it has taken both Federal and State legislation to begin to correct inequities in opportunity for minority groups. And you are aware of the fact that New Jersey was among the first States to prohibit discrimination on the basis of age. It is also an uncontested fact that the battle in these two areas is yet not over, to say nothing of the war which is only now beginning, which must combat problems existing among people who are not only poor, but aged, and often members of a minority group as well.

Reference has been made to the fact that as of 1964 New Jersey can boast of having one-fifth of all of the low-rent public housing erected specifically for the elderly in our Nation. If the experience in my own city, Trenton, is any indication of a general situation, you will discover that despite this great figure while in most communities public housing is available to all regardless of race, yet precisely few nonwhite elderly adults are to be found in such projects. That is nonwhite elderly. This is not because they have been denied because of race but rather in many instances their economic circumstance would not permit them to pay even the modest rentals required.

Governor Hughes has already recommended that there must be "marked improvements in income maintenance policy." He has also suggested a total reappraisal of the adequacy of social security and old-age assistance. I am in complete agreement with his statements and suggestions. However, it must be borne in mind that there are hundreds upon hundreds of elderly citizens who do not come under social security because of the kinds of jobs they held when working. Thus, even this minimal income is not available to them. Add this to the fact that because of restrictive regulations many welfare agencies cannot give old-age assistance to the elderly who may happen to belong to families whose income in dollar figures is above the amount set for those who qualify for such assistance. The truth of the matter is, however, that a large family may, on the whole, have an income which

may appear sufficient to some caseworkers, but which, in fact, is barely enough to support the immediate family unit.

Traditionally and rightfully, welfare agencies complain about the high rentals which poor families pay, and those receiving welfare are often told that they must move to cheaper quarters, but the joker is to find those cheaper quarters for low income families, even in public housing facilities, let alone on the private market. Here then is the elderly citizen, a part of the family unit, but not really a welcome part, in many instances rather a burden to be borne, a nonproductive mouth to be fed, a problem to be solved.

In some homes where space is at a minimum even for the immediate family, the elderly are "farmed out" to a room where the boundaries of their world are reduced to something like 12 feet by 10. For the physically handicapped this may not be overly tragic, but for those who still have hale bodies, and useful years, to be relegated to a room with little or no opportunity to secure a job or to find needed recreational outlets, it becomes a double tragedy. My own father, who lived the last years of his life in my home, used to often say, "It is a sorry day when a man reaches the place where he feels he can no longer make his contribution, no matter the contribution he used to make in earlier days."

As a case in point of a person being farmed out, I was called one morning because there was an elderly person living in a house they said that had been abandoned. When we went to look the person up we found an old man living in the basement of a home, his family having moved out and forgotten that "Pop" was still living in the basement. Certainly these are in many instances the forgotten people.

Senator Smathers, chairman of this special committee, said in a statement on June 16, 1965: "As a nation, we are growing older; the elderly increase by nearly 1,000 persons daily. So the need for constructive approaches to the poverty of our elderly will become of increasing importance in the years ahead." This is abundantly true. Time will not allow me to elaborate in detail. However, I would like to suggest some areas which might be explored in contemplated programming.

Since State, county, and municipal governments are already embarked on various facets of aid to the poverty stricken, it would be a progressive step at least in the category of the aging to allocate funds to the State division on aging to establish a coordinating department which would provide consultative and advisory assistance to other State, county, and municipal agencies. According to the division's 1965 statement of projected needs based on the growing problems of the aging, the division must turn down, on an average of one per day, requests for coordinating aid coming from both municipalities and private organizations due to a lack of adequate personnel. Even the best of programming can often become bogged down by needless overlapping and duplication of efforts. While debates go on as to which agency can do what best, those who need the service go begging.

I would hope, gentlemen, that beyond holding these meetings from place to place that we will translate the words that we hear into concrete action. We see before us the people who need the work being

done. We see before us people who are anxious to make a living for themselves; in other words, people who want to match their skills with positions that they can handle and to restore for themselves a sense of accounting, a sense of being needed.

No major municipality in this State is devoid of welfare problems. Under the manpower training program and now the Economic Opportunities Act, overburdened municipal and county governments can see some relief in sight. The unemployed and untrained are being given an opportunity for training, and the undertrained and underpaid are afforded the opportunity for retraining and advanced training. However, to date, in my own city, as well as elsewhere, to my knowledge, many mothers find it difficult to secure adequate child care help, while many mothers and fathers who must both work, sometimes at hours when their children need them most, must often leave their children in the dubious care of the neighborhood. The rising tide of juvenile delinquency among the very young points to the need for child care and youth centers. Many of the elderly, with many active years beyond them and innate experience in caring for children, could be employed part and/or full time for such centers.

An organized babysitter center could be established in our various communities and parents who fear to leave their children with just anybody would be happy to patronize such centers. Many women of 65 and over are still excellent housekeepers and could serve as part-time homemaker consultants to families in need of such services.

My mother-in-law, who was an energetic, though retired schoolteacher, become so bored with her forced retirement and her inability to find an outlet for her talent and energy that she volunteered to teach in mission fields. I am sure there are many other teachers in her category who could give tutorial service to culturally deprived youngsters. Many who could serve as counselors to young women who are often unloved and uncared for at home. There are hundreds of elderly women who still possess nimble fingers, who can sew and darn and do other useful things.

There are elderly men who still possess the ability to use a saw and hammer, who can conduct classes for boys after school hours—showing them how to do home repairs. Watchmen, gardeners, light work custodial services are still needed according to calls I receive for many sources. Many men who are elderly could qualify for these jobs if there were an agency to catalog their skills. In other words, to match men and women with positions they can handle would be to restore to thousands a sense of counting, a sense of being needed. To let our elderly know that the years have not reduced them to zeros in their communities is the challenge we face today.

Thank you very much. [Applause.]

Senator WILLIAMS. Thank you for a very profound and very eloquent and very understandable statement. It has been a great help to us.

Next is the director of our State program. We are all indeed very proud of John Bullitt, a native son of New Jersey who left a very responsible position as Assistant Secretary in the Treasury Depart-

ment in Washington to come back home and guide these programs to the objectives we have all set.

Mr. Bullitt.

STATEMENT OF JOHN C. BULLITT, DIRECTOR, NEW JERSEY OFFICE OF ECONOMIC OPPORTUNITY

Mr. BULLITT. Thank you. Senator Williams, Representative Rodino, Representative Minish, Representative Krebs, the New Jersey Office of Economic Opportunity, the State's coordinating agency in the war on poverty, is in full agreement with the major theme of this hearing: that the Economic Opportunity Act and related legislation must be employed to benefit the older poor. The 10 months that have passed since New Jersey embarked on its antipoverty campaign have seen a number of impressive beginnings under all action titles of the act. Beginnings have been made, too, in coming to grips with the acute problems of the older poor, but they are not nearly adequate.

In attacking poverty among the aged, we must utilize a number of weapons in addition to the Economic Opportunity Act. I wish to emphasize at the outset that the response to three of the most basic problems of the older poor—income maintenance, medical services and costs, and low-rent housing—must come chiefly from strengthened legislation in these areas. This year the enactment by Congress of such measures as medicare, improved benefits under social security, and the omnibus housing bill—measures in which New Jersey's congressional delegation here today played such an important role—while they will not provide a final solution to the basic problems of poverty among the aged, they will move forward significantly in that direction.

The Economic Opportunity Act is not a substitute for this kind of legislation, but rather a vital complement to it. Its potential is to spearhead attempts to identify the other special needs of the older poor and to develop programs that respond to those needs. Only with this range of legislation and effort can we mount a truly comprehensive attack on poverty among the aged.

Our performance here must rise to the level we have achieved elsewhere. That level is high. Already more than 275 antipoverty grants worth more than \$32 million have been approved for New Jersey. These grants are giving dramatic new opportunities to thousands and thousands of our preschool children, disadvantaged youth, welfare recipients, poor college students, migratory workers and their dependents—but not yet to the aged.

Approved community action programs now cover seven major cities and five counties, and by October 1 we plan that they will cover the entire State. Thus the poor everywhere in New Jersey will have an opportunity to benefit from and to participate in a community action program. The New Jersey Office of Economic Opportunity, which Governor Hughes established last October 8 as the Nation's first State coordinating agency in the war on poverty, will continue to maximize the impact of antipoverty efforts throughout the State by providing technical assistance to all who need it and by initiating programs where others do not come forward. We expect to take a particularly active role in the months to come to make sure that the programs do get under-

way throughout the State in dealing with some of the problems of the older poor we have talked about this morning.

These problems of the poor pose a special challenge. Part of their magnitude can be seen in the statistics of poverty among the older poor. There are more than 600,000 persons over 65 in New Jersey. The 1960 census showed that of our older husband-wife families, 22 percent have incomes less than \$2,000 and 37 percent have less than \$3,000. Older nonmarried persons are still worse off: an incredible 80 percent have incomes less than \$2,000 and 59 percent have less than \$1,000. Even when adjusted for support from relatives and non-relatives, these figures remain a great cause for concern. Yet they do not reveal the true extent of poverty among the aged; they do not show the isolation and despair that are just as crushing as physical deprivation itself. The older poor are also the most invisible of all the poor. Our task is, therefore, a highly complicated one. Without doubt the problems of the older poor require far more concerted, imaginative planning than we have yet given them.

A few New Jersey communities have already begun to respond to the problems of the older poor. Under the auspices of community action programs, or in connection with them, an increasing number of communities are determining the particular needs of their older poor and formulating solutions. Atlantic Human Resources, Inc.,¹ in Atlantic County has a plan that includes space for senior citizen headquarters in three neighborhood centers. Also in the formative stage is a plan by Paterson² Task Force for Community Action that will provide needed services to the older poor.

Part of the program for the aged planned by Monmouth³ Community Action Program, Inc., in Monmouth County will have a strong mental health orientation. Other community action organizations that are either spearheading or assisting in the development of new programs for the older poor—and you heard this morning about some of the exemplary programs which are being planned here in Newark—are those in Trenton, Camden, and Essex and Ocean Counties.

These preliminary efforts are encouraging, but they must be followed up with a more broad-gauged approach to poverty among the aged. To begin with, I would suggest that the U.S. Office of Economic Opportunity assign research funds to determine precisely who the older poor are. Thinking on this matter to date has been confused to some degree by the failure to distinguish clearly between the problems of the elderly and those of the older poor. To design effective programs, we should know more accurately who among the aged becomes poor and why. I believe that such an investigation could lead to a recasting of our whole pattern of human resource development. For we would be in a position to design programs of continuing education and other preventive measures that in turn would diminish future misery and dependency among the elderly.

Beyond this needed research, I propose action programs based on two major principles that will enable the older poor to live with the security and dignity they deserve: First, service programs should insure that the total range of services required by those in need of

¹ See pp. 454, 469.

² See pp. 447, 488.

³ See pp. 449, 482.

care are available in the community; and second, programs should utilize the eagerness and capacity of the older poor for productive work to the greatest possible extent. Often these two principles will overlap.

The passage of medicare, for example, will provide not just needed services for some of the older poor, but also real employment opportunities as home health aids for other aged poor who are seeking work. Similarly the upcoming vocational rehabilitation amendments, which authorize a corps of interpreters for the deaf, could draw on the older poor to fill personnel gaps. Thus, the older poor can become service providers as well as service users, thereby enriching their own lives as well as the lives of others.

Other needed service activities can also be developed and can serve as one foundation for senior worker programs—programs for the recruiting, counseling, and job placement of unemployed older workers. On the matter of services required by the older poor, community action programs should develop multiservice and neighborhood opportunity centers. These centers should maximize the quality of services—including legal aid and consumer information facilities—and the potential for self-help they contain. Here the community action programs must live up to their challenging mandate: to mobilize all new and existing resources and to link them together in a meaningful, productive pattern. One important new resource that community action programs should plan to incorporate into this pattern is the Older Americans Act, which will provide the New Jersey State Division on Aging as well as nonprofit groups with funds for planning and demonstration projects that will improve services to older people.

At this point, Senator Williams, I would like to convey the regrets of the director of that division, Eone Harger,¹ who had hoped to be here, but an emergency prevented her from being here. She wanted me to say she is fully in accord with the statements of the Governor and myself.

The potential for decisive action that will better enable our society to deal adequately with the problems of the older poor is clearly great. I am convinced that as the U.S. Office of Economic Opportunity makes firm its commitment to attacking poverty among the aged—as it applies to the problems of the older poor the same dynamic concern that it has shown for human resource development among disadvantaged young people and children—this potential will be realized.

The results that we demand require the mobilization of all the resources available. The new Manpower Act that was recently passed by Congress permits programs of on-the-job upgrading of skills for workers of all ages. It seems to me that if people who are in their forties and fifties, whose skills may become obsolete, can be provided with opportunities for new education and for adapting their skills and talents to new opportunities, this will go a long way toward staving off the problems of poverty that they will face when they become 60 or 65 and may have been out of work for 10 or 15 years.

¹ See following statement, p. 433.

In this connection, I urge all organizations and individuals concerned with poverty among the aged to join with the community action programs in shaping the most effective possible programs. The New Jersey Office of Economic Opportunity, for its part, is eager to lend its assistance in program planning and implementation whenever requested. For surely it is time to prove conclusively that the heartening beginnings we have registered to date in our antipoverty campaign can be extended just as well to the older poor, if only we set our mind to it.

Thank you very much, gentlemen. [Applause.]

Senator WILLIAMS. Thank you very much, Mr. Bullitt. I know we will be hearing from you, and you can be sure that you will be hearing from us from time to time as we develop the actual programs that we know are so needed. I will say again no man has demonstrated more alertness in action against poverty than our own John Bullitt. Now, I have two statements to be included in the record at this point.

(The material referred to follows:)

STATEMENT RE OFFICE OF ECONOMIC OPPORTUNITY BY MRS. EONE HARGER, DIRECTOR,
NEW JERSEY DIVISION ON AGING

The New Jersey Division on Aging is pleased to note the new interest in including older people under the programs developed by the Office of Economic Opportunity. We agree with the sentiments expressed by Governor Hughes and Director John Bullitt as to the need for such programs. Governor Hughes has mentioned many of the programs in which the Division on Aging has been interested in the past and which the division stimulated other departments and groups in New Jersey to initiate. The employment program developed by the Garden State Authority¹, as well as comparable programs in other governmental jurisdictions are illustrative of our activities. Time and effort expanded in the development of housing to meet the needs of older people with the resulting record of New Jersey leadership in this field is an additional example.

There are additional points, less immediately apparent, that have a bearing on poverty among the aging in our population. One is the close relationship between the economic problems of younger people and those of the older generation. This is glaringly apparent when older people's needs are so acute that they are forced to apply for public assistance. In New Jersey, financial help from our welfare departments becomes available only after extensive investigation of the financial situation of responsible children. Often older people will not apply for sorely needed help to avoid investigation of their adult children. Even when public assistance is not sought, families often must change living patterns to meet requirements for financial aid to older members and such pressure on family resources by impoverished older people often strains family relationships. Equally harmful on family relations are sizable funds in the hands of young people without financial obligations beyond personal satisfaction. In considering the economic needs of younger people, there should be consideration of the financial relationship to the older people in the family.

Any discussion of "older people" cannot be limited to those over 65. There are vast numbers of people past 40, and especially above 50, who are facing acute financial problems because of inability to find employment. Despite anti-discrimination laws, an older person, if displaced from a job, has much difficulty in finding new employment. This has several serious results. One is the financial burden that falls on younger members of the family since, once unemployment insurance has expired, those under 62 have little possibility of help under existing programs. Often the poverty-stricken person of this type is a widow in her late fifties who has never worked, whose children are adult, and who, therefore, has some years before she can qualify for help under our social security laws.

Another problem resulting from the inability of people in this age bracket to find work is that they fail to develop financial resources for later years.

¹ See p. 454.

They are not building either social security benefits or supplementary funds, but, rather, are exhausting current resources.

The economic problems of young people are not solved when a new generation of poor old people is created by failing in adequate preparation for retirement years. Every effort should be made to include older individuals in community action programs to reduce poverty.

A successful method of reaching such people, extensively developed in some parts of the country but little used in New Jersey, is the multipurpose center where people in their middle and later years can turn for answers to a number of problems. A center for older persons, not planned for recreation programs alone, but providing guidance for health, housing, and employment, etc., can go far toward solving economic problems of generations not used to seeking outside help. It is quite possible that centers for young people being developed in a number of communities could serve the elderly as well as the youth. If the community action programs would add to their staffs qualified specialists trained to work with older people and then coordinate youth and older adult programs, we would also be building a bridge of understanding that is sorely needed. Adult education could go hand in hand with youth educational programs. Health oriented programs can serve both groups. There are many areas where coordinated planning and joint use of facilities can enrich the lives of both the young people and the mature adults.

In spotlighting youth, there is not only danger of excluding older people, but the possibility of depriving them of existing services through deflection of resources to current youth programs. The New Jersey Division of Employment Security reports that in May, while the number of older people applying for employment through our employment offices did not materially change, the number of counseling interviews for them diminished to practically nothing because of use of staff to work on youth programs. This is shortsighted as well as unfair to a group that had not been receiving sufficient help in finding employment previously. There has been no increase in employment counseling services for older people in New Jersey for at least 7 years. At the time I became director of the division on aging, the division of employment security had three special counselors for older workers and the number had remained unchanged. People in the employment service will be first to admit that they have been understaffed and have had to assign counselors to other areas, so that those who do the counseling have been inadequately trained and there is no continuity of personnel assigned to these responsibilities.

I am not pleading for extraordinary help for older people. Rather, I am recommending that they be included in the span of services so that their poverty cannot accentuate the poverty of the younger people that we are trying to help.

STATEMENT BY BEATRICE HOLDERMAN, DIRECTOR, STATE OF NEW JERSEY
REHABILITATION COMMISSION

In response to your letter of June 30, I like your phrase "broaden the battle-lines in the war against poverty." In a relatively short time much has been accomplished in our State and planning together much more can be accomplished. We do have some thoughts relative to the inclusion of programs of older people in the community action programs of the Economic Opportunity Office. They are presented for your review in the attached statement.

PROGRAM SUGGESTIONS—WAR ON POVERTY AS IT AFFECTS OLDER PEOPLE

Heart-cancer-stroke

President Johnson has given cognizance to the fact that the dreaded diseases—heart-cancer-stroke—have touched or will touch the lives of each of us in one way or another. Although these diseases are no respectors of age, they do affect a greater number of our population 45 and over. These are also costly diseases, condemning many of our older citizens to a life of dependency, creating heavy burdens on their families and a drain on the general economy.

A program of independent living rehabilitation or vocational rehabilitation restorative services could help many of those afflicted as well as their families. As one illustration, a woman who experiences removal of a breast, in most cases the survey required is massive, resulting in disfigurement, limitations in the use of arms, and serious psychological implications. Restorative rehabilitation

services such as physical therapy, psychotherapy, prosthetics, and training can help these individuals return to independent, useful, and contributing lives. Many would be able to resume their roles as housewives, while others may even become remuneratively employed. This is conservation of our human resources.

The New Jersey Rehabilitation Commission is well equipped to provide for, encourage, and guide the individual to the ultimate goal of self sufficiency. All community action programs should include in their planning and operation a rehabilitation unit operated by the New Jersey Rehabilitation Commission for referral of and the provision of services to physically or mentally disabled individuals who come to the attention of any of the people involved in specific community programs.

Community workshops or work evaluation centers might also be set up to train and help restore older citizens who have experienced the maladies of heart-cancer-stroke.

Purpose in life

Many of our older citizens do not prepare for their life of retirement. Time weighs heavily and the feeling of having a purpose in life is lost. In each of our communities there are many social welfare agencies and institutions as well as recreational facilities where need for volunteer leaders is great. Many of our older citizens have the abilities and the qualifications to meet many of the volunteer needs of these agencies and institutions. In most of our communities, we lack the facility or mechanics for recruiting, promoting, and placing volunteers where they are needed or could be utilized. Feeling needed and knowing that one is making a contribution to his community and society can give a senior citizen purpose in life. This program could be set up much the same as the Domestic Peace Corps but on a local community level. Hospitals, schools, institutions for the mentally retarded, churches, YMCA, YMHA, CYO, Boy Scouts, Girl Scouts, boys' clubs, girls' clubs, community and neighborhood centers all have a need for volunteers. The Office of Economic Opportunity could provide the facility and mechanics to meet this need with our senior citizens. What more noble use might be made of these valuable human resources?

Community services counselor program

The AFL-CIO and other labor organizations have long recognized the need and value of a community services counselor program to meet the needs of their constituents and their families. OEO could, on the community level, develop a community services counselor corps composed of retired citizens. They could be trained by the local union community counselor service program administrators to know the resources in the community and the needs these resources are set up to meet. The community counselor program could be set up on a neighborhood basis and serve as a referral source to the community agencies or services. Perhaps the existing administrative machinery of the local community welfare council or similar coordinating body could be utilized to organize and operate the program.

Part-time employment opportunities

It might be possible for the New Jersey Employment Service to set up a part-time employment unit to serve exclusively the employment needs of older citizens and provide employers with personnel needed for temporary, seasonal, or part-time situations.

Preretirement planning

Many older people are totally unprepared for retirement because there has been no planning for either economic, health, or cultural changes which can and do occur. The community action programs could involve the department of education in planning for special classes in adult education courses to awaken interest and stimulate action toward short- and long-range planning for retirement, thus alleviating problems which can result in disastrous economic reverses for the individual.

Deaf interpreters

The new vocational rehabilitation amendments which should become law by the fall, will provide for the services of interpreters for the deaf. This will require a corps of trained persons who have the ability to utilize sign language. Currently, there are very few individuals who have been trained in this skill.

Many of our senior citizens could be trained to meet the great need that will occur as a result of this legislation. They can make a tremendous contribution in the national emphasis to rehabilitate the deaf. The vocational rehabilitation district office could be the contact unit for development of such a program.

Day care or child care activities

Many communities have built housing projects for the aged. Many older citizens have a genuine love for children and could effectively staff day care or child care centers to care for children of working mothers. Many feel lost because their children are grown and they still have the need to be a mother. Child care centers might be established adjacent to or in the aged housing projects. Older citizens could receive remuneration for their services and also permit the parents of the children to engage in remunerative work. This would provide economic opportunities for many who might otherwise not be able to secure employment. In addition, other residents in the aged housing could enjoy watching the antics, laughter, and joy of the youngsters.

Foster parents

The need for temporary foster homes and parents is great. Many senior citizen couples could satisfy a real community need in serving in this capacity. In addition to providing a wholesome environment with love to a youngster, they could continue to serve as temporary parents to many unfortunate children who might otherwise be institutionalized.

Senator WILLIAMS. Now we are going to move on to the final phase of our hearing this morning. Now it is this afternoon. I think we are all getting a little hungry, too.

The next group of people will come up as a panel. These people represent volunteer organizations. Mrs. James S. Rothschild, Mr. Edward Emmons, Mr. Vito A. Malgieri, and Mr. William Henry.

STATEMENT OF MRS. JAMES S. ROTHSCHILD, EXECUTIVE DIRECTOR OF SAGE (THE SUMMIT-AREA ASSOCIATION FOR GERONTOLOGICAL ENDEAVOR)

Mrs. ROTHSCHILD. I am Mrs. James Rothschild from Summit, N.J. I am the executive director of SAGE which is the Summit-Area Association for Gerontological Endeavor. Our name is a tongue twister and a bit formidable, but I think I can explain to you very simply what it stands for.

We are an organization concerned primarily with helping older people. Our basic philosophy is to help develop a community in which one can age with dignity, independence, and continued service. We keep closely in touch with all the social service agencies in our area so there is no duplication of efforts. We are in our 11th year of operation and in that time have developed several programs which we feel have benefited the older people in our community economically.

Our first project was a visiting homemaker service. This had a dual purpose, to give employment to older women and to help those older people no longer fully able to maintain their own homes. Our homemakers now service families of all ages but priority is given to the older person needing a homemaker. What I mean by that is if two cases require a homemaker and only one homemaker is available, preference would be given to the older person.

Another project helping older men in our community is the SAGE workshop which is equipped with power-driven machinery and handtools. Here men can work on their own projects such as furniture repair or refinishing or do work for others for pay. The charges are

entirely between the user and the customer. The workshop is not an employer.

A third project helping the older people in our area is OWL (Older Worker's Lifeline), a free employment service for older men and women looking for full- or part-time employment. SAGE sponsors OWL with the Greater Summit section of the National Council of Jewish Women. It is one of our newest projects, just 2 years old. We are very pleased with the way it is going and feel it is filling a real need in our community. Originally OWL was open three mornings a week but it is now open Monday through Friday mornings. The skills of the applicants have been as varied as the job opportunities that have been received. We place clerical help, sales help, gardeners, seamstresses, companions, and so on. We furnished a lecturer for a nature museum, an executive director for a camp for senior citizens, and a typist for a woman who is writing a novel. Our files are full of letters from grateful applicants thanking us for helping them find employment.

In addition to the three services which I have just told about which are of an economic help to the older people in our area, I would like to tell you what SAGE's other services are. We have a counseling service. We have an information and consulting service which has published a guide to the facilities available to older people in our area and also a guide to the nursing homes in the area.

We also have a friendly visiting program which we started this winter in cooperation with the local churches and social service agencies, and in the fall a group of retired executives are starting a management consulting service under our auspices. We are also thinking about a home delivered meals project in the near future. That, I think, very briefly summarizes our activities.

We are an incorporated, nonprofit organization. We get part of our funds from the United Campaigns of Summit, New Providence, and Berkeley Heights. The balance is derived from the administrative fee which is charged for the homemaker service, from membership dues from our 400 members, and from the proceeds of a giftshop which we operate with volunteers at a hospital. We have a very small paid staff and about 150 volunteers, the majority of whom are older people.¹

Thank you. [Applause.]

Senator WILLIAMS. Thank you very much, Mrs. Rothschild. You have certainly described a most comprehensive program in action. Congratulations to you.

Our next friend this morning on this panel is Mr. Edward Emmons from Asbury Park.

Mr. Emmons.

STATEMENT OF EDWARD EMMONS, COCHAIRMAN, ASBURY PARK SMALL BUSINESS DEVELOPMENT CENTER

Mr. EMMONS. Though we have not been organized very long we have one of the most interesting programs—

Senator WILLIAMS. First, would you identify your organization?

Mr. EMMONS. Well, I am on the housing committee.

¹ Related letter, p. 517, appendix.

Senator WILLIAMS. I have you listed as cochairman of the Asbury Park Small Business Development Center.

Mr. EMMONS. I was leader for two different organizations. This is the one that I worked with most.

Last week we had an elderly woman and after talking to her for a while I found out her husband was a veteran of the Spanish-American War and she had made no contacts of getting any assistance from the Veterans' Administration. After taking the thing up we are able to show that now she gets \$143 a month. That is one thing that we do.

Another one is to service the blind. We have in Asbury Park set up a service for the elderly blind where we make up braille books and also dictate books to a speaker so that they can get up to date on some of the new material.

I have been connected with an organization that has 195,000 retirees. That particular group is visited once a year regarding their health and their condition. One person every year is contacted. This is also in the State of New Jersey where we have over 42,000 people that are contacted.

Senator WILLIAMS. You came through very, very nicely, Mr. Emmons. Thank you very much.

Mr. Vito A. Malgieri.

STATEMENT OF VITO A. MALGIERI, REPRESENTING THE COMMITTEE ON OLDER PEOPLE, COUNCIL OF SOCIAL AGENCIES, NEWARK, N.J.

Mr. MALGIERI. Mr. Chairman, I am Vito A. Malgieri, director of the Committee of Older People of the Council of Social Agencies of the United Community Fund and Council of Essex and West Hudson. This organization is the planning arm for health, welfare, and group work services for 13 communities representing a total population of more than 800,000 people or approximately 78 percent of the population of Essex County as of the 1960 census. In this area about 90,000 are senior citizens. The council represents approximately 165 private and public health, welfare, and group work agencies and our committee is vitally interested in the war on poverty and how it affects the older American who is known as the "senior citizen."

May I add that our parent organization which was formerly known as the Welfare Federation of Newark was one of the prime movers in forming the United Community Corp., the antipoverty agency organized to combat poverty in the Newark area. We are in close cooperation with this organization as well as the Newark Senior Citizens Commission which has become the coordinating agency for senior citizens actively in Newark.

The committee on older people is a committee interested in working and cooperating with all existing agencies in developing programs that will benefit all older citizens with particular emphasis on the poor. We want to work with all groups both voluntary and public.

Recently our committee assisted with the establishment of the Senior Service Corps, a nonprofit project developed in cooperation with Essex County section of the National Council of Jewish Women. The Senior Service Corps is basically a recruitment and placement program of senior citizen volunteers.

It gives older, retired people of all races and creeds an opportunity to continue contributions to society through volunteer service especially suited to particular skills, talents, experience and preferences. It provides a central office where older adults may be interviewed and placed as volunteers in the field of health, welfare, education, civic service, and recreation and also is a referral service where public and voluntary agencies and institutions may seek needed volunteer assistance.

Any man or woman over 60 years of age who resides in Essex County or the area served by the United Community Fund and Council is eligible.

The corps is operated by a steering committee which is composed of representatives from the Council of Social Agencies and Essex section of the National Council of Jewish Women. The responsibility of this committee is policymaking and administration.

A part-time professional is responsible for interviewing, referrals, liaison with agency directors, followup with corpsmen and agencies. He also works with subcommittees of the steering committee in recruitment, orientation, and volunteer job finding.

After 6 months of operation and experience in recruitment and placement of older adult volunteers our findings indicate the need for—

(1) A massive recruitment of older adult volunteers, with a special effort in the area of those already retired or about to retire.

(2) An expanded program for creating a community awareness of problems of the aged.

(3) Large-scale exploration with public and voluntary agencies toward disclosure of volunteer assignments for older people.

(4) Development of new techniques for involvement of older adults in all social, health and welfare and economic aspects of the community.

(5) Provision for subsidy funds for transportation, meals, and other volunteer expenses.

(6) Additional staff for a full-time operation of Senior Service Corps.

Another area of great concern is the lack of leadership for the many Golden Age Clubs scattered throughout the county of Essex. There should be made available personnel who can meet with these groups to guide and give direction in developing meaningful programs. These clubs need the help of a professional social worker who can develop resource material and also help develop leadership within the club. This should be a full-time staff responsibility.

Another area of concern is expanding of services of day centers for older people to more than a drop-in center. It should become a multi-function service center. A center of this type should include in its services a program of retraining of vocational skills, a resource for information and referral services for older people, a counseling service staffed with qualified professional personnel, social activities; balanced luncheons at prices that the elderly can afford, the development of meaningful hobbies and an arrangement for health services.

Because of a lack of funds centers for older people, now existing, are confined to the role of drop-in centers with the director trying to give all the services mentioned with little or no success. Perhaps poverty funds can help develop some of these ideas.

We also believe that the U.S. Special Committee on Aging should concern itself with the social security bill as it affects medical assistance for the older American. The way the bill reads now a person must first become ill and be hospitalized or institutionalized before he benefits. We would like to see some health maintenance program developed to keep him from becoming ill. Let us not wait till he is sick, but let us prevent illness and prolong his good health.

We have learned through experience and by testimony from the elderly that transportation costs prevent them from attending day centers, educational programs, seminars, conferences, leadership training programs, et cetera. Several ideas come to mind:

1. Develop a regular busing service.
2. Make available where appropriate sections of public buildings as day centers for the aged.

This concept would develop local neighborhood centers and thus eliminate much traveling. We believe some research can be done to determine if this concept can be developed.

Still another program is the development of a manpower resources pool. There should be established a pool of available skills similar to that of the "Kelly girl" concept, an employment service that will be able to place a person not in steady employment but as needed. A potential employer may need a person for a day, a week, or a month. There are many retired workers with particular skills who, limited by social security as to how much they can earn, may very well qualify for this employment concept.

Another is the expansion of the meals-on-wheels program currently based in East Orange, N. J. It is an organization which prepares and delivers low-cost nutritious meals to residents unable to prepare their own. We feel there is a need to extend this service on a countywide basis to include the elderly poor as well as the shut-in. We feel that because of the low economic status of some of these people they seldom get a hot nutritious meal.

In closing, may I say that the Committee on Older People is planning a comprehensive survey of services for older citizens on a countywide basis. Every opportunity will be taken to relate to and take full advantage of the potential advantages provided through the Economic Opportunity Act and the Older American Act of 1965.

May I add that here in Newark we have had a Hobby Show for Older Americans for 16 consecutive years. This is one of the finest programs we have had in Essex County. I would like to say also that the distinguished chairman of that committee, Mrs. Samuel B. Illingworth, is here with us today. [Applause.]

Senator, we are grateful for the opportunity of appearing before you. Thank you very much. [Applause.]

Senator WILLIAMS. We certainly are grateful to you.

Now Mr. William Henry. My notes say that you represent the Volunteers of United Hospital of Newark, Presbyterian Hospital Unit. Is that correct?



STATEMENT OF WILLIAM HENRY, REPRESENTING THE VOLUNTEERS OF UNITED HOSPITAL OF NEWARK, PRESBYTERIAN HOSPITAL UNIT¹

Mr. HENRY. Yes, sir.

Thank you. I represent the hospital volunteers and the volunteers there are from age 65 to 80, all walks of life. They are doing a wonderful job there and do not leave an opportunity for anyone else to do that same work. I have a list of all the people who work there and the agency, what their occupation is.

(The list referred to follows:)

¹ Related letter, p. 507, appendix.

United Hospitals of Newark, Presbyterian hospital unit—Volunteers, age 65 or over

Name of volunteer	Currently employed in business world	Currently retired or unemployed	Former occupation, if retired	Length of service in your hospital	Volunteer's area of service in hospital	Age bracket			
						65 to 69	70 to 74	75 to 79	80 to 85
Mrs. Aber	No.	Yes		5 years	Library cart	X			
Miss Ambuhl	No.	Yes	Teacher	do	Purchasing	X			
Mrs. Argast	No.	Yes	do	8 years	Sewing group		X		
Mr. Bamber	No.	Yes	Salesman	2 years	Printing			X	
Mr. Bell	No.	Yes	do	do	X-ray escort			X	
Miss Berg	No.	Yes		8 years	Sewing group	X			
Mr. Burnham	No.	Yes	Veterinary	1 year	X-ray escort	X			
Miss Cain	No.	Yes	Vice principal	3 years	Messenger	X			
Mrs. Cohen	No.	Yes	do	do	Craft cart	X			
Miss Dooley	No.	Yes	Office work	8 years	Public relations			X	
Miss Drucker	No.	Yes	Dietitian	3 years	Pharmacy			X	
Mrs. Dundas	No.	Yes		8 years	Central supply		X		
Miss Esty	No.	Yes	Teacher	3 years	Sewing group				X
Mrs. Finger	No.	Yes	Secretary	2 years	Library cart		X		
Mrs. Foster	No.	Yes		5 years	Gift shop				
Mrs. Frank	No.	Yes		1 year	Toy cart	X			
Mrs. Grote	No.	Yes	Secretary	2 years	Library cart	X			
Mr. Hall	No.	Yes	Own business	1 year	Admitting		X		
Mrs. Homan	No.	Yes	Teacher	4 years	Sewing group	X			
Mr. Hood	No.	Yes	Printer	5 years	X-ray escort			X	
Mr. Hopkins	No.	Yes	Purchaser	do	do	X			
Mrs. Jacobus	No.	Yes		8 years	Central supply	X			
Mrs. Johnson	No.	Yes	Teacher	6 years	Library cart	X			
Mrs. Jones	No.	Yes	Office	8 years	X-ray escort	X			

Mr. Joshua	No	Yes		4 years	Admitting			X
Miss Kempf	No	Yes	Registered nurse	2 years	Craft cutting		X	
Mrs. King	No	Yes		5 years	Mailroom	X		
Mr. Kirk	No	Yes	Vice president of bank	1 year	Accounting		X	
Mr. Legg	No	Yes	Office manager	2 months	Printing			X
Miss MacNabb	No	Yes	Teacher	2 years	Messenger		X	
Mrs. Martin	No	Yes	Office	do	Admitting	X		
Miss McConachy	No	Yes	do	8 years	Pharmacy			X
Mrs. McGeddy	No	Yes	do	8 years	Craft cutting		X	
Mrs. Newman	No	Yes	Secretary	6 years	Cashier	X		
Mrs. O'Neil	No	Yes	do	8 years	Sewing group		X	
Mr. Painter	No	Yes	Organist	2 years	Organist		X	
Mrs. Parks	No	Yes	Teacher	4 years	Central supply	X		
Mr. Post	No	Yes	Salesman	5 years	Admitting		X	
Mrs. Potter	No	Yes	Secretary	4 years	Messenger		X	
Miss Ralston	No	Yes	Secretary	do	Shop cashier	X		
Mrs. Resko	No	Yes	Cook	2 months	Craft cutting			X
Mrs. Ridner	No	Yes	Sales	6 months	Admitting	X		
Mrs. Riker	No	Yes		2 years	Coffeshop	X		
Miss Roberts	No	Yes	Teacher	6 years	Library cart	X		
Mrs. Saloh	No	Yes		8 years	Sewing group		X	
Mrs. Savannah	No	Yes		1 year	do		X	
Miss Strack	No	Yes	Office	do	Public relations		X	
Mr. Strelt	No	Yes	Postmaster	3 years	Admitting			X
Miss Ure	No	Yes	Teacher	1 year	Clinic	X		
Mrs. Ward	No	Yes		3 years	Sewing group	X		
Mrs. Wescott	No	Yes		8 years	do		X	
Mrs. White	No	Yes		3 years	Gift shop		X	
Mr. Williams	No	Yes	Sales manager	2 years	Messenger			X
Miss Wilmot	No	Yes	Office	8 years	Pharmacy			X
Miss Zenglein	No	Yes		3 years	do			X

Thank you very much. [Applause.]

Senator WILLIAMS. How many volunteers are there in the Presbyterian Hospital?

Mr. HENRY. I would say there are 257 volunteers of all ages; 165 senior volunteers, 92 junior volunteers.

Senator WILLIAMS. What kind of volunteer services do they render?

Mr. HENRY. Well, they do messenger, courier work, draft work, visitation, X-ray, operating room, central supplies, pharmacy, distributing flowers and messages all through the hospital, sewing for operating and delivery rooms, cutting and packaging sewing kits for patients, serving in the coffee shop, and sort and distribute mail.

Senator WILLIAMS. I think that is magnificent. Is this widespread or is this in many hospitals?

Mr. HENRY. Yes, it is in all hospitals in Newark as far as I know.

Senator WILLIAMS. Well, I hope this will become more generally a way of meeting the needs of patients. I was in a State hospital just 3 years ago right now, as a matter of fact in another State. There was a man by the name of McCarthy there. The day we were there he had his 75th birthday. He was a volunteer, he was sort of a foster grandparent for mentally ill teenagers. I think even the doctors out there in Kansas would agree that he was doing more to help these youngsters than many of the professionals.

Mr. HENRY. I have been a volunteer myself for 3½ years. To occupy my mind, that is what I would do.

Senator WILLIAMS. I bet you feel you get more out of it than you are giving to those patients.

Mr. HENRY. I certainly do, as do all volunteers from Presbyterian Hospital.

Mr. KREBS. I have one question, Mr. Chairman.

Let me ask you this, Mr. Henry. Would you have any suggestions as to the kinds of training programs we might help get instituted so that your excellent volunteer corps could make a more meaningful and salutary contribution for the work they are doing and people they are serving?

Mr. HENRY. That I could not answer.

Mr. KREBS. Well, if you could shop around and get some curbstone opinions or perhaps Mr. Malgieri.

Mr. MALGIERI. I do not have the answer today, Mr. Congressman, but the senior service corps is preparing a proposal to be offered to the Office of Economic Opportunity, and part of this is the training of volunteers so we may come up with something.

Mr. KREBS. Thank you very much.

Mr. HENRY. The volunteers do wonderful work in the hospitals, and the patients appreciate it, too.

Would you like to have this list?

Senator WILLIAMS. Yes, very much.

We have a lot of questions we would like to ask you folks, but we do have a few more people that have a contribution to make also. [Applause.]

Mr. James Compton, president, New Jersey Council of Senior Citizens.

STATEMENT OF JAMES COMPTON, PRESIDENT, NEW JERSEY COUNCIL OF SENIOR CITIZENS; ACCOMPANIED BY JACK VOLOSIN, EXECUTIVE SECRETARY

Mr. COMPTON. Thank you, Senator.

Senator WILLIAMS. How long has the New Jersey Council of Senior Citizens been in existence?

Mr. COMPTON. The New Jersey Council of Senior Citizens was formed in 1961. It is just about 4 years old now.

Senator WILLIAMS. Is it truly a statewide membership?

Mr. COMPTON. Yes. We have clubs in practically every county in the State.

Senator WILLIAMS. All right. Proceed any way you would like to.

I should, of course, mention that you are accompanied by an old friend indeed, Jack Volosin.

Jack, you are now secretary.

Mr. COMPTON. Jack is the executive secretary.

Senator Williams, Congressman Rodino, Congressman Krebs, and friends, my name is James Compton. I am the president of the New Jersey Council of Senior Citizens. I am also director of the health and welfare department of this district of the International Union of Electrical Radio & Machine Workers, AFL-CIO.

The New Jersey Council of Senior Citizens represents about 80 clubs throughout the State having over 40,000 members. In fact, we have some people here today in the audience from Bergen County, from Union County, from Hudson County, from Middlesex County, as well as Essex County, and possibly there might be some from some of the other counties that I am not aware of.

I am also president of the Plainfield Senior Citizens Center which was an outgrowth of the New Jersey Council of Senior Citizens. There we have a full-time center operating about 7 days a week now with 500 people who are members of that center actively engaged in activities there from day to day all day long. We also have the director of that center in the audience and a member of the board along with me, and we have some of the people from the center here.

We want to put into the record a very brief summary of a project that we will soon be submitting in connection with efforts on behalf of senior citizens in the Poverty Act. We don't particularly claim that what we are submitting is anything especially different in that its objectives are basically the objectives that you have been hearing all morning from so many very capable witnesses. We do think it has a little bit of difference in that we intend to have this project operate out of the Plainfield Senior Citizens Center. We think in this way that this will be an advantage. We are already working with these people in this center, and we have the opportunity of many volunteer workers in this center who can become part of this program even though they may not necessarily be in the poverty class but they assist in putting this program across.

We ask you in the Senate and in the Congress that everything be done as quickly as possible, not only insofar as legislation is concerned and making some changes in order to get this program into effect but also that administrative efforts be encouraged in order to get these programs moving as quickly as possible.

We all hope that the day will come when we will not need poverty programs and we will not have poverty, but it is with us and it is not going to go away unless we do something about it. When we present our poverty programs we positively should not forget the aged in our society because poverty affects them just the same as it does our young people. Therefore, we urge that all action be taken as quickly as possible in order to move this program.

At this time I would like to turn this over to the executive secretary of our New Jersey Council of Senior Citizens and also the secretary of the Plainfield Senior Citizens Center, Jack Volosin, in order that he might read to you a brief summary of our project. [Applause.]

Mr. VOLOSIN. Senator Williams, Congressman Rodino, Congressman Krebs, ladies and gentlemen, I am, as Jim described, the executive secretary of the New Jersey Council of Senior Citizens and also the secretary of the Greater Plainfield Senior Citizens Center and an international representative of the United Automobile Workers, Older and Retired Workers Department. I include that last title to show that insofar as this war on poverty is concerned the labor movement is working closely with the community to try to make this war get on quicker and faster so that it can be won in our lifetime. I will read briefly the summary statement of the project that we are presenting to the Office of Economic Opportunity.

Greater Plainfield Senior Citizens Center, Inc. In attempting to ameliorate the problems of poverty among the elderly there has been a tendency to focus almost exclusively on the unique characteristics of age and place less emphasis on the more universal common denominators which describe the poor. This tendency has had the effect of needlessly obscuring the relevance of the more obvious remedies. In listing the indexes of destitution without regard to age we might describe the poor as—

- (1) Unemployed or employed only occasionally in marginal low-paying occupations.
- (2) Having difficulty finding suitable employment.
- (3) Lacking in skills which are employable.
- (4) Poorly educated.
- (5) Having minimal savings or alternate income sources, and unaware of how to use current funds efficiently.
- (6) Socially isolated from the community.
- (7) Lethargic or inadequately motivated.
- (8) Generally unable to help themselves out of a poverty cycle.

All of these characteristics, however, are applicable to the aged. Advanced years only present additional complications of which cognizance must be taken in planning programs which need not be totally new. For this reason, the proposed project attacks the above difficulties in terms of—

- (1) Vocational education and training.
- (2) Job referral and placement.
- (3) Basic literary education.
- (4) Preretirement preparation and planning.
- (5) Subprofessional senior urban agents.
- (6) Housing referrals and cooperatives.

The uniqueness of this proposal, therefore, is that the programs are not unique but made applicable to the aged population.

Moreover, the project has advantages in that it does not start without an adequate base of community awareness, involvement, and support. Rather, the program builds upon a substantial body of experience and commitment by visualizing the use of the Greater Plainfield Senior Citizens Center both as a structure and an organization. Both physical facilities and contact with the elderly are assured joined with the financial, technical, educational, and moral assistance of the nearby communities and institutions.

It is not to be expected that the proposed project will initially reach overwhelming numbers of the aged poor nor that all aspects of the programs will be uniformly successful. Rather it should be perceived as a program experimental in nature with many hazards of which we are only too well aware. This should be conceived of as a first step toward developing longrun solutions, if such are possible, to the disease of aged poverty. This disease will only be arrested or cured via many social laboratories and test tubes. The proposed project seeks to establish one such laboratory and one set of test tubes.

It is not our purpose here today to spell out the details of the project nor its justification. We are sure that it will receive ample hearing and consideration by the staff of the Office of Economic Opportunity when it is submitted. What is important is to urge upon this assembly the necessity for sufficient legislative and administrative support to assault the demeaning and reprehensible conditions under which our elder citizenry must find means of survival. Should this project ultimately not be approved, the only harmful effect will be if it is not replaced by a better one. If no project is ultimately approved, the tragedy will be if the conditions which give rise to projected amelioration still remain. It is the earnest hope of this witness that in the near future there will be no necessity for poverty projects for the elderly, and I know that this is your desire as well. May all of our actions, deliberations, and energies be directed toward hastening that day.

Senator Williams, Congressman Rodino, and Congressman Krebs, we are thankful for the opportunity of appearing before your committee. [Applause.]

Senator WILLIAMS. Thank you very much.

We have now the opportunity to hear from some community action planners. I know you have waited patiently. Mrs. Janet Van Walraven, Mrs. Adeline Schofel, Miss Ethel Gault, and Mr. Sidney Schweber.

STATEMENT OF JANET VAN WALRAVEN, PROGRAM ANALYST ON HEALTH AND SOCIAL WELFARE AGENCIES, PATERSON TASK FORCE FOR COMMUNITY ACTION¹

Mrs. VAN WALRAVEN. Paterson task force has included in community action programs and projects currently being planned services to senior citizens. Envisioned are contract programs in cooperation with existing community agencies. If existing facilities prove inadequate, with the help of these agencies and members of our senior citizen groups, additional facilities and centers will be planned accordingly. Some of our concerns about the aged include—

¹ Related letters and report on p. 488, appendix.

(1) The need for directing information about existing and new programs to the preretirement age groups. Unions and management personnel departments could participate. The stress could be on avocational guidance so that one retires into absorbing life activities instead of passively going out of circulation.

(2) The establishment of an "independent aged community" bolstered by a full range in cooperation with health care services providing needed accessories to the aged so that they could function at their fullest capacity; i.e., eyeglasses, dentures, hearing aids, and so forth. The aged person whose life savings are invested in a small home cannot without sacrificing this security avail himself of many of these services.

(3) Many of the elderly cannot fully enjoy their "golden years" because of the same reason, yet would be willing to help themselves if given advice and/or small loans to maintain their homes. It would be of value to them to be able to have their homes maintained "at cost" or with Neighborhood Youth Corps projects for painting or other repairs. It is well established that the homeowner who is living on retirement income is a good risk for small loans. Why should we uproot them when their whole life has been spent in the place with which they are familiar and love?

(4) We at Paterson task force are presently planning a demonstration project at one of the local housing projects for elderly persons. Youth Corps men and women will not only visit the shut-ins but accompany the insecure and lonely on shopping trips, to golden age groups, and to clinics. They could further assist the elderly in rearranging their furniture, helping them in gardens, and provide companionship. This would serve a dual purpose for both groups would profit by the experience.

(5) In the foster grandparents program, rehabilitation for the elderly or any employment situation with which the elderly will be involved it may be advisable to think in terms of part-time or spit-shift work. This would enable the elderly person not only to supplement his income but to do so without risking the depletion of his energy. It would also give the hospitals, nurseries, or other employment areas service at a time when it is most needed (i.e., feeding time at hospitals and busy hours in retail stores).

The intelligence and knowledge of older people, their own needs and wants, are often underestimated and misunderstood by younger age groups. The aged should be consulted not only in their own program, but should be encouraged to participate in programs in the community at large. There should be continuing education or orientation of the general public regarding the problems of the aged.

Thank you. [Applause.]

Senator WILLIAMS. Thank you very much.

Mrs. Adeline Schofel.

STATEMENT OF ADELINE SCHOFEL, DIRECTOR, MONMOUTH COMMUNITY ACTION PROGRAM, INC.; ACCOMPANIED BY GEORGE S. STEVENSON, M.D.¹

Mrs. SCHOFEL. Those of us who served on the mental health planning committee and now serve on the Monmouth Community Action Program are concerned with the services in the areas of housing, health, education, and employment as well as mental illness.

It is true that our community action program was originally an outgrowth of the mental health planning committee in our county. The mental health planning committee met with the State Deputy Director of the Office of Economic Opportunity and Dr. Sanford Kravitz of the Washington OEO in October of 1964. Over 100 representatives of the mental health planning committee were present to discuss the possible relationship between these two programs. Perhaps the reason our mental health planning committee was able to conceive of the problems of poverty was because we dealt with the problems of people, not with the agencies serving those people. From the beginning of the economic opportunity program in Monmouth County the mental health planning committee has endorsed the policy of coordination between these two important programs as well as other supplemental planning organizations. From this first meeting there was conducted discussions as to the relationship between these two programs. Much time and emphasis was placed on problems affecting our older citizens, their forced isolation and the necessity to encourage institutions to return to the community those older citizens who would benefit more from community life than from institutional life.

Some of the mental health planning committee recommendations already have been implemented through the Economic Opportunity Act. We feel there is much to be gained from local determination which is stressed over and over again in the Economic Opportunity Act. This local determination will continue throughout our local economic opportunity program.

I do not want to go on at great length as the hour is late. We have today submitted a report for the record. I want to tell you that one of the blessings we have in Monmouth County is the presence of the very distinguished Dr. George S. Stevenson. He was born in 1892 which makes it particularly appropriate for him to be here today to comment on our proposed geriatric program. He holds an honorary degree in science from Johns Hopkins. His most recent degree was that of doctor of letters. He has made many contributions to the community, to the State of New Jersey and to the world.

Senator WILLIAMS. Dr. Stevenson.

Dr. STEVENSON. Thank you.

I am grateful in behalf of the aged poor to place a few thoughts before this committee. I look forward to a better day for these residents of Monmouth County and I hope the experience in Monmouth County may be helpful to other parts of New Jersey and of the United States. To reach these goals our efforts must be constantly tested, evaluated, and revised.

¹ Related statement, p. 482, appendix.

To do this evaluating and, in fact, making initial plans, it is essential that we be very clear to know who the beneficiaries are to be and then to so design our program so that when put into effect it will favor these beneficiaries. As will be evident from what follows there can be no single plan for all of the aged poor. Each group has to have its specific approach. The evaluation must be equally specific or it will have little meaning. What are these categories?

1. There are poor who find themselves in institutions or other abnormal homes when they could best be served right in the community. The aged poor suffers from this especially because they have fewer alternate resources to call on and are more susceptible to life's insults. They are pushed outside of the community because there are inadequate community services for them. Their families are too poor to buffer their hardships. The institution has no place better to send them so accepts them as a poor alternative. Often their scanty incomes, pensions, et cetera, are spent during their institution stay for other things than their own benefit. They need thorough initial study, diagnoses, and planning and legal guidance. This you will see is provided for in our Monmouth plan.

2. The aged poor find themselves sick, undernourished, incapacitated even more those younger. They are more subject to illness and injury which reduces both their money and their ability to earn. They need the type of close-skilled health services that we have long provided in our child health clinics and conferences. This also is built into our plan.

3. Many of the aged poor find themselves unable to stretch the dollar with lack of experience in long-term planning and with a hand-to-mouth past, also with changing values of money, they are unable to get the most for their dollar. They cannot buy in quantity. They need counseling in buying but also in selling. Economic counseling is a part of our program.

4. The aged poor often find themselves deeply in debt also because they are exploited by loan sharks or credit systems. They need legal advice in dealing with these predators. In many other ways they find themselves in legal difficulties due to ignorance. Legal advice is a part of the scheme of Monmouth.

5. The aged poor often find themselves without remunerative or satisfying occupation. Yet, with help they can be rehabilitated by training and job finding suited to their capacities. Our efforts intend to ameliorate this situation. The aged poor of limited intelligence never were able to earn enough to save for a rainy day. But friendly counseling budgeting or even supervision of accounts has been shown to put these persons in the black and establish a saving.

There are many more fortunate citizens in our communities who have managed to contribute to the solution of the problems of these various classes of the aged poor. Some like doctors, lawyers, clergymen, and other professionals are with orientations ready to work with us. Others can be trained for counseling. Our State and National agencies can help greatly by gathering the experience of other communities and keeping us advised.

Locally, we see these various services centered in easily accessible outposts, although some will have to be dealt with by reference to other

specialized facilities. Already we have confidence that the outposts can be secured from existing agencies.

Let us keep in mind that only in the extreme cases need the aged suffer from confusion and severe mental decline. It is the emotional stresses that surround them that stir up these findings.

You have copies of our plan to establish outposts in which to provide these services. We have confidence in their validity even while recognizing that experience will dictate continuous changes.

Now, Mr. Toll has designed the program to do this. It will involve outposts throughout our county conveniently located to provide new services that will deal with the problems that I have described.

Mr. Toll, do you want to say something? [Applause.]

STATEMENT OF JOSEPH TOLL, DIRECTOR OF PSYCHIATRIC SOCIAL SERVICES, MARLBORO STATE HOSPITAL

Mr. TOLL. I am Joseph Toll, director, Marlboro State Hospital. The main aspect of our program which we have put into design comes from what we have learned from the experience with 340 patients who were placed out of the Marlboro State Hospital in the past year in boarding homes covering 9 counties in the State of New Jersey. We have found that many of these people have to be protected from themselves and from a number of other people in the community after the medical staff and the hospital had indicated they were ready, willing, and able to live in the community. As a result of this experience, while we were placing them and helping them to gain a hold in the community, we also saved the State of New Jersey over a half million dollars of costs for hospitalization in the hospital.

We have come to the conclusion that it would be highly desirable to take the very small steps that are required, including nursing care services, volunteers, using friendly visiting services, and all the various nursing and home aids, as we call them, that have been successful in the rehabilitation of aged persons in boarding homes. These procedures and approaches have worked for people who have lived from 5 to 30 years in State mental institutions. Now, to make this available to people who are in the community and who are either applying for hospitalization or perhaps we can prevent that action from occurring. We see this as the first line of defense. What we learn from that, as Dr. Stevenson has pointed out, we will then bring to the more fortunate group, perhaps even in the poverty sector.

Thank you very much. [Applause.]

Senator WILLIAMS. Thank you.

Mr. Toll, will you present the next member of your panel, please.

Mr. TOLL. That is all.

Senator WILLIAMS. I believe that the next speaker is, then, Miss Ethel Gault.

STATEMENT OF ETHEL GAULT, DIRECTOR OF RECREATION, CITY OF TRENTON¹

Miss GAULT. Most people over 65 are poor. The body of evidence supporting this conclusion is overwhelming. Not only do they have

¹ Related letter, p. 495, appendix.

inadequate incomes but their housing is substantially deteriorated. The Special Committee on Aging has ample reports and statistics to fill in the grim picture of people who are arbitrarily pushed across the threshold of uselessness, loneliness, and economic death. The Federal Government has responded to meet the problem of the aged with the Housing Act of 1964, the housing and hospital and medical facilities amendments of the Hill-Burton Act, as well as the legislation on medicare.

No doubt the Federal Government will have to expand its activities further with the basic problem of inadequate income in no way altered without an increase in social security. There are surely many things which can be done on a local level by taxing our collective imaginations and resourcefulness. We in Trenton make no claim to any monopoly on either practical solutions or workable programs. Rather, we acknowledge the annoying need in our own community to penetrate beyond the expression concerned with the problems of the elderly.

Many of the ideas we present today have yet to leave the discussion table but we speak of them in the hope that their having been mentioned will serve to generate valuable programs or new ideas in other communities. Much of our activity to date has been confined to physical and recreational needs. It is only through the efforts of the Committee on Aging that the public housing project for the elderly is now operated and maintained by the Trenton Housing Authority. Several church-affiliated groups have clubs made up of several elderly members of their respective congregations.

The municipal government operates a hospital for the chronically ill. The average age of these patients is 67. The city division of the parks and recreation has established all-day drop-in centers for the elderly throughout the city. Like other communities, Trenton has old-age and convalescent homes. Experience with the drop-in centers would indicate a tenacious attendance, a willingness to be uprooted from their neighborhood friends, and a desire to be near people of other ages on the part of most elderly people.

We are also working to implement those programs to terminate the segregation of the elderly and to restore them to the community. The city is currently negotiating a construction of a second housing project for the elderly, this one near the heart of downtown. This application of a concept of integration of the aged among us has many implications beyond housing. It means, for instance, the recreation centers; other recreation clubs are virtually inadequate, for while they help to fill the empty days they don't fill the need to perform productively nor do they allow sufficient exposure of the elderly to the younger members of the population.

The Committee on Aging is presently preparing a proposal for a comprehensive referral system so that the problems of the elderly can be discussed with the appropriate city agency or organization. The city recreation division and all the major private recreation agencies have jointly developed a recreation component for the elderly as one aspect of a recreation program for residents of an urban renewal area. This recreation component will be one of several coordinated in a joint project and social service council.

The city departmental planning and development and United Progress, Inc., will provide a concert of services and assistance in the relocation process for the residents of renewal area No. 3 which is currently in process in which 43 percent of the families are over 50 and 15 percent of these residents are over 65. United Progress, Inc., and this is the local community agency in Trenton, has had approved by the Office of Economic Opportunity a proposal for three multiservice centers and although the program is not specifically designed for the elderly the plans call for serving the aged as well as the young, particularly in the area of work training or retraining job development, counseling, and placement.

UPI has also submitted plans to the Federal Government for a small business development center which would involve the services of a local corps. This is the service corps of retired executives which would make available to struggling small businessmen the benefits of years of business experience of older men who in turn benefit from being useful.

Also in the discussion today are ideas mobilized in the community resources in a cooperative measure for a friendly visitors program to institutions and homes for the bedridden.

For a theater group for the aged in which the persons would have facilities and a small professional staff to help them organize plays and shows of various kinds which they produce and perform themselves. This would thereby give them a dramatic labor to their lives and provide them with a form of self-expression, also providing them with an intensive educational and program geared primarily for them.

We consider the greatest programs those which would make for greater independence by creating jobs to supplement social security and to involve the elderly in meaningful activity. Therefore, we are roughly analogous to the Neighborhood Youth Corps where the elderly can be employed in the community as part-time workers or paid volunteers in a variety of socially useful community activities from assisting in the organization of a neighborhood counsel in the anti-poverty program to the training of younger people in specialized jobs or in a host of roles for social welfare agencies desperately in need of manpower.

Lastly we are considering the establishment of a vocational center primarily but not exclusively for the elderly. United Progress, Inc., intends to survey the retired and the elderly in Trenton for vocational skills and talent. The results of the survey will be kept along with the records of all others who offer their services individually on a voluntary basis. Then any organization, agency, group, or employer can contact the center when in need of temporary or part-time volunteers.

Thank you, Senator. [Applause.]

Senator WILLIAMS. Thank you very much. Your statement has been very helpful.

Mr. Sidney Schweber, community services director, Atlantic Human Resources, Inc., Atlantic City.

That is a nonprofit organization in the monetary sense but I am sure profitable in every other sense.

STATEMENT OF SIDNEY SCHWEBER, COMMUNITY SERVICES DIRECTOR, ATLANTIC HUMAN RESOURCES, INC., ATLANTIC CITY

Mr. SCHWEBER. Well, we hope so.

I have been listening to the many excellent papers that have been presented this morning. I feel very much like the young man who followed a very famed person who gave a performance before a group that could not have been surpassed in any way. This younger man came out wondering what he could do to attract the attention of the audience, and he said, "What he said goes for me, too." At this moment I am very much tempted to do the same thing but I guess I can't, can I?

Senator WILLIAMS. Well, if you want to abbreviate your statement and confine it so there will not be duplication, fine.

Mr. SCHWEBER. There would be duplication.

Senator WILLIAMS. Why don't you summarize the highlights of your conclusions after hearing this excellent panel.

Mr. SCHWEBER. All right.

We have the approval to establish three neighborhood centers whose scope of activity is going to be very much along the lines that you have already heard from other speakers. To summarize briefly, we see this program functioning for the elderly in two areas; one in which the elderly are receiving its services such as we mentioned already in housing, legal services, health services, social work, educational, recreational, et cetera. The other role as we see the elderly benefiting from this program is that of service, to tap those resources of the elderly which are being neglected currently. In this category we can see the possibility of such programs as baby sitting cooperatives, friendly visitor services, emergency homemaker functions, assistant receptionists, child escorts, and other activities as needed.

One other additional area in which the elderly could make a little contribution is in a program of volunteers and service. Instead of bringing in residents from outside the county we hope to bring residents from within the county to perform the simple heart of the program that they perform.

I think that about sums it up. [Applause]¹

Senator WILLIAMS. Thank you. You are very grateful indeed. I hope we can call on you from time to time when some of your specific ideas develop and find out just how things are working out.

We have three witnesses left now. Next is Mr. D. Louis Tonti, executive director, New Jersey Highway Authority.

I cannot think of any more pleasant way to spend Saturday than at this Friendly Neighborhood House. Would you rather be over there bumper to bumper on your parkway?

STATEMENT OF D. LOUIS TONTI, EXECUTIVE DIRECTOR, NEW JERSEY HIGHWAY AUTHORITY

Mr. TONTI. I would rather be here.

Thank you, Mr. Chairman.

Senator WILLIAMS. By the way, I know a fellow in this room that is going to the shore via the parkway. I saw him going to get a timetable.

¹ Supplementary statement, p. 469.

Mr. TONTI. Well, as long as he goes in a half hour he will be all right; everybody will be at the track at that time.

I just want to say, Senator, as a citizen of New Jersey all my life I am personally grateful that three distinguished Members of Congress are willing to spend a weekend here trying to solve one of the problems of our society. I personally thank you gentlemen.

The invitation to appear before this committee comes at a most opportune time since the Garden State Parkway is just completing a reappraisal of its senior citizens program. That full report, being prepared for the commissioners of the New Jersey Highway Authority, will be issued on Friday, July 16. I will see that copies are immediately made available to the members of this committee.

At this time, however, let me acquaint you with a few of the most pertinent facts.

In 1960, the Garden State Parkway found itself with a problem. We had a number of jobs—mainly for toll collectors during peak traffic periods—that were going unfilled because (1) we needed this additional manpower only on a part-time basis and (2) because younger men could not be expected to accept part-time work and it was not feasible to hire 40-hour-a-week men when we needed them only for 15 to 20 hours.

It was then that we turned our attention to the senior citizen and devised a system whereby a man could earn \$2.10 an hour and work a maximum of 12 hours a week so as not to exceed his social security limit on earnings.

We began the program in 1960 with 12 men and it was such a success that upon reviewing the initial reports Governor Hughes, in 1962, urged us to expand it to whatever extent was feasible.

Today there are 50 men in this senior citizens group of parkway employees, and let me tell you a little something about them as revealed in the current study almost completed:

1. Seventy-eight percent need the extra income they earn from the Garden State Parkway in order to sustain themselves or their families.
2. Sixty percent have one or more dependents.
3. Twenty-eight percent have been working on the parkway 3 years or more.
4. Performance evaluation indicates the following:

Total work under this parkway program now totals 77,662 man-hours representing total payrolls of \$158,239.70. In return, these men have met all the performance standards required of other personnel in the same classification. In some instances they have excelled in the performance of their duties. For example, it is very significant to us that the record shows not one instance of a disabling work injury and only nine minor injuries during the 5-year period.

As I mentioned at the beginning, the completed study will not be ready until next week but I am certain it will add, not detract, from the performance record of these men.

I want to now emphasize one thing: the use of senior citizens by the Garden State Parkway is purely and simply a business judgment by this public corporation called the New Jersey Highway Authority.

It is good business for us to make use of this remarkably effective work force. We are not unmindful of the sociological aspects of this question but the Garden State Parkway, like any other corporation, has a responsibility to operate on a self-supporting basis without the use of tax funds. We hire senior citizens, therefore, because it makes good business sense and not out of sentiment. We are not doing those 50 men a favor. To the contrary, they are contributing their talents to improve the efficient operation of a superhighway and they earn every dollar they make.

We have received hundreds of applications for these jobs. We now have 1,245 in file; 882 received during the past 18 months alone. I can't help but wonder if men involved in the management of private businesses, faced with problems similar to the one that faced us in 1960, can't find a solution also in the use of this mainly untapped yet largely well-qualified reservoir of manpower. We would certainly be happy to share our experience with any such management interested in adopting a formula that combines social security benefits with part-time hourly income.

On the subject of this formula, however, I would urge upon this committee one matter for serious consideration. Currently, these men, as I mentioned earlier, can work only 12 hours a week for the parkway on a yearly average or they will jeopardize a portion of their social security income. We could use them more; 15, even 20 hours a week. And I submit that the \$1,200 in yearly earnings currently allowed a man under social security law is unrealistic. What I am suggesting, therefore, is that this maximum income—which at best can only assure a minimum way of life—be increased and I respectfully ask this committee to consider that possibility.

It seems to me that on the one hand the Federal Government is engaged in a commendable war on poverty and, on the other hand, helps the enemy by penalizing the senior citizen who is ready, able, and willing to fight his own battle. This was noted earlier today when Governor Hughes eloquently stated that older people would benefit substantially from a liberalization of restrictions on employment earnings.

In concluding, you can be assured that the staff of the Garden State Parkway and all our data on the senior citizens program is at the disposal of this committee.

Thank you. [Applause.]

Senator WILLIAMS. Thank you.

Mr. Marshall Stalley, assistant director, Urban Studies Center, Rutgers University.

**STATEMENT OF MARSHALL STALLEY, ASSISTANT DIRECTOR,
URBAN STUDIES CENTER, RUTGERS UNIVERSITY**

Mr. STALLEY. Thank you, Mr. Chairman.

There are so many of us here from such a wide variety of organizations, Government organizations and volunteer organizations, I think it is evidence of the need for and importance of more attention to the aging and the unanimity which we all share regarding the urgency of your endeavor. Briefly I would like to suggest that we have not

only a serious problem now but one which will become increasingly serious in the immediate years ahead.

New Jersey had as recently as 1960 some 550,000 people 65 years of age or older. Based on data of the Rutgers Urban Studies Center, we estimate we will have a population of 900,000 persons in New Jersey 65 years of age or older by 1982.

Now we are looking at the Economic Opportunity Act which while comprehensive in its objective has admittedly a youth orientation. It should be acknowledged that it is sound strategy in the long-term war on poverty to concentrate heavily on those handicaps that turn out babies at a relatively early age into "underparticipating" or "underprivileged" citizens and result in many young families becoming permanent "hard-core, multiproblem" families.

However, a comprehensive program should endeavor to reach the poor at both ends of the spectrum—the older poor as well as the younger poor. In brief, it is not an either/or issue, but rather a matter of both.

More immediate poverty can be remedied quickly by fairly conventional and accepted methods of meeting the income maintenance needs of the aged than by any other single kind of action.

An honest full-scale war on poverty should include a large component to accomplish this result. This should be done for humanitarian reasons. It should also be done because it would help strengthen the economy. It should also be done because of its symbolic importance for a measure of society is the treatment it affords it aging.

It is a little hard to explain that we really mean to abolish poverty as quickly as possible if we do not proceed energetically to eliminate that part which can be disposed of most easily—namely, by meeting the income maintenance needs of the aging.

The nature of the problem of the aging, in summary, can be broken down into three important categories:

1. Economic: Income maintenance, extension of social security benefits, and so forth;

2. Integration: Where based on age, older people seem to become increasingly separated, if not alienated, from the lifestream of the Nation, and;

3. Participation.

In this latter category, "participation," there appear to be significant opportunities for the enrichment and expansion of the community action programs to provide more meaningful roles for older people.

Although opportunities for participation by older people exist in the poverty program, it appears that among our various community action programs in New Jersey, there is relatively little participation of people 65 years of age and over.

Looking ahead, it is evident that those jobs which will continue and those jobs which will be created will require more education, more skill, and more training. These jobs will tend to be concentrated in the middle age group with a corresponding reduction proportionately in employment opportunities at the lower and higher ends of the age spectrum.

The implication of this is the importance of creating new roles for the aged, which can be part-time jobs, covering work not now being performed, typically in the helping professions as aids and assistants in a wide variety of health, education, welfare, and recreational services.

An increasing number of persons will be needed to play many important subprofessional roles. We refer to such roles as those of hospital aids, mental health aids, public school and nursery school aids, recreation workers, and other assistants to such professionals as teachers, caseworkers, and others.

There are a number of compelling reasons for the development of such urban service personnel:

1. They are needed to provide human services that are not being provided at all, or are being provided on an inadequate basis.
2. They are needed to conserve the time and the talents of the too few fully qualified professionals in these fields.
3. Services of the kinds indicated provide one of the best outlets for manpower released by automation and changing technologies.

In these areas, and in many others, older poor persons can be helped to participate and perform meaningful roles if funds are provided for a wide variety of jobs, many part time, and adequate arrangements developed for an effective brokerage service to match the potential of the resources to the needs and requirements of society.

Poverty is not merely a matter of income. Income is merely one index of it. The essence of poverty is the impoverishment of human lives and the failure to realize the human potential.

To eradicate poverty in this sense, we will need to provide people with the experiences and resources necessary for them to develop their potentialities and, most importantly, the opportunities to exercise those developed potentials.

If we can do this and provide proper attention to the need, and indeed the right, of economically deprived older citizens to be and remain respected and active participants in the affairs of our society, this would be a recognition of a need and a right that is too much neglected for many older people who are not economically deprived.

Recognition of our obligation to the economically deprived segment of our senior society would help spell out a more valid recognition of a not too dissimilar obligation to the remaining of the aging.

In an open and expanding society, as opportunities are enhanced for participation among the poor and among the aging, opportunities will be enhanced for the good life for us all.

As we have seen developed the service corps program which you, Senator, and your associates have so properly sponsored, one specific suggestion occurs to me which I would like to make in conclusion and that is a proposal to create a National Senior Service Corps which would provide on a national basis opportunities for older persons living where they are now living and not sent to other locations, to receive some compensation for part-time work in these roles which I have mentioned.¹

Unlike the Peace Corps and the VISTA volunteers, the National Senior Service Corps which I proposed would be operated as a new section within the Economic Opportunity Act and would provide the financial support and the necessary brokerage service to put the people in touch with the resources, the talents, in touch with the jobs, so that the many jobs which are not being done and which need doing can be done by putting the experience and skills of the aging, including the poor, to work to contribute to the lives of others.

Thank you very much.

¹ Related statements, p. 518, appendix.

Senator WILLIAMS. The last point, I do not clearly understand what the President proposed when he suggests a Teachers Corps but I would think that the entire thing could be very useful within their own communities giving special attention to youngsters who need more than regular classroom activity.

Mr. STALLEY. This was precisely the concept, Senator, that we have in mind. That is to say, where in probation offices and in schools and the health and in hospital services and the whole gamut of education, health, welfare, and recreation services there is something less than the kind of ratio needed between the people providing the service and the recipients. This would tend to bridge that gap, and I think the example which you mentioned is a very excellent one.

Senator WILLIAMS. I have seen it work. In the grade school where two of my kids are, the principal, Joe Connell, brought back a lovely lady from retirement and she has a special class for the very young who literally don't even know how to properly feed themselves. The little gaps in their lives are being filled by this retired person. I hope the unions would not object to this.

Mr. RODINO. I would like to comment, Mr. Chairman. I think it is an excellent recommendation and one that should certainly not be eliminated within the scope of your excellent example of the National Service Corps.

Mr. KREBS. I would like to ask one question if I may. Would this suggestion of yours contemplate setting up agencies that would deal in a positive and enlightened way getting into the group courses of juvenile delinquency?

Mr. STALLEY. Well, I would think this would not require setting up a lot of new agencies but would make use of the existing agencies. Certainly, older people can help younger people, and also the isolation and the loneliness of youth and the isolation and loneliness of the aged can be matched by some planned interchange; for example, a 1 to 1 ratio in institutions in terms of residents and visitors and in hospitals and in penal institutions. This proposed program will help bridge the gap between services needed by the residents and services which the aging can perform.

This proposal that I am suggesting would simply be a new section of the Economic Opportunity Act, the National Senior Citizens Service Corps. In addition to the informal arrangements which presently exist among a variety of agencies, this would be strengthened and enlarged throughout the Nation as a whole.

Mr. KREBS. The one point that is important—and I do not want to belabor this—is this: It seems to me that if psychiatrists and psychologists and psychiatric social workers can now forecast who and how many dropouts you will have, if they have this much knowledge now, then, instead of using it to evaluate tentatively what happened, I think it might be put to work possibly in dealing with the root causes of dropouts and juvenile delinquency. I ask you: Would your program contemplate that kind of work?

Mr. STALLEY. Yes, sir; I would say it would be an important part of it, Congressman.

Mr. KREBS. Thank you.

Senator WILLIAMS. Now the last, I think it says in the Bible shall not be least, Mrs. Doris Hanson, administrative assistant, Roosevelt Hospital, Menlo Park, N.J.

I might say any occasion I have to get over there I accept. It is truly one of our remarkable hospital assets in the State.

TESTIMONY SUBMITTED FOR FREEHOLDER GEORGE OTLOWSKI, CHAIRMAN OF THE WELFARE DEPARTMENT, MIDDLESEX COUNTY, BY DORIS HANSON, ADMINISTRATIVE ASSISTANT, ROOSEVELT HOSPITAL, MENLO PARK, N.J.

Mrs. HANSON. Thank you for those kind words, Senator.

Senator WILLIAMS. What was that last building?

Mrs. HANSON. That is the annex, a 100-bed chronic illness unit, with a large outpatient center, Senator.

My name is Doris Hanson, administrative assistant, Roosevelt Hospital in Menlo Park, N.J., which is a chronic illness hospital and a hospital for chest diseases, with a large outpatient program.

The services of voluntary and governmental hospitals are too broad and too costly to accommodate that portion of the aged population requiring some type of care because of the problem of senility.

The State hospital at Marlboro can be categorically compared to the chronic illness unit at Roosevelt Hospital in Metuchen in that the scope of service is too extensive and too expensive to treat the aged senile person.

The families of this particular type of aged senile person are not geared to the problems that such a person presents. Raising a family with its expanse of problems becomes monumentally complicated when the senior citizens within that family unit require care that the home and family cannot physically provide. Financially, the family cannot stand the drain of institutionalization. The aged person is not a suitable candidate for either a mental institution, a chronic illness hospital, or a nursing home.

How then are we to cope with this aged senile person?

What type of care does he require? In what setting?

(1) A State subsidized plan to provide foster homes for aged senile persons with citizens of good community standing after social investigation.

(2) A specially licensed domiciliary-type home, either public or private, minimally but adequately staffed, conforming to local and State regulations, to provide care, food, shelter, preventive medical care, custodial care and diversional activity to the aged at a nominal cost.

(3) Institutionalization may not be the answer. Grouping the elderly in homes may be convenient insofar as providing service is concerned but does it meet the social and psychological needs of the individual. Would it not be more beneficial to try to integrate the elderly into the life of the community encouraging them to join clubs where young and old take an active part instead of confining their activities to senior citizens groups alone.

The whole problem of the homebound elderly needs exploration. Elderly men and women living along, particularly those not able to

get about, should be afforded various types of dependency preventive services in the home, such as extended programs in the field of homemaker services, meals on wheels, shopping service, et cetera.

An effort can be made under the poverty program whereby people could be recruited, trained, and made a part of homemaker services for the elderly. The project could be sponsored by the Tuberculosis League of Middlesex County or the Roosevelt Hospital. The people recruited would be paid by the Federal Government under the poverty program. The training would be furnished by private, county, and State agencies.

The program could be administered by the Roosevelt Hospital or the Tuberculosis League. The funds would be made available through the Economic Opportunity Act.

This would be a great relief to the steady stream of people who are looking for hospital beds and institutional care because they don't have anyone to take care of their simple needs.

The social problems of the aged are complex and broad in nature to say the least.

The amount of money provided by the Federal Government, through old-age benefits under social security, is in itself below the poverty line income. These marginal income groups are therefore more likely to become dependent groups.

Where do we start and where will it stop?

The social problems concerned are complex and broad in nature to say the least.

Thank you, Senator, and Congressmen. [Applause.]

Senator WILLIAMS. As we conclude I want to acknowledge the committee's sincere thanks to all the people who made this very, very illuminating meeting possible. Certainly Mayor Addonizio's office was complete in its cooperation as was the Newark Housing Authority and Mrs. Ingham, the executive director for the Newark Senior Citizens Commission.

I want to applaud the work of our own staff in Washington, who, of course, have taken a lot of their time on a weekend when they could be off, to be here to make this possible. They are not nine-to-fivers; I would say at 5 o'clock their day is about half done, as my friends here will attest to.

I am certainly grateful for the contribution of the three Congressmen from this area which is well beyond the call of duty because they are not members of this committee, so they are just volunteers, the first on the job around here. Thank you very much.

Mr. RODINO. Thank you.

Mr. KREBS. Thank you. [Applause.]

Senator WILLIAMS. I also want to say the record will include statements from Mr. Vuocolo of Jersey City; the New Jersey Optometric Society; the New Jersey State Industrial Union Council, AFL-CIO; Mrs. Sallie Hale, chairman of Creative Hands, Plainfield; Mrs. Lillian Allan, Jersey City; Rev. James E. Myers, ANDOC, Newark; and the community action program directors of many parts of the State.

You all might be interested to know that Rev. Donald Griesmann,¹ of Camden, has been with us all day. He has been described as a "one

¹ Statement on p. 503, appendix.

man war on poverty" in the Camden area of our State and has just been nominated for the Lane Bryant Award for Community Service.

Reverend Griesmann, we are glad to have you with us. [Applause.]

We will return to Washington with a magnificent hearing record. Thank you all. [Applause.]

I really would like to say in conclusion that we thank you for this opportunity for having had this hearing, and we want to especially on the House side commend you for your dedicated efforts in this county. Your contribution is invaluable and you are to be commended for the great work that you have put forth in this field.

Mr. KREBS. I am privileged to be here with the dean of the congressional delegation, Mr. Rodino.

(Whereupon, at 2 p.m., the Special Committee on Aging recessed, subject to call.)

APPENDICES

APPENDIX A

GOVERNMENT OFFICIALS

STATEMENT OUTLINING OPERATION SERVICE (SENIOR EMPLOYMENT REFERRALS—VOLUNTEERS IN COMMUNITY ENDEAVORS) BY MAYOR THOMAS J. WHELAN OF JERSEY CITY, N.J.

(Represented by Conrad J. Vuocolo, Director, Tenancy, Jersey City Housing Authority)

I would like first to thank this committee and Senator Williams for this opportunity to speak, and to commend this group for conducting these field hearings throughout the country on the problems of the elderly.

As mayor of Jersey City, I find my confidence in the Nation's antipoverty program continuing and growing. There are many bright spots in a picture that was totally dark only a few short months ago.

But, unfortunately, it appears that the war on poverty has passed the elderly by, and what is called the golden age is, for too many a dark age.

In large measure, they have been silent observers as the Nation has begun its assault on poverty. If they discuss it, it is merely to ask, "What about us?"

The question is valid. After decades of contributions to our Nation's cultural, economical and social growth; after lifetimes that have spanned three wars, the elderly can still say—as one did to me in a city housing project—"We have nothing but hopes. We live in hopes and many of us die in despair."

With changes in our social security law and private pension programs, the line between middle age and old age is steadily being lowered. Today, we must begin to plan for the welfare of our citizens as they pass age 60. In Jersey City, we have more than 40,000 persons in this age bracket.

Their problems and needs are manifold: health care, proper food and nutrition; welfare and social services; housing; educational, recreational and leisure time needs. In each of these, the elderly face a crisis and they need help.

President Johnson recognized this when last year, he stated our national goal:

"Let us repay our older Americans for their sustained creative participation in our national and community life by providing them with a wide range of meaningful opportunities. Let us take all necessary steps to see that they have a real chance to enjoy health, love and a life of dignity. Let us find ways to employ skill and wisdom that so many of our older Americans possess and long to share. Let us make a continuing effort to keep in the mainstream of our national life all those who have lived so long and contributed so generously."

In our Jersey City Housing Authority projects, where we house about 1,150 senior citizen families, we have made an effort to provide the elderly that chance for a life of dignity.

We have done this through creating a simple but effective community program, revolving about "friendly visiting," and we offer this program as a possible starting point for some phase of the war on poverty helping the elderly.

Under this program, after proper training with State and local health, welfare and social agencies, many of our elderly tenants become active in our Operation SERVICE (senior employment referrals—volunteers in community endeavor). The function of this group is to visit the sick, blind, maimed, the chronically ill of all ages in our developments. For many of them, the only contact with society is provided by these friendly visitors. Our volunteers—and they are all that—may help prepare a meal, play a game, share a hobby, read a letter, change bandages, run errands, or just sit and talk.

This program has been most successful because of the dedication, energy, drive and interest of the senior citizens themselves. Some of our volunteers are 78 years old and they do an excellent job because of their ample leisure time and their years of experience in dealing with a wide range of personal problems.

In addition, they have the sure knowledge that they are helping someone else; that they are doing something important.

But our city, and probably all other cities, do not have the economic muscle to fund this program and use it as a modest vehicle for attacking the elderly's economic needs.

But it could be done under Federal antipoverty funds. Our program, now limited to our housing developments, could easily be expanded to old-age homes, hospitals, veterans' housing, even to prisons. Wherever there are old people, there are problems—and our friendly visitors' service could help solve those problems.

We hope to explore with the Office of Economic Opportunity the possibility of expanding and financing our program, so that we could recruit more elderly into it. They could be paid possibly up to \$50 a month, which would not interfere with their social security, but would help lift them over the border of personal poverty.

And yet, far from being a dole, they will be getting paid for providing a service—a service now not available anywhere else.

We also suggest the following:

That legislation permit the construction, with Federal aid, of a senior community center staffed and operated by elders for elders. It would have facilities for health care, counseling, and social, library and recreational activities.

That employers be reimbursed to some extent for employing senior citizens with special skills.

That a senior citizens information center be set up, as well as a traveling geriatric clinic operation using the existing facilities of our neighborhood well-baby stations, to provide preventive medical care for the elderly. This again could only be done with Federal funds.

That the elderly be given some preference in hiring for some nonprofessional jobs in the antipoverty programs.

These are only a start. I know there could be scores of other proposals and programs, and I trust you will give them close attention because the problem is serious and grows more serious every day.

Benjamin Disraeli once wrote: "Let us hope that the heritage of old age is not despair."

In our day, we must do more than hope.

Thank you.

QUESTIONS SUBMITTED BY SENATOR WILLIAMS IN A LETTER TO LOUIS S. DANZIG,
DIRECTOR, NEWARK HOUSING AND REDEVELOPMENT AUTHORITY¹

1. You said that most of our senior citizens were not born poor but have been made poor by inflation and other changes in our economy. Do you have any studies indicating that elderly persons now living in low-income housing in Newark once had much higher incomes than they now have?

2. You urged Congress to give even more attention to housing programs for retired people and more particularly the assistance with the provision of more onsite community facilities and social and medical services for the elderly. Would you care to give us more of your thinking on this subject, as well as some commentary on potential coordination on such projects with the OEO and the Newark Senior Citizens Commission?

3. Can you give us a description of service facilities, neighborhood centers, recreation areas, etc.—now or soon to be available in public housing for the elderly in Newark. Will any such facilities be useful in antipoverty programs directed at the elderly?

HOUSING AUTHORITY OF THE CITY OF NEWARK.

Newark, N.J., August 9, 1965.

DEAR SENATOR WILLIAMS: * * *

We do not have local studies showing that the elderly tenants of public housing now have lower incomes than formerly but I am sure that this is the fact. What I had in mind was national figures on income by age groups. The Statistical

¹ Related testimony, p. 418.

Abstract of the United States shows annual money income (males) several thousand dollars higher at 35-44 years than at 65 years and over.

Also, of course, to the extent that the elderly have fixed incomes, they are hurt by inflation, especially in housing. Some other needs may diminish with age but housing need remains stationary or may even require special facilities; e.g., elevators above one story.

The need for housing for the elderly is part of the problem of housing for low-income and middle-income families but is more acute for the elderly because a larger portion of them are in these income groups.

At the time of the U.S. Census of 1960, only 31 percent of the families in New Jersey had incomes high enough to afford new housing produced by unassisted private enterprise. These families were, at the same time, the best housed families in the State. But the production of new private housing is limited by the demand in this market. For this reason, it is difficult to get enough new housing built where, when, and at the price that is needed.

Middle-income families amounted to 46 percent of the State total. These families cannot afford new private housing but their incomes are too high for them to be eligible for public housing. The trickledown of used housing is slow and haphazard.

Twenty-three percent of the families in the State had incomes low enough to be eligible for public housing. However, public housing amounts to less than 3 percent of the dwellings in the State. (In Newark alone, public housing dwellings amount to 9 percent of the city total.)

In consequence, slum dwellings are still needed and are difficult to eliminate unless more housing is provided within the means of all income groups.

The facilities of public housing will be used in the poverty program. But it must be understood that these facilities for the elderly are meager. Usually, they amount to a room in the basement, for recreation or for physical examination, without personnel or equipment. The cost limitations of public housing preclude anything more elaborate. In fact, these facilities and their use are noteworthy only as something that is being done because so little is being done.

As I understand it, the economic opportunity program is aimed at making the poor more productive so that poverty will be relieved out of the additional wealth that is created. For this purpose, the program is and should be primarily directed to youth. Nevertheless, it seemed to me worthwhile to mention to the Special Committee on Aging, the other poverty among the elderly which does not yield to this approach.

I was reluctant to assert what is no doubt evident to the special committee. In the prospect of a Great Society, very little is being done for the elderly. Do we know what to do about them and how to do it?

It is my impression that idle conversation, television, card games, folk dances, handmade bookends, hobbies, etc., etc., are ridiculous major activities for the elderly or for anybody else. This is a kind of poverty that has nothing to do with money.

As the number of the elderly increases, and a larger portion of them have had more schooling, better ways must be found to organize their facilities. I was thinking of separate, specially designed buildings, not particularly related to public housing. The standard facilities of the Boys Clubs of America are a parallel case.

For the elderly, ways must be found to retard the deterioration of their facilities, to utilize their residual skills, to promote mutual aid and, if possible, productive activity. As the period of old age is extended, a program of purposeful activity must be developed that will afford them a more meaningful and less burdensome place in our society. Of course, this means research, staffing, equipment, buildings and, in other words, money.

Sincerely yours,

LOUIS DANZIG,
Executive Director.

QUESTIONS SUBMITTED BY SENATOR WILLIAMS IN A LETTER SUBSEQUENT TO THE HEARING, TO RAYMOND P. STABILE, CHAIRMAN, NEWARK SENIOR CITIZENS COMMISSION ¹

1. Would you care to give us a separate, supplementary statement on the potential usefulness of the surplus foods program in Newark? You mentioned that you are "praying and hoping that with our efforts this program will come to Newark." I'd appreciate some amplification.

¹ Related testimony, p. 420.

2. You said that your "programs are placing emphasis on hiring elderly people instead of promoting volunteer services." I interpret this to mean that you will not try to recruit great numbers of unpaid elderly volunteers for your programs. But does this also mean that you will seek no liaison with existing, private volunteer groups such as the Newark Senior Service Corps, conducted by the Council of Social Agencies in Newark in conjunction with the National Council of Jewish Women? Or will you actively seek to help, and be helped by, such groups?

3. May we have the details of the funding agreement established between the Commission and the United Community Corp.? It seems to me that Newark's example might well be followed in many other communities. * * *

NEWARK SENIOR CITIZENS COMMISSION,
Newark, N.J., July 23, 1965.

DEAR SENATOR: * * *

1. *Surplus foods.*—We were disappointed in that the Food Stamp Act of 1964 did not provide sufficient funds to demonstrate its effectiveness in poverty areas such as we have in Newark. Moreover, the New Jersey Department of Welfare was restricted as to its use, and they chose an area in south Jersey, despite the fact that Newark undoubtedly has the greatest number of impoverished people. We hope that sufficient funds, under this act, will be provided in the current year so that greater nutritional benefits as well as increased purchasing power which will benefit our economic growth can be realized.

Insofar as distribution of surplus foods is concerned, the present "means test" and restriction to welfare clients only, imposes limitations which deprive our elderly from participation.

The current directives both from Federal (Department of Agriculture) and the State of New Jersey prohibits the distribution of surplus foods to any person until they are certified as to eligibility by the department of welfare either at the county or municipal level.

The facts show that 80 percent or over of the elderly tenants in public housing, qualify for surplus foods. Many of these tenants do not want to subject themselves to the "means test," etc., of our welfare agencies. In addition, because of their limited mobility they do not wish to travel from one end of the city to another to pick up a 5- or 10-pound package of surplus food.

We must bear in mind that the elderly, prior to tenancy in public housing, were required to record upon their application more detailed information than most welfare agencies require of their applicants.

With this data in the custody of the public housing authority, as well as a subsequent yearly income check, it seems unreasonable to request the elderly who are not welfare recipients to subject themselves to the welfare agency. We will see that the public housing authority can, with the data in their possession, certify as to their eligibility for surplus foods as well as to use the various housing projects as centers of distribution.

To date, we have not been successful in obtaining cooperation in agreeing to this change in the regulations pertaining to surplus foods.

May I say this—because of the archaic regulations, we are denying to our elderly surplus foods which would help their nutritional diet.

2. *Volunteers.*—We have placed a greater emphasis on hiring the elderly because of their terribly low income level. It was not intended by us to deemphasize the recruitment of volunteer services. The Newark Senior Service Corps, and other similar groups, are working very close with us and will continue to do so. There is no question that the Newark Senior Citizens Commission will seek help from and be helped by volunteers. We need them to perform many community and individual services.

3. *Funding agreement.*—This is a very simple arrangement whereby the United Community Corp. reviews our proposal for funds, and agrees that the programs submitted within the proposal serve the greatest need. The United Community Corp. formally adopts our proposal by a majority vote of the members of United Community Corp. Once this has been done, the Newark Senior Citizens Commission, the mayor, and United Community Corp., sign the necessary papers and the presentation of the proposal is submitted to Federal agency for approval of necessary funds. The Newark Senior Citizens Commission, in fact, becomes a contractor to the United Community Corp., which is designated as the agency after the Federal agency approves the application for funds.

While this arrangement is satisfactory, and meets the criteria of the Economic Opportunity Act, it nevertheless leaves the municipality with little

direct responsibility. It is my belief that provisions under the Economic Opportunity Act should be changed to provide that only the municipality, with approval of the governing body, should have the authority to submit application for funds.

The municipality in cooperation with its own agencies and other agencies should be required to submit a "workable program" similar to that requested by law for the urban renewal program.

The reason for this opinion is that we find entirely too many agencies submitting proposals on their own with no centralized control or municipal responsibility exercised over the proposals submitted. The present arrangement will create much duplication of effort, increased cost of administration, loss of manpower as well as considerable confusion among those requiring help including the administrators of the programs.

Respectfully yours,

RAYMOND P. STABILE,
Chairman, Newark Senior Citizens Commission.

CHESTER J. TYSON, JR., STATE DIRECTOR, FARMERS HOME ADMINISTRATION

I am Chester J. Tyson, Jr., New Jersey director of the Farmers Home Administration, an agency of the U.S. Department of Agriculture.

We in the Farmers Home Administration are encouraged by your noble efforts to study problems faced by our senior citizens. Many of the senior citizens in our midst are not enjoying the full and happy life that they so richly deserve.

In the various loan programs that Congress has seen fit to give our agency to administer, we are in daily contact with senior citizens in rural areas and through this opportunity of service we have become quite familiar with their problems.

Senior citizens constitute the fastest growing segment of the U.S. population. Over 21 million people are now 62 years of age and over. By 1980, there will be at least 30 million. One out of three live in rural areas. With longer life-spans, many will live 20 or more years beyond retirement. From 1950 to 1960, the general population increased only 19 percent, while the older population rose 35 percent and the age group 85 and over soared 69 percent. While these are national figures, I am certain that the general situation is occurring in the rural areas of our State.

One of the difficult problems faced by senior citizens in rural areas is finding adequate housing. Permit me to explain.

An estimated 29 percent of the homes in rural areas either need major repairs or are so dilapidated that they should be rebuilt. We have found far too many cases of elderly widows living in homes in rural areas practically unfit for habitation. We have seen widows living in small houses without running water, houses in which the buildings were so dilapidated that they provided little protection against rain or cold.

The Farmers Home Administration rural housing loan program is specifically designed to help correct this deficiency and to assist rural people including our senior citizens to obtain housing that is adequate but modest in size, design, and cost. Loans are not made to applicants who can obtain needed credit from other sources at satisfactory terms.

The housing legislation passed by the Congress in the fall of 1962 considerably broadened the Housing Act of 1949, the rural section of which is administered by the Farmers Home Administration. Our agency can now make loans to senior citizens for the construction of new homes or to buy previously occupied housing as well as to improve the homes they already own. Senior citizens also can use a housing loan to finance the cost of a building site on which to build a home of their own. When they do not have enough repayment ability, a close relative may cosign the note to assure that the loan payments will be made. Since this authorization was received we have made 25 to 30 individual loans per year in rural New Jersey for this purpose.

The agency also was authorized to make direct and insured loans to provide rental housing in rural areas for senior citizens, 62 years of age or older. These loans fill a housing gap in rural areas and offer an opportunity for senior citizens to maintain their independence and to live out their lives in dignity in the communities where they have spent their working days and where their roots are deepest. Under this rental housing authorization, 72 apartments are now being rented to rural residents in New Jersey to provide decent housing suited to their needs.

Our efforts toward meeting the housing needs of rural older people are just starting. Applications for this purpose are steadily increasing.

Our major problem in assisting older families acquire decent housing in rural areas is the low incomes of a high percentage of these families. Our staff are constantly endeavoring to find means of helping families meet their housing needs within their incomes.

The New Jersey State Technical Action Panel and the county technical action panels have been working closely with the New Jersey Office of Economic Opportunity toward the establishment of community action programs to serve rural people. It has become apparent that to fully meet the needs of rural people in poverty, attention needs to be given to not only the young people but also to the elderly.

The Farmers Home Administration is administering title III-A of the Economic Opportunity Act. This title authorizes loans up to \$2,500 to rural families living in poverty conditions. These loans must be used to increase the income of those meeting the eligibility requirements.

Over 173 applications have been received for Economic Opportunity loans from rural people. These loans are not confined to farmers. In fact, three-fourths of them have been made to rural residents not engaged in agriculture. Of the 110 loans already closed, 12 percent have been to persons over 60 years of age. The senior citizens receiving economic opportunity loans have an average income of \$3,030. The average amount used for family living is \$2,279, a modest amount indeed. Loans were granted to them in amounts ranging from \$300 to \$2,500 as a result of which the average income will be increased this year from \$3,030 to \$3,890.

The Farmers Home Administration gives special consideration to the needs of low-income rural families. Our loan programs are sufficiently broad to meet their special needs. Many of our low-income families are older farmers who have been unable to keep pace with rapidly changing economic conditions.

In New Jersey many of our elderly retired farmers at one time were in the poultry business. During the late 1940's, a large number of families migrated to rural areas in New Jersey and invested their life savings in a small poultry farm. Many of these people who had a trade or profession in the city anticipated a better life for themselves and their families on poultry farms in the country. In addition to this, there was a large migration of refugees from Europe following World War II who invested their savings in New Jersey poultry farms. To many, their hopes turned out to be a disillusionment. Younger poultry farmers frequently were able to either increase their efficiency or shift to another vocation. But the older families had lost their flexibility to do this and consequently their business failed.

I cite the poultry farmers only as an example. There are many other elderly in rural areas, in the open country, on farms, and in our small rural towns whose experiences parallel those of our poultry farmers. Unless someone gives them an opportunity to improve their means of livelihood, they are likely to continue on the economic downgrade. These families frequently have no alternative other than to continue to exist with their low incomes with the hope that when they become eligible for social security, they will at least have some additional income to supplement their meager earnings.

Recognition of this problem by the Administrator of our agency in the past few years now makes it possible for us to serve this group of farmers with loans and supervision. Small operating loans and real estate loans have in many cases made it possible for these older farmers to stay on their small farms, live comfortably, and repay their debts.

It is a pleasure to present my statement to you this morning and discuss a few of the problems associated with senior citizens in the rural areas of New Jersey.

APPENDIX B

COMMUNITY ACTION PROGRAM DIRECTORS

In advance of the Newark hearing, Senator Williams sent the following letter to directors of OEO community action programs in New Jersey:

As you can see from the enclosed news release, the U.S. Senate Special Committee on Aging will go to Newark, N.J., on July 10 to continue hearings on the war on poverty as it affects older citizens.

Many witnesses, including Mr. Sargent Shriver, told us at our June 16 and 17 hearings in Washington, D.C., that the Office of Economic Opportunity can be of far more direct assistance to the elderly poor than it now is. Mr. Shriver also asked the Committee on Aging to give the OEO as much assistance as possible in helping Federal and local agencies to give more attention to our elderly citizens.

We on the committee are happy to take on this responsibility. We feel that the OEO has done a remarkable job in less than 1 year on many fronts, but we also believe that communitywide programs against poverty should include ample provision and planning for the needs of the elderly.

In New Jersey, we will hear from Governor Hughes and other witnesses who have suggestions and information on our topic. Our home State will, I am sure, yield much valuable testimony.

Our study would be incomplete, however, if we did not hear directly from those now working on community action programs in New Jersey.

For this reason, I would appreciate a letter from you with your comments on the following questions:

1. Do you believe that the language of the Economic Opportunity Act should be changed in any way to make it more helpful to you in surveying and meeting the needs of the elderly in the area you serve?

2. Mr. Shriver announced at the hearing that the OEO will soon begin a foster grandparents program (see p. 5 of the enclosed statement). Will this be a useful program to you? Have you any suggestions that would make it more helpful?

3. Do you have any comments about Mr. Shriver's plan for a system of organized visitors to homes of shut-ins? (Pp. 5 and 6 of Mr. Shriver's statement.)

4. Among other suggestions received by the committee thus far are these: Coordination with existing volunteer organizations which register and refer elderly citizens for help in worthy efforts; more widespread employment counseling facilities; neighborhood senior citizens corps to give the elderly an opportunity to work directly on worthwhile rehabilitation projects in their own hometowns; and, programs to reach out to the older poor to inform them of available services and opportunities now unknown to them. Perhaps you would care to suggest other possibilities or comment on any of those listed above?

5. If the information is readily available, we would like to have information on the number of elderly poor in your area and your comments on their high-priority needs * * *

Sincerely,

HARRISON A. WILLIAMS, Jr.

Among the replies received:

Atlantic County¹

THE NEIGHBORHOOD CENTER PROGRAM AND ITS APPLICATION TO THE AGED

(By Sidney Schweber, Community Services director, Atlantic Human Resources, Inc.)

INTRODUCTION

Atlantic Human Resources, Inc.,² is at this time, July 10, 1965, in the process of establishing three neighborhood centers in the poverty target areas of Atlantic County—namely, two centers in Atlantic City and one in the adjacent community of Pleasantville.

Within each center there will be a variety of services which, in a coordinated mode of application, should serve to mount a comprehensive beginning attack on the problems of poverty. While these services are to be available to all residents of the area, they will also be available to the aged poor. To make certain that this group will avail themselves of these services, each center will have a senior citizen's aid and a specially furnished senior citizen's room or headquarters. A detailed description of the services will follow later in this statement but a summary description of current community services at this point will give additional pertinence to the descriptions of the pending neighborhood center services and their viability as instruments for the needs of the elderly poor.

¹ Related testimony on p. 454.

² The Community Action Agency for Atlantic County, N.J.

Existing community resources in this area, as in most locales, are geographically scattered and usually understaffed. Those in need of these services, including the aged, have to travel distances that are costly in carfares, time, and energy. Frequently the people find themselves having to wait long periods at the agency before they are seen. Also, many of the elderly poor reside in sections of the community where public transportation is not available and a long trek on foot to and between the agencies further aggravates their availability as a resource for the aged.

Nor does their eventual arrival at the agency insure the dispensing of services sought by the supplicant. Staff shortages in the agency may cause the seeker of services to be placed on a waiting list which can involve months of delay before attention to needs can be made. When the services finally do become available they are usually rendered in a style that is distasteful to the client. Should this last statement need further amplification many authorities in the social sciences have commented on this situation including Dr. Richard Cloward, of Columbia University, who at the 1963 meeting of the Council on Social Work Education said, "A survey of the statistics of service by private agencies indicated that they were seeking more and more middle class clients, and fewer working class and poor clients." His explanation for this alleged disengagement from the poor was that—

1. The private agency is controlled by a middle-class world and is serving more and more fee-paying, cooperative, middle-class clients.
2. The social worker is preoccupied with status considerations and seems to feel that serving a more prestigious client will increase the prestige of the profession.
3. The private agencies have seized upon the existence of public programs as a way of avoiding the difficult reality problems which the poor bring to their doors.

The central point of this is that the multideprived family (including the elderly poor¹) is all the more deprived because it is denied effective service by the private social agencies who, ironically, raise money for their support in the name of the poor.

Nor is this lack of services for the poor confined to the field of social work. In the area of health services, Dr. Ralph J. Onofrio, chief, obstetrics and gynecology, Our Lady of Lourdes Hospital, Camden, N.J., speaking at the annual meeting of the Child Federation of Atlantic City, 1964, described a program for expectant mothers in his institution and commented on the lack of attendance by pregnant women from the low income groups (while the elderly poor do not have this particular condition applicable to them, their other health needs and their failure to receive services are characterized by the same reasons to follow) :

1. Lack of transportation.
2. Fear of institutions where a charge for services is frequently levied.
3. Reluctance to mingle with predominantly middle-class groups in settings where differences in socioeconomic status is marked.
4. Frequent inability to understand need for services offered.
5. Frequent inability to comprehend instructions or contents of lectures.

It should be stated that the voluntary and official agencies dealing with the various poverty-related health and social problems are well represented in the locale under discussion. That these agencies are also well institutionalized, specialized, and fragmented is also obvious. Yet within these circumstances they are called upon to do a job for the elderly poor in a locality that has an aged population which, according to the 1960 census findings, contains the second highest national percentage of older persons in its general population (second only to St. Petersburg, Fla.).

It is also pertinent to state that Atlantic City consistently ranks highest in the incidence rates for poverty-related health and social conditions on a statewide basis. Two attached charts illustrate the comparative social, economic, and health conditions in these categories.

With the burden of work these extraordinary conditions place upon the existent agencies and facilities by the rest of the population seeking services, it is not be wondered that the aged poor are likely to be overlooked by these agencies and their limited staffs.

One last comment about the style in which these services are offered is also in order. Despite the fragmentation of the services already noted there is no impli-

¹ Statement in parenthesis added by this writer.

cation intended that the agencies do not cooperate with one another. On the contrary, conferences, telephone calls, memos, and referrals, often fly thick and fast between the agencies. Whether this is true communications, or the illusion of communication, can also be validly questioned. The differences in background, experience, and strivings, between those in communication and those being communicated about might be the inhabitants of separate planets.

The effect on the individual poor, whether young, middleaged, or elderly, is something else again as they wend their way through the maze within and between the agencies. For the crime of their poverty they are constantly confronted with new and strange faces and a recapitulation of their condition in each agency. They may even get the attention and relief they seek for an immediate problem. But it is not long before the old symptoms return, or new ones develop, and they are back in the agency rounds again.

Conversely, they may even come to shun the ministrations of the agencies for the basic causes of their problems are not really ameliorated by the services available in their present structure. The hopelessness of their poverty, compounded by age for the older person, soon takes over and their anomie becomes more complete. Their files in the agencies are then marked "uncooperative" and the blame is shifted to the individual whose basic sin is to be overwhelmed by their condition of poverty and age. In the end they are as poor as when they started for they have been done "to" and "for" rather than "with."

In summing up the services currently available, it is no exaggeration to restate them as fragmented, inadequate and alieated from those that are in greatest need. This is not to say that the number of agencies are too few, a count of the total listings of such agencies, in a directory for the Atlantic City area, reveals over 50 separate agencies dealing with one service or another primarily designed to aid the poor. In addition to these listings are an uncounted number of fraternal organizations, service clubs, women's groups, etc., who also engage in sometime good works for less fortunate brethren.

Despite this expenditure of time, money, and energy, the poor continue to elude their ministrations and the statistics continue to belie their well-intentioned efforts. It is obvious that a reorientation and coordination of services and understanding is required on the part of the lay public, the professional personnel, and the boards of directors of the agencies in the helping professions. It is indeed a sad comment to have to include the professional personnel in this category but example after example can be used to indicate their lack of comprehension of the problem they should be knowledgeable about. To use but one illustration:

At a planning meeting for programing in the projected neighborhood centers, one child guidance agency executive smugly remarked that his agency had a 32-percent nonfee paying load and that this proportion compared favorably with the fact that 33.5 percent of the population in Atlantic City were under the \$3,000 poverty line. When he was informed that the 33.5 percent referred to families, not population, and the families of the poor tend to be larger, plus the fact that the incidence of mental illness amongst this group would suggest his caseload for this particular group might better be 64 percent, or more, there was no further comment. At a later point in the meeting this same executive was boasting how fair the fee schedule in his agency was to the poor and he could not understand how the application of any means test was in and of itself a degrading experience to the individual.

That the whole philosophy, organization, and structure of our present day community services needs to be radically altered is abundantly clear.

THE NEIGHBORHOOD CENTERS

The development of programs in the neighborhood centers was the specific charge of the Community Service Council, one of four separate councils that act in an advisory and program development capacity to Atlantic Human Resources, Inc.

Council members were enlisted from three broad groups within the community: (a) Relevant public and private agencies; (b) neighborhood groups (made up of persons indigenous to low income census tracts); and (c) concerned lay citizens and self-employed professionals.

The Community Services Council itself was further structured into six sub-committees—health, welfare, housing, youth development and recreation, legal assistance, and senior citizen committees. Thus from the very beginning a concern for the problems of the elderly poor was an integral part of the policy and program planning function.

472 THE WAR ON POVERTY AS IT AFFECTS OLDER AMERICANS

This is best reflected in a stated set of this council's objectives :

- (a) Implementing the broad aims of the Economic Opportunity Act ;
- (b) Determining the areas of greatest priority within each committee of the council and between the various committees ;
- (c) Upgrading the social and economic opportunities of disadvantaged persons ;
- (d) Developing needed programs to answer to health, housing, welfare, legal, and other related needs of the poor ;
- (e) Considering special problems peculiar to certain age groups, such as children, youth, and older citizens ;
- (f) Strengthening existing public and private agencies so that they are better able to render services not currently available ;
- (g) Assuming major responsibility for the services and programs provided in neighborhood service centers ;
- (h) Coordinating activities of service centers with other parts of the community action program ;
- (i) Serving, in an effect, as a county health and welfare council (no such council presently exists in Atlantic County.)

The locations of the two centers in Atlantic City can be seen from the census tract maps to be especially advantageous in their locations for accessibility and convenience to the target population to be served.

From this developmental and structural background the following services in each center have been programed and special mention is made for the role of the older person in each instance.

SENIOR CITIZENS PROGRAM

There will be a day room in each center that will serve as a focus and headquarters from which all other needs and services for the older person can flow. A person experienced in working with older citizens will be employed as an aide. It will be the duty of this aide to organize programs suitable for the need of the older person. Most importantly, it will be this person's responsibility to seek out the older persons in the area served by the center and encourage participation in the center program. He (or she) shall identify special problems and needs of individual older persons and actively call upon other center resources to assist in their resolution. Further, he shall identify special skills and interests of the individual elderly person and encourage their use by seeking out and providing opportunities for their exercise in either center activities, the neighborhood, or the community at large. Through this active seeking out of outlets for the older person's interests the senior citizen can be a contributor as well as a recipient of the rest of the center programs and the community at large.

The older person can assist in babysitting services, emergency homemaker functions, receptionists, clerical assistants, aids in the center programs, storytellers, assisting homebound persons, etc. In many instances it may be necessary to assist the older citizen to develop a socially useful skill and it will be the responsibility of the aid to find the resource to accomplish this end. It will also be the responsibility of the aid to assist or find assistance for the older person to keep the clinic and other special appointments, and follow through on programs started, etc.

VISTAC PROGRAM

This program based upon the philosophy and objectives of the already well-known VISTA program will be a local version of the larger national program. It will differ essentially in that it will enroll local residents rather than bring in workers from other parts of the country. It will mobilize to the maximum extent possible residents from all socioeconomic levels in the war against poverty thus providing a mechanism for individual identification with, and involvement in, the community action program on a variety of levels. The VISTAC director will be responsible for recruiting volunteers, orientating volunteers and center staffs and working with staff personnel to find and develop meaningful tasks for VISTAC workers.

The use of the older persons in this program can be maximized to the fullest extent possible, again as recipients of program benefits and as contributors to the program by volunteer participation.

EMPLOYMENT INFORMATION AND COUNSELING

Arrangements have been made for a representative of the Division of Employment Security to be in each center from 9 a.m. to 12 p.m. daily. This arrangement will insure good linkage between Division of Employment Security and the emerging employment program of the center. Neighborhood residents, including the older person, will have the advantages of employment security resources in terms of testing materials, access to job information, etc., which were Atlantic Human Resources to hire its own personnel, could not have this information and resources disclosed to non-Division of Employment Security employees. Here an important resource will be available to the older person in a convenient location and setting.

HOUSING

A housing aid will function in each center and the services of this person will be available to the older person as well as others. At the present time the services will encompass three main areas: (1) code enforcement, (2) apartment or room finding, (3) and housing rehabilitation.

(1) Code enforcement: He will be trained by private or public personnel experienced in housing. He will informally inspect residence, for evidence of violations of the housing code and encourage and assist tenants to report these violations or to request inspection from the proper authorities. Both the housing aid and the tenants will have the assistance of the center legal representative.

(2) Apartment or room finding: The housing aid will also serve as a coordinator for available housing facilities of all kinds. As information is developed, it may be possible to help families (and the aged) more easily and quickly to better accommodations which are compatible with their physical, social, and emotional needs.

(3) Housing rehabilitation. Where tenants have it as their responsibility or personal desire to improve interiors or exteriors of buildings, they may obtain information, advice, and assistance from the housing aid, VISTAC personnel, and/or the senior citizens' aid. If the physical improvement is a community project, volunteers from several sources may be asked to assist in the rehabilitation. Such services will be organized and coordinated by the housing aid.

LEGAL SERVICES

Coping with poverty has many legal ramifications. Being poor frequently involves one in many noncriminal interactions with public and private sources such as welfare agencies, tenant-landlord disputes, receivers of unemployment benefits, and old-age recipients, consumer frauds, civil actions of all sorts, etc.

The poor tend to regard the law as an instrument of the privileged which serves to operate against their best interests. The law must be interpreted to the poor (and the elderly poor) as an instrument of equal application and protection for all. The legal service unit for each center will have this as its major theme of service. Additional services can involve assistance in such quasi-legal and administrative areas as assisting with the many and varied forms one deals with in daily life. How these forms are completed and whether they are even sought after in the first place may significantly alter the lives of the poor and the aged.

To disseminate such information as may seriously affect the poor, the center lawyer will also conduct regularly scheduled general discussions designed to acquaint and inform the poor and the aged with the broad aspects of their rights and the law.

AFTER-SCHOOL STUDY CENTER AND LIBRARY

While this activity is designed primarily to assist the younger person in achieving a higher level of scholastic performance there is no reason why the older person who is so motivated cannot also make use of this center facility. In this program comfortable furniture, maps, books, visual aids, books, resource persons (elementary and high school teachers employed on a part-time basis in each center), etc., will be available. Older persons can be encouraged to use these facilities which will be available on an informal and congenial basis.

DAY CARE CENTER

A day center for preschool children will be an integral part of each neighborhood center. In addition to a regularly prescribed curriculum and program there is much latitude in the program for impromptu and spontaneous activity for the children.

Here is an area where the older citizen can make a valuable contribution as aid in various capacities. Additionally, special attention can be given to an individual child in a substitute parent role. Many of the young children enrolled in these type of day centers are from fatherless homes where the mother is the breadwinner. Such children, frequently lacking in affection, can benefit from the relationship just described.

Another function of the centers will be to provide a baby-sitting service for mothers on a temporary basis. This will enable those mothers to keep appointments at clinics and perform other necessary chores that are frequently not feasible. The older citizen can here again make a valuable contribution.

HEALTH SERVICES

Reference has already been made in the first section of this statement as to the quantity and quality of health and social services to the poor and the aged poor in the community. There is no need to further dwell on those aspects again. It is sufficient to restate that there is ample reason to include these services in each center.

These services will include part time physicians who will give necessary examinations to detect conditions which will need further diagnosis and possible treatment. Referrals will then be made to appropriate hospital and other facilities. This function in the center will be primarily a case-finding and preventive health program. The physician will be assisted by a full-time public health nurse and nurses' aid in each center.

The function of the nurses and the aids will be to seek out those in need of services and to follow up these cases to see that such services are provided and followed. A continuous health education program will be an integral part of this function. Needless to say, the elderly poor will be an important segment of the caseload of this service.

An additional function of the nurse and her aids will be to constitute an important channel of feedback information as to the nature and style of the services provided to the people by the institutions to which they are referred.

The Atlantic City Hospital has already been agreed upon to revise some of its clinic and hospital policies as being made possible by a Federal grant from other than the Office of Economic Opportunity.

Overtures are being made to two additional hospitals that service the balance of the county. A new and significant service as part of that grant will be a continuous free bus service from and to the low income sections of the city and county to the hospital clinics. Stops will be made at the center to pick up mothers who have deposited children for temporary baby sitting services.

Elderly citizens will also be eligible for this transportation service.

GENERAL SERVICES

The involvement of individual community members and the development of neighborhood groups have already been under way for some months. Included in these groups are elderly persons and as the center programs develop more of these elderly persons will be encouraged to participate. This in addition to the other programs already described will do much to further involve the elderly in the mainstems of their community.

Encouragement and assistance through neighborhood aids will develop the ability of indigenous persons and groups to assume real authority in the growth and management of the neighborhood centers. As a result of this experience the poor, and the elderly poor, will develop the techniques and skills which can make an important contribution toward changing the various elements which shape their lives. Efforts are being made, and will continue to be made, to assist neighborhood groups to achieve social and economic conditions that will increase maximum social and economic self-sufficiency.

In summary the neighborhood centers will seek to provide needed services to the poor, including the elderly poor, in a fashion that is convenient to those in need of such services. Equally important will be the fact that such serv-

ices are dispensed in a fashion that is compatible to the recipients and their dignity.

The location of the two neighborhood service centers in Atlantic City are strategically placed in the heart of the areas most in need. The one in Pleasantville is also located on a site that is most central to the areas of need in that community.

SITE 1

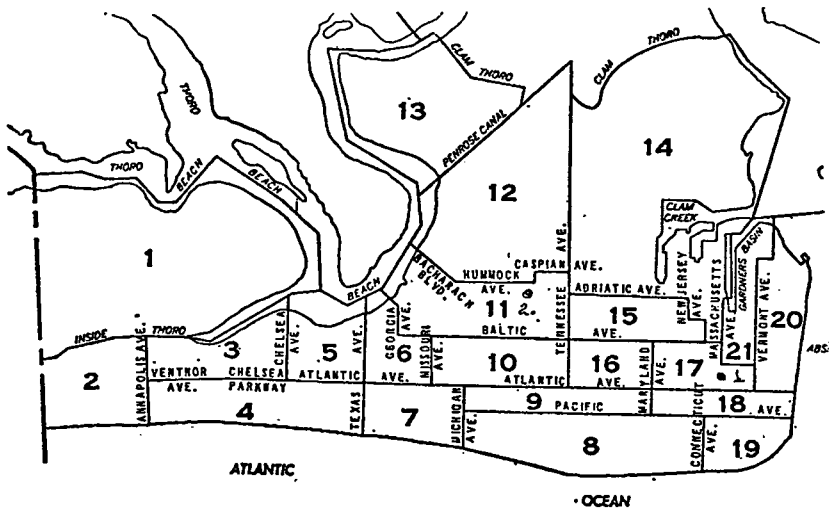


SITE 2



For the elderly poor we envision their role as contributors to the program as well as recipients. There are other important program activities that are a part of the total effort of Atlantic Human Resources which when applied along with community services program will further advance the total push of the local program, than that already described in this statement. There are also programs in the neighborhood centers not described in this program (e.g., Operation Head Start, Youth Development, etc.) that when operational may well open additional avenues of opportunities for the elderly.

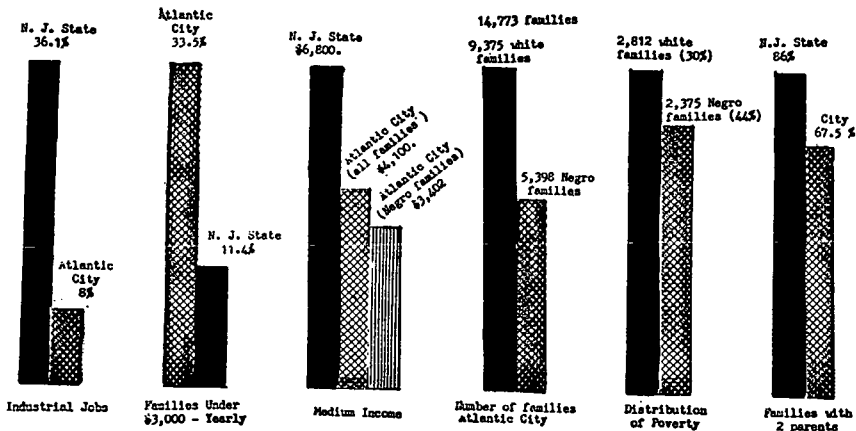
Pressure to get the current programs established and functioning has allowed only fleeting and cursory thought to be given to such long range but potentially significant program possibilities as the development of citizen sponsored low cost housing projects that would include provisions for housing the elderly as well as family units; the possible development of cooperative service and/or light manufacturing industries to develop a diversified and year around economy instead of a total reliance on a short seasonal tourist economy, etc.



• Neighborhood Centers, Atlantic City, N.J.

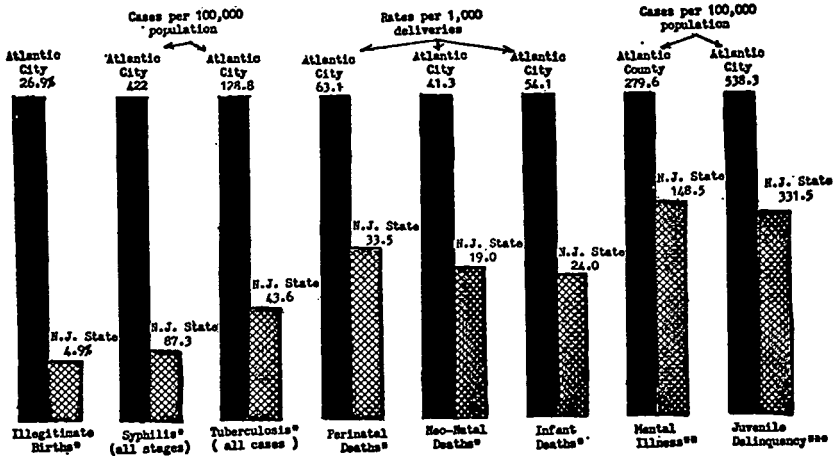
ATLANTIC CITY

COMPARATIVE ECONOMIC AND SOCIAL CHARACTERISTICS, U. S. CENSUS, 1960.



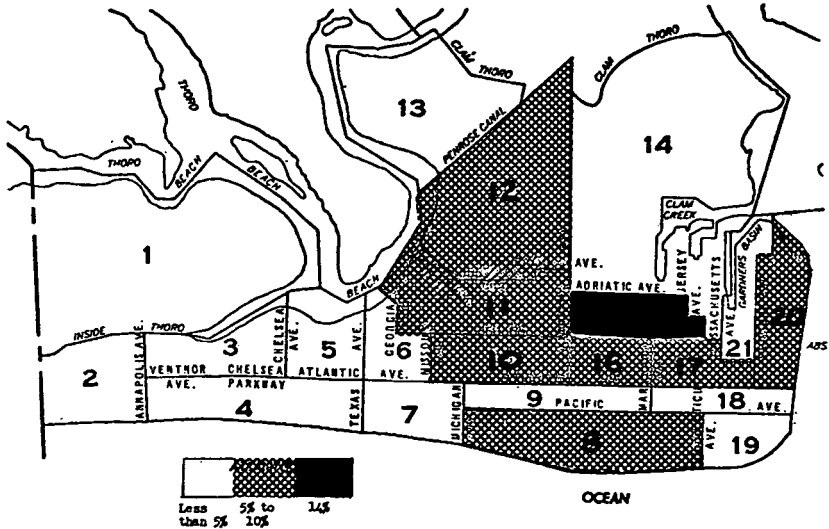
ATLANTIC CITY.

SELECTED HEALTH AND SOCIAL CONDITIONS



* N. J. State Department of Health, 1963.
 ** N. J. State Department of Institutions & Agencies, 1958, first admissions. (latest data available)
 *** Compiled from local and state sources for 1963.

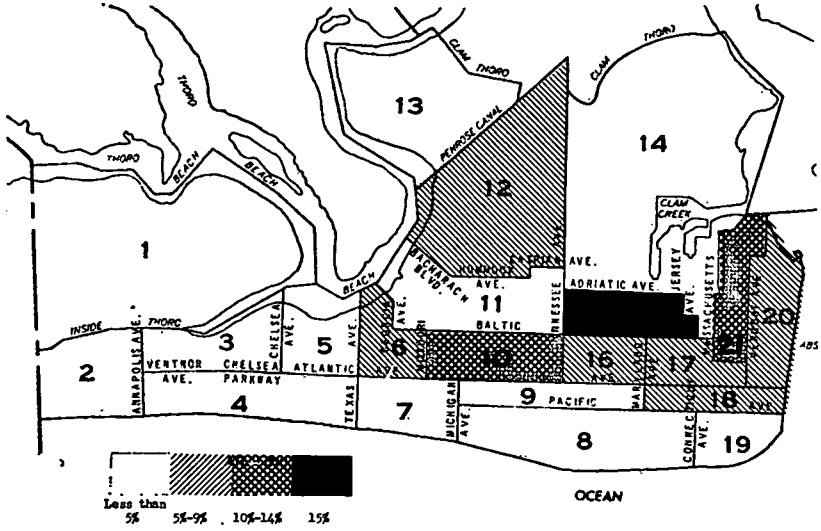
CASE LOAD OF TUBERCULOSIS BY RESIDENCE FOR YEARS 1962-1964 INCLUSIVE



ATLANTIC CITY, NEW JERSEY, BY CENSUS TRACTS

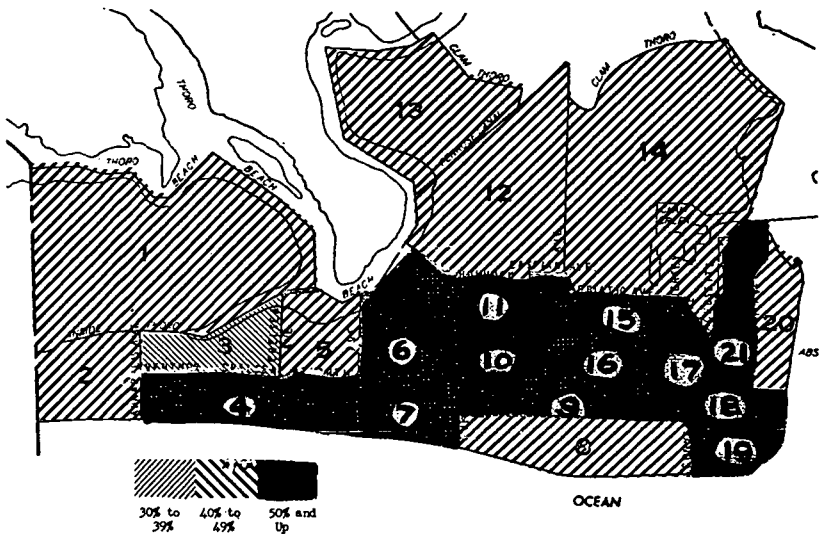
478 THE WAR ON POVERTY AS IT AFFECTS OLDER AMERICANS

SUB STANDARD HOUSING
PREDOMINANTLY LOCATED IN NINE TRACTS



ATLANTIC CITY, NEW JERSEY, BY CENSUS TRACTS

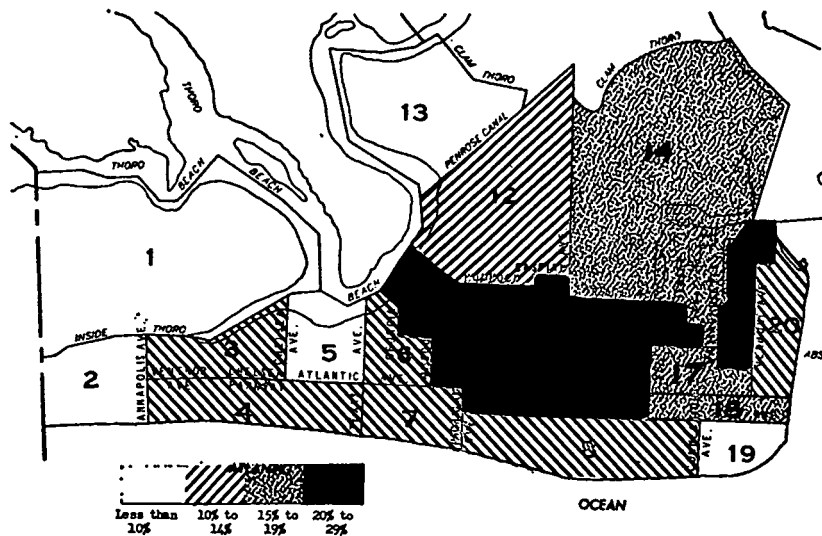
PERCENT OF TRACT WITH LESS THAN 8 YEARS OF FORMAL EDUCATION



ATLANTIC CITY, NEW JERSEY, BY CENSUS TRACTS

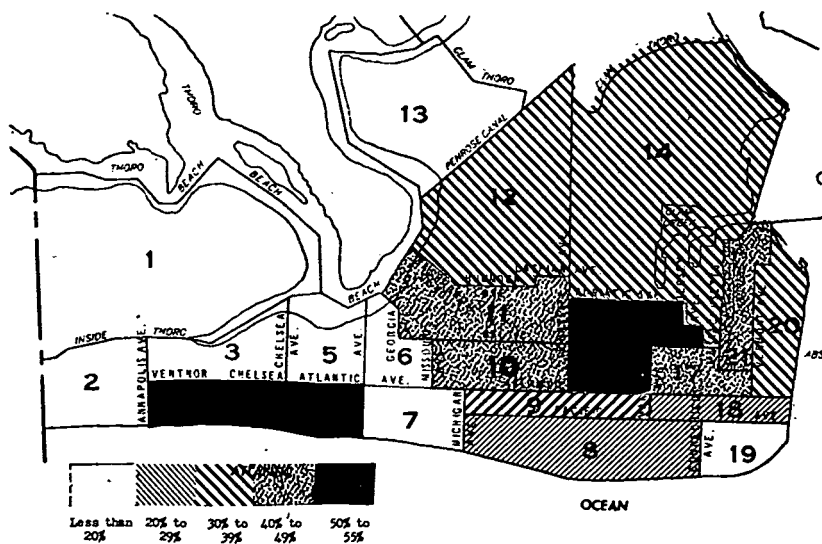
THE WAR ON POVERTY AS IT AFFECTS OLDER AMERICANS 479

BROOKLYN HOMES
PERCENT PER TRACT OF MARRIED INDIVIDUALS NOW SEPARATED OR DIVORCED



ATLANTIC CITY, NEW JERSEY, BY CENSUS TRACTS

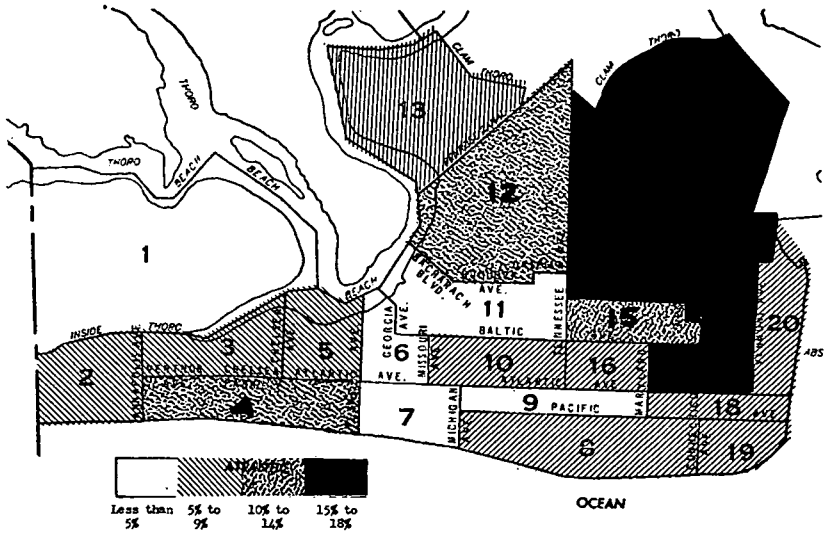
PERCENT PER TRACT OF CHILDREN UNDER 18 YEARS OF AGE NOT LIVING WITH BOTH PARENTS



ATLANTIC CITY, NEW JERSEY, BY CENSUS TRACTS

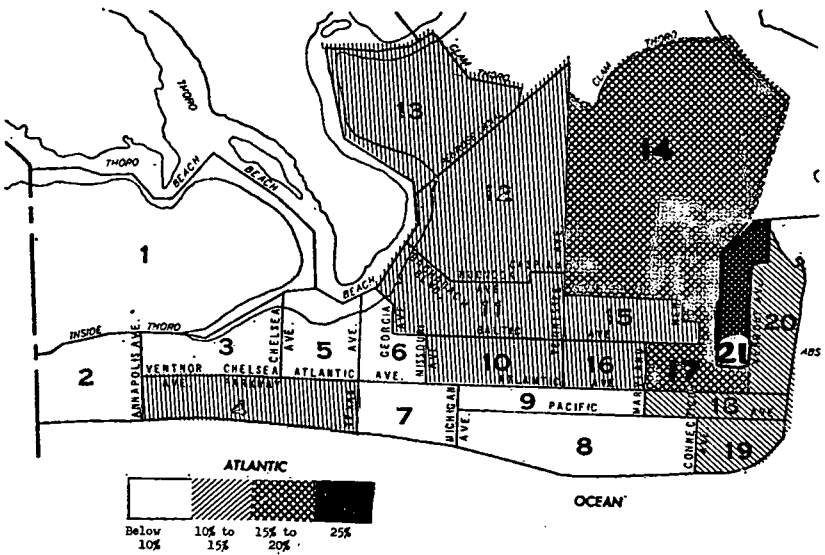
480 THE WAR ON POVERTY AS IT AFFECTS OLDER AMERICANS

PERCENT PER TRACT OF MALE CIVILIAN LABOR FORCE UNEMPLOYED



ATLANTIC CITY, NEW JERSEY, BY CENSUS TRACTS

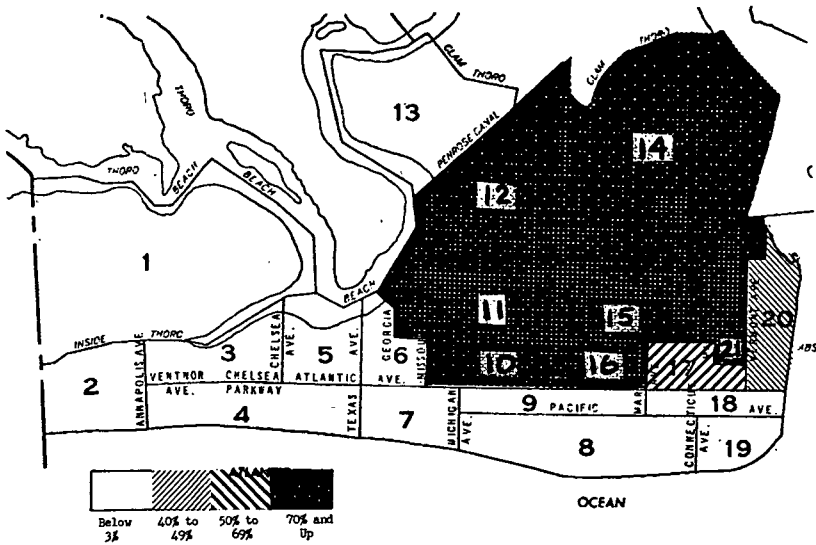
PERCENT PER TRACT OF CIVILIAN LABOR FORCE FEMALE UNEMPLOYED



ATLANTIC CITY, NEW JERSEY, BY CENSUS TRACTS

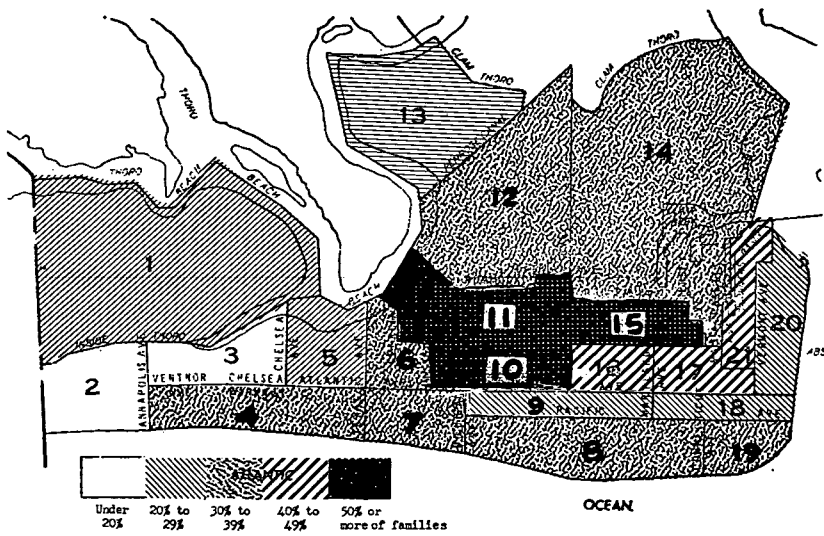
THE WAR ON POVERTY AS IT AFFECTS OLDER AMERICANS 481

PERCENT OF NON WHITE POPULATION PER TRACT.



ATLANTIC CITY, NEW JERSEY, BY CENSUS TRACTS

Family Income Under \$3000



ATLANTIC CITY, NEW JERSEY, BY CENSUS TRACTS

Camden

OFFICE OF ECONOMIC OPPORTUNITY,
Camden, N.J., July 8, 1965.

DEAR SENATOR WILLIAMS: In response to your request, we regret that the recent establishment of this office, June 16, 1965 has not allowed us to sufficiently research the problems of the aged in the city of Camden.

However, the following information is given with the hope that our comments will be of some use.

1. In our opinion the language of the Equal Opportunity Act need not be changed in surveying and meeting the needs of the elderly in our area.

2. The foster grandparents program will be useful to us. In this connection, we recommend that Congress pass legislation to increase the amount of income a person may earn under social security to a reasonable figure of \$1,800 to \$2,500 per year.

3. Mr. Shriver's plan for a system of organized visitors to homes of shut-ins has considerable merit. In Camden, the Jewish Family Service has a friendly visitor program that incorporates the thesis of Mr. Shriver's plan.

4. We are currently developing a plan for multiservice centers in the poverty pockets of Camden for all age groups. It is expected that housing, employment, welfare and family services, health services, education, legal and recreational services will be interesting to the elderly as well as other individuals.

5. Our research revealed the existence of over 11,000 people in our community age 65 and over. Of that number approximately 1,000 are receiving some form of categorical assistance under our welfare program. In spite of the disparity in these figures, there is little doubt in our minds that a great number would qualify as poverty stricken according to Federal Government standards, but have either not asked for assistance or do not know it is available.

In conclusion, we feel that elderly people should not be set apart but an effort should be made for them to be reintegrated with the rest of the population in all facets of human affairs.

Although it is impossible for me to be present at the hearing, I appreciate your invitation. If convenient, would you please forward me a copy of the proceedings.

Thank you.

Very truly yours,

P. D. HAUGHTON,
Administrator.

 Monmouth County

SUBMITTED BY MONMOUTH COMMUNITY ACTION PROGRAM, INC., MRS. JOSEPH M. SCHOFEL, DIRECTOR¹

SUMMARY OF A MOBILIZATION PROGRAM FOR THE AGED IN MONMOUTH COUNTY

Classification of potential clients

1. Persons who are somewhat confused but are sufficiently oriented to their own situations that they could come to an agency and with occasional counseling could continue to manage on their own. This includes those who could visit health clinics or take advantage of home-care programs.

2. Persons who show a greater state of confusion or disorientation, for whom someone else may often seek help, but who could follow through on a plan if there were available a more supportive kind of help, with a reaching out to the individual, getting in touch with him if he does not take the initiative, letting the people who are around him, or who are caring for him, know that someone is standing by who can be called on when needed. In this group are those whose memory has deteriorated to a point where they sometimes may not recall such things as receipt and disposition of their checks or simple responsibilities like paying their own room and board.

3. Persons who, even with this kind of help, would be incapable of making basic decisions or other arrangements for themselves and for whom a more authoritative kind of direction is necessary, but who could be kept in the community

¹ Related testimony, pp. 449.

rather than institutionalized if an agency assumed responsibility for them. This includes those who have been adjudged to be mentally incompetent through court action. Many of these people are living alone and are without family and friends to look after them. An example is the individual who may refuse to cash his monthly benefit checks as if they, and not what the money will buy, are the substance of life, or with money in hand is afraid to spend it. Others may cash their checks and spend the money for nonessentials, or allow themselves to be talked out of their benefit funds. Some, lacking a capacity to make a normal, suitable living arrangement or otherwise adjust in a normal environment, are constantly moving from place to place as a last resort, and for their own protection, they may be committed to a mental hospital.

The same individual may move from one of these groupings to another in the course of time. This is true for the alcoholic who between bouts with his illness may do very well, but when in its grip spends his money for drink to the exclusion of all practical considerations. Other individuals who have been confused and disoriented may be better for a period of time, or there may be a gradual deterioration in their situation.

The needs

Low-income residents in Monmouth County who require help with financial, social, and medical problems are presently being served by several ongoing programs. These consist of the social security benefits which are being received on a routine basis, welfare grants based upon need and proof of eligibility for services due to lack of resources, State hospital medical services based upon medical certification, and public health nursing services based upon a physician's authorization for nursing care. All these agencies and institutions are aware and readily agree that the current needs of aged persons, particularly in the low-income groups, are not being met. Thus, there is present in the county, large numbers of deprived sick and troubled older persons for whom existing services are either not available or whose shortage of staff and policies and regulations prevent persons from making their needs known in a self-respecting way.

The financial grants of the welfare department are insufficient to meet the cost of living on a minimum decency health standard and the medical services of the State hospital do not provide for a basic preventive and rehabilitative approach to the health needs of aged persons. Both public agencies, have in recent years incorporated a preventive and rehabilitative point of view into their philosophy and made sporadic efforts toward the rendering of services on this basis. The public health nurses have performed yeoman's service in meeting requests for help and in uncovering many individuals and families who require help and are unable to receive this for the reasons cited above.

The needs of Monmouth County aged will never be fully assessed on a study basis since many of the low-income residents have learned to ignore and conceal their needs and problems until they reach the crisis stage. Agencies likewise have had to plan their services on the basis of available resources which too often were only made possible by the purchase of manpower or special services from existing social and health agencies.

A plan for geriatric services

An immediate staff should be brought together through the funds provided by the Office of Economic Opportunity to make available to low-income aged persons the opportunity to make their needs known to existing agencies. The persons should also be apprised of the fact that services will be made available to the applicants for help as soon as training and establishment of services is possible. The staff would be phased in for a period of 3 months from the existing staffs of social agencies and institutions on a part-time basis. Their work would in no way interfere or hamper ongoing services. During these 3 months a mobilization of aged persons and their families would be established to determine what unmet needs are present in order that training of persons in the community can begin to meet these needs. We are presently aware of many home-making service needs which cannot be met because of insufficient income. There is a need for friendly visiting companionship, routine health aid, and home repair tasks for which many aged as well as other low-income persons can be trained and oriented to meet these needs. It is suggested that the present public health nursing stations become the area headquarters for the county mobilization effort.

In each public health nursing station counselors for the aged will be available for several hours each day to interview persons and to receive referrals from agencies whose contacts uncover unmet needs. A method for visitation by these counselors will be established to inquire as to help required and services indicated. This information will be brought to the director of the project for review, registry, and creation of new services. It is safe to anticipate a large number of requests for extension of nursing services, homemaker services, and companionship. The experience of this writer in two other State hospitals has shown that giving direct concern and attention to the above-mentioned services obviated the need for mental hospital admissions in 50 percent of the cases in these other State institutions.

Recent experiences of the State hospital with large numbers of applicants for admission revealed homemaking needs such as cooking, light cleaning, shopping were not available because of the limited homemaker service of the family and children's service. Furthermore, the professionalization of homemaker's services has prevented existing services from serving the public agency clientele. A new functional group possibly known as home aids could easily be developed to meet the specific needs that are revealed within 3 months to and by the counselors. An extension of public health nursing services similar to nurses aids will also have to be established in relation to ascertained needs and problems.

The structure and timetable for this program is suggested as follows:

I. Establishment of outposts for aged persons to indicate need for services to counselors:

First 3 months, training of aids for aged;

First month, publicity of mobilization program.

II. Correlating needs with available persons willing and able to offer help such as home aids, nurses aids, and companion aids.

III. Training of aids for specific tasks, coordinating aged needs with needs of other age groups among the low-income groups.

Establishment of foster grandparents program for persons 55 years and over to help children.

IV. Extending services of existing agencies from new pool of "trained manpower" in county. Creation of centers, outposts, or new services where indicated from experience.

Integration of aged program into present neighborhood service center.

The above timetable should be completed by the end of the first year of this project.

MONMOUTH COUNTY MENTAL HEALTH PLANNING COMMITTEE

The Monmouth County Mental Health Planning Committee presented an outline of its recommendations in an interim report dated November 1, 1964. In addition to the regular committee members those present were Dr. Sanford Kravitz, Washington Office of Economic Opportunity, Mr. Joel Sterns, Deputy Director, New Jersey Office of Economic Opportunity, Dr. David Kallen, Social Science Adviser, Planning Staff, National Institute of Mental Health, who addressed the meeting.

We were a committee of 175 lay and professional volunteers, organized under the State Community Mental Health Service Act. Under this legislation mental health planning committees were formed throughout the Nation. In Monmouth County we addressed ourselves to a comprehensive mental health plan for our county.

As a committee we chose to work on the needs of the people of the county rather than the needs of the agencies which serve these people. By doing this we recognized that our work would be far broader in scope and would require far more effort on our part. We also believed the results would justify this broad concept of mental health which was so much concerned with facilities, prevention, and rehabilitation as well as treatment facilities.

The work of our committee involved the work of many subcommittees, each composed of people with special knowledge in that particular area of concern. The work encompassed a period of 2 years and drew to a close June 30, 1965. However, since our planning program in Monmouth County began at least 6 months to a year before the State implemented a plan, the executive committee of the Monmouth County Mental Health Planning Committee has agreed that its work should not stop on June 30, but should be continued and its recommendations implemented whatever private, public, or governmental sources be deemed most appropriate for each recommended service.

The mental health planning committee strongly endorsed the possibility of collaboration and coordination between mental health planning and the programs possible through the Economic Opportunity Act, and this has been cited by the National Institute of Mental Health and the Office of Economic Opportunity as the first community to see the relationship between these two important programs. Further possibilities have continued to be explored regarding other related problems. Programs having their origin in the mental health planning committee have already been developed and funded through the Office of Economic Opportunity.

There is much value to be gained from a planning committee made up of local citizens who implement as they plan and innovate as they work together in this cooperative venture. The broad areas of concern to our mental health planning committee would, I think, indicate to you the broad areas of concern which we studied and in which we have subsequently developed proposals for implementation:

1. Alcoholism and related problems.
2. Chronic unemployed and related problems.
3. Culturally deprived and related problems.
4. Delinquency and crime and related problems.
5. Drug addicted and related problems.
6. Inpatient and outpatient psychiatric services.
7. Illegitimacy and related problems.
8. Learning difficulties and related problems.
9. Neurologically impaired and related problems.
10. Retarded and related problems.
11. Geriatric and related problems.

Much time and thought was given to the geriatric patient particularly to those who have problems in living which require help that is not now available. During our 2-year study we found that many such patients were sent to the State hospital and the geriatric patient accounted for approximately 50 percent of our State hospital population. An effort was underway to return many of these patients who were old, but not necessarily mentally ill, to the community through a home-family care program. Well over 300 have already been placed in nursing homes as a result of this program and the reduction of the population in the State hospital requires of the community a variety of supportive services for the patient and his family.

It was our good fortune to have as the first chairman of the geriatrics subcommittee Dr. Alex Stone, medical director of geriatric service, Marlboro State Hospital. During the second year of the functioning of the geriatric subcommittee, Mr. Joseph Toll, director of social services, Marlboro State Hospital, assumed this chairmanship, and the subcommittee, consisting of between 12 and 15 active participants, continued working on a plan which will be presented partially today for inclusion in the proceedings of this hearing. A project for service will be sent to the Office of Economic Opportunity with the next 2 weeks.

Newark¹

NEWARK UNITED COMMUNITY CORP.,

July 8, 1965

DEAR SENATOR WILLIAMS: Dean Heckel and the United Community Corp. were happy to receive your letter of June 28th indicating that the U.S. Senate Special Committee on Aging will continue hearings on the war on poverty as it affects old citizens in Newark. It is true that the Economic Opportunity Act provides the opportunity to systematically come to grips in a creative way with the economic problems of the aged who are increasing in population in our country and in Newark and are generally on fixed and substandard incomes in our spiraling economy.

I am happy to address myself to some of the questions that concern your committee which you included in your letter. The remaining questions will be answered by the testimony of the mayor and the Senior Citizens Commission.

In general, I don't believe that the language of the Economic Opportunity Act need be changed in order for us to utilize this legislation effectively for the senior citizens. It seems to me that there exists sufficient latitude in section 205 of title II to provide for the program development and conduct and administration

¹ Related testimony, pp. 410, 418, 420, 424.

of any program that a community determines is necessary to eliminate poverty among any age group within the population.

Sections 206 and 207 have enough flexibility to provide for a certain order of training as it relates to the involvement of the senior citizens as a participant in the process of social change attendant to antipoverty programs. The one possible area of consideration might be the expansion of work training and retraining opportunities for the senior citizens which in some way might be effected under title I so that title II funds could be utilized for the expansion of services that would provide jobs for those who could be trained under title I.

Questions 2, 3, and 5 of your letter will be addressed by the Senior Citizens Commission. In response to question 4, I may state that the city administration and the United Community Corp. recognize the importance of developing a substantive senior citizens program for the entire city. Toward this end, the United Community Corp. has contracted with the Senior Citizens Commission to develop a proposal for a coordinated senior citizens program which will not only provide services to senior citizens, but will be inclusive of program activities designed to increase the participation of senior citizens within the entire fabric of community life and in the various antipoverty programs that are developing in Newark. I feel confident that such a program can be funded under Title II of the Economic Opportunity Act within the present fiscal year.

Thank you for your invitation to attend the hearings, and I commend your committee for exploring creative ways in which communities can utilize anti-poverty funds for the aged.

Sincerely,

CYRIL D. TYSON,
Executive Director.

Northwest New Jersey

GERONTIANS AND THE WAR ON POVERTY

(By Rev. J. M. Cooney, chairman, Northwest New Jersey Community Action Program, Inc.)

Gerontology, or the science that treats the decline of life, is a new major concern to social scientists. Medical education has been concerned with the physical aspects of aging and prolonging life, but only recently have the social implications of aging been considered in great details. Indeed, it has been only in the middle part of the present century that the concern has moved from a simply physical and fiscal one to the larger problems of meaning, identity, self-esteem, and place in the social system. We are quickly recognizing that length of life has no direct relation to quality of life. We must, indeed, create a society where the meaning of our lives matches the marvelous products of our labor.¹

It is no criticism of the Economic Opportunity Act to say that it misses the elderly. The legislation was designed to attack the causes of poverty which lie in educational and cultural deprivation among the young, and the other forces of a changing society that will produce poverty in these young people if not now corrected.

Therefore, it is gratifying that ways are now being examined to bring the senior citizens into the concern of the war on poverty. And it seems that there are several basic forces which make this concern an urgency.

First, better medical treatment is allowing individuals to live longer than ever before. While in 1960 there were around 17 million people over the age of 65, by 1980 this will reach around 25 million, and in 2000 the number will be between 30 and 35 million. The sheer number of people at the latter end of the life arc are cause for concern, compassion, and creative action, what will these years mean? We have Browning's happy picture of "Rabbi Ben Ezra."

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

But there is another image, probably best given in T. S. Eliot's "The Love Song of J. Alfred Prufrock,"

"I grow old * * * I grow old * * *
I shall wear the bottoms of my trousers rolled."

¹ President Johnson, University of Michigan, May 22, 1964.

What we are saying is that life for an ever-growing part of the population must be beyond the merely bearable.²

Second, the increasing length at the latter end of the life arc is taking place at the same time that the population explosion has hit the first part of that same life arc, the young. As the pressure on the young is from a changing world of work, commonly called the technological revolution, the pressures expand to those outside the world of work in their later years who must also cope with a changing society, rising costs which attack their fixed income, and the entire weight of youth culture which dominates the mass media and much of the general culture of the country. As we attempt to deal with the problems of the young, we have a larger older population that also needs attention. (The paradox and problem has been described by Leon Keyserling in this manner, that "people are coming up from the bottom faster than they are going out the top.")³

Other basic factors which should lead us to be concerned with our senior citizens could be mentioned in addition to the lengthening of life and the population explosion in the youth culture. The traditional problems still remain—medical care, housing, maintaining an adequate standard of living. The economics of the matter will always be with us, which will include, no doubt, medical aid for the elderly through social security, increased social security payments, better designed housing for the elderly, and general economic security.

What is needed in our affluent society, our youth dominated society, is for the elderly to feel that they have a meaningful place in the social system. This is more intangible but certainly as important as physical security. It is even as important for the disadvantaged, the poor, who find themselves at the twilight of life. And the general perspective and design of the Economic Opportunity Act is well suited to bring this about. Senior citizens can be brought into the action and planning phases in community action programs. Not only will their income be raised, but they will feel they are not merely foam on the sea of humanity.

There is wasted talent in this age group, especially among the economically viable, talent which could be generally used in the war on poverty. Consider the following statement by the National Council on Aging:

"* * * on the basis of the evidence at hand, it is apparent that there are some 50,000 to 100,000 trained older people not currently utilized. In other words, we are talking about as many professional and technically competent over 65 and not presently employed people as the total of all the scientists and engineers graduated in the United States in a year."⁴

We dare not move these trained people into the labor force. It cannot sustain them in addition to the growing number of young workers who are finding it difficult to find jobs. But we can employ them in the war on poverty, not only to help themselves but to help others in their own age group who may not find life at this stage as secure.

In addition to finding a place in the system, several specific suggestions could be offered for older citizens to help themselves, others in their age group, and society in general.

First, centers for senior citizens could become part of community action programs (title II) where senior citizens work with senior citizens, the retired professional with some security can work with his fellow senior citizen who is not so well off. It is understandable that older people would take help from other older people, rather than from the young. With the personnel of the war on poverty generally young, such use of older citizens seems imperative. These centers should not be firmly structured. Indeed, a park bench could be the best environment. What is needed is a link to the deprived older person, and another older person seems the best link.

One of the factors of aging, mental depression and alienation, could be served and eliminated in such a program, for the life of loneliness seems as hard for the aged as the life of physical poverty.⁵

² H. H. Miller, "Over Sixty-five: Beyond the Merely Bearable," in "America Tomorrow: Creating the Great Society" (Signet, 1965), the 50th anniversary issue of the New Republic.

³ In address to the American Institute of Planners annual meeting, Newark, N.J., August 1964, which is printed in the proceedings of the meeting.

⁴ Harold Wolff, "Utilization of Older Professional and Scientific Workers" (National Council on Aging, 1961).

⁵ The factor in unemployment, deprivation, and aging of mental health is a large one. Cf. F. Riessman et al., "Mental Health of the Poor" (John Wiley, 1965); and the Journal of Social Issues, vol. XI, No. 4, 1955, the entire issue on "The Impact of Mental Illness on the Family."

Second, the preschool setting and programs could use adult talent, both among the secure and deprived senior citizens. The teacher does so much today that a volunteer (at some modest yet helpful salary) could do, and thus free the teacher for her function—teaching. As it is the older person enjoys working with young children. This natural inclination could be a great resource as the school population booms, the teacher shortage continues, and education is starving for help.

Finally, and with special relevance to rural situations,⁶ older citizens are natural for working with the mood and pace of older rural citizens. Rural folk are suspicious of the young (they should keep their place) and especially the educated young. One of their own kind could do a better job in approaching, examining, and aiding, the unique problems of rural society caught between the sidewalks and the silos.

What has emerged in this statement is a twofold emphasis. First, upon use of senior citizens to work with senior citizens, since they can break the barrier of suspicion and language better than anyone else. And, second, the necessity for all senior citizens to feel that they have a place in the social system which is today generally a youth culture. It is time our society gave attention to the problems of meaning as well as money in our senior citizens. The Economic Opportunity Act, and the imaginative war on poverty, can be the tool for such creative work.

Passaic

CITY OF PASSAIC,
DEPARTMENT OF PUBLIC WORKS,
July 29, 1965.

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

DEAR SENATOR WILLIAMS: * * *

The city of Passaic, through the mayor's antipoverty action board, is intensifying its responsibility to the citizens of Passaic in connection with the Economic Opportunity Act. I feel that this program is going to be of great benefit to our citizenry and I assure you that, as we move on, every available means will be undertaken to see to it that the elderly are cared for and will receive the benefits of the Economic Opportunity Act.

I am very delighted over the splendid cooperation we have received from the Federal agencies in connection with the economic opportunity program.

* * * * *

Sincerely,

PAUL G. DEMURO, Mayor.

Paterson¹

PATERSON TASK FORCE FOR COMMUNITY ACTION INC.,
Paterson, N.J., July 7, 1965.

Dear SENATOR WILLIAMS: Your letter to the president of the Paterson Task Force concerning the special Committee on Aging of the U.S. Senate, has been referred to me as program analyst on health and social welfare services. I have always been interested with the problems of the aging and I am delighted to have this opportunity to respond to your inquiry.

COMMENTS AND QUESTIONS

1. The language of the Economic Opportunity Act seems adequate; but it is possible that a special title specifically designating services to the aged poor might serve to focus attention and interest.

2. The foster grandparents program is an excellent program especially if used in the areas that need employables. Could the manpower redevelopment program be utilized here?

⁶ Cf., the essay of the author on "Eliminating Poverty and Elevating Horizons: The Dynamics of Social Change in Rural Society," the introductory essay to the application for a Federal grant for the Northwest New Jersey Community Action Program, Inc.

¹ Related testimony, p. 447.

3. The organized visitors to shut-ins could also be utilized as a contact for information to the aged about aid and other programs available to them. We in Paterson Task Force are at the moment preparing a program utilizing our Neighborhood Youth Corps. See attached sheet.

4. A, B, and C are all good programs and badly needed. The elderly know too little about available opportunities and services and are not adequately informed. This type program could profitably be focused at other age groups or in connection with preretirement program.

5. Again, there has not been enough time to answer this fully.

* * * * *
Sincerely yours,

JANET VAN WALRAVEN,
Program Analyst.

[Attached sheet],

Paterson Task Force has included in community action programs and projects currently being planned services to senior citizens. Envisioned are contract programs in cooperation with existing community agencies. If existing facilities prove inadequate, with the help of these agencies and members of our senior citizen groups, additional facilities and centers will be planned accordingly. Some of our concerns about the aged include:

1. The need for directing information about existing and new programs to the preretirement age groups. Union and management personnel departments could participate. The stress could be on advocational guidance so that one retires into absorbing life activities instead of passively going out of circulation.

2. The establishment of an "independent aged community" bolstered by a full range in cooperation with health care services providing needed accessories to the aged so that they could function at their fullest capacity (i.e., eyeglasses, dentures, hearing aids, etc.). The aged person who's life savings are invested in a small home cannot without sacrificing this security, avail themself of many of these services without cost rendered to the less provident person.

3. Many of the elderly cannot fully enjoy their "golden years" because of the reason stated in No. 2, yet would be willing to help themselves if given advice and/or small loans to maintain their homes. It would be of value to them to be able to have their homes maintained 'at cost' or with Neighborhood Youth Corps projects for painting or other repairs. It is well established that the homeowner who is living on retirement income is a good risk for small loans. Why should we uproot them and put them into housing for the elderly when their whole life has been spent in the place with which they are familiar and love.

4. We, at Paterson Task Force, are presently planning a demonstration project at one of the local housing projects for elderly persons. Youth Corps men and women will not only visit the shut-ins but accompany the insecure and lonely on shopping trips, to golden age groups and to clinics. They could further assist the elderly in rearranging their furniture, helping them in gardens, and provide companionship. This would serve a dual purpose for both groups would profit by the experience.

5. In the foster grandparents program, rehabilitation for the elderly or any employment situation with which the elderly will be involved it may be advisable to think in terms of part-time or split-shift work. This would enable the elderly person not only to supplement his income but to do so without risking the depletion of his energy. It would also give the hospitals, nurseries, or other employment areas service at a time when it is most needed (i.e., feeding time at hospitals and busy hours in retail stores).

The intelligence and knowledge of older people, their own needs and wants are often underestimated and misunderstood by younger age groups. The aged should be respected not only in their own program, but should be encouraged to participate in programs in the community at large. There should be continuing educations or orientation of the general public regarding the problems of the aged.

PATERSON TASK FORCE FOR COMMUNITY ACTION INC.,
Paterson, N.J., August 14, 1965.

DEAR SENATOR WILLIAMS : * * *

* * * * *

* * * I have enclosed a copy of our proposal, "Visiting Services to the Elderly," and an outline of future projects.

We have already had meetings with local agencies and representatives of the aged community, with another meeting planned in a few weeks (August 31). From these meetings we hope to find direction and priority of program.

* * * * *

Sincerely yours,

JANET VAN WALRAVEN,
Program Analyst.

OUTLINE OF PRESENT AND PROJECTED SENIOR CITIZENS SERVICES

- I. Visiting services (in proposal):
 - A. Trifold program:
 1. Home-help aids (Neighborhood Youth Corps enrollees):
 - (a) Trained youth to aid the elderly.
 2. Homemakers service:
 - (a) Elderly, trained to be of service to other older persons (homebound) and families in stress.
 - (b) Older (not old) persons doing the same service. These mature people would be of the group that finds themselves unemployable because of age discrimination, yet are too young to collect social security benefits.
 3. Pop-ins' service:
 - (a) Recruited from the senior population that has no great financial problem. They would be volunteers that would perform a "friendly visitors" service.
 - II. Foster grandparents program:
 - A. This program would employ the elderly poor in various services:
 - (a) Care of children in their home (with training).
 - (b) Aid in the care of infants and children at hospitals and institutions.
 - (c) Aid in the care of other institutionalized persons.
 - (d) Nursing home employment.
 - B. Employment hours would be scheduled on a part-time basis to:
 - (a) Keep within the allotted extra income, to prevent jeopardizing their social security benefits.
 - (b) Channel into the community employable people at scheduled hours of prime need.
 - III. Workshops for education concerning problems of the elderly:
 - A. This program will hopefully include representation of the elderly, management, labor unions, insurance companies, and agencies (public and private) that are concerned with these problems.
 - B. Purpose:
 1. To educate the employers and unions about the advantages of keeping or hiring older workers.
 2. To orient preretirees toward an active and productive retirement.
 3. To act as a resource for information regarding the senior citizen.
 - (a) Job opportunities.
 - (b) Existing services.
 - (c) New legislation.
 4. To help the elderly to overcome anxieties about their future.
 - IV. An independent aged community:

Primarily providing a helping hand to those elderly without sacrificing the scant security they have. *Example:* Aid in repair of their homes (possibly with the in-training program for adults and youths); a self-help program aimed at inaugurating small businesses; a service to protect the elderly from confidence men, frauds, and quacks—a legal service. These will utilize the Paterson task force legal aid program, Neighborhood Youth Corps, and Neighborhood Council Aids, etc.
 - V. Meals-on-wheels:
 - A. To be incorporated in a Neighborhood Youth Corps training program.
 - B. Will provide, through arrangements with existing agencies, attractive and economical meals to the aged.

SENIOR CITIZENS PROJECT

Introduction

The following senior citizens project is a proposed plan for involving the elderly in aiding the elderly as well as utilizing other task force projects in conjunction with one or more already existing agencies.

Proposal

The Paterson task force through a trifold demonstration program of Home-help Aids, "Pop-ins" Visiting Service, and Homemakers Service, will include the elderly in a self-help, neighborhood-based action program.

The senior citizens project will be for the purpose of coordinating and channeling a wide range of services to the aged. It will conduct a number of programs under its own aegis and will recruit and train persons, youth as well as the able-bodied elderly, to be assigned to work out of an agency such as Family Counseling Service or Homemaker Service.

Background

Throughout the United States, that portion of the population over 65 years has consistently increased. Paterson is no different. Although Paterson has had a relatively small change in total population since 1950, the number of elderly persons has increased. This incident reflects longer average lifespans and a lessened tendency on the part of older people to move out of the city.

Younger families with children are moving out of Paterson, leaving a concentration of elderly in certain areas.

1950-60	Age group	Percent of population
Percent of increase:		
0.....	50 to 54.....	3.2
0.1.....	55 to 59.....	2.4
0.4.....	60 to 64.....	1.8
0.6.....	65 to 69.....	1.1
0.9.....	70 to 74.....	.7
0.9.....	75 and over.....	.6

The above table shows the increase of the aged population in recent years. It is estimated that Paterson's population (143,663—1960) will have increased about 7 percent in 1965 and that those over 65 years represent 10.8 percent of that 1965 population with an anticipated 25 percent increase by 1970. This would certainly show the need of programs especially designed for the elderly now and adding more in the immediate and distant future.

A major part of welfare funds is directed toward the elderly in supplemental income as well as supportive medical services and institutionalization. Aside from this economic assistance, only one family-type agency boasts of meeting needs of the elderly, albeit other agencies do have occasional contact with these deserving people.

The older people who have contributed so much to the growth of our Nation are now relegated to an isolated, useless, meager existence. This surely adversely affects them psychologically as well as physically.

Much has been done to help this segment of our population by way of local housing. Four projects have been built primarily for the aged. This thoughtful planning plus the new Federal programs are of great value. Other intrinsic needs remain to be met.

Rationale

In order that these genuine needs be met, it is important to recognize that, though sharing the common factor of advanced age, the group is far from homogeneous. Not only do their interests differ as widely as other age groups, but their ability to function varies as well.

A large segment of the aged are mobile and healthy, limited only because of age discrimination. Others, in varying degrees of disability are even more isolated. Our plan is to help both sections of this senior citizenry.

One part of the program will increase the income of the elderly thereby raising their status in the community as well as providing the individual with a feeling of self-worth. The other area will serve to help those who cannot help themselves—the homebound.

Description of the trifold program (home-help aids, homemakers service, and pop-ins visiting service)

The home-help project will comprise selected neighborhood youth already part of the Paterson Neighborhood Youth Corps (out-of-school projects). These youth will be those who have proved themselves competent and mature enough to assume the responsibilities that working with the elderly will require.

After training, each of these young people will be assigned to assist several aged persons in their own neighborhood, if possible. Their duties will include running errands, assisting in routine light housekeeping, accompanying the elderly to clinics and social functions, marketing, rearranging furniture, helping with gardening, and providing companionship.

The homemakers service will provide a more medically oriented "helping hand" not only to the elderly but to the family in stress an assistance that will seek to maintain the family or individual at an approximate normal level. The stress situation could be caused by a temporary medical or other physical problem. This particular "client" must be cleared by a physician and with orders specifically for the individual case. In no way must this be interpreted as a nursing function. If nursing care is provided from another source, the homemaker will be supplemental to or following the discontinuance of such service. Neither is it to be thought of as a domestic or housekeeping position. The homemakers will be selected from the able-bodied aged and those nearing this category. There are many former employables who are unable to get work because of our "youth cult." Not having reached the age of 62, they are ineligible for social security benefits. This compulsory "instant aging" ironically classifies thousands as either "too young" or "too old."

The homemaker will do routine light housekeeping, such as making beds and doing dishes for the meals eaten while on duty; helping with meal planning and preparation; local marketing; care of disabled, short of nursing; and creating methodical system out of disorganization or mismanagement.

The "pop-in" project will elicit participation of the elderly that have no great financial problem, in a voluntary activity. They will not render a specific service but act as a friendly visitor. The prerequisites for a "pop-in" volunteer are a genuine liking of people, enjoys paying a neighborly call and "likes to listen." They may assist in writing letters, reading to the visually handicapped, exchange humorous experiences "over a cup of coffee," keeping in touch—useful, needed things.

Being of approximately the same age group, they may be more successful in gaining the interest of the aged about activities scheduled primarily for them and disseminate information to them concerning available services, new benefits, and refer them to the sources. This activity may incur small expenses that the retired person cannot afford and should be reimbursed.

Administration procedures, and evaluation

All members of the program will be guided by a competent professional staff. They will be alerted to the need of seeking advice from or referring cases to the social service department.

Sponsoring agencies will assign and supervise their own area of responsibility. Requests for the services will come from private and public agencies, from interested friends and relatives, and directly from the individual himself.

When a medical problem exists, the doctor responsible for the care of the patient will be consulted prior to rendering service.

Each case will be evaluated by a social worker and the proper service will be contacted.

It may, at times, be necessary to render a different service to a person already receiving help. Periodic reevaluation will take place as well as regular reporting.

Evaluation of the aids, homemakers, and volunteers should parallel the progress reports of the recipients. It seems advisable to use the evaluation system already in operation at the agencies involved.

This service will emanate from an office based at one of the housing projects for the elderly (Dr. Norman Cotten projects), with additional training and information centers located at the other projects, and possible neighborhood centers in the agencies involved.

In general, the elderly are hesitant to leave the comfort and security of their homes and reluctant to seek services because of embarrassment, ignorance, or pride. Functioning within the area where the elderly are located would make it accessible and visible and thereby generate interest and participation among those for whom the project was intended.

Training

All training will be provided through existing agencies with additional personnel assigned to these agencies. Programs already accredited through New Jersey State Department of Health, Division of Chronic Illness Control, are not sufficient because of lack of funds and recruitment.

Training will include (30 hours) lectures and discussions on the following topics: Working with people; understanding (a) family relations, (b) children, (c) elderly; diet and nutrition (including description of therapeutic diets); introduction in understanding mental health; introduce to occupational therapy relationship with the individual being assisted (limitations, ethics, objectivity); accident prevention and safety in the home; policies; procedures; and supervision.

All training courses will be planned and staffed by experts and will be conducted in senior citizens housing projects and neighborhood council centers.

Sponsorship and location

This proposal was discussed with several Paterson agencies, private and public, i.e.: Family Counseling Service, Homemaker's Service, Jewish Family Service, Hospital Home Care Service, etc. (see attached duplicate of newspaper articles dated September 13, 1965). All agreed wholeheartedly that the need in this area is tremendous. Agency officials agreed to work with the project in initiation and implementation.

The central office of the senior citizens project will be located in the Dr. Norman Cotten Senior Citizens Homes. Not only will this location make readily accessible the services of this program to several hundred elderly persons, residing in the 15-story Cotten project, but also the sight of other older people working in a constructive pleasant atmosphere will probably encourage the interest of elderly persons who otherwise might be hesitant to seek services. A lounge section of the office will be available for people who simply want to drop in and chat with a neighborhood council aid, a volunteer, or other elderly neighbors. On bulletin boards in this section will be information on all available services to elderly citizens.

BUDGET

Trained visitors

The home-help aids will be recruited, screened, and funded through the Neighborhood Youth Corps (out-of-school) program, and directed by a senior citizens project director.

The Homemakers Service will be administered by the Visiting Homemaker Service and channeled where needed throughout the community. Arrangements will be made with agencies and families using the service to assume the individual homemaker's salary.

The "pop-ins" service, though utilized by all agencies, will be administered by one only, with the consensus that all the expenditures will be minimal, reimbursing the volunteers for expenses incurred to carry out the program.

Training staff

Staff by and large will be recruited from those already in the field. They will be employed as consultants and/or part-time staff persons. They have had the necessary experience and the academic background needed.

30-hour training course (20 enrollees per course)

	<i>Hours</i>
Social worker.....	3
Psychiatric social worker.....	3
Psychiatrist.....	3
Registered nurse.....	2
Home economist.....	3
Nutritionist.....	3
Administrator.....	3

Estimated at \$12 per hour, 30 hours equals \$360.

Administration staff

Both agencies (i.e., Homemakers Service, Family Counseling Service) will require extra staff to implement any new program. Social service agencies in the Paterson area have a notorious lack of funds and insufficient staff. They perform a maximum service with minimum equipment and personnel. For

the efficiency and success of the task in sight, the estimated budget includes necessary personnel and equipment.

Personnel title	Salary (yearly basis)	Local agency contribution
Senior citizens project coordinator (1).....	\$9,000	
Social caseworkers (2 ¹ at \$7,500).....	15,000	
Clerk typist (2 ¹ at \$3,850).....	7,700	
Office aids (6 ² part-time, 20 hours a week).....		\$6,240
Total.....	31,700	

¹ 1 caseworker and 1 clerk typist is to be assigned to each agency.
² 4 office aids will be assigned to Homemakers Service and 2 to the agency directing the volunteer area of the project. All 6 will be funded by neighborhood councils.

	Requested	Contributed
Administrative costs and equipment:		
3 typewriters, ¹ at \$135.....	\$405	
2 file cabinets, at \$75.....	140	
Office supplies, postage, and telephone.....	1,500	
Miscellaneous expenses (includes carfare and reimbursement to "pop-ins").....	1,040	
2 secretarial chairs, ¹ at \$30.....	60	
4 chairs, ¹ at \$20.....	80	
2 desks, ¹ at \$145.....	290	
Office space ²		\$3,000
Other office furniture and equipment ³		(⁴)
Total.....	3,515	
Total expenditure:		
Staff salaries.....	31,700	6,240
Administrative costs and equipment.....	3,515	3,000
4 training classes, at \$360.....	1,440	
Grand total.....	36,655	9,240

¹ To be divided between participating agencies based upon staffing ratio.
² Contributed by Housing Authority.
³ Use of existing equipment in agencies.
⁴ No estimation available.

PERSONNEL

Senior citizens program director

Definition of duties and responsibilities.—Is responsible for assisting other agencies in developing programs for the aged; directs the operation of such services jointly with sponsoring agencies; determines procedures and practices; plans and conducts staff meetings; directs the development of a suitable informational program designed to arouse interest of the elderly and general public, in the objectives, services, and programs of the senior citizens program and other related areas that are primarily for the elderly; obtains and disseminates information about old and new legislation concerning the aged; incorporates such information in staff development meetings and acts as a resource for this information; establishes and maintains working relationships with community organizations; supervises budgets and reports; acts as consultant and adviser; and prepares monthly and annual reports and evaluations.

Requirements.—Master's degree in administration with experience in community work or master's degree in social work with 2 years supervisory experience in agency work.

Social caseworker

Definition of duties and responsibilities.—Under direction, performs office and field work involved in providing visiting services needed and social assistance; organizes assigned tasks concerned with problems of the aged client, and develops effective work methods; investigates cases to ascertain type of visiting service needed; accepts from and makes referrals to other agencies; prepares reports; keeps records and files; and does related work with those in visiting service and agency staffs.

Requirements.—B.S. with supplemental master's degree in social work.

Trenton¹UNITED PROGRESS, INC.,
Trenton, N.J., July 1, 1965.

DEAR SENATOR WILLIAMS: * * *

I believe that Mr. Shriver was quite correct in suggesting, in his statement of June 16, 1965, that community action organizations, operating primarily with Economic Opportunity Act funds and programs, can approach the problems of the aging only within the sweep of national policy as it is reflected in other, more directly focused, legislation. Our role, as I see it, has to be the effective exploitation, at the local level, of those resources which that policy and our own energy and imagination make available to us.

Here in Trenton, we have as yet no programs aimed specifically at the problems of the aging. We are expecting imminent approval of three multiservice centers as part of our overall community action effort, and the aging will be served in these centers as well as the young—specifically in the areas of job training, job development and placement, counseling, and referral.

We have today submitted a proposal for a small business development center, which would include the services of a local SCORE chapter, now being formed.

We are working on a proposal with the local housing authority and the YMCA to provide recreational and skill activities for residents of housing projects, and some of the activities in this project will, of course, be aimed at the aging.

In one specific area of the city slated for clearance under urban renewal, we intend to operate a program under the joint sponsorship of the planning and redevelopment department, the social service council, and ourselves, with Urban Renewal and Economic Opportunity Act funds, to ease and aid the relocation process, to provide a concert of services for those citizens who, for a wide variety of reasons, need a great deal of special help and attention as they leave their old home and try to find new neighborhoods in which to live. Forty-three percent of the families in this area are headed by persons 50 years of age or older; 23 percent are 60 or older; and 15 percent are 65 or older. A substantial part of this program, then concentrating as it does on the problems of families, will be directed toward the aging.

But so far, that's all.

Mr. Shriver's statement defines the problem in terms of the need of the aging for independence. There is obviously also a need for involvement, and the foster grandparents program is an example of an effort in that direction.

I have discussed such ideas with individuals and groups of the aging here and have not yet received very enthusiastic response to them. With specific reference to the foster grandparents type of program, there may be particular difficulties in the fact that most of our aged poor are white and most of the youthful poor are Negro. I sense less willingness on the part of the aged whites to form close relationships with Negro youth than we have found among younger whites. This may, of course, be all the more reason for trying such a project, but at the same time, it is likely to make it much more difficult. Perhaps it would be most workable in a more racially homogeneous community.

I like Mr. Shriver's plan for a system of organized visitors to homes of shut-ins. This and several other programs you have suggested seem to focus on the problem of isolation and lack of access to the community, and this is the direction most of our thinking on the subject has taken to this point. Whatever programs are conceived for and by the aging, it seems to me, they cannot rest on the initiative of the aging to take advantage of them.

We have, in addition, discussed the idea of establishing a theater group for the aging, where they would have the facilities and a small professional staff to help them organize plays and shows of various kinds, to put them on themselves, with the general objective of helping them rediscover and exercise their sense of pride and importance. It might be that such an organization would give the aging a special opportunity to tell their story to the community. In a slightly varied form, perhaps, it could give expression to the lives and feelings of the aging and provide them with a forum for self-expression.

Sincerely yours,

GREGORY R. FARRELL,
Executive Director.

¹ Related testimony, p. 451.

APPENDIX C

ORGANIZATIONS AND INDIVIDUALS

The following letters are in reply to letters sent by Senator Williams to organizations and individuals concerned about the social welfare of New Jersey citizens.

TESTIMONY BY MRS. LILLIAN ALLAN, JERSEY CITY, N.J.

Honorable chairman, ladies and gentlemen, my name is Mrs. Lillian Allan. I am chairman of the Hudson City Senior Citizens Recreation Club of Jersey City. I am also secretary of the Hudson County Senior Citizens Club, National Federation for Social Security. I also have State and National titles.

The senior citizens, who are the grandmothers and grandfathers of America, are very happy to see that young people are being trained to earn their own living. Also that underprivileged children are being prepared for school, and are learning good living habits.

But—the older Americans should be part of the antipoverty program too. Just yesterday, I received phone calls from three of our members.

1. One woman said "Mrs. Allan, I have trouble with the roof of my house. Can you send some one to me to fix it? I can't get anyone to mow my lawn, so I did it myself, and now I am in pain.

2. The second woman said "Mrs. Allan, I have cried all morning. My landlady says she wants my rooms. I have to move. Where will I go? I am so upset and nervous."

3. The third woman said "Mrs. Allan, I have just met one of our members, and she is very nervous and upset. Her landlord has 13 cats and lets them mess on the roof under her kitchen window. The odor is in the hall, too. She can't eat in her own rooms. She has been told to move if she can't stand the odor."

As chairman of a senior citizens club of 100 members, I would like to offer the following suggestions for a better way of living for older Americans.

1. Low rent housing—rehabilitate and modernize old houses and rent to oldsters. They have been living in rooms with no bath and toilet in the hall. (Federal aid.)

2. Every city should have a senior citizens center open not only 5 days but 7 days a week. (They must know that they are welcome—recreation is a necessity.)

3. Outpatient—diagnostic clinic. (Keep the senior citizens out of the hospital.)

4. Youth Corps to help elderly (letter of identification signed by official). (a) take oldsters to hospital, doctor or clinic. (b) Run errands for food and medicine. (c) Odd jobs—mow the lawn—physical therapy.

5. Food stamp plan—\$10 food stamps \$6.

THE SALVATION ARMY,
Newark, N.J., August 2, 1965.

DEAR SIR: * * *

The hearings, followed by your letters are of real concern to those of us in the Salvation Army who have much to do with the needs of the elderly. Due to the fact that I would like to get a reply to you immediately, this letter will not be lengthy, but I would like to state a few observations which I see relating to the needs of the elderly, whether they be inaugurated through the Office of Economic Opportunity or recognized suggestions for value in the future.

We all realize that health, recreation, and education would represent very important factors. Many elderly people suffer from lack of proper nutrition, much of which is due to inadequate income with which to obtain good nutritious food. Our older citizens have been overlooked in the distribution of surplus foods for which many of them would legally qualify. Often illnesses have been neglected due to inability to meet financial requirements. Earlier detection of diseases could prevent much anxiety. Closer supervision of the elderly by friendly workers whose experience would be more receptive to the elderly would serve a real need. Senility contributes to the confusion to properly budget, and often emergent needs result, plus muggings, loss of money, etc. These emotional disturbances can develop serious complications. We meet many of these emer-

gent needs and often are able to discover that there are greater problems. Many referrals are made on behalf of these clients.

There is a need for more modern and comfortable boarding homes, with emphasis on cheerful rooms and more home-like atmosphere, together with better food and definite physio and occupational therapy.

There are any number and types of recreational programs; however, in many instances, the elderly cannot participate only on a very limited scale due to the cost of transportation. Bus fares are often paid at the expense of important living expenses. We have, as you know, operated camps for the elderly for many, many years with outstanding success. More residential summer living might be very worthwhile. Here, possibly, is an opportunity to bring in volunteers from the OEO to serve many needs. Phone pals are another real need for these elderly people—perhaps just a matter of checking up once a day to inquire as to how they are getting along.

Training geared to assisting people before entering into retirement would be helpful. The roll of the church is by no means a minimum one. Here is a great need for church interest involving the shut-ins, semiinvalids, and the fact that more interest could be shown toward the elderly attending church. There is also a need for planning areas within the church, suitable to the needs of the elderly. Much is needed to be said about the usefulness of the experienced older person who is unwilling to be set aside, and experience has proven that there is a great contribution still to be made within this group of senior citizens.

The foregoing just touches briefly a few of the thoughts as a response to your letter, however there is much more that could be written if time permitted. We would wish that with your fine leadership, a new chapter may be written that will enhance the lives of our senior citizens.

Sincerely yours,

W. ARTHUR BAMFORD,
Lieutenant Colonel, Divisional Commander.

PRINCETON UNIVERSITY,
Princeton, N.J., July 8, 1965.

DEAR SENATOR WILLIAMS: I regret that the word concerning the hearing of the Special Committee on Aging in Newark has caught me at a very bad time, since President Goheen has been away and I am "in charge" at the university. Also, I have been so much engaged in the OASDI and medicare legislation that I have not had time to keep up with specific developments in the old-age problem generally. Therefore, regretfully, I have been unable to prepare a statement for the hearing.

I am convinced, after 30 years of study of the problem of dependency in old age, that much will remain to be done after the improvement of insurance protection for cash and health services has been accomplished. Old people under the urban and suburban way of life which has come to predominate in this country face rising costs for shelter, food, and services which insurance benefits (plus health care) will meet only where a relatively full record of good earnings are the basis for benefits. Even then, it will need be assumed that personal savings and/or private insurance are available for many persons. For those who are displaced early from the labor market, have faced protracted periods of low earnings or unemployment, or have faced heavy drains before retirement because of ill-health or family problems, there will continue to be need for the undergirding of OASDI by various measures related to individual need. The humane and intelligent planning of these measures will continue to demand a high order of statesmanship. Old people can be greatly helped by general and automatic insurance programs. But they are still individuals and it is incumbent on a prosperous, democratic country to match its arrangements for help to individual needs, when general and automatic programs prove insufficient.

Yours sincerely,

J. DOUGLAS BROWN.

VOLUNTEER SERVICE BUREAU FOR RETIRED ADULTS,
Long Branch, N.J., July 7, 1965.

DEAR SIR: I have your recent letter regarding the pending meeting concerning the needs of older citizens.

Our experience in this area has been to assign older adults to jobs as volunteers. They are referred to community agencies, and have been found to be willing and

able workers. They do all types of clerical work, are hospital aids, tutor, assist in health clinics. Their qualifications are the desire to utilize their spare time to help others. Backgrounds vary from housewife to social worker, and from janitor to college professor.

We have found, however, that we can reach more people by going to them in housing developments for older adults. Here, they prepare kits for the Red Cross, address envelopes for muscular dystrophy, and stuff envelopes for another agency. Several groups of women knit afghans and bed socks for the Home for the Chronic Sick. Most of the work is brought to them and picked up by the agency.

I imagine there are many community organizations who require a great deal of help with mass mailings. If older persons can do this on a paying basis, I am certain they would welcome the income. People who can speak another language, especially Spanish, would be most helpful at clinics, where the patient cannot always comprehend the medical instructions. Those, with and without skills, can serve in child day centers.

May I stress that one has to go to older people. It is very difficult to seek them out individually or expect them to do the seeking.

* * * * *

Sincerely,

(Mrs.) GERTRUDE CHERNOW, *Director.*

NEW JERSEY ASSOCIATION FOR ADULT EDUCATION,
Chatham, N.J., July 16, 1965.

DEAR SENATOR WILLIAMS: * * *

The association's executive committee has discussed the points raised in your letter in considerable detail to determine where and how we could be of assistance or offer constructive suggestions. Unfortunately we do not at this moment see where our association can be particularly useful to you in your effort although we would be more than willing to help. We would however like to offer the two following suggestions:

1. Many of our aged persons are on fixed income and find it difficult to finance any program beyond their basic needs. Financial assistance might enable these persons to participate in adult education programs that would be beneficial to them.

2. Legislation sponsored by the association and passed this year has established the position and provided the funds for full time adult education directors in New Jersey. These individuals function under the local boards of education under State department of education rule and will be responsible for conducting the entire community adult education program with emphasis on Federal sponsored projects. The program is being accepted far beyond any of our initial expectations. These directors should have an excellent insight into the needs of their communities and should be useful information sources for the OEO program.

Very truly yours,

GEORGE A. DIEHL, *President.*

AMERICAN LEGION AUXILIARY,
DEPARTMENT OF NEW JERSEY,
Elizabeth, N.J., July 6, 1965.

DEAR SENATOR WILLIAMS:

* * * I am in accord with enacting legislation to provide for our needy and deserving aged who through no fault of their own have not the means to adequately care for their older days.

In my position, I have seen many cases of want and despair by these senior citizens who quite often have seen their savings for their later years go for unexpected hospital and doctor's bills. I do not recommend enacting this legislation for all older people as this would encompass many who have means (and there are some persons with means who would take advantage of this old-age

assistance). There should be a way to word this so that only deserving ones would benefit.

Just in my organization work concerned with our disabled and needy veterans and their families, so many times I have come in contact with cases where these people have been so busy helping others that they have neglected to foresee their own old age and when their time came have not had the wherewithal to care for themselves properly.

Could there be something done to have an old-age assistance committee in districts (to be distributed in locations allocated through study of the population in areas of the State) to enable the aged to have their needs and authenticity checked rather than one big committee center in a State?

Very truly yours,

MABEL E. DIEHL,
Department President.

VISITING HOMEMAKER ASSOCIATION OF NEW JERSEY, INC.,
Trenton, N.J., July 7, 1965.

DEAR SIR: * * *

As you suggested, our organization has been working with elderly citizens since 1952. In 1964 homemaker care was given to 1,672 over 65 under varied circumstances and for diagnoses ranging from malnutrition to advanced chronic diseases. We realize that in caring for this number only a small percentage needing this care has been reached. This is due to several reasons—lack of money to pay for the service, particularly for the group who are in the gray area that lies between recipients of welfare and those with sufficient independent income to cover the cost.

All Homemaker-Home Health Aid agencies have tried to work through MAA and applications to local welfare agencies using funds available for the medically indigent. This has not always proved to be successful. We feel that if the OEO could make arrangements for venter payment to already established homemaker services throughout the State (and country) that a much better program of care could be assured to those elderly of our Nation.

As you know, the homemaker services provide trained women and supervision by professional agencies to provide comprehensive care to individuals when and where they need it. This area of home care provided by the Homemaker-Home Health Aid agency would lessen the need for transfers to nursing homes, release hospital beds for the more acutely ill, and allow for discharge of patients from nursing homes who could be adequately cared for by part- or full-time homemaker services.

The availability of the guarantee of payment would stimulate the development of services to meet the new or expanded program to cover community health services. It would also help to augment our scarce health manpower by the use of nonprofessional staff trained and supervised by professional personnel. It would be possible through OEO to begin this program almost immediately in the special housing areas for the aged and extend to that larger group of independent elderly struggling to maintain their independence and dignity within their own homes. If it were done on an actual cost basis and by direct payment, much would be accomplished to alleviate some of the health and home management problems of our elderly population.

It is extremely encouraging to know that you and your committee are working so diligently for our elderly citizens. You are certainly to be commended. * * *

Very sincerely yours,

Mrs. THOMAS DELANEY, *President.*

MOUNT CARMEL GUILD,
Newark, N.J., July 27, 1965.

DEAR SENATOR WILLIAMS: In addition to the suggestions which you will receive from Father Paul Collis of Bloomfield, N.J., who is our representative in the senior citizen program, we would like to include some recommendations for the aging blind. This is a part of our program for the blind.

We feel that rehabilitation services should be given to aging blind persons even where there is no vocational goal. This should include mobility, activities of daily living, braille, use of talking books and other audio aids, knowledge of sources of help, etc. Much of this is already being done in many parts of the

country by commissions or agencies for the blind through their home teachers. One of the points which we criticize is the attempt to rehabilitate clients on a piecemeal basis by teaching this or that skill without attempting to provide professional counseling or psychiatric and casework help.

We feel strongly that a total rehabilitation program should be made available for the aged blind. Such programs already exist at St. Paul's Rehabilitation Center for the Blind, Newton, Mass.; Greater Pittsburgh Center for the Blind, Pittsburgh, Pa.; and the Hines Veterans Hospital in Illinois.

We feel that the present limits of money which can be earned without depleting the social security payments should be raised to \$3,000 minimum before deductions are made from the social security payments. It is our firm conviction that special homes for elderly blind persons should not be established; but, rather these persons should be integrated into housing units, either designed especially for the aged or for the general population, depending upon their own desires. Segregated housing for the blind leads to stereotyping on the part of the general public, and a false sense of duties or subtle prejudice against blind persons. It results in failure to see these blind individuals as individuals.

Ultimately, we would like to see established a program of personal disaster insurance, paid for out of social security money, and contributed to during working years by all working people so that in the event of personal disaster, such as a stroke, blindness, deafness, etc., a person would be able to purchase services from his insurance money. This would enable him to choose the agency from which he would receive rehabilitation services, and would enable him to pay for these services himself without appearing to receive charity.

It is important that any rehabilitation counseling given blind persons take into consideration their different backgrounds, likes, dislikes, needs, etc., and that the other members of the family unit be included in the plan of counseling, so that the independent skills which are learned will actually be utilized by blind persons, and that they will achieve a maximum amount of independence.

It is very likely that these points have already been advanced for consideration but, in the event that these have not been presented, we feel they are worthy of consideration.

Sincerely yours,

Rt. Rev. JOSEPH A. DOOLING,
Archdiocesan Director.

BERGEN COUNTY TUBERCULOSIS & HEALTH ASSOCIATION, INC.,
Hackensack, N.J., July 7, 1965.

DEAR SENATOR WILLIAMS: This will refer to your letter of June 30 and Mr. Oriol's phone call of July 5. I do believe that further study and research would be needed before a statement could be made that would (1) be acceptable to this association's board of directors, (2) suggest the real needs of the county's elderly, and (3) meet the requirements of the OEO.

I personally am often worried about the casual manner in which tax funds are appropriated and spent, and therefore cannot make recommendations lightly.

This association has for 8 years operated a division on the aging with headquarters at Senior Center, 364 Park Street, Hackensack, on a demonstration basis. An information service is part of the program. Having been this association's executive director for 35 years, I know the county's resources and am often called upon for information and to give counsel. One serious problem is what to do with castoff folks?

"My mother drives us nuts; she thinks we are stealing her things."

"My father wont keep his clothes on."

"My son-in-law will divorce my daughter unless I get out."

"My sister is in a nursing home at \$200 a week—her savings and mine are gone. What am I to do?"

"The money we saved for the children's education is being spent to mend my mother-in-law's hip."

And just today: "My husband has a heart condition and has been in the hospital a month. He needs nursing home care and my money is gone."

Hopefully, the new legislation on social security will, I expect, take care of many of these problems. But the castoff folks who cannot protect themselves and whom we often choose not to hear, must have a place to go and to die with dignity. Too often this place is a mental institution. Have you ever walked through the wards and looked at them?

I am hopeful that an institution could be built on the grounds of the county hospital which, in fact, could be an adjunct of the hospital, where kindly custodial care might be given our confused and senile elderly, and the beds and staffs in our mental institutions be saved for treatment of the mentally ill.

This institution could care for those who are currently old, unloved, unwanted. There are two underlying factors that only time and education can effect:

(1) An individual's responsibility to make plans for his own old age. There must be education to teach the young that they will grow old. They must plan their futures, from a financial and spiritual standpoint, as well as developing interests that will make them happy to be alive.

(2) Are we not too willing to shift our responsibility for our elders to the "State"? It is unrealistic for three generations to live in small apartments, but too many families are too quick to mom or pop "away."

Perhaps we could speak of needed, but less complicated, services. When I was in the Scandinavian countries I visited many facilities for the elderly.

(1) I felt that their plan to have the government finance visiting house-keepers to help keep the aged in their own homes (and out of expensive institutions) had real merit.

(2) Somebody with ingenuity could extend the "chicken delight" idea and have hot meals sent to the elderly to help keep them in their homes. I think a commercial concern could do a neater job than an agency and volunteers.

(3) An information service could be of inestimable assistance—a well-publicized place where the elderly could go for advice. Many lack energy and know-how to find out the many services that are available.

(4) I expect I could suggest regional day centers, with topnotch personnel, but I won't for the Great White Father has to stop somewhere short of bingo games and besides, there aren't enough trained personnel available.

(5) If social security regulations were eased, many more people of 62 and over would continue to work. How come that the Government thinks \$3,000 per year is the poverty level, but punishes those enterprising folks past 62 who have the gumption to earn more than \$1,200?

(6) I conclude as I started: I do not feel that at the drop of the hat I could plan an extended program to make effective use of OEO funds. I have set down points on which I feel strongly. I would be pleased to work with a group to study the matter. * * *

Sincerely yours,

GERTRUDE ECKHARDT,
Executive Director.

NEW JERSEY FARM BUREAU,
Trenton, N.J., July 9, 1965.

DEAR SENATOR WILLIAMS: We appreciate your letter of June 28, inviting us to present a statement at your July 10 hearing on programs for the elderly, to be conducted by the U.S. Senate Special Committee on Aging.

We have discussed this with our leadership and do not feel we have anything in particular to present to the special committee at this time. We do not feel that retired people on farms have any special problems that would warrant the attention of this committee.

Yours sincerely,

C. H. FIELDS,
Executive Secretary.

NEW JERSEY HEALTH OFFICERS ASSOCIATION,
July 7, 1965.

DEAR SENATOR WILLIAMS: * * * We welcome the opportunity to make a statement for the record on this topic.

As you already know the Older Americans Act, H.R. 3708, calls for the development of State plans to be followed by grants for demonstration programs and activities with money for senior citizens centers. This is at least a recognition of the problem and a small beginning.

1. We need a coordinated program of community councils and/or county councils of agencies and groups interested in the elderly with representatives of senior citizen clubs joining in for planning purposes.

2. We need senior citizen centers staffed full time with at least an executive director trained in group work and/or community organization. The center should have as a part of their ongoing services, a central counseling and referral service. We know that many older people scoff at these centers as for someone else but not for themselves until a crisis hits the household. A death, serious illness, a legal problem, or fiscal inability to meet the daily needs and then they come to the center for help. These protective services are but one part of a good center program.

Recreation, arts and crafts, drama, adult education, health screening services like diabetes testing, eye examinations, training of volunteers for hospitals, registration of new voters, and election day get out the vote all can come from a well run center. Almost all centers already do some registration and referral of persons seeking part-time or full-time employment. A trained person on the center staff could develop this service aspect. With only three full-time older worker counselors in the New Jersey State Employment Service, there is plenty of room for improvement in the job finding, development, and placement of older workers.

Proper counseling of older persons in a center setting would lead more of them into homemaker training, friendly visitor training, Peace Corps, civil defense, and adult education instructors. The field is vast. All that is needed is the community initiative, a good location, and dedicated personnel to initiate and direct these efforts.

3. The Office of Economic Opportunity should encourage the CAP directors to include on their staffs persons trained in working with older people so as to help organize and direct these activities.

There needs to be a liaison between the New Jersey Division on Aging and their statewide planning program and the various CAP directors with the State office of economic opportunity providing the connecting link. By joint effort we can provide many new opportunities for jobs, recreation, and community service that are potentially with us now.

Let us resolve to get about this urgent business so as to make the ever-increasing number of elderly a more potent force in a growing, dynamic America.

Sincerely,

EDWARD GERNER,
Secretary.

MEDICAL SOCIETY OF NEW JERSEY,
Trenton, N.J., July 6, 1965.

DEAR SENATOR WILLIAMS: As secretary of the Medical Society of New Jersey, I appreciate your invitation to me to supply, in behalf of the society, official recommendations to extend economic opportunities to people over 65 years of age.

The Medical Society of New Jersey feels that its proper sphere of authority is in the field of providing and assuring adequate medical care for all. In making observations in this connection the society has adverted to only two things which in its view would conduce to equalization of economic opportunity for our older citizens.

It has recorded itself as of the opinion that taxes upon people in their earning years should be maintained at minimal levels, so as to enable those people to retain sufficient of their earnings to provide for themselves up to and beyond retirement.

It has also expressed the opinion that those retired individuals who are recipients of social security benefits should not be the victims of arbitrary limits imposed upon their income from gainful employment. If our citizens are to enjoy full economic opportunity in their later years, they should be free—at any age—to earn by their own efforts as much as they can and retain those earnings without being subject to escalated tax payments or to reduction of social security benefits of any kind.

Perhaps your committee might use its good offices to this end. Certainly such action on your part would win the grateful commendation of thinking citizens of all ages.

Very truly yours,

MARCUS H. GREIFINGER, M.D.,
Secretary.

THE CAMDEN EPISCOPAL COMMUNITY CENTER,
Camden, N.J., July 21, 1965.

DEAR SENATOR WILLIAMS: Enclosed are some remarks and ideas for inclusion on the hearing held in Newark, N.J., Saturday, July 10, on the war on poverty as it affects older Americans.

I am most grateful to you for inviting me to attend the hearing and for your kind remarks. The city of Camden has a long way to go but it is making tremendous strides under the leadership of Mayor Alfred Pierce.

If I can be of any service to you at any time, please do not hesitate to call on me. The work you have been doing in the Senate and for our elderly citizens is one of the fine examples of the dimension and depth of vision found in the great State of New Jersey.

Sincerely yours,

Rev. DONALD A. GRIESMANN,
Executive Director.

Senator Williams, I am the rector of St. John's Episcopal Church, a parish with a fine history of 120 years of service in the city of Camden, New Jersey. I am also the executive director of the Camden Episcopal Community Center in Camden. Both the parish and the center are located in the innercity, an overcrowded area with inadequate school facilities, inadequate recreational areas, a high rate of juvenile and adult crime, too few parks, a declining business area, a neighborhood of poverty consisting predominately of Negroes and Puerto Ricans.

The war on poverty holds for my neighbors and friends a hope, a desire, a way of life that is markedly different than we see daily. Although this hearing focuses on the aging, I am inclined to offer several general observations about the war on poverty before addressing the main issue.

In St. Matthew's Gospel, chapter 19, verse 21, Jesus said, "For you always have the poor with you." For many people this text is regarded as a prophecy by Jesus that there will always be poor people. While the definitions of "poor" and "poverty" may be historically relative (materially even some of the poor have an advantage over King Henry VIII of England in the 16th century), Jesus was speaking of the financially poor, the low man on the totem pole, the underdog, the persons caught in the philosophy of poverty. Pointedly, Jesus was saying that the opportunity to overcome poverty is always with us. Finally a conscientious effort is being made.

After 10 months since the passage of the Economic Opportunity Act, several large problems have become evident. First, the dialog between the poor and the planners in the local situation is extremely limited. All of us have preconceived ideas of what the poor want, but the poor are not being asked what they want; the requests are of a few poor who have been placed on local committees. There is a tendency for answers to be shallow and limited by fear. When I say "limited by fear," I mean there is the peculiarity of people to say what they think the listener wants to hear. There is a fear in the poverty-stricken of the existing power structure; the poverty-stricken do not trust the white or Negro establishment.

When I say "there is a tendency to be shallow," I mean just that. I recall in a New England community several years ago a foundation desired to help a poor, Negro neighborhood. A sociologist-researcher was assigned the task of study. The initial answers were shallow: give us more playgrounds, more parks, etc. The sociologist was not satisfied. He pursued the problem deeply; he convinced the Negro population he was in earnest and the answer came in depth; we do not want more baseball bats; we do not need more basketball teams; what we want is somebody to tell those white people, the bosses, and everybody that we are human beings who can work and want to live decently; educate the whites about us, that is what we want. The sociologist took his study and plan of attack back to the foundation for approval. It was turned down.

Much more work in dialog has to be accomplished. In talking with the poor of our area there is growing interest but the knowledge of activities is small. Most social agencies, churches, and so on, are not kept up to date with planning. While we need not be involved in the decisionmaking, we are not clear on what is happening.

The very title "war on poverty" brings to mind an integrated attack on the causes and the reality of poverty. The youth movement in the war is necessary,

but should not be exclusive. The parents of our young people, grandparents, great-grandparents, and even great-great-grandparents must be included. Poverty breeds its own philosophy, its own way of life. This philosophy must also be met and known. The poor have much to offer us; their contribution is greater than the opportunity for us to serve them. The first city, Enoch, was builded by Cain, the murdered of his brother, but even Cain had much more to offer society than just a warning against fratricide; in Genesis 4 we are told that the offspring of Cain began work with brass, iron, music, etc.

I am concerned that the war on poverty be a dialog, rather than a monolog; that a Shangri-La be built rather than a Titanic that cannot sink—but did. I am concerned that there be active and open communications. There is a need for funds, in my opinion, on the local level of the war on poverty to keep the flow of plans and decisions before the interested public, in addition to the news media.

To further the integrated attack on poverty I offer for consideration by this committee the following items.

Length of life is a gift from God, but for many of our fellow Americans it seems to be a curse from Hell. The war on poverty needs to support our older citizens in economic self-reliance and self-sufficiency. Many of the elderly whom I know seek to maintain their own homes, they are desirous to be independent. The elderly poor need to have this desire fulfilled. While agencies and persons such as myself can offer ideas, there needs to be the open dialog between the aged and this Senate committee, the aged and the Office of Economic Opportunity.

There is the need to raise the social security limits of yearly earnings from \$1,200 to \$2,400. While Congress is discussing a new limit of \$1,800, this is too little and too late. A doubling of the present maximum would allow the aged to double their hours of constructive activity in addition to their earnings.

There is a tension for many retired persons related to their pensions and social security. Many of our retired people have faced a lowering of their pension from industry and business when they received larger benefits from social security. I understand that a similar problem exists for retired Government employees also. It seems to me that the Federal, State, county and municipal governments could begin the process of "freezing" pensions at a higher minimum so that the retired can benefit from increased social security benefits. Of course, there are companies that do not lower pensions when social security grants increases, and this practice should be extolled and encouraged.

To further increase pride and self-respect among the poor aged, consideration should be given to greater tax relief or increased subsidy to maintain their own homes.

In many cases older persons must live with a relative, be it a son, daughter, or grandchild. Very often the elderly are "pushed" from one family to another, are forced to self doubt and insecurity because of finances. Many young families desire to care for older parents but cannot do it economically. Study and action should be taken for a greater tax relief than presently offered to families caring for the elderly, especially those who are housebound or infirmed. Every effort should be made to encourage children to care for elderly parents: I believe most want to but many cannot afford to financially.

The community action phase of the war on poverty opens new horizons for older citizens if supported by new bills. Day centers for the aging could be established in convenient locations in urban areas and regional centers with suitable transportation in suburban and rural areas. These day centers could offer active, constructive, and diversified programs to meet the needs of the elderly poor. A professional staff and several corps of volunteers could offer such items as counseling, preparation for retirement, homemakers service, "meals on wheel," transportation for shopping, and so on.

Among the problems our elderly are facing is deficient nutrition. At the Evergreen's Episcopal Home for the Aged in Moorestown, N.J., many of the residents enter with this difficulty and have to be given vitamins for several months to build them up. This is an indication that the problem may be widespread. Assistance in diet and shopping by a friendly visitor trained in this field could help no little.

Many persons face retirement in fear, trembling, and confusion. Counseling services for these persons could be of immense value in the day centers and at industrial complexes.

In some areas homemaking service, "meals on wheels" programs, and other activities for the elderly are needed; there is the need for activities to be con-

ducted by the elderly and still others to be done with the elderly. These activities range from the use of clerical skills in volunteering or in part-time employment to leadership skills in "golden age clubs" or neighborhood betterment councils, from homemaking skills to social skills such as assisting in welcome wagons or phoning shut-ins. Presently in Camden a study is being made for the establishment of a center for the elderly to be integrated in a central complex of social agencies.

No small part could be played by VISTA workers in the development of programs for elderly poor. I am quite surprised by these statements in the Camden Courier Post editorial on Friday, July 9, 1965:

"Sargent Shriver quite recently said he expected more than 25,000 applications for enlistment in VISTA by July 1. In fact, he said there would be about 2,000 volunteers in service at that time.

"But it is not working out that way. Glenn Ferguson, drafted from the Peace Corps staff to direct VISTA, had less than 150 volunteers at work in 22 States only a few weeks in advance of the July 1 date. And there were only 52 in training at that time. Ferguson was looking toward closing of schools to furnish increased enlistment but hopes for the 2,000 Shriver mentioned had diminished to about 1,200.

"A comparison of allotments that emerged from Congress makes VISTA look like a stepchild. The community action projects were given \$235 million and the Job Corps was granted \$190.2 million, while VISTA's allotment was \$4.5 million. There is no argument on the potential value of the other programs, but the prospects of VISTA were not that comparatively dismal.

"Perhaps some bright Washington reporter will come up with a background story on the slighting of VISTA and answer the question of whether this idealistic project is being quietly doomed."

VISTA workers could provide the "listening post" I have pleaded for several times in this report. Further, they could provide in this day of apathy the attitude that "someone cares" which the elderly poor need, until the local Corps could be mobilized. Many children, especially in Negro ghettos, are raised by the elderly. These older people need help in the great depths of loneliness and too great a responsibility.

In building the Great Society, new concepts of communications must be established. We, the younger generation, have lost our respect for our seniors. We have stopped looking to the senior member of the family for guidance and wisdom. We need to be taught that our senior citizens can be and are productive, can be and are experienced in life and in living. In addition, the practice of mandatory retirement at a fixed age is no moot source of difficulty.

I would call for a greater number of low-cost housing (i.e., boarding homes; village or cottage type); that is, diversified; that is, some which is integrated with other age groups and some segregated for the elderly only but close to other age groups. I would further call for more proprietary nursing homes.

One American has been left out of this discussion—the itinerant elderly poor. Through my office weekly come poor old men and women commonly called bums and hoboes. Whatever the title, they are people on the move and in need. They are found in the skid rows of every city. It is apparent that little has been learned about these "movers" but they cannot be left out. They, too, are poor and many are elderly.

Further, I would point out there is much to do. Some of the most socially chaotic and poor families I know in Camden are untouched by the several programs initiated here, including the Job Corps, Youth Corps, Head Start, Upgrade, and so forth. The older children are either on parole or do not desire to enter the Job Corps; they are not eligible for the limited program of the Youth Corps. The younger children are not of an age for Head Start this year and while many have failed courses in school (1 has 13 failures out of 24 marks) they are not eligible for Upgrade because they were promoted in June. The parents are tired, weary, and beaten—they are poor. And the war goes on around them.

Now is a time for someone to begin to talk about birth control, for someone to begin "beating the drum" for welfare agencies and welfare departments to offer birth control information. We deceive ourselves if we do not realistically offer this education in the midst of this war. Religious objections have not delayed or limited our participation in Korea or Vietnam; they should not cancel an effective weapon in this war, either. On the issue of birth control education by Government employees, there is no separation between

506 THE WAR ON POVERTY AS IT AFFECTS OLDER AMERICANS

church and state—the state has succumbed to the direction of conscientious objectors.

The gaps in the war on poverty will become more obvious in time; many are now obvious. One vital gap is rightfully the concern of this committee—the aging. I submit that a broad base program, recognizing the divergent needs and wants of the elderly, can alleviate the distress of our senior citizens and aid in the eradication of poverty in our country.

Finally, Senator Williams, I offer for your consideration and support that the first weekend following the anniversary of the Economic Opportunity Act, commonly called the antipoverty bill, be set aside by the President of the United States as a day of prayer and rededication for Americans everywhere on behalf of the war on poverty, that on this weekend Americans give thanksgiving to Almighty God for this most just war; that we Americans offer ourselves, our souls, minds, and bodies to the battlelines; and that this weekend be so marked throughout America in churches, synagogues, meeting houses, and all places of worship.

Thank you for the opportunity to share with you these views.

STATEMENT OF MRS. SALLIE HALE, CHAIRMAN, CREATIVE HANDS, PLAINFIELD, N.J.

Creative Hands is a voluntary, nonprofit organization devoted to the sale of articles created by handicapped and retired people.

BACKGROUND

It was organized in 1963 as an auxiliary to the Union County Society for Crippled Children and Adults, and in 1964 was expanded to include the retired as well as handicapped. At that time it was taken into the Plainfield Community Service Council as part of the Committee on Aging.

OPERATION

Articles are submitted to a screening committee which either accepts them for sale with no change or suggests possible changes to make the articles more readily saleable. A member of this committee holds a clinic once a month at the Greater Plainfield Senior Citizens Center in order to assist some of the members in updating their skills to improve style and workmanship.

Sales are held in plant cafeterias at the lunch hour and management has been more than cooperative in distributing posters announcing the sales, helping set up the display, etc. Of the retail price 75 percent is returned to the originator of the article sold, and 25 percent remains with Creative Hands to be used for mailing and advertising. The entire operation is run by volunteer help.

FUTURE

As long as the sales are held in this manner we are necessarily limited as to the number and type of articles we can carry. We feel that in order to expand and provide benefit to a greater number of people, a retail shop with a professional director is a necessity. The sales staff would consist of volunteers, ideally most of them retired. A workroom connected with the shop where people could come for help is also of primary importance. The workroom could serve at first as a place where people could come for help in improving their skills and later could be enlarged to include classes in the handcrafts for those desiring to learn and sell through Creative Hands.

WHAT COULD OFFICE OF ECONOMIC OPPORTUNITY DO FOR OUR CREATIVE HANDS PROJECT?

The OEO could supply funds to hire a director and to renovate and equip the retail store and the craft center.

We would suggest that OEO stimulate and provide financial aid to such programs in other communities.

THE WAR ON POVERTY AS IT AFFECTS OLDER AMERICANS 507

UNITED HOSPITALS OF NEWARK,¹

Newark, N.J., July 22, 1965.

DEAR SENATOR WILLIAMS: People of retirement age need to be needed. Hospitals need the skills and maturity of senior citizens in patient areas as well as in clerical and routine jobs.

Working with people fills a social need for many who lives alone and gives the volunteers a sense of dignity knowing that the work they do is important.

Because the cost of transportation, lunch, and uniform often is an obstacle for people on retirement or social security income, we recommend that funds be made available to cover these expenses.

We can use 26 senior volunteers in addition to those who are already serving. Orientation and training are given at the hospital. Screening volunteers in the areas of physical and mental health could be done by the coordinator of the anti-poverty program.

We do not feel that the training we could give in the hospital would be useful for outpatient service. In fact we feel that outpatient work by unskilled people might be very risky.

Presbyterian hospital unit will be glad to cooperate with the U.S. Senate Special Committee on Aging in any way possible.

Sincerely,

Mrs. LYDIA HARVEY,
Director, Volunteer Services.

NEW JERSEY EDUCATION ASSOCIATION,

Trenton, N.J., July 13, 1965.

DEAR SENATOR WILLIAMS: We are following with great interest reports of the work of the Senate Special Committee on Aging. Our work with retired teachers has convinced us of the need for more concentrated attention to the problems of older persons.

Our experience indicates that the prime economic factor in the problems of our retired colleagues is the insidious force of continuing inflation. Even those who retired on incomes which appeared adequate at the time of retirement find themselves hard pressed to cope with ever-rising costs. Because retirement income is generally geared to a scale of past productivity and compensation, our older citizens do not share equitably in the fruits of our present prosperity.

We have found, also, that the psychological impact of aging rates equal importance with the economic pinch. Too many of our retired teachers feel left out or left behind. While they do not all have the vigor to pursue a full program of instruction, these people represent a pool of talent and experience which could and should be used more effectively.

A great service for our society could be performed by creating opportunities for meaningful remunerative employment on a limited scale for older persons. We would be happy to participate in a program directed toward this end.

Best personal regards.

Very sincerely yours,

FREDERICK L. HIPPI,
Executive Secretary.

NEW JERSEY STATE INDUSTRIAL COUNCIL, AFL-CIO,

Newark, N.J., July 7, 1965.

DEAR SENATOR WILLIAMS: I am pleased to have this opportunity to offer what I hope will be some constructive suggestions on how the Office of Economic Opportunity could implement programs to aid the elderly. I believe that the OEO not only should but is able to assume a program beneficial to the aged. It has all of the requisite resources of manpower, Government sanction, pledges of cooperation from private agencies, information sources, and funds. Most important, its record of achievements gives it a powerful influence in the campaign to convince employers that the worker of 45 or older has not necessarily outlived his usefulness, and its status as an official Government agency makes it an appropriate vehicle for recommending necessary legislation to Congress.

¹ Related testimony, p. 441.

Most specifically, I believe that there are projects beneficial to the aged that the OEO might sponsor and direct. One is a training and job location program. There are several steps needed to implement this type of program: (1) the identification of those semiskilled professions that need and will continue to need new personnel and that are not exceptionally strenuous, (2) the development of agreements with employers needing these skills to allow the OEO to direct on-the-job training programs. This is necessary because older workers who have long been out of school are more at ease on the job than in the classroom.

Retraining and job location is an action project capable of assumption by the OEO. Just as important, however, is the need for an educational program for both the elderly worker and the employer. The educational program could be accomplished through the presently established Community Action Organization. Workshops should be set up to accomplish at least these specific purposes:

1. Teach the employers the advantages of hiring the older worker who is experienced and dependable.
2. Overcome the elderly worker's lack of optimism about finding new employment by teaching him how it seek new jobs. Many have held the same job for 20 years and more and have no idea how to look for new work.
3. Provide a source of information on job opportunities available with small amounts of retraining.

4. Provide an opportunity to overcome the elderly worker's anxieties about employment by demonstrating what can be accomplished and perhaps more important, that he is not alone.

A third project capable of sponsorship and direction by the OEO would be the division of some of our county's unused resources to the building of new public housing for the elderly and the rehabilitation of homes in urban renewal areas that would prevent the elderly from having to relocate. This project would require the granting of funds by the Federal Government through the Housing and Home Finance Agency to underwrite the cost of construction and repair of housing for the elderly.

In the area of health care for the aged, the OEO could administer public grants to provide nutritionally planned and economically prepared home-delivered meals to the ill, handicapped, and elderly. A pilot project providing this service has demonstrated that "it benefits the health and well-being of persons unable to obtain or prepare adequate meals" and "can postpone or avoid the necessity for many persons entering an institution."

I believe the Office of Economic Opportunity should recommend several pieces of legislation to Congress:

1. The granting of funds to the Housing and Home Finance Agency for underwriting a program of new construction, housing rehabilitation, and rent subsidies for the elderly.

2. A grant to the U.S. Public Health Service to underwrite the home-delivered food plan.

3. The most significant piece of legislation that the OEO could endorse is that sponsored by the Labor Department which prohibits an employer from discriminating against a prospective employee because of his age. Many employers use an arbitrary cutoff of 45 and apply it to all employees. Cases are not considered individually and many capable and experienced workers with half a work life to go are being forced into retirement. The economic hardships they must endure are increased because their benefits under social security are actually decreased because of retirement before age 65. Shortsighted employers should not be allowed to waste our country's resources of experienced personnel in this way. OEO could combine its educative function in this area with action by strongly supporting a bill prohibiting discrimination by age in the labor market.

Thus, we have outlined action projects, education projects, and legislative projects for the elderly that could and should be undertaken by the OEO as a minimum program in creating the Great Society for the older American as well as the younger American.

Sincerely,

JOEL R. JACOBSON,
President.

THE WAR ON POVERTY AS IT AFFECTS OLDER AMERICANS 509

NEW JERSEY TUBERCULOSIS &
HEALTH ASSOCIATION, INC.,
Newark, N.J., July 20, 1965.

DEAR SENATOR WILLIAMS : * * *

Tuberculosis associations have traditionally been concerned with the health and related problems of the aging. Two of our affiliates, Bergen and Middlesex Counties, have for a number of years developed special year-round aging programs. Our county affiliates have maintained close contact with local poverty program staff and in some cases are cooperating in special efforts. Our June State board meeting, in conjunction with the New Jersey Conference of Tuberculosis Association Workers meeting, featured a speaker from the New Jersey Office of Economic Opportunity.

All in all, I believe I can say that tuberculosis associations in New Jersey, as representative citizen agencies, will lend all feasible support to these programs. It would be appreciated if we could be furnished a report of the committee's hearings for further study and consideration.

Again, I am truly sorry I could not attend the hearing and appreciate your invitation. I would like to take this opportunity to thank you for the many times you have given your attention to matters of concern to this association.

Sincerely yours,

AUGUSTA B. KING,
Executive Director.

STATEMENT OF LELAND G. MERRILL, JR., DEAN, COLLEGE OF AGRICULTURE, RUTGERS, THE STATE UNIVERSITY, NEW BRUNSWICK, N.J.

The growing concern about the elderly poor, evidenced by the hearings of this Special Senate Committee on Aging, will point up the needs and problems encountered by the increasing numbers of older citizens, and undoubtedly will devise recommendations for alleviating their difficult situation.

The educational program of the cooperative extension service, college of agriculture at Rutgers, the State university, is concerned with needs and problems of all families of the State. While program emphasis cannot be limited to any one stage of the life cycle, there are many opportunities for elderly persons to participate and a variety of activities from which they can receive practical information, knowledge, and benefits.

Several of the educational programs of the cooperative extension service are devoted to the purpose of helping people prepare for and adjust to retirement. Contentment in later years and at retirement is, to a great extent, the result of careful planning and wise living all along the way. Under the overall title of "Live Long and Like It," people learn the principles of financial planning as well as knowledge needed for healthful nutrition and meaningful activity.

People are helped to realize that it's never too early to begin thoughtful financial management. Emphasis is placed on preparing for adequate retirement income through financial management and spending plans for fixed income living, as well as sound investment and savings programs. Guides are given in the Extension Bulletin 344 "Make Every Dollar Count."

Diet studies show that proper food contributes to the health and well-being of people of all ages. Extension teaching encourages checkups on present eating habits and continued efforts to improve them. Diets of older people tend to be unbalanced and of high caloric content. Knowledge is provided about buying, preparing, and eating food as well as to assist older people to distinguish between food fads and nutritious meals. Small quantity food preparation and buying, for one or two people instead of a family, is emphasized, as often the elderly neglect meals. The Extension Bulletin 311 "Enjoy The Foods That Serve You" helps people select food that will contribute to good health and nutrition.

Loneliness, despair, and isolation are of high priority on any list of the problems of aging. Research shows that elderly people do not go through great personality changes because of growing older. Prevention of mental and physical health problems by helping people in middle years to develop attitudes and

activities which will make life more meaningful and rewarding are part of the extension educational program. Emphasis is on understanding human needs and constructive ways for satisfactions in order to make the new freedom of longer life a time of enjoyment and happiness. The Extension Bulletin 310 "Make Every Day Count" emphasizes personal development.

Intergenerational personal and family relationships with the Extension Bulletin 361 "The Three Generation Family" emphasize the need for knowledge and understanding at all stages of the life cycle. Much of the isolation and loneliness of the elderly might be prevented through a better understanding of societal and personal changes in attitude, expectations, and functions.

Estate planning is important. A will avoids unnecessary time and expense in settling an estate and assures distribution of property according to wish. Extension Leaflet 364 "A Will for You" (revised, not yet printed) provides useful information.

The low income of many elderly persons points up the need to make the best use of their financial resources. Consumer education factual information of interest to and needed by older persons is available in the areas of food and nutrition, food marketing, clothing and textiles, home furnishing and housing, home management, and family economics. A variety of extension publications provide information on these areas of consumer education.

Other extension programs provide opportunities for older persons to join with others in a wide variety of learning experiences. For example: grandmothers attend classes on clothing construction and children's clothing construction which, in addition to the satisfaction of learning, provides the ability to gain better clothing at less cost. Elderly persons have not only found purposeful activity, but added income as well, from learning to refinish furniture. Information on the use of surplus foods is available.

The extended education of the cooperative extension service is made possible by use of volunteer local leaders. These leaders are recruited, trained, and supervised by the small group of professional extension staff. These leaders benefit through increased knowledge of subject matter, but in addition they make it possible for numerous other people to learn through attending the leader-conducted classes. Even more than the personal satisfaction of added knowledge, and teaching others, the volunteer leader is developing leadership qualities which not only are useful but sorely needed in all communities.

The potential of volunteers for leadership roles is estimated to be very high among the elderly retired group. Yet estimates of the service of elderly volunteers in New Jersey show that the percentage is low. There is some evidence that elderly persons would be eager to serve if they were aware that their services were needed. Older people believe, even more than the younger generation, in the status of work-for-pay, and therefore do not realize that volunteer service is more than busy work.

There is need for more emphasis on recruitment of volunteers among the elderly for all community services as well as for extension volunteer leaders. Such a recruitment program would need: (1) To seek out the elderly potential volunteer, as it is unlikely he knows where to go to volunteer his services; (2) to help him become aware that volunteer services are needed and useful to the community; (3) to help him use his particular talents and experience to best advantage; (4) to help him feel welcome at the particular service he selects.

Volunteer service and leaders for the elderly poor might be recruited from the elderly poor themselves through an adoption of a volunteer pay basis, or a paid nonprofessional level. Many elderly people might need no more than reimbursement for expenses.

The extension service training makes it possible for volunteer leaders to find opportunities to teach others and participate in service to their local community. The older person should not be overlooked as a source for community volunteer or paid nonprofessional. Such a source of leadership in volunteer recruitment could well be a part of community action programs under the Economic Opportunity Act.

CHR-ILL SERVICE, INC.,
East Orange, N.J., July 2, 1965.

MY DEAR SENATOR WILLIAMS: This is in response to your request for comments about the aged. Approximately 50 percent of the caseload of Chr-ill Service is composed of persons aged 65 or over. Out of this experience has grown a conviction that this group represents one of the major concerns of our community, and it is imperative that steps be taken to cope with the problems they face.

I am certain that if someone or some agency assumes the responsibility for their welfare many creative projects can be developed. Projects are not the problem as much as assumption of leadership and responsibility is. In the past we also were faced with financing programs but to a great extent the war on poverty has ameliorated this factor. In my mind the only deterrent is the lack of will to do the job.

In response to your request for specific projects, I have listed some that come to mind of which you may or may not be aware.

1. Homemaker services are helpful in two ways. One, it is a most effective approach to the care of the aged and can keep the older person in his own home much longer. Two, it is a prime source of employment for the senior citizen. Of the 112 homemakers employed by Chr-ill, 49 are over age 60. Of these 20 are age 65-69; 14 are age 70-74; 1 is over 75; and 1 is over 80. Most important we have not had to settle for these women; we have selected them specifically because of their age and all the positive attributes that one associates with maturity and life experience.

2. Possibly the major need in relation to the elderly is the need for an agency that can assume responsibility for those elderly where no interested or responsible relatives exists.

There are many elderly persons who are senile, and are living alone, and can no longer make rational decisions about their affairs. There are many more who are quite capable but still need advice and consultation to better cope with the complex society in which they live.

There are others who need someone to represent their interests because they no longer have the stamina, mobility, or mental alertness to manage alone.

3. Part of the problem of the older person is the one of mobility. He finds it most difficult to get to clinics, doctors, golden age centers, et cetera. I think a transportation corps should be developed to provide this service for the elderly and the chronically ill. The drivers could be recruited from depressed areas, from among school dropouts, and welfare clients.

4. Older people living in their own homes have a problem keeping their home going because they can no longer make the minor repairs, mow the lawn, shovel the walk. Utilizing and training men from the areas mentioned previously could provide an inexpensive flying squad of service personnel. The rates charged would be based on ability to pay.

5. Older persons could be hired to form a telephone squad that would establish telephone communication with other old persons living alone. This would provide contact with the outside world plus provide a means of checking up on how a person might be doing.

With enough thought I am certain many other programs could be developed. As I stated before, the will to do the job is the prime ingredient.

Sincerely yours,

LEO NOVER, ACSW,
Executive Director.

STATEMENTS OF NEW JERSEY OPTOMETRIC ASSOCIATION

[June 1965]

TRENTON, N.J., July 9, 1965.

DEAR SENATOR: * * *

Mr. Karl Goodstein, who is the new director of public information for the New Jersey Optometric Association, will deliver this letter to you with a copy of the material we submitted. Included with the material was a suggestion for a possible amendment to S. 1759.

If there is anything we can do, I am sure you know you can always depend upon our complete cooperation.

My kindest personal regards.

Sincerely yours,

E. C. NUROCK, O.D.

L. SUGGESTED CHANGE TO OEO LEGISLATION

The need for a coordination of effort

The plight of the people in depressed communities evidences itself in many ways. The high incidence of disease, poor living conditions, lack of education, unemployment, lack of initiative and/or differences in standards, and the feelings

512 THE WAR ON POVERTY AS IT AFFECTS OLDER AMERICANS

of inadequacy, are but some of the manifestations of the problems of the people in areas we have come to call "pockets of poverty." The need for channeling funds into such areas to help these people find the motivation, as well as the opportunity, to become useful members of our society becomes apparent. What is not as apparent is how the money should be utilized; what should be done to help these people help themselves.

We know that "poverty breeds poverty"; the poor are trapped in a cycle they cannot break alone. We also realize that it is through generations that the poor have become ingrained with the problems that cause this condition. We will not be able to break the "poverty cycle" overnight.

Most of those who have served a depressed community on a day-to-day basis know the depth and scope of the problems of its people, and that their plight is serious. It becomes apparent that one poverty program, aimed at one area of the problem, cannot be the answer. A solid foundation of integrated community services must be provided to offer the complete community rehabilitation that is so desperately needed.

The agencies involved in attempting to help the poor are aware of the overall problems that exist, yet each agency is specialized and is limited by its own specialty, in offering both services and help. At the same time, each agency has specific knowledge and talent to offer to a joint cause. The individual resources and talents of all of those involved cannot help but be dissipated if the lack of communication and coordination that is so prevalent is allowed to exist. All of the available resources of the community are needed in a master plan, formulated to encompass all of the services needed in our poverty areas.

Such coordination of effort, "like doing something about the weather," is something that has been talked about, but has not been begun. With a new social climate, and the questioning of "traditional methods," it would seem that now the time has come to take the first step.

What we propose

We believe that coordination of effort and integration of services should be written into the poverty legislation as a condition for receiving poverty funds, and that one program, to provide service in any one area should not receive funding until it is joined with other programs to provide all of the services necessary to help these people. Obviously, a difference of opinion might exist in any determination of all necessary services; however, at least a basic list, including health, education, etc., can be arrived at without severe problems arising.

Each city, as the contracting agency, can also become the coordinating agency for overall, integrated community action programs.

As a basis for such effort, a definition of the roles and responsibilities of each of the agencies, which has been needed for many years, can be done by the city agency. It would seem that such effort could well fall within the scope of the planning grants that have been received in many areas.

II. A SUGGESTION REGARDING POVERTY PROGRAMS FOR SENIOR CITIZENS

The basis for all programs

It would seem logical that all such programs should begin with comprehensive health care, of course including complete, professional, eye examination. Without a solid foundation of health, other efforts cannot be effective. This is true with all of the poverty programs, for all age groups, but of course it is especially true in dealing with our senior citizens.

The New Jersey Optometric Association is concerned with providing needed eye care to all of the people of New Jersey. Recognizing its responsibility to the community, the New Jersey Optometric Association offers its cooperation, as well as the services of its members, to provide this necessary comprehensive eye care to all those involved in the poverty program.

A statement regarding such services is enclosed.

[July 1965]

OUR SENIOR CITIZENS—WHY OPTOMETRIC EYE CARE IS REQUIRED

The membership of the New Jersey Optometric Association, in recognition of its responsibility to provide vision care, offers to cooperate to the fullest capacity with the U.S. Senate Special Committee on Aging.

With increasing years, there is a proportionate regression in the ability to perform strenuous or sustained physical tasks. Therefore an older individual, in

order to be happy, active and productive, must seek tasks of a sedentary nature, nearly all of which depend largely on vision skills.

Society should not be deprived of the great wisdom of experience that these older citizens can provide. With the ability to see, they can contribute useful services to industry, the community and to themselves.

The attrition of advancing years brings about a greater incidence of malfunction in an aging individual. This is part of the total degenerative process occurring throughout the body so that a complete physical examination should be available; however, for the vision apparatus in particular, there should be a comprehensive eye examination by a specialized professional person to screen out any conditions or symptoms of eventual greater difficulty.

We should also recognize that the indigent senior citizen has generally not had proper eye care until now, due to financial circumstances and/or his lack of knowledge, thus making professional screening and examination even more important in this case.

This does not mean a superficial vision screening with a Snellen Chart, which will only detect visual acuity at 20 feet as usually given by an unlicensed assistant. A proper examination should include:

The visual fields (peripheral vision).

The near point problem (ability to see and perform tasks within arms length).

The binocular function (use of the two eyes simultaneously).

The prognosis of providing adequate vision with special devices for those with subnormal vision, and for the near blind.

The detection of abnormal conditions and symptoms for referral and further treatment.

Such a necessary examination can only be provided by a trained professional person, such as an optometrist. The validity of any examination procedure depends not only on the ability to administer such procedures but more important, upon the accurate interpretation of the findings. Only an optometrist, or equally trained professional can properly administer and interpret such examination procedures.

We also know that the incidence of eye disease increases with age. Optometric screening and examination can detect, if present, such diseases of the eye as cataracts, glaucoma, and retinal diseases, often several years before the patient experiences any symptoms of trouble. Undetected disease of the eye can of course lead to eventual blindness.

For all of these reasons, comprehensive professional eye screening and examination should be provided as integral part of any program for the aging citizen.

If remedial care is provided, efficient vision can usually be maintained despite aging. So often our older citizens blame such symptoms as inability to read fine print on "old age" and do not seek professional care.

Changes in vision take place so slowly that sometimes the change is not recognized as a correctible vision problem. A gradual dislike of reading is often a symptom of a vision problem, as is a lack of ability to concentrate, and an inability to do close work for prolonged periods. Emotional problems, too, can sometimes be traced to poor vision.

Normal vision declines with passing years. "Old age sight" technically known as presbyopia, is a normal concomitant of aging and reduces ability to focus at the near point. Here the lens of the eye becomes less elastic, being less able to change shape, which makes focus at near more difficult and distance sight less efficient. Cases of presbyopia can be helped with "reading glasses" or with bifocals. Even in cases where there has been a cataract operation, appropriate bifocals can return the individual to a state of efficient vision at distance and near.

Our senior citizens, with higher incidence of vision problems, must have professional screening and examination, so that they may have greater enjoyment as well as be more fruitful, in their golden years.

Many of our senior citizens are partially sighted or near blind. Too often cases of this kind have been considered incorrectible, when some hope may exist.

Optometrists have, for many years, been leaders in prescribing subnormal vision aids for such partially sighted and near-blind people. Devices such as telescopic and microscopic lenses, magnifiers, multiple-pinhole discs, etc., can be utilized in helping such poorly sighted people increase their visual ability. We strongly recommend that all senior citizens classified as near blind or as

partially sighted, be examined by optometrists to ascertain the possibility of providing assistance and rehabilitation.

A recent survey, conducted under the auspices of the New Jersey Optometric Association, of the vision care of the aging, provided to institutions for the aging in the State of New Jersey, revealed that with few exceptions there was no adequate equipment for eye examination. Nonambulatory patients, therefore, could not secure satisfactory care even when an appropriate practitioner was summoned. As a result of this finding it was recommended that a mobile refracting unit be set up wherein the necessary equipment could be transported to the various institutions for use.

This plan was to have refractive equipment within the trailer so that patients could be examined there, and also to have portable equipment which could be carried into the building for the examination of the nonambulatory.

Of course, this mobile unit has many other applications.

Our indigent elderly, respected senior citizens, should not be subjected to clinic treatment and its mass atmosphere, where personal attention such as can be given by a private practitioner is so often not provided. We strongly urge that our older people receive private care.

In New Jersey geographic location of optometric practitioners is extremely good, so that it is possible to provide the necessary private care without the need for the elderly to travel great distances.

It is imperative that all of our senior citizens receive all of the necessary health care, including comprehensive eye care, to provide the foundation upon which any other assistance to this group will be built.

FACT SHEET

The New Jersey Optometric Association is the official State level component of the American Optometric Association, the national body of organized optometry. Chartered in 1903 the New Jersey Optometric Association now has more than 450 active members. Its headquarters is in Trenton, at 162 West State Street.

What is an optometrist?

An optometrist, doctor of optometry (O.D.) is a person specifically educated and licensed to examine the eyes and related structures and to diagnose vision problems, eye diseases, and other abnormalities. He specializes in prescribing and adapting lenses, contact lenses, and/or other optical aids, and utilizes vision training to rehabilitate, preserve, and enhance efficiency of vision.

Education and training

A doctor of optometry must pass an examination administered by the State board of optometry after graduation from a college accredited by the Council on Optometric Education of the AOA. He receives a minimum of 6 years of specialized training. Although the practice of optometry, like all other professional disciplines, is controlled by regulatory statutes in every State, New Jersey law is unique in some respects. For the protection of the public health and welfare, minimum standards for a vision examination have been set so that a patient is assured of a thorough examination by law. Optometry is the only profession specifying a minimum examination.

Areas of competence

A licensed doctor of optometry is qualified to determine the presence of any abnormal condition of the eye. He makes a complete vision analysis, administering a series of tests to determine the efficiency of the eyes for both distance and near-point vision. If deficiencies are found, he prescribes and provides any lenses, vision training, or specialized services needed in order to achieve accurate, comfortable, and efficient seeing. The optometrist has extensive training in the detection and recognition of diseases of the eye and related systemic conditions. In the armamentarium of optometrists, especially with respect to the aging and elderly, are the application of contact lenses and a whole spectrum of subnormal vision devices. In cases where active eye or systemic disease is detected, the optometrist refers patients to practitioners of other appropriate disciplines for care.

Long aware of the need for increased vision care for the aged, the New Jersey Optometric Association has had a committee established for this purpose for some years. The current chairman of the committee for vision care for the aging is Dr. Abraham J. Shack, of Newark.

STATE FEDERATION OF DISTRICT BOARDS OF EDUCATION, NEW JERSEY,

Trenton, N.J., July 7, 1965.

MY DEAR SENATOR WILLIAMS: * * *

* * * * *
 Since our work is concerned solely with the education of children and the forces which affect it, we understandably have no official policies with regard to older citizens.

We do encourage local boards to adopt policies governing adult education. We have also been instrumental in developing legislation which will grant State aid to boards hiring an adult education director. We feel this State aid will provide an incentive for local boards to develop more meaningful programs which actually meet the needs of the adult population. We doubt that such programs can be developed without a full-time director.

Our State department has developed a comprehensive set of instructions and information for boards to use with title II(B) of the Economic Opportunity Act. In reviewing them and in reviewing the policies of local boards I find that adult education is largely geared to the younger population, particularly those in the work force.

I believe lack of understanding of the needs of the elderly is responsible for this omission. My own feeling would be that adult education programs should include courses in nutrition (well-balanced meals might be served in disadvantaged areas) cooking for one or for two; general health courses with reference to living with degenerative diseases or guarding against disease; physical fitness courses with programs of exercise specifically worked out to fit individual needs; and certainly recreation courses—those which would open up new avenues such as music appreciation, opera study, broadening the scope of reading, discussions of social and political issues on whatever level the group's background permits.

I believe your committee will be doing a very important service in alerting the community to the needs of the elderly—perhaps one of saddest groups of all among our poor.

Sincerely yours,

Mrs. RUTH H. PAGE,
Executive Director.

YOUNG MEN'S & YOUNG WOMEN'S
 CHRISTIAN ASSOCIATION OF NEWARK & VICINITY,
Newark, N.J., July 10, 1965.

This is to acquaint you and the Special Committee on Aging, of the long-range program of the Newark YM-YWCA to further implement a program which will contribute to the health, comfort, and general benefit of senior citizens principally from Newark and immediate vicinity.

As a basis for long-range planning, the YM-YWCA board of directors, in December 1963, defined the objectives and high-priority areas of program and services for various age groups. These age groupings were youth (grades 1 to 6); teenagers (grades 7 to 12); young adults (ages 18 to 34); and adults, including senior citizens (over 60). Exhibit I, attached, is an excerpt from the minutes of the board meeting of December 18, 1963, relating to the section on adults and senior citizens.

One of the major projects to achieve such a program for senior citizens has been the development of Linwood—an outdoor center for families and senior citizens. A 200-acre property was acquired in June 1959 in Sussex County, N.J., with the express condition of the donor that the property would be developed and used for senior citizens. Steady progress has been made toward its development since that time. Steps in this progress include the construction of rustic motel-type living units a large winterized lodge with a capacity to feed 250 and house 70, and a dam to provide a 12-acre lake. To date over \$300,000 has been raised from individuals and foundations to develop these facilities.

In the summer of 1964 a survey was made by the YM-YWCA of similar outdoor centers for senior citizens in the United States and Canada to determine the factors which should be incorporated into the facilities and program to maximize the safety, health, comfort, and enjoyment of senior citizens. (Note exhibit II.)

As a result of this study we have discovered that certain refurbishing is required in the grounds and living units of our senior citizen center to accomplish these goals. These include (a) modifying and refurnishing the living units (providing more room, more practical and attractive furnishings with a wash-bowl and toilet for each room); (b) blacktopping the rustic paths in the senior citizens area so that danger of accident is eliminated by uneven terrain, rocks, and exposed roots; and (c) the provision of a pavilion, adjacent to the lake, for all-around recreational purposes.

These changes are deemed essential in already existing facilities in order to adequately and effectively serve senior citizens. The total estimated cost for this refurbishing project is \$25,600.

With these modifications in the present facilities the Newark YM-YWCA would expect to carry on a year-round program for senior citizens which would include these elements:

Scheduling of Linwood by organized groups of senior citizens such as golden age and senior citizens clubs, with YM-YWCA personnel available for counseling and supervision.

Organizing and conducting longer periods—a week to 10 days—in the summertime, for senior citizens at Linwood in which the YM-YWCA personnel takes complete responsibility for all aspects of the activity.

The organization and promotion of leadership training workshops and seminars designed to help the officers of senior citizens clubs conduct more effective programs for all their club members.

Provision of facilities for individual or groups of senior citizens to vacation at Linwood for short or longer periods during the regular summer camping season.

And finally, a sincere and earnest attempt to make available "camper-ships" for senior citizens who cannot afford the fees required to finance the operation. At present the YM-YWCA has such a fund of several thousand dollars provided by a foundation; it is hoped that this can be renewed, or replaced, when it is exhausted.

In the light of the facts described above and contained in the attached exhibits, it is the hope of the Newark YM-YWCA that funds can be made available through the Economic Opportunity Act to refurbish our facilities. This would make it possible for us to more adequately serve increasing numbers of senior citizens from Newark in line with the highest standards of health safety, comfort, and enjoyment.

Sincerely yours,

JOSEPH E. PACTENHERMET,

Vice President, Board of Directors, Newark, YM-YWCA, and Chairman of the Linwood Committee of Management.

[Excerpt from minutes of meeting of Newark YM-YWCA Board of Directors, Dec. 18, 1963]

Objectives

The program will be designed with adults to help—

Continue to be useful and responsible citizens in home, community, and church.

Find and relate to group life which will provide friendship and meaningful activity.

Develop and maintain health, fitness, and recreational skills.

As individuals, to use their experience and skills in the association and in the larger community by serving others and by giving leadership motivated by Christian ideals and principles—learn increasingly, to apply these principles in all relationships—family; work, social, and community.

Develop an appreciation and understanding of races and religions other than their own.

Adjust to continuing changes in educational, vocational personal, and family life.

High priority areas of program and services

The high priority areas of program and services are—

Board committee and group leadership posts.

Health and physical education programs.

Programs and services dedicated to improvement of human relations.

Business vocational school.

Camping for individuals and families.

THE WAR ON POVERTY AS IT AFFECTS OLDER AMERICANS 517

Cooperative church and interagency programs especially in fields of leadership training, family life education, world affairs understanding, and cooperative recreational programs.

Continue specialized programs for senior citizens (such as the friendship ship club, business school, camping, etc.).

SAGE,¹

(SUMMIT-AREA ASSOCIATION FOR GERONTOLOGICAL ENDEAVOR),

Summit, N.J., July 28, 1965.

DEAR SENATOR WILLIAMS : * * *

You asked in your letter, whether we thought that services similar to those offered by SAGE can and should be incorporated into community action programs authorized by the Economic Opportunity Act. It is our strong belief that services similar to ours can and should be incorporated into the community action programs. It is our understanding that the National Council on Aging under provisions of contract OEO-79 is preparing guides for such programs. We have seen the one they prepared to promote recruitment, counseling, and job placement of older workers called SWAP, the senior worker action program. As we said in our letter of July 2, "we think that our approach to the challenge of providing facilities and services for the aging is sound and could be recommended to other communities." In other words, we think that many services can and should be under one roof. Therefore, a guide to the kind of organization that SAGE is, could, we think, be prepared, possibly by the National Council on Aging under their present contract.

You also asked whether we thought that existing nonprofit organizations such as SAGE can work in close coordination with such community action programs. Since we consider ourselves a community program in the field of aging, we feel that it is not unreasonable for us to use our own experience in answering your question. We consider close coordination with all local organizations an essential ingredient for success in our ventures—not only to avoid duplications of effort but more important to give greater depth and stability to the service. We have received unlimited cooperation from other organizations in our area, and feel one of the essentials of our whole setup is our advisory board, which consists of representation from health, welfare, education, and recreation groups as well as professional practitioners such as a doctor, a lawyer, an architect, a nutritionist, a dentist, a real estate specialist, and an insurance specialist.

With regard to the possibility of a grant for our employment service under the EOA, we are hopeful of an affirmative answer. Since the service is already established, the amount of money needed would be less than if the project had to be started from scratch. We feel that there is a need to expand our service by longer hours and more fieldworkers.

* * * * *

Sincerely,

Mrs. JAMES S. ROTHSCHILD,
Executive Director.

NEW JERSEY COUNCIL OF CHURCHES,
East Orange, N.J., July 28, 1965.

DEAR SENATOR WILLIAMS : * * *

That we have an intense concern about the needs of the elderly especially those in the category of poverty is attested to by the fact that at our last general assembly the major theme of the day was the Economic Opportunity Act and also that we participated with our Roman Catholic and Jewish brethren in an all-day conference at Seton Hall University on the whole area of poverty and the churches relation to it.

We suggest that industry and government give much more attention to the possibility of employing older persons as part-time employees in order that they may use their skills in a satisfactory way. The announcement that the Garden State Parkway is increasing the use of older people as toll collectors is an illustration of the kind of work that could be offered to increase the income of the elderly.

¹ Related testimony, p. 436.

We would also suggest that more attention be given to housing for the elderly, housing that would help provide a community of interest, the opportunity for recreation and the pursuit of activities that would enrich the mind and the spirit of those people in such housing.

Even apart from special housing needs there is a great need for enrichment experiences. The Office of Economic Opportunity could do well to make it possible for organizations within the communities, the churches included, to be able to open up facilities that would provide recreation of a nature that would be beneficial and helpful to the elderly. Such services as lending libraries and reading rooms with the possibility of the use of mobile units to service all areas of the community.

It may be possible that training institutes could be created to provide the elderly with the necessary education to enable them to fill the position of baby-sitters or the possibility of becoming paid companions for other elderly people who are confined to their homes.

The latest issue of the Division on Aging of the State of New Jersey, "Added Years," is devoted to the whole question of proper nutrition for the elderly. It may be possible that through the Office of Economic Opportunity the nutritional needs of the solitary confined elderly might be helped by providing one hot meal a day at a cost that the elderly could afford by means of a community kitchen with delivery services. It is our feeling that many of the elderly people do not eat properly and services that would provide education about how best to buy food and prepare it for proper nutrition might also be provided.

Another unmet need is for counseling services. The news that there is to be a medicare program attached to the social security program points up the need for guidance. Many people will not understand the program and will need guidance to help them fill out the forms to become a part of the medicare program in their years of greatest needs. Community centers and direct mail to elderly people informing them of what the enlarged social security program means and how they may participate in it for taking proper care of their health in their advanced years would be a very helpful service.

It might be possible under the war on poverty to seek ways and means in which legal help and advice might be made available to those who cannot afford to pay for legal advice.

* * * * *

Sincerely,

ALEXANDER H. SHAW,
General Secretary.

RUTGERS STATE UNIVERSITY,¹
THE URBAN STUDIES CENTER,
New Brunswick, N.J., July 26, 1965.

HON. HARRISON A. WILLIAMS, JR.,
U.S. Senate, Washington, D.C.

DEAR SENATOR WILLIAMS: I am pleased to send you, herewith, in response to your letter of July 20, 1965, a quick and brief statement which attempts to set forth some comments regarding the proposed Senior Citizens Service Corps.

Sincerely yours,

MARSHALL STALLEY, *Assistant Director.*

URBAN STUDIES CENTER,
RUTGERS STATE UNIVERSITY,
New Brunswick, N.J., July 26, 1965.

Memorandum to: Hon. Harrison A. Williams, Jr., Special Committee on Aging, U.S. Senate.

From: Marshall Stalley, Urban Studies Center, Rutgers State University.

Subject: Supplementary statement concerning a proposal for the creation of a National Senior Citizens Service Corps.

I am writing in response to your letter of July 20, 1965, to recommend to the Special Committee on Aging the establishment of a National Senior Citizens Service Corps.

¹ Related testimony on p. 456.

It is proposed that this program be established by adding a new title to the Economic Opportunity Act of 1964 creating such a Senior Service Corps and that it be coordinated with the provisions of the Older Americans Act of 1965, particularly titles III, IV, and V of this act, and the Social Security Act.

The essential elements in this proposal for a National Senior Citizens Service Corps (or simply Senior Service Corps) are the following:

- (1) A body of senior corpsmen would be appointed, men and women, 60 years of age or older;
- (2) Such persons would live where they are now residing;
- (3) They would receive training;
- (4) They would be given part-time jobs (15 to 20 hours a week);
- (5) The jobs would be in the area of urban service for work not now being performed or work which needs to be supplemented;
- (6) Senior corpsmen would be assigned to service in public and private educational, health, welfare, recreation, and other public service agencies for periods of limited duration;
- (7) Corpsmen would receive a stipend for services rendered of approximately \$1,200 to \$1,800 a year;
- (8) Such financial reimbursement would be coordinated with the provisions of the Social Security Act.

The concept of the proposed National Senior Service Corps is based on evidence that there are a great many available and interested older Americans having skills, capacities, time, and most importantly, motivation to contribute to the lives of other persons. There are a host of jobs which need doing which are not being provided for in the field of urban service. The needs which now exist for work to be performed and the resources of older citizens to perform this work are not now being connected.

A brokerage service is needed to plan for them and facilitate the matching of resources to service and the linking of people to jobs.

The present programs, the Peace Corps, and the VISTA volunteers, have revealed the widespread and deep potential interest on the part of the people of our Nation in contributing to the lives of others and to the common good.

Existing programs are for the most part oriented to the requirements and the needs of younger persons. Special planning, organization, financing and implementation is needed to facilitate the recruitment, training and placement of older citizens in such a National Senior Service Corps which is not now being provided.

A large number of programs presently being undertaken and programs not now underway can be provided through existing public, private, nonprofit corporations engaged in work and services in the areas of education, health, welfare, training, recreation, and job development.

RUTGERS STATE UNIVERSITY,
THE URBAN STUDIES CENTER,
New Brunswick, N.J., July 23, 1965.

*Special Committee on Aging,
U.S. Senate, Washington, D.C.*

I am also sending you a copy of the full statement, together with a statement prepared by Coralie Farlee, of the staff of the Urban Studies Center entitled, "The Aged Poor in New Jersey," dated July 10, 1965, and prepared for the committee. If it is appropriate, I would like to suggest that the statement, "The Aged Poor in New Jersey," be inserted in the records.

I enjoyed the opportunity of meeting you and participating in the hearing which helped focus attention on the important and urgency of an expanded program or the aging poor.

Sincerely yours,

MARSHALL STALLEY,
Assistant Director.

THE AGED POOR IN NEW JERSEY

(Prepared by Coralie Farlee, Urban Studies Center of Rutgers State University, July 10, 1965)

TABLE 1.—*General characteristics*

	Age of head			
	Percent poor under 44	Percent poor 45 to 64	Percent poor 65-plus	Percent poor, total
Husband-wife families.....	4	17	36	9

¹ Poor: total money income less than \$3,000.

Slightly over one-third (36 percent) of the husband-wife families of over 65 in the State have incomes of under \$3,000 (1960 census); whereas less than one-fifth (17 percent) of the husband-wife families of between 45 and 64 are in the below \$3,000 income group; and only 4 percent of the husband-wife families of under age 44 have incomes of only \$3,000.

Only 10 percent of all husband-wife families have incomes of less than \$3,000 a year.

Nonwhite

About one-fifth (19 percent) of the nonwhite husband-wife families of the State have incomes of under \$3,000; whereas 43 percent of the over 65 husband-wife nonwhite families are in this income category.

The following table shows summary figures for all husband-wife families with incomes of under \$3,000 compared with the over 65 husband-wife families in the same income category, for selected major areas of the State.

TABLE 2.—*Total husband-wife families, and over 65 husband-wife families: proportion with incomes of less than \$3,000*

	Percent husband-wife families with under \$3,000 income	Percent over 65 husband-wife families with under \$3,000 income
State.....	9	36
Nonwhite.....	19	43
Jersey City SMSA ¹	10	35
Nonwhite.....	14	50
Newark SMSA.....	8	33
Nonwhite.....	15	42
Paterson-Clifton-Passaic SMSA.....	7	33
Nonwhite.....	12	40
Trenton SMSA.....	9	33
Nonwhite.....	20	53

¹ Standard metropolitan statistical area.*The nonwhite aged in selected areas*

The nonwhite husband-wife families with heads over 65 who have incomes of only \$3,000 are especially prevalent in the Jersey City SMSA and Trenton SMSA: 50 percent of the nonwhite, as compared with 35 percent of the total in Jersey City SMSA; and 53 percent of the nonwhite as compared with 33 percent of the total in Trenton SMSA are in the poverty class.

It should be remembered that income is not necessarily the best indicator of poverty. Many older persons live with married offsprings and do not require large sums of money for food, shelter, or clothing (but these persons may still be considered head of the household for purposes of the census simply because they are the oldest member of the household).

In addition, income of older persons is not necessarily the same for older persons as for younger families: a proportionately larger amount of their money resources may need to be spent on medical care whereas the younger family does not require or may postpone such expenditures.

Finally, it might be useful to consider occupations of the aged population (cf. "Parameters of Aging," Don F. Heisel, 1964, pp. 69-70). Older male workers are underrepresented in the professions and technical occupations and overrepresented in farming and farm management; males 65 and over are underrepresented among craftsmen, foremen, and kindred workers, as are those at ages 60 and over among operatives and kindred workers. (This last finding may be largely an effect of retirement policies by employing industries.)¹

Older females are overrepresented in the agricultural occupations; underrepresented in clerical occupations and among operatives and kindred workers; and heavily overrepresented in the private household worker and service worker categories.¹

While the occupational patterns of older workers are not greatly different from those of workers at all ages, there is a quite apparent tendency for older workers to be concentrated in jobs that produce relatively lower incomes and to be correspondingly underrepresented in those jobs that are newer and better paying. Furthermore, since they are often found in occupations that are declining in the total economy, their job security would also tend to be lower than average, and their retirement income potential considerably lower than average.¹

STATEMENT BY REV. JOSEPH J. VOPELAK, COORDINATOR, NEW JERSEY CATHOLIC CONFERENCE ON EDUCATIONAL AND ECONOMIC OPPORTUNITY PROGRAMS

The basic concept underlying the Economic Opportunity Act of 1964, that the most effective way to eliminate poverty is to seek out and destroy its causes by massive social action, is both sound and praiseworthy. Too frequently in the past much time and effort has been spent on treating only the symptoms of poverty, while we neglected either to determine the causes of that tragic state or to attack those causes once we had discovered them. Such a method of action easily prolongs the very condition we seek to eliminate; it results in the preservation of the circumstances in which the poverty stricken find themselves. The present legislation seems to be a most realistic and practical approach to the problem; a remedy of that situation. It calls for a mobilization of forces and a concerted effort by the whole of society against a common enemy in its causes. Society, on the whole, has answered the summons and responded vigorously in this common war against poverty. However, this does not mean that all has been done that can be. Nor does it mean that because the general strategy is sound each tactic used is therefore perfect.

Under the present antipoverty legislation many and varied projects have been established and funded. This is most admirable and should be encouraged and continued. Yet, as we view the overall picture of the now fast-developing campaign, it is becoming more and more evident that at least one important segment of the poverty stricken population, the elderly poor, is being relegated to a somewhat secondary position. In many communities the antipoverty campaign is almost entirely youth centered. Projects directed at aiding the elderly poor as a group are few and far between. There can be no question as to the importance of developing programs aimed at assisting the young find their proper place in the world. However, we also have a serious obligation not to neglect the aging citizen and the problems which are peculiar to him. If the war against poverty is to succeed as planned and hoped, it must be directed against all facets of poverty and all groups who are affected by it.

While there are antipoverty programs in existence in which the elderly can participate, I feel that much more thought and planning should be given to programs directly concerned with the older citizens among the poor and the problems which are peculiar to them. In line with this I propose that consideration be given to the following:

1. Study and revision of the existing social security legislation, which, with its fixed formula of support and rigid limitation of earnings frequently tends to prolong the very state of poverty it is aimed at eliminating.

2. Provision for more intense programs of job creation, job training, and job referral for the elderly poor within the limitations of their capacity and ability.

3. Provision for wider programs of social and recreational activities in line with the realities posed by the cultural and educational background of the aged poor. Here the interest and support of the teaching profession might well be elicited.

¹ Source: Heisel, pp. 69-70.

4. Provision for greater and more humane care of the chronically ill and the elderly shut-in. In this regard, greater interest and support from both the medical and nursing professions must be sought.

5. The possibility of inserting an additional title into the Economic Opportunity Act, establishing and funding programs directly concerned with the elderly poor, just as the Job Corps and work training programs provide for the 16 to 21 age group.

These proposals are respectfully offered as a basis for the serious consideration and implementation which is the duty and province of you, our legislators.

Poverty for the elderly citizen can only result in grave fear, frustration and despair, bitterness and resentment, a complete loss of that sense of personal dignity and worth which is so necessary if anyone is to live out the waning years of his life in security and independence. No one who is sincere in fighting this war against poverty can tolerate the existence of such a condition. If this effort is to be a concerted one, a truly massive social action, then it must not only enlist all of society in the fight, but must also seek to eliminate poverty and its causes in all of society.

NEW JERSEY RETIRED EDUCATORS ASSOCIATION,
Morristown, August 2, 1965.

Senator HARRISON WILLIAMS,
Senate Office Building,
Washington, D.C.

MY DEAR SENATOR WILLIAMS: * * *

* * * * *

The NJREA leaders are interested in the work of your organization, and we would like to be kept informed concerning the programs that would include retired teachers. We have some retired teachers who are living on pensions based on the cost of living during the year of 1940. It is almost impossible for them to exist on this pension. It is also impossible for them to support themselves through extra work because of their age. Does your committee have anything to offer us at this time?

* * * * *

Sincerely yours,

OLIVE G. WILLIAMS, *President.*

○