

OLDER AMERICANS IN RURAL AREAS

HEARINGS
BEFORE THE
SPECIAL COMMITTEE ON AGING
UNITED STATES SENATE
NINETY-FIRST CONGRESS
SECOND SESSION

PART 8—BOISE, IDAHO

FEBRUARY 24, 1970



Printed for the use of the Special Committee on Aging

U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON : 1971

For sale by the Superintendent of Documents, U.S. Government Printing Office
Washington, D.C. 20402 - Price 30 cents

SPECIAL COMMITTEE ON AGING

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

ALAN BIBLE, Nevada	WINSTON L. PROUTY, Vermont
FRANK CHURCH, Idaho	HIRAM L. FONG, Hawaii
JENNINGS RANDOLPH, West Virginia	JACK MILLER, Iowa
EDMUND S. MUSKIE, Maine	CLIFFORD P. HANSEN, Wyoming
FRANK E. MOSS, Utah	GEORGE MURPHY, California
EDWARD M. KENNEDY, Massachusetts	PAUL J. FANNIN, Arizona
RALPH YARBOROUGH, Texas	EDWARD J. GURNEY, Florida
STEPHEN M. YOUNG, Ohio	WILLIAM B. SAXBE, Ohio
WALTER F. MONDALE, Minnesota	RALPH T. SMITH, Illinois
VANCE HARTKE, Indiana	

WILLIAM E. ORIOL, *Staff Director*

JOHN GUY MILLER, *Minority Staff Director*

- Part 1. Des Moines, Iowa, September 8, 1969
- Part 2. Majestic-Freeburn, Kentucky, September 12, 1969
- Part 3. Fleming, Kentucky, September 12, 1969
- Part 4. New Albany, Indiana, September 16, 1969
- Part 5. Greenwood, Mississippi, October 9, 1969
- Part 6. Little Rock, Arkansas, October 10, 1969
- Part 7. Emmett, Idaho, February 24, 1970
- Part 8. Boise, Idaho, February 24, 1970
- Part 9. Washington, D.C., May 26, 1970
- Part 10. Washington, D.C., June 2, 1970
- Part 11. Dogbone-Charleston, W. Va., October 27, 1970
- Part 12. Wallace-Clarksburg, W. Va., October 28, 1970

CONTENTS

Opening statement by Senator Frank Church.....	Page 521
--	-------------

CHRONOLOGICAL LIST OF WITNESSES

Whitworth, Herb, director, Idaho Office on Aging.....	523
Holman, Roy, president, Utah-Idaho Farmers Union.....	534
Roth, Ted J., vice president, Utah-Idaho Farmers Union.....	536
Zupko, John, director, Utah Green Thumb.....	541
Sanderson, Golden, Fairview, Utah.....	543
Hess, Clinton, associate regional commissioner, U.S. Administration on Aging, Denver, Colo.....	548
Reed, Gerald, director of special projects.....	556
Higer, Duane, executive director, Bannock Nursing Home, Pocatello, Idaho.....	559

APPENDIX

Appendix 1: Evaluation report on WIACP Senoir Services program, February 1970.....	569
Appendix 2: Statements submitted by the hearing audience:	
Mathias, Mr. and Mrs., Weiser, Idaho.....	576
Rudd, Mr. and Mrs. Keith, Boise, Idaho.....	576
Stevens, Mrs. Ocia, Weiser, Idaho.....	577
Brennan, Mrs. Alice S., NRTA director, Boise, Idaho.....	577
Wall, Jack N., administrator, Casa Loma Convalescent Center, Pay- ette, Idaho.....	577
Hemenway, W. A., Weiser, Idaho.....	577
Simerson, Earl K., Weiser, Idaho.....	578

OLDER AMERICANS IN RURAL AREAS

(Boise, Idaho)

TUESDAY, FEBRUARY 24, 1970

U. S. SENATE,
SPECIAL COMMITTEE ON AGING,
Boise, Idaho.

The committee met at 2 p.m., pursuant to call, in the YWCA auditorium, 720 West Washington Street, Boise, Idaho, Senator Frank Church presiding.

Present: Senator Frank Church.

Staff members present: Mr. David Affeldt, Counsel, and Mr. Thomas Patton, minority staff.

OPENING STATEMENT BY SENATOR FRANK CHURCH, PRESIDING

Senator CHURCH. I want to say that we have come from Emmett where we held a very fine hearing this morning. Our witnesses in Emmett were participants in the various programs that are being administered in the Emmett, Weiser, Cascade area, and the testimony was heartwarming. I must say that I wish that everybody in the State could have heard the testimony from the people who are actually participating and who came to say how much these programs had meant to them.

This afternoon, we are going to be hearing from special witnesses, but I hope that we will find time and opportunity to hear from everyone who wants to be heard. In that connection, since time may run out, I want everyone here to know that there are special forms available in the room, for anyone who doesn't have a chance to speak personally, to take home with them and to write out whatever testimony he or she thinks we ought to have. And the record of this proceeding will be kept open for 30 days so that this written testimony can be incorporated in the record, just as the oral testimony is. Keep that in mind because we do want to hear, in either spoken form or written form, from anyone who wants to include his own testimony in this record.*

I want also to recognize this afternoon two members of the Idaho Legislature who are with us, who serve on the Health and Welfare Committee of the State legislature, and I have invited them to sit here at the table with me and to participate, ask such questions as they care to ask during the course of the proceedings this afternoon. On my far right is Margot Tregoning, of legislative district 4, and

*See app. 2, p. 576.

Bob Haakenson, of legislative district 2, both members of the Idaho State Legislature. We are very happy to welcome both of you here with us this afternoon.

As I said earlier today in Emmett, the U.S. Senate Special Committee on Aging has a tradition of getting firsthand facts about subjects affecting older Americans.

This morning we met in a senior center about 30 miles from here, as I have already mentioned. We heard directly from participants in programs which came into being only because people at the grassroots saw needs and undertook to meet them.

This afternoon we will hear from witnesses who are familiar with State and Federal efforts on behalf of the elderly.

In each case, the committee is receiving the kind of testimony that is vitally needed if the Congress of the United States is to remain in touch with the people it is meant to serve.

The subject which brings the committee to Idaho today is "Older Americans in Rural Areas." Hearings have already been conducted in five other States and I think it is safe to say that the study has already proven to be timely and worthwhile. When the job is done, the committee will have a much greater understanding of both the problems and the special advantages of living in later years of life far distant from urban centers.

SIXTY PERCENT PREFER LESS POPULATED AREAS

And it is vitally important, in my view, that the committee—and the Congress—understand many issues related to rural America. Just last week the Gallup poll said that six out of 10 adults living in metropolitan areas in this country today said that they would prefer to live in less populated areas such as farms, small towns, or remote suburbs.

I mention the poll findings because I think it is becoming increasingly clear that more and more Americans are turning toward what is now rural America for future expansion. If they are farsighted and constructive, they will make good use of this land. But if they indulge in what might be called escapism, they will simply transport their problems to new sites.

My point is that the rural areas of this Nation are precious resources. And so are the people who live in those areas. As we have seen at earlier hearings, increasingly large percentages of those people are elderly. Many suffer from isolation, inadequate income, from poor housing, and lack of desperately needed services, including medical care.

This Nation is not so rich that it can write off the future of millions of rural older Americans now past age 65 and those now nearing that age. This Nation is not so poor in ideas that it cannot deal with each of the problems that I have mentioned. Our hearings have emphasized the positive, as well as the problems.

Witnesses have told us of successful experiments that enable the elderly to participate in attempts to broaden the economic base of rural regions. They have told of services that can be delivered to the elderly, by the elderly. They have told of a new spirit which takes hold when isolation is replaced by participation in a program which makes good sense.

Here in Idaho, we have such programs. Many of them have been made possible by community action funded through the Office of Economic Opportunity. And there are others that have been made possible through the Administration on Aging—the Federal agency established by the Older Americans Act of 1965. I believe that these programs have succeeded here because we have kept our local perspective.

I believe, too, that there is serious danger to these programs in Washington today, in terms of levels of funding and perhaps in philosophical differences about basic purposes. It may well be that the time has come for us to look for a new umbrella agency which would more clearly identify OEO community action programs, not solely as working components in a war against poverty, but also as constructive vehicles for overall community improvement.

Our witnesses are waiting. I don't want to prolong these opening remarks. Our first witness is Mr. Herb Whitworth of the State Office on Aging and the State OEO. I just want to add one point, however, and that is that the State is fortunate to have an administrator who is capable of furthering these various programs and has shown the personal interest and commitment to them that our first witness Mr. Whitworth has shown. So I am pleased to welcome you, Herb, and I invite you to proceed with your own statement, and then I am sure that we will have questions.

STATEMENT OF HERB WHITWORTH, DIRECTOR, IDAHO OFFICE ON AGING

Mr. WHITWORTH. Thank you, Senator. It has been my pleasure over the past years to have been associated with Senator Church and under his leadership in these programs. We have appreciated what he has done for us in Idaho, for the aged, being one of the higher ranking men on the committee, he has done an outstanding job.

I attended a hearing in Michigan with Senator Church from which we received a great deal of information and I think have been able to implement the ideas in our own State from this hearing that we attended there.

In the State of Idaho 17 percent of those people over 65 years of age are in need of some type of services. Ninety percent of those over 80 years of age are in need of some type of aid. Here are some of the existing resources for their aid: public welfare, social security, health care, nursing homes, hospitals, surplus commodities, food stamps, housing, boarding homes, public housing, State employment services, information and referral services, rehabilitation services, eye, heart, hearing, counseling, education, recreation, organizations for the aged such as the golden age senior citizens, conference on aging, churches and community councils, and so forth.

Through these areas, of course, are a great many services coming to Idaho. A great many things need to be done. Here is an idea, facts of interest, of just what we are looking toward in the area of help for the aged. Of all the persons in the United States over 65 years of age, 85 percent have an income of less than \$43 per week. Out of 100 average men at age 25, here is what will happen by social security

time: Five will still be working; 36 will be passed on; 54 will be dependent on social security or charity; one will be well-to-do; and four will still have some income.

WHAT IT MEANS TO BE OLD

Here is what it means to be old in 1970 in Idaho. I'll list a few items. It means more time alone. It means neglect, bad treatment, less money, giving up many things, loss of a job. It means accepting help from others. It means facing death. It means a threat of illness or disability.

It means being frightened. It means accepting past failures and realizing that much of the record of one's life is in. It means trying to figure out what one's life has meant. It means figuring out what we want to get done before we die. It means that it is more important than ever that you get along with more people. It means more time and greater freedom. It means more demand of our inner resources.

In these categories many things, of course, are inherent upon you and me in our interest in these people. As we consider people; do we want to prepare the elderly that they have no worries? I think we do not, because I think that whenever we get to the position where we have no worries we are past the age of being able to progress and advance, overcome. And this, of course is growth and we don't want to deny anyone these kinds of privileges, but we do need to furnish people opportunities. I think in this area, and in most metropolitan areas in the State of Idaho, we are looking, as statisticians tell us, at 500,000 or 600,000, or maybe a million people within the next 10 years. There have been many conquests come with this type of people moving to the cities and areas. Older people have had to put up with muggings in the streets of some cities, this type of thing, we don't want. So there is a place for the aged, let's not make them one of our forgotten minorities. And if we plan ahead, these are the things we must prevent. Our local clientele in each area, is the answer. These people must be strong and must meet the demands of the times.

The Idaho State Office of Economic Opportunity has been serving as a technical assistance office since February 1965; with the Idaho Office on Aging since May 1968. Working in Economic Opportunity programs throughout the State, we became increasingly aware of the multiplicity of problems faced by our senior citizens. The expression of our concern was made manifest in April of 1968, when the Idaho Office on Aging was created as an extension of the Governor's office to implement the Older Americans Act. The responsibility for administration was placed under the director of the State Economic Opportunity Office, and from what we understand a combined office as such is rather a unique position. For the most part we feel combining the two offices has been quite successful, especially since we have been able to utilize specialists in both programs. In an effort to determine priorities and determine what existing services and resources were available, we awarded a grant to Boise State College to conduct a survey in cooperation with three other institutions of higher learning in the State. This survey revealed that Idaho does not have adequate resources to meet the needs of the older Americans. It is hoped that with the data presented, planning and implementation of future programs may be designed to more fully meet these needs.

LACK OF CONCERN

A further salient factor uncovered in the survey was an apparent lack of concern on the part of many people at the local level with particular problems of the aging. Many interviewers were told that the local communities did not have a problem with services to the older American. Yet the survey revealed unmet needs in the areas of health, substandard housing, low income resources, inadequate transportation facilities, and low nutrition diets, to name a few, were problems. I'll be dealing with some of these problems in greater detail a little later, but first, I'd like to tell you about the direct services we were able to provide during our first year of utilizing funds under title III of the Older Americans Act.

Inasmuch as Community Action Agencies cover about 50 percent of the States, and these CAP agencies had fairly well identified at least low income elderly in their OEO program development, we were able to get new programs off the ground quite rapidly. In the first year 2,059 older persons were directly served, and these services included home maintenance, visiting, reassurance to 223 people, meal services to 185, information and referral to 738, employment referral to 158, transportation to 593, adult education to 250, recreation and leisure activity to 1,603. Ninety-seven persons volunteered services to these projects, and 6 out of the 10 projects funded to operate were in rural areas. Classification of these areas: According to the OEO statistical profile, the entire State is rural, with the exception of two areas: Ada County, which is urban, and Bannock County, which is semirural.

In these programs, we should note that the aging population in Idaho in terms of participation in aging program services, is comprised principally of persons who are well beyond the years of 55, 65, and over. The rural population of the State tends to include a greater than average portion of persons who are nearing or have reached the normal age of retirement. Most of the farms are operated by persons who have attained grandparenthood, their sons and daughters having left the farms to pursue vocations elsewhere. The general flavor then in the area served in Idaho by AOA and OEO projects is both rural and aged.

The current rural funding is divided among five grantees across the State. It helps to support seven senior citizens centers, three telephone reassurance programs, four transportation programs, one program supplying meals and various programs of crafts, education, community service, and recreation. In addition, the grants to semirural and urban communities provide services to a number of rural participants by way of two additional centers, two more transportation programs, two more telephone reassurance programs in the Boise-Pocatello area. Another program that OEO and Aging have both supported in the State of Idaho is the Senior Opportunities and Services program. OEO funding accounts for about 65 of these projects.

The State has approximately 700,000 people of whom 62,000 are 65 years of age and over. Of these 3,366 are receiving old-age assistance. As of 1964—2,053 were receiving medical assistance for the aged. In the areas that have been surveyed by Community Action agencies 50 to

70 percent of the elderly surveyed had incomes below OEO's poverty level guidelines. The average income of this group was \$78 a month. At present about 4 percent of the elderly live in institutions, such as rest homes, and roughly 70 percent live in a family setting, usually with a spouse and the remaining 26 percent live alone.

Another group of whom we have very little information are those just above the poverty line and those living in areas not surveyed by CAA programs or Administration on Aging programs. From indications in areas surveyed these groups would have similar levels of income and similar programs. In the State as a whole, from 9.5 to 13.7 percent of the population of each county are 65 years of age and over. We are only beginning to develop data for these programs. We have merely scratched the surface.

UNMET NEEDS—SOME PRIORITIES

Now, we turn to some of the unmet needs mentioned earlier, I would like to discuss some of the priorities.

Transportation Programs: The top priority program for the elderly in rural areas, is transportation. However, transportation is a broad term. Transportation for what? Emergencies, semi-emergencies, shopping, recreation, relief from isolation, pickup for commodity distribution, over what type of terrain distances to be traveled, costs versus maintenance. Idaho has experimented with airport-type limousines, station wagons, schoolbuses, volunteer passenger cars, reduced taxi fares. While we feel we have the answers to some types of transportation, each of these would meet several transportation problems in a rural area, but not all of them. Each, in itself, can be quite expensive. Transportation problems make the rural aging much less mobile than the urban aging.

Health Services: The older American population has a higher incidence of acute illnesses, accidents, and chronic ailments. The chronic ailments bear particular mention. Four out of five people over age 65 have one or more chronic conditions, double the number of such ailments to be found in the younger population. The average rural aged individual is in poorer health than the aged living elsewhere. Between June 1963 and 1964 the average person over 65 living in a rural non-farm area had more hospital stays and saw a doctor more than the average aged person living elsewhere. Facilities which provide necessary services for both short-term and long-term illnesses and convalescence are less available in the rural areas than in the urban areas. There is far less community awareness of the rural aged than the urban aged.

Housing and Home Maintenance: While the income of older persons has not risen as rapidly as that of their younger counterparts, those housing costs most important to homeowners have increased more rapidly than the general price levels. Analysis of expenditures by households for maintenance, repairs and improvements shows unusual lower expenditures by older persons because of income limitation, even though the age of the housing unit would lean to an expectation of higher rather than lower needs. Nevertheless, proportionately, older homeowners had to spend substantially more than younger families on maintenance, replacements, and repairs because they could not get the outsiders to do it or could not participate in do-it-yourself projects.

We have succeeded in getting a bill introduced in this session of the legislature which will enable counties to establish housing authorities, we hope, so that they might participate and build houses for these elderly people. We've also had a bill we hope will provide some relief, when it gets moving, on identification cards for the elderly. The elderly people sometimes come to the age where they are not able to drive an automobile, and they go to cash a social security check or need other types of identification, and they do not have it. We feel that an identification card will partially solve this problem.

Finances: (Income)—This is a basic concern, of course, of all society, but now especially of older Americans. When we reach the age of 65, which we have termed retirement age, then we are supposed to be out of the job market. Realizing that a great percentage of the persons over 65 are merely existing at the minimal economic level that social security, old age assistance, and many pension funds allow, our communities have a pressing moral obligation to find solutions to this basic problem.

Employment: A basic concern of older Americans that should not be overlooked is employment. The jobs in rural areas are generally available only in the manual labor category. While jobs in agriculture are usually available to the elderly there are many of them that do not have the physical stamina to properly fill these jobs. Occupations in agriculture and in agricultural businesses are changing rapidly. The advance in mechanization and technology is rapidly eliminating the unskilled job that most rural aged are qualified for. Many of the rural oldsters even need assistance in caring for the properties they now own. Operation Mainstream programs through the Department of Labor, including Green Thumb and other programs which will be mentioned, could furnish a great deal of employment for this group of people providing we could see them get off the ground.

A discussion of unmet needs would not be complete without mentioning nutrition. The State Economic Opportunity Office has attempted to assist counties which were desirous of implementing the Department of Agriculture's commodity food distribution program to work out costs and obtain OEO assistance in meeting some of the necessary costs. We have worked with the Extension Service in helping to design programs to educate the recipients in the use of the commodities and as mentioned earlier, there were grants to the Idaho Dietetic Association to train food service supervisors working with CAP agencies and senior citizen centers.

The social activities provided by Community Action Agencies and senior citizens groups are helping to alleviate loneliness, health problems, et cetera. We have many of these services in operation throughout the State such as our telephone reassurance program and social services. There is also a need for more adult education programs. We now have several people who are attending college, people who couldn't afford to attend college without aid. In some States tuitional fees are provided for entering college and training classes, free to people 60 years of age and over. This is something, I think, we need in the State of Idaho. We have need in this area because the rural people are not able to find jobs. Sometimes they can be rehabilitated through training projects.

IN-KIND CONTRIBUTION: DIFFERENT STANDARDS

AOA projects, identified as such, seem to attract participants faster and with more regularity than OEO because they feel that the OEO has a tendency to say you have to be poor to be included. Well, it isn't a disgrace to be poor, but they say it's inconvenient. This also applies to these programs. Jointly OEO and AOA projects with emphasis on senior services seem to grow rapidly. We have found that inasmuch as we were able to jointly fund various projects, we could really stretch the limited Federal dollar. However, there are a number of differences between what OEO recognizes as allowable non-Federal share and what AOA accepts as non-Federal share. This has caused problems in our funding, in recruiting volunteers, retaining volunteers, in bookkeeping or accounting, and in time in general. AOA does not allow volunteer help unless it requests out-of-pocket funds on the part of the non-Federal business or agency, while OEO will accept volunteer services as an in-kind contribution. Our observations indicate that this presents a real difference in the participation of volunteers in these programs. It is one thing to be able to get a person a certificate for 20 or 100 or x number of hours, but the impact on the volunteer is much greater when we can point to the books and say, "We needed you. We could not have had this program without you. Due to the time you spent we were able to qualify for so many Federal dollars." We find this especially among the senior citizens because it gives them a real sense of worth.

Early in 1969 we attempted to get a ruling which would permit common allowable non-Federal resources in Federal programs. We were particularly concerned with volunteer services, and allowances, for space contributed as in kind. We feel, too, that the Federal Government should permit a more realistic indirect cost factor than the 8 percent currently allowed by the Department of Health, Education, and Welfare in training programs conducted by institutions of higher learning. As I understand it, one of the primary reasons for conducting this hearing today was to determine how the Federal Government might be more responsive to the needs of the elderly in rural areas. There are three Federal programs arising out of the Economic Opportunity Act which could help a great deal in supplementing the incomes of the elderly, particularly the poor. You heard testimony earlier regarding an Operation Mainstream program, known as Green Thumb, OEO Empact, etc. Funds for Operation Mainstream and New Careers have never been available to them in Idaho. Last year we did a comparative study on the funds coming into Idaho under title I-B programs, which includes these two programs. In relation to the funding going to neighboring States having similar population this table of index that is supplied here will tell you that Idaho is lowest on the totem pole for these programs. I suppose we didn't holler loud enough.

FOSTER GRANDPARENTS

The other program originating from the Office of Economic Opportunity which could be a great benefit for our senior citizens is the Foster Grandparents program. This program has received excellent

acceptance in the areas where it has operated, and our office continues to get inquiries from senior citizens who are interested in participating in this program. Recent amendments to the Older Americans Act transferred authority for the program to the Administration on Aging, but no provision has been made for funding new programs. We will be grateful for any assistance your committee might provide in recommending authorization for these programs which would enable Idaho's participation. Recent amendments to other Older American's Act put further restrictions on the State's participating in Older American's Act programs in that no flexibility is permitted in distribution of the allocation for State administration and project funds. It is no longer possible for States to distribute unused funds unearmarked for administration, planning and evaluation, to projects funded under title III. We feel that States should be able to set their own priorities as to the use of State allotments. Thank you, Senator.

FLEXIBILITY PROBLEMS

Senator CHURCH. Thank you, very much, Herb, for a very comprehensive statement. Before we go into the questions, I want to mention that we have another member of the State legislature with us, Senator Cecil Sandberg. We are very pleased to welcome you, Senator Sandberg to the committee hearing this afternoon. I want to say that I addressed letters to all members of the health and welfare committees of the State legislature to both Democrats and Republicans alike. This is a nonpartisan proceeding today, and I wanted to make certain that every member of the relative committees of the legislature knew that they were invited to participate and I am very happy that we do have representatives from the legislature with us. It's very appropriate for them to be here, Herb, because you have ended up your testimony on the note of Federal-State cooperation in administering and financing these programs, and I think you and I both agree we need more flexibility adaptable to different situations in the different States. I hope we can get that written into the Federal law in this session of the Congress.

I would like to start off the questioning, then I am going to turn the questioning over to members of the legislature here. I would like to ask you, Herb, if you have figures to show how much State money is presently going in all of the programs with which your office deals. Do you have total figures available?

Mr. WHITWORTH. I don't have them with me, I have them available in older Americans programs, and of course we have the allocation to Idaho which would be \$103,000 for programs, \$75,000 for administration.

Senator CHURCH. That is Federal money, is it not?

Mr. WHITWORTH. That is Federal money, matched by 25 percent State money. That's in the administrative part of the program. Our programs operating in the communities of course, are different. Some of them are now on 50-50, some are on 60-40, some of them on 75-25 which depending on whether they are in their first, second, or third year of operation. In the Office of Economic Opportunity, of course, there's somewhere around \$2 million in the projects.

Senator CHURCH. To what extent is the size of the overall program? That is, the amount of the Federal money available to the State depends upon the amount of the money the State appropriates as matching fund. To what extent can the State control the amount of the Federal money that might be made available?

Mr. WHITWORTH. You are talking about the AOA?

Senator CHURCH. Yes.

Mr. WHITWORTH. When the AOA is allocated to the State, of course, the State is required to furnish for administration 75-25. That is the Federal furnishes 75 percent, the State 25 percent. In our community programs there is no limit, however, the Federal Government tells us they will furnish \$103,000 for community projects this coming year. The sky is the limit on the program with participation from the community. If we participate with a community in a program they are required to furnish on the first year 25 percent of the funds to administer that program. The second year they are required to provide 40 percent of the funds and in the third year 50 percent of the funds, the fourth year the program should be self-sustaining and operating. These funds are then available for a new program. If a community wanted to go ahead, and we were supplying them \$30,000, if they wanted to have a \$100,000 program, fine, they could do this. Some communities are aiming at this effort, and are carrying on their own programs, and many types of projects which eventually will make a program self-sustaining. Some of them, of course, get these people to be self-sustaining. We have taken several people off welfare through our older Americans program. Some of them were married through this association. I guess anything's fair. Does this answer your question?

Senator CHURCH. It does. I came over from Emmett in one of the buses. You mentioned the problem of transportation as being as especially tough one for people in rural areas, older people, and as you know, some of these programs require buses, and there were three bus loads that came over from the morning hearing. I came over in the Cascade bus. That was a swinging group. They had a great time. But they tell me up in Cascade they could use a few bachelors. Senator Sandberg, do you have any questions you would like to ask?

Senator SANDBERG. Senator Church, Mr. Whitworth, and legislators, the only thing I could add is I had the privilege to go back to Washington, D.C., during January. I met with you and some of the others back there. I happened to be appointed to the legislative council for the AARP of the NRTA and much of the material that Mr. Whitworth has covered is what we discussed back there and I have here a listing of the position that NRTA and AARP has suggested and I'll leave that with you. It will save going into a lot of detail because most of that was covered by Mr. Whitworth in his comments.

Senator CHURCH. Well, we will make this report part of the record.

Senator SANDBERG. That will be fine. Senator, when I came back, you see I was excused from the Senate for a week in order to make that trip, when I came back they asked that I give a report to the senate. I made the report and the president pro tem asked that the report be put in the record of the journal and I have a copy of that here for you. It was given to your office early, so you have it, the report that I gave to the senate.

Senator CHURCH. Fine.
(The report referred to follows:)

Senator Sandberg arose on a point of personal privilege to give a report on the organization which represents senior citizens.

On request by President Pro-Tempore Ellsworth, granted by unanimous consent, the report is herein spread upon the pages of the Senate Journal.

Mr. President and Members of the Senate:

First of all I want to thank the leadership of this body and all members of the Senate for the privilege of attending the Legislative Council of A.A.R.P.N.R.T.A., the organization representing our senior citizens January 27, 28, 29 in Washington, D.C.

The members of this Council come from the nine geographic districts of the country, and they are individuals who have distinguished themselves, both for their preretirement careers and their contributions to the Associations since retirement or partial retirement. Mrs. Ruby Elliott of Coeur d'Alene, who is no doubt known to many of you, is also a member of this Council. Both of us come from the state of Idaho representing five states in our respective district, which includes Colorado, Wyoming, Montana, Utah, and Idaho. The Association represents a combined membership of some 2,050,000 people; and they are experiencing a record growth; primarily because older and retired persons are seeking to maintain a life style of dignity, independence, and purpose, not unlike what we want at any age.

Just as the leaders of our nation in the early thirties recognized the potential for federal action to establish a social security system, we face today the need for adequate vision and ingenuity to design new approaches that will insure an older age of purpose, dignity, and independence; where we will consider the older person an asset rather than a liability.

To briefly cover some of the studies we engaged in, I might enumerate:

1. Improve Social Security and Medicare benefits.
2. Consumer protection. Under this clause, the President has asked for a cabinet level consumer agency.
3. Equitable tax treatment.
4. National policy—which included a uniform probate code.
5. Health and environment—which included a study of health problems of the aging and the problem of drug abuses.
6. Employment opportunities—which included the possibility of assuring those over 65 who want to work and are physically able the opportunity to do so.
7. A study of retirement income which include both public and private incomes.
8. Protection against inflation as the cost of living is a decided factor in the welfare of those on Social Security or Public Assistance.

Now for a few statistics. Older people comprise an ever-growing percentage of our total population, and their influence will constructively grow as they work for their objectives. For example, in 1900 there were only 3.3 million over 65; in 1930 there were 6.7 million over 65; in 1960 there were 16.7 million over 65; and the 1970 estimate is 20 million over 65 with 11 to 13 million more projected for the year 2000. There are 25,063,419 receiving benefits in Old-Age, Survivors, Disability, and Health Insurance. Of this number 15,880,344 are retired workers and dependents; 2,424,357 are disabled workers and dependents; 6,133,866 are survivors of deceased workers; and 624,852 are special age-72 beneficiaries. Forty percent of Social Security goes to those under 65—much of it to scholarships to college students.

Mrs. Elliott and I were among the most fortunate of the Council. The morning the HEW bill was up for veto was the morning set aside to visit our congressmen on the Hill. In spite of the tensions, we met all four—Senator Frank Church, Senator Len Jordan, Congressman James McClure, and Congressman Orval Hansen. The latter two, having served in the State Senate, send their personal regards to all of you.

Thank you, Mr. President.

Senator SANDBERG. What we are concerned with is that the older citizens as they mature and their age begins to creep onto them like it has me and Herb, with our grey hair, that we can still maintain our dignity, our respectability and have a desire to keep on with the general principles of living a good life.

THE SOCIAL VALUE

Senator CHURCH. Well, I think that the strap that has been placed upon the possibility of some of these programs becoming self-sustaining is very important. Coming over on the bus, one of the ladies on the bus mentioned that she and her husband had sufficient income, they were independent, they didn't have to look to any kind of public help, but they were participating fully in the program because of the community's relationship. It was making their life much more enjoyable and so they were contributing and helping to support the program, participating actively in it for social reasons, which I think are just as important as the economic aspect of this thing. And I was tremendously impressed, this morning, in Emmett, at how sincerely and conscientiously the witnesses spoke up for what the program had meant to them in their personal lives. I wish that more people in Idaho, more younger people, would have an opportunity to hear this type of testimony and appreciate how much these programs can mean.

Bob, have you any questions you would like to ask?

Mr. HAAKENSEN. Well, Senator Church, I think I have just one, and that pertains to the housing authority bill which we recently passed in the legislature and how this is going to affect in the rural areas—how this is going to help us a little bit more out there?

Mr. WHITWORTH. Well, up to this time, of course, a city was the only housing authority available in the State of Idaho. A city can have a housing authority, a county could not. This means that the funds, then, will be available to anyone that wants to organize a housing authority in the rural areas. There might be funds available. Up to now, the only people that have been able to obtain these funds have been agriculture groups who built them for migrant or seasonal labor, and this has been on a participation basis where it has to be paid back over a period of time. In some areas this has been difficult. With the housing authority this can now be a Federal grant while 60 percent of the money is available federally and 40 percent, then, has to be paid back, and I think, then, more housing will be available for the people who need them.

Mr. HAAKENSEN. Mr. Whitworth, the low-income rent supplement program will all tie into this at the same time?

Mr. WHITWORTH. Yes; we think so. Hope so.

Senator CHURCH. Margot, do you have any questions?

MARGOT TREGONING. Yes; I have one. Senator Church and Mr. Whitworth, I see here in the appendix that you have a statement that says in the State as a whole from 9.5 to 13.7 percent of the population of each country are 65 and over, and we are only beginning to develop data in any unified way on the problems and needs of such persons, particularly in the more rural counties. Now, my question is, how are you planning, or how are you getting this information from the counties?

Mr. WHITWORTH. The project that I spoke about, I think Dr. Reed will mention in his testimony, so I didn't mention our studies that we are participated with the institutions of higher learning. These people went out and did a survey, these college people. This, of course, was limited because of limited funds. We could only go to certain areas, could only do a certain type of survey. It is very costly to go out and

do a person to person survey. I think probably the census will mean something to us and I hope we get to a 5-year census because of our mobility now. That's just a side point. I hope that in these areas we can, through some volunteer help, and we are thinking about different programs that might be available in rural areas to run down the people in the county, the older people, and it's hard to take a survey without finances of course. We do not have the finances to make a statewide survey. You have to go about it through different organizations and sometimes we don't get the information we want, of course, but we are attempting to go through the planning grant that we have coming to the State to the older Americans. I hope that we will be able to then find out who we are and where we are.

MARGOT TREGONING. Thank you. The reason I am asking is that I see great, large numbers of interested people here and, of course, you know, over this State there is a great interest and we will not be successful, of course, unless we get to the people.

ID CARDS

The other questions I have is you mentioned you have some legislation on ID cards, and I wondered where that piece of legislation was?

Mr. WHITWORTH. I don't know whether we've got it jarred loose or not. We have been working on it. We've had a lot of promises.

MARGOT TREGONING. You don't know where it is?

Mr. WHITWORTH. Well, I wouldn't dare say right at the present.

Senator CHURCH. Have you tried the lost and found department?

Mr. WHITWORTH. I'm going to do that next. It's getting close to the time we'll have to get it found or it will be lost.

Senator CHURCH. Well, Herb, I want to thank you for your testimony. I hope you will keep closely in touch with us in Washington and give us the benefit of any recommendations you have on changes in the Federal Law that might be helpful to the administration program here in Idaho. We want to hear from you and we have in the past. I know we will in the future.

Mr. WHITWORTH. May I say, we in Idaho, appreciate the opportunity of coming to your office, sitting down and visiting with you about these things. We've always been made welcome and I hope we can go ahead now and get our story over to the people and in cooperation with your office.

Senator CHURCH. Thank you very much. Mr. Whitworth mentioned in his testimony the Green Thumb program. This morning, in Emmett, we heard a good deal about the EMPACT program. This afternoon we have a panel that will discuss the Green Thumb program. I want to invite the members of the panel to come forward. Mr. Roy Holman is the president of the Utah-Idaho Farmers Union. Mr. Ted Roth is vice president. Ted is an Idahoan. Mr. John Zupko, director of the Utah Green Thumb, who is accompanied by Mr. Golden Sanderson from Fairview, Utah. Now, these gentlemen, or three of the four, are from Utah, have come here to Idaho to tell us about their experience with the Green Thumb program. They have had it established there, they found they had a very successful experience with it. They would like to see it introduced in Idaho and I think that it would be very, very beneficial if we heard from them about their

own experience in that program. Gentlemen, we welcome you to the meeting this afternoon. In the interest of orderly procedure, may I ask who is going to preside over their panel?

Mr. HOLMAN. Senator, I am Roy Holman, president of Utah-Idaho Farmers Union, and we are real pleased to be here today, and I'll make just a brief statement and then I would like you to hear from these other gentlemen. I think they have a story to tell, especially the two who are directly involved with the Green Thumb program.

STATEMENT OF ROY HOLMAN, PRESIDENT, UTAH-IDAHO FARMERS UNION

Mr. HOLMAN. Senator and members of the State legislature. As a member of the National Farmers Union board of directors, I am grateful for this opportunity that our organization has in being the sponsoring agent of the Green Thumb program nationwide. Farmers Union is a people oriented organization. This, of course, fits right in with our program. In my opinion this program is one of the real answers to solving the problem of the aged in rural America. With this approach to overcoming some of the ills of the elderly in our rural communities, we have proved, beyond any doubt, that people would rather work for what they receive. This program is far removed from any type of welfare. I would just like to say that at this point I'd like to read a couple of letters that come directly from the heart, testimonies from some of the Green Thumb workers themselves. At our national office we have hundreds of similar type letters from these people who are engaged in the Green Thumb program. Some would bring tears to your eyes, and, yet, there is great joy in knowing the good that is being done and being accomplished by this wonderful program called the Green Thumb.

SOME CASE HISTORIES

I have this first letter in the handwriting of the person involved in the program. This person happens to be from Kentucky. He goes on:

Green Thumb Incorporated. Dear Sir: I am 66 years old and I live on a run down hill farm. My income was \$66.50 a month and that was from Social Security. I done without many conveniences of life because of very low income. I met with many disappointments in trying to pay bills and to obtain groceries, clothing and medical care, things most necessary in life. All this I tried to face with courage and hope for the better. This year I had an offer and I did accept a job on the Green Thumb project in Wolfe County. To my greatest pleasure I am now paying my bills and the people I owe being to speak kind words to me with a smile. Without Green Thumb in Wolfe County I would not know what to do or how I could live on such a small income as I have. Thanking you for your favor, I remain, Boyd Brewer.

I have another letter from one of our Green Thumbers in Utah. I would just like to read just a portion. Mr. Miller had been a farmer while living in San Pete County for over 50 years. Mr. Miller lived on his farm which he has owned for 40 years. He has raised a large family and has been able to give all of them a good education. Since he has taken his social security pension, Mr. Miller was behind on his bills and had used up all of their savings. If it had not been for Green Thumb work he would have had to get some help from someone. But with

Green Thumb checks, Mr. Miller has kept up home and medical expenses. Mrs. Miller said that before Alvon had started on Green Thumb his health had been very poor and he was hardly able to walk up the steps and since he has been on Green Thumb his health has improved greatly. Also, his mental attitude has changed. And she added, he is an entirely different person to live with. He is up in the morning at 6 and eats a good breakfast. Mr. Miller then goes to work and he really enjoys it. Mrs. Miller said she would like to thank Green Thumb for thinking enough of Alvon to make him a foreman on his crew.

Just a couple of examples of the gratitude of people who are involved in the green thumb program and, of course, as you know, Senator, we are very interested in bringing the program into Idaho. We are ready to go. I suppose if the money is available, we will get the program into Idaho, and because of the economics, the plan is set up at this point, would be to operate in some of the southern counties of Idaho and operate out of the Salt Lake City office whereby the same supervisory help could be used in administering the program in Idaho, and we are anxious and waiting to get the program into Idaho, and according to Mr. Whitworth, there is great need here, too, for such a program. If any of you should get to Utah, we have some outstanding projects in Salt Lake City. I suppose it would be the most northerly projects in the State and it is heartwarming, it is amazing, things that they do, the type of work they perform. It's something to see, it does your heart good to see what can be accomplished by these people. Their knowledge is invaluable and their skills are just outstanding.

At this point, then, Senator, I'd like to turn the rest of the time over to my associates, and request that my prepared statement be entered in the record.

Senator CHURCH. Without objection, it is so ordered.

(The prepared statement referred to follows:)

PREPARED STATEMENT OF ROY L. HOLMAN, PRESIDENT, UTAH-IDAHO FARMERS UNION

Green Thumb is an employment program sponsored by the National Farmers Union Organization under a grant from the U.S. Dept. of Labor as part of the Nelson-Laird Mainstream programs. The program is designed to employ older, retired, semi-retired rural agriculture workers. Most of these men are living on Social Security benefits which had been their only source of income. Nationally, the program started in 1966 with four States—they were Oregon, Minnesota, New Jersey, and Arkansas, with three more states added in 1967. In 1968 seven states were added, Utah was one of these. We were approved in Jan. 1968 and have now completed two full years under the program.

Dr. Blue Carstenson, National Director of Green Thumb, originated the idea of hiring older retired workers in rural areas and was under Secretary of Health, Education and Welfare. He also has a limited pilot project going called "Green Light", this hires mainly older women of rural areas, otherwise it is similar to Green Thumb as to day's per week worked and income per year.

It is estimated that twenty million persons in America today are 65 years of age or older. A great number of these live on incomes that are too low to maintain an adequate diet and many necessities of life. Through no fault of their own they find themselves in a situation where job prospects are rare. In the fourteen states \$900.00 is the average income of the twenty one hundred workers that were on Green Thumb last year per couple.

To qualify for work under the program regulations, a person must be 55 years of age, must have a farming or rural community background and be below the poverty level. This guide index income level is provided by U.S. Labor. Preference for hire is given those that are oldest with the lowest income. They must also pass a physical examination. It is paid for by Green

Thumb. For the most part workers are recruited through the Utah State Employment Security Division offices in the counties where we are working. Green Thumb workers work in groups of seven, one of these men is designated as Foreman and earns \$1.85 per hour. He keeps the time and mileage records and keeps the work project moving. He also assigns the workers where to work. Each workers works three days a week and eight hours per day. He is paid \$1.60 per hour. He can earn up to \$1500.00 per year under Green Thumb regulations, and this total earnings does not affect his Social Security benefits. The added income he earns under the Green Thumb program provides many basic needs he otherwise has not had.

Also included as part of the program are nine days of In-Classroom type instruction and training. This training includes safety, efficiency, plant care, Social Security, Medicare and orientation to the program regulations. This training has been held on a two day per month basis.

For transportation the crews are organized into car pools, and the drivers of these car pools are reimbursed at the rate of eight cents per mile, from the first pickup point to the job-site and return back home.

Each worker is protected by Workmens Compensation and Disability Insurance. He also has a general liability protection. Also the Utah workers are under the unemployment Insurance benefits.

The basic purpose of the Green Thumb program is to employ older low income rural persons to beautify highways, build parks, and carry out conservation and community betterment projects. Any type of beautification projects, conservation or community betterment projects can qualify, on any publicly owned land or land owned by a non-profit organization. Under present Green Thumb regulations only fourteen men are allowed in approved counties. Counties can request to have Green Thumb in their areas by writing and asking for the program, then when sufficient funds become available they will be included in the expansion.

We are governed by a State Advisory Board. The chairman is president of Farmers Union, Roy L. Holman. County requests are submitted to the Board for approval in any expansion of the program. After approval of a county the Local County agencies may request to participate in a Green Thumb project, by writing the Green Thumb office describing the proposed project, and a date is set up for a request contract with the State Director to review the proposal.

When we get a project to contract, we provide 80% of the total costs. This 80% consists of providing the labor, supervision, insurances, car pool expenses up to \$5.00 per vehicle per day for travel. We keep the time and mileage records and pay the men the wages.

The local agencies provide 20% In-Kind contribution, this consists of planning, designing, all materials, including plants, shrubbery, lumber, cement, equipment use and other materials. The local agency also designates some one to oversee the project. The In-Kind contribution is reported monthly.

Utah at present has the six counties approved under the Green Thumb program with a total of seventy workers. The counties are Salt Lake-Duchesne-Summit-Carbon-Emery-Sanpete.

Eighty three per cent of total allocation of funds goes to the workers in wages, balance is for Administration expense.

Mr. HOLMAN. First we will hear from Ted Roth of American Falls, vice president of Utah-Idaho Farmers Union and then Mr. John Zupko, director of our Green Thumb program in Utah, and then Mr. Golden Sanderson, Green Thumb worker and trainee from Fairview, Utah. So, at this point I would give my time now to Mr. Roth.

Senator CHURCH. It's nice to welcome you here, Ted.

STATEMENT OF TED J. ROTH, VICE PRESIDENT, UTAH-IDAHO FARMERS UNION

Mr. ROTH. Honorable Senator Frank Church, members of the committee, ladies and gentlemen, my name is Ted J. Roth. I am vice president of the Utah-Idaho Farmers Union and reside in American Falls, Idaho.

I would like to touch just briefly on social security, public welfare, and, of course, Farmers Union own Green Thumb program for our senior agricultural citizens, including our minority groups.

Many of these people have left the farms because of old age, ill health, or financial disaster and only social security to turn to, which in our opinion is very inadequate and strongly urge that the minimum social security payment be increased substantially if this Nation is to prevent several millions of its citizens from spending any future years in intolerable poverty.

Today all studies indicate the rural poor have less income than their urban counterparts. What we have seen is that the economics of farming have forced older farm people to move to town or to nonfarm areas of rural America. This is nearly double the number of a decade ago.

Our older rural people are poor, their health is generally poorer. Over 87 percent of persons aged over 65, living in rural and nonfarm areas, suffer from some chronic condition. Put this against the background where nearly 40 percent of our older population are poor and with over 5 million below the poverty line in rural areas, with many widows and single women living alone in extreme poverty, and you see why we urge a major increase in social security income payments.

We strongly urge that top priority be given to increasing the minimum social security payment from \$55 to \$100.

Our senior citizen group of people have been the hardest hit by inflation, and the increase in property and sales tax and increasing cost of medicine. We urge the Congress to take measures to correct this inequity.

WELFARE

President Nixon has called for a review and revision of the public welfare system in this country. As he has said, we have pumped billions of dollars into our public welfare system with results that discourage the Nation. We have yet to find one who likes the present welfare system—especially those who are closely associated with it, either on the giving or receiving end.

Here are a few of the things wrong with the system: Vast numbers of the poor choose poverty over welfare; taxpayers cannot stand the continuing escalation of cost with no hope; some choose starvation over welfare; "going on welfare," is a disgraceful and humiliating experience for most people. Once on welfare some families hang on welfare for life. The futility welfare brings can destroy a family and an individual; too many medical practitioners and facilities abuse its finances; to receive welfare often means the family must break up; great differences in welfare cause mass migration to urban cores; you can't live on most welfare checks and you can hardly exist on many; a vast and expensive bureaucracy is costly and tied up in redtape; social workers have little time to really help individuals; taxpayers despair over rising cost and the attitudes of welfare clients; the welfare system is so complex that only a few experts can understand it; citizen groups find it impossible to help improve the system; people are discouraged from working; welfare is used to maintain or get rid of the local labor forces; welfare raises kids under tragic conditions, fosters

questionable attitudes; the county blames the State which blames the Fed which blames the State; people believe that there are "cheaters" on welfare.

Its critics and reformers point to its devastating impact upon human motivation, health, morals, employability and attitudes. Should we as a nation continue to pour additional billions into this system or should we modify it or take major steps to replace some of the basic points of this program?

The Economic Opportunity Act was an alternative to welfare because the public welfare system basically broke down and was not meeting the problems of poverty. While unfortunately there were many mistakes in the early battles, one thing stood out clearly—the poor people began to be heard throughout the country, especially in the rural areas where the poor said that what they wanted was not a hand-out but a job opportunity.

It is our experience that there are darn few people who are neither sick nor handicapped who want a handout. On the other hand, few taxpayers feel that anyone should get something for nothing.

When a person is forced to lie in a hospital bed for months, his muscles and his energy deteriorate. When a person "goes on welfare," he too often begins to deteriorate mentally, morally and sometimes physically. While there have been millions who have been given the essentials of life which enabled them to live through periods of disaster and rough times, few ever said that it did much for their character. In most areas of rural America, "going on welfare" is a terrible stigma and even the professional social worker despairs at the chances for a three generation welfare family.

Reforms such as those recommended by the President are still too minor to really alter the basic system. Perhaps the major weakness in his proposal is the lack of job and training opportunities included in the plan. It says little to the aged, the disabled, the blind, or to many who live in the wrong State. Yet the President was on the right track, but he did not go far enough or go in enough different directions.

First, most Americans believe that people who are disabled or who have prolonged illness must have an income. We urge that the poor who are sick or disabled physically or mentally should get a decent living income. It's bad enough being sick or disabled without being in poverty. When a low-income person who is head of his household is sick, blind, or disabled, he should not be put on welfare, but should be shifted to disability insurance with a regular check coming in and the doctor's and rehabilitation reports, the honor system, and income tax reports should be the only verification of his qualifications.

Second, every individual who wants and needs a job should have an opportunity to work their way out of poverty. Low-income people often lack the training and job experiences, and in most cases the economic conditions in the communities in which they live are such that they cannot get a job on their own.

COMMUNITY SERVICE EMPLOYMENT

These individuals need employment and yet cannot be employed in the private sector. In the Senior Citizen Service Corps, Green Thumb, National Youth Corps, and the manpower and Office of Economic Op-

portunity programs there is plenty of proof that part-time and full-time jobs can be created to provide needed job opportunities for the needy so that communities will be better places in which to live. Low-income people can be employed in work designed to help low-income people in community services to help the sick, the disabled and the very old. Such services as these not only help to improve the way of living in the areas, but also help provide the necessary facilities to alleviate the conditions of sickness, disability, and infirmity where such conditions prevail.

Low-income persons can be trained to work as aides in schools, medical programs, community government; homemaker services, outreach services, conservation, research and development projects, local government, law enforcement agencies and in fact, provide the kind of assistance to local government which will enable such government to meet the demands placed upon it. We believe this is a much better and much cheaper route to help than what is and can be provided by the public welfare program.

We urge, therefore, that the social security amendments include a major new work program. In such a program there should be a provision asking that the vast majority of low-income people be helped in their search for jobs. It has been said that these low income people are not capable of employment. We must add that we have found this to be untrue in our Green Thumb and Green Light programs. These people need jobs and they want jobs. We urge that the public welfare program be restudied and reevaluated with this in mind.

Even if a worker can work only a few hours a week, this is still a whole lot better for the individual and for the community than what we can be provided by a welfare handout. Of course, at the very outset, the definition of "work" and what it means should be stressed. We have found in our Green Thumb program that on their first days on the job these people are often not very productive. After their first paycheck and improved food situation, however, we found them to have developed into good solid workers—dependable, efficient, and happy workers. It is surprising what a full lunch pail and a new pair of jeans or a new cotton dress and a job will do for a poor person.

GREEN THUMB

During the last 4 or 5 years we in Farmers Union have had the experience of operating the National Green Thumb program which employs older, low-income farmers to beautify the highways, roadside parks, and to work on conservation and community betterment projects. We now also operate the Green Light program for women, where they serve as community aides to strengthen existing community services and also to fill the gaps between agency services. We are operating in 164 counties in about 15 States.

We have yet to find any rural county in which there are not sufficient older, retired, low-income persons who are able, willing, and ready to earn their way out of poverty. We in Farmers Union Green Thumb have provided more opportunities for employment to these people than anyone else in the Nation.

But the sad fact is that there are, in our estimation over 3 million older and low-income men and women in rural America who are

able bodied and yet must live in extreme poverty because neither jobs nor enough social security benefits are available. This, we believe, is one of the major tragedies of our times.

These are not men and women who are lazy. We have proved this in our Green Thumb and Green Light programs. This sad state of poverty is not confined to one county, either. It is just as extreme in Wisconsin and Minnesota as it is in Arkansas and Virginia, Oregon and Utah.

It is our frank belief that on a per person basis there are higher administration costs involved in the welfare program than what we spend per person on the Green Thumb program. It costs less than \$2,200 per year to hire a Green Thumb worker to do a community service job and lift his family out of poverty.

If we can do it and come out with men and women you can be proud of and who are proud of themselves after having had the opportunity to work their way out of poverty, is this not a better way and more satisfactory solution to the problem of poverty?

It is our firm conviction that unless we place this woman and man power where they can be put to use, we will never see the good society, the kind that we in Farmers Union and you in Congress and all right thinking citizens would like to see.

In October of 1968, we in Farmers Union presented our Green Thumb program here in Boise, to a group of agencies present and sought their support. I felt that our Green Thumb proposal was well taken and more or less accepted. I then made application to the national director of Green Thumb and asked that Idaho be placed on a top priority when expansion moneys were available.

In a recent conversation with the national director of Green Thumb, Dr. Blue Carstensen, he assured me that if Idaho's congressional people would support it, that there may be a chance in 1970. With this in mind, I would urge you, Senator Church, and our other congressional representatives in Washington, to support the Green Thumb program for Idaho.

The Green Thumb program employs able workers from the age of 55 years to 95 years of age who are retired from agriculture—also agricultural workers in the minority groups. They work 3 days a week, 8 hours a day at \$1.60 per hour. They thus could earn about \$1,600 a year to augment pension or other income.

The pilot program we are asking for Idaho would be run in conjunction with the Utah Green Thumb program in order to cut down administrative costs.

Green Thumb, Inc., resulted from an idea submitted by Farmers Union, an agricultural organization. Provisions of the Economic Opportunity Act, specifically the Nelsen amendment, for beautification allowed for creation of the nonprofit corporation now headed by Dr. Blue Carstensen who is national director.

It has been a pleasure to appear before you today. Thank you.

Senator CHURCH. Thank you very much, Ted, for your testimony. I think in the interest of the saving of time we might just go ahead and hear from the other members of the panel and we will ask questions all at once.

STATEMENT BY JOHN ZUPKO, DIRECTOR, UTAH GREEN THUMB

Mr. ZUPKO. I am John Zupko of Salt Lake City. I am the State director of the Green Thumb program, Utah Farmers Union. Senator Church, I appreciate the opportunity of being here with you folks today, and other members of the panel and your staff.

Senator Church, there will probably be quite a little bit of repetition in our remarks and perhaps I could just skip briefly over mine.

Senator CHURCH. Why don't you just insert your written statement and summarize it in your own words?

Mr. ZUPKO. All right. Thank you very much.

(The statement follows:)

Utah Farmers Union Green Thumb program has just completed its second successful year.

The program has supplied the Green Thumbs much needed financial aid, in addition to being able to purchase many needed material things, they are also able to have health and medical benefits simply because they are able to pay for them now.

Their skills and beautification knowledge supplies them the needed activity and the public benefits and uses the parks and many rest areas for camping and picnics which these Senior Citizens built.

Utah's Green Thumb projects have drawn attention of National leaders and was the recipient of the first National Green Thumb Award. This was for work in beautification around Utah's State Capitol, Pioneer Museum and Council Hall projects. As a result of this National recognition, the Utah State Senate passed a resolution commending the Utah Farmers Union for sponsoring this very worthy Green Thumb program.

Operation Mainstream pays needy people to do work that improves the communities where they live. Its goal is steady work at decent pay for chronically unemployed adults of all ages—but most participants are 55 or over.

Green Thumb projects provide work experience for older workers in rural areas. They plant trees, build parks, reconstruct historical sites, beautify highways, improve drainage, decrease air and water pollution, and rehabilitate housing. And in the process, older workers are trained and prepared for such jobs as gardeners, landscapers, nurserymen, and highway maintenance men.

Green Thumb projects are run by a non-profit organization for rural workers affiliated with the National Farmers Union, and Green Thumbs work in fourteen states. During 1968 their average age was 68 and their average income before they joined the program was \$900 per year, often for a family.

The older rural poor who were left behind in their depressed farm areas when younger people moved to the cities to seek jobs.

Social Security benefits are the major source of income for most of those now on the benefit rolls. There are 25 million on Social Security benefits. Ever since the beginning of the Social Security Act to this day, the benefits have been chronically inadequate. It has failed to provide sufficient retirement income to assure the security and dignity to which American people are entitled to after a lifetime of work. Social Security benefits should provide enough retirement income to these persons to live independently, the same way they always have, with enough income to maintain good health standards with adequate diet, as well as to be able to continue to maintain their own homes.

And for a large portion of the work force who are old only by arbitrary definition, there has been the ugly barrier of age discrimination. Mature men and women often couldn't find a job because employers preferred younger workers.

Because of the widespread problems of the unemployed across the Nation, the special problems of older workers have not been given the attention they need.

Mr. ZUPKO. The Utah Green Thumb program is an employment program. This program is employing people in rural areas, people that live on their farms out in the areas that have been farmers or agricultural workers and spent their entire time in an agricultural type of work.

These people have been neglected in programs in various other ways like yourselves. There has not been anything for them and as has been indicated they have mostly lived on social security benefits. The Green Thumb programs, as Ted has explained, as operated and suggested by Dr. Blue Carstensen, was incorporated and funded under the Nelson-Laird amendments in Congress and, thus, this program started in four States in 1966. Later on it developed into seven more States and then it got incorporated in 15 States. Utah and Oregon are the only two Western States that have the program at this particular time. We have, as Mr. Roy Holman has indicated, applied and put in an application to include for expansion of the program. This has been approved and endorsed by our national advisory Green Thumb committee and, as soon as additional money is approved and appropriated by Congress, this will be what we call an expansion and Idaho will come into the program with Utah.

I would like to say in income that these men work on a 3-day week basis, 8 hours a day. They earn \$1.60 an hour. They also are paid mileage, based on a carpool agreement where there are two cars for each seven men. We call these seven as one crew. Out of these seven, one is selected to be the foreman and he is paid \$0.25 more an hour, or \$1.85 per hour, and he keeps the time records and the mileage sheet, the first aid kits, water, and various tools that we supply the men. And, in other words, he just keeps the work going and indicates to the men where they are assigned to the various work projects and is also a liaison man between the agencies that we work for.

Now, these agencies that we work for can be State, Federal, county, or community, or other nonprofit organizations. And, Senator Church, I have some pictures there that you have seen when I was back in your office and these indicate the various types of projects that these men do.

Senator CHURCH. I wonder if we couldn't take those pictures and just have them passed through so everyone will have a chance to see some of the typical projects that are involved in this project.

Mr. ZUPKO. These projects also point that these people are doing work that they have done all their lives. They have the know-how in shrubbery or in planting, and they seem to have the patience and the fortitude to make these things grow where many other experts fail in the field. And we have projects that bring this point out very much, that these men seem to go about their business with very little supervision. They are more or less on their own. They do work that they have been doing all their lives. They have happier homes and now can maintain and have an adequate income to maintain their homes.

EARMARKED FUNDING FOR ELDERLY

Senator Church, I would conclude my remarks by expressing appreciation for the older senior citizens for your work that you have done on the Senate Committee on Aging for the people, not only for Idaho and Utah but nationally. I am sure that your efforts have contributed greatly to a program such as this and with your outlook and fortitude, we are very hopeful that we can continue, and I would certainly like to make one suggestion of this committee: That when future Federal appropriations be made whatever they are, whether they

are for economic programs or construction programs, that there possibly be a percentage of the funds that would be devoted or allocated to the type of work that would include these senior citizens. I know we have a lot of projects that are federally funded and they are put out on contracts and these, of course, are given to the labor force of America, but there isn't anything for a person 65 years or older included in these. There we have a readymade caretakers, fellows that would fit in very well and do the type of work in maintenance of these programs, the planting or in the labs taking part in these things and this, in essence, would do a double duty with appropriations. Here, by one stroke, you would be helping out a people that are in dire need of an income and, also, at the same time, be a terrific help to the economy of the Nation.

I would like to make that as a suggestion to your subcommittee to incorporate and have something along this line. Unless there are some questions, that is all.

Senator CHURCH. Thank you. There will be some questions, but let's wait until we hear from Mr. Sanderson. Mr. Sanderson.

STATEMENT OF GOLDEN SANDERSON, FAIRVIEW, UTAH

MR. SANDERSON. I am Golden Sanderson of Fairview, Utah. I come from a little town, about 700 people. My involvement with Green Thumb has something to do with the museum and my position is a little unique and I'll lay just a very brief background for that.

I retired from a job that had considerable pressure and I felt like the pressure had become too great. I had always had a sentiment for the place that I lived in, the town that I belonged to.

After my retirement, I found my health very good and I began to project a little bit. I wondered where I could fit into something worth while, something that might contribute to society or some way to serve. I had no satisfaction within myself. I was in no way content just to sit idle and watch the cars drive by. And this is a stimulation to me and I don't think I can in anyway—it was unique in this respect. I think most retired people are seeking pretty much the same thing. They want a sense of belonging, a sense of production so I looked for some place where I could spend my time. We had consolidation of schools, a large rock building in our town. It's on that photo there, as it comes around to you. This had been left idle by consolidation. It had eight big rooms, big halls. It was made of native sandstone. This building either had to be taken down or utilized. I began to see this. We had a couple of other little things that had factors kind of enthusing to a museum, but I could see this building. I could see that we had in these areas certain pioneer artifacts, things of that nature, that might contribute to a project, so I began to work toward such a project, and certainly I struggled. We struggled, we got a board of directors going, but we didn't get anywhere particularly. I won't go into the discouraging years that we had with this, but we began to project for some Federal help. Green Thumb came to our attention, we called Mr. Zupko down. A series of meetings with the city officials and the board of directors and some planning and we got the project underway.

"A MUCH GREATER DEPTH OF PURPOSE"

After we got this thing going I rolled up my sleeves, I went right in with the Green Thumb men and I worked right beside them. I think I was in a quite a good position to know intimately some of the things that exist within this program. In order to assess a program, the program itself must be understood. In examining the Green Thumb work program it cannot be appraised by the area of the hard core relentless drive for the profit dollar which characterizes modern business ambitions. It has a much greater depth of purpose and must deal with the inner man and the human values involved. Green Thumb is a protective cover over a segment of our population who have not been able to get under the union pressure groups for additional financial aid at retirement. It is a group whose lives record hard work and productive years, yet in many instances marked by misfortune and reverses. A group with fixed income, often meager, swept into a more restricted way of life through constant inflation. So many who have not lost the zest for living and working, and above all want to maintain their self respect.

To us who are associated with these men working under the Green Thumb program we hear of reverses and adverse circumstances which have affected the lives of the more unfortunate. Ralph Peterson, a carpenter, fell from some scaffolding and received a permanent back injury. A series of unusual circumstances left Mr. Peterson without badly needed compensation. With a physical handicap Ralph's experience has contributed to a broader application of the Green Thumb program. Fred Winch, a sheep shearer by trade, whose vocation was seasonal and limited, is affected with rheumatism. His back will not stand shearing. Mr. Winch has natural abilities needed where construction is involved. To ferret out the special talents of the men with training and apply their knowledge to the work program can result in great public benefit.

ANOTHER BENEFIT: TOURISM

Pride of accomplishment has great meaning to the men of the work crews. The completed projects and those underway make a worthwhile contribution in public benefits. In the little town of Fairview, Utah, a museum development was undertaken. Local citizenry obtained ownership of the large abandoned rock schoolhouse. Through Green Thumb help and community effort, major construction has been accomplished. A major tourist attraction is emerging. This museum project is now having economic impact over the general area. Tourists nationwide and from many foreign countries today come to see the varied interests of the exhibits. With the assistance of Green Thumb a little community is helped along the way to a new life and a more prosperous future. Fairview today has importance through what is regarded as one of Utah's finer museum success stories.

Two quotes from the Salt Lake Tribune report of the U.S. Senate subcommittee hearing in Salt Lake City, February 14, 1970. "Must for Nation's aged: Give them zest to live". Quoting again, "Obviously, one of the greatest crimes against the elderly is to warehouse them."

When we receive an application for employment in the Green Thumb program, the application is far reaching in its request. It is an appeal to us, to you on the national scale and all involved to save an individual from mental and physical decay. It is a written request for the opportunity to be a part of society through productive effort. To give body and soul the benefit of mental and physical stimulation within the limits of aging years so necessary to a meaningful retirement.

I have seen this resource we have; I have seen it in action; I have seen it produce, and I would say to you, Senator and you people involved, this program properly supported adds monuments up and down our States here—esthetic value. We have a lot of concern about environment, but here is something environmental that can add greatly to this Nation. Thank you, very much.

RETIREMENT TEST

Senator CHURCH. Thank you very much, Mr. Sanderson. I want to say just a word about a recurrent theme in the testimony of the panel. And that is the fact that social security payments are so often inadequate to meet minimum needs in face of the inflation that we have experienced over the years. Yet many people on social security find that they have no work opportunities and indeed those that do often find that there is a limitation imposed on how much they can earn before their retirement benefits are cut back. When I first went to the Senate, a person on social security could only earn \$1,200. Anything over and above \$1,200 his retirement benefits began to be cut back until it was eliminated entirely. Well, over the years, we managed to get that increased. It's about \$1,680 now, I believe. The retirement test is likely to be increased this year. But even so there are some people who are getting \$50 or \$60 on social security. If they had a job and if they get all the social security they will now permit them to get, they will still have to live on an income that under the Government's own definition is less than or is poverty level income. Now, that doesn't make any sense.

So, I think we have to do two things. We have to increase the amount that a person may earn who is ready and willing to work to supplement his social security income and second we have to find programs like this Green Thumb program that can provide opportunities for work for the elderly.

Now, I understand, this program, gentlemen, is one that is directed toward community projects, such as beautification projects, clean up projects, public museum, anything of a public character, and the money for the program pays the wage involved, but the communities that ask for participation in the program often provide other material, for instance, constructive materials, 20 percent. So that both sides participate in making these projects a reality. Well, I think that your experience in Utah and elsewhere in the country with this program has been a very good one. I know that when we first set it up there were many who said, well, they never find the workers, there is no interest, and you have never had that experience. Isn't that so, in finding people who want to do this, who are willing and able, have skills to contribute.

Mr. HOLMAN. We've had to turn them away.

Senator CHURCH. Actually you have had to turn them away. The program hasn't been big enough to take all of them, is that the case? And this program is also concentrated in rural areas, that is it looks to people on the farms, elderly people in rural communities, it focuses on the rural area.

ADMINISTRATIVE COSTS LOW FOR GREEN THUMB

Mr. HOLMAN. Senator, there is one significant point I would like to make, you probably know it, but the group, I am sure would be interested in it. That is the administrative cost of this program nationwide. It is only 17 percent. I think that is just outstanding. The balance of 83 percent goes directly to the workers themselves, so I think this is a real significant point in the advantages and the importance of this program to the people and to the Government.

Senator CHURCH. That is a very good ratio. I wish we had that ratio with all of our programs. Senator, do you have a question you would like to ask?

Senator HAAKENSEN. Yes. I should know, but it's one of those things that I haven't got into far enough yet. I would like, Mr. Holman or any of these gentlemen, to enumerate a few of the projects that you have worked out in this Green Thumb program. Could you name a few so that perhaps we could have something to look to and to give us some ideas of how we can proceed in that?

Mr. HOLMAN. I will direct that to Mr. Zupko, because that is in his department.

GREEN THUMB ACTIVITIES

Mr. ZUPKO. We are limited in each county to 14 workers, which is two crews. The projects that we work are park projects, turn-out projects, or just regular rest projects along highways. We work within cities and build public information booths. We do projects such as the project that Mr. Sanderson described, the museum project. In one county they couldn't hardly hold a county fair any more because of the lack of or condition of their buildings. The children over the last 20 years had ridden horses in these buildings, they caved them in, the windows were broken out and they were just a very poor excuse for a county fair ground. The Green Thumbers one summer jacked up and braced these buildings, they patched up the plaster, they repainted them inside and out with the participation of a county and a city project and you would never know that this was the same area; 6 months before it was just a sore eye in the area. This wasn't because the area wanted it that way; it was just a matter that there never was quite enough money in taxation to do any work. These are some of the projects.

We are also, at this time, working in the project in the Great Salt Lake on the Antelope Island. This is a State project. We are having a project there with the State park. The men are building turnabouts, camping facilities for tourists, the public, toilets, and various other things that would make this a public park. This is just nothing but a bare island.

We have a project up by the Pioneer Monument, we call it down there. This is the Place Monument. This is where Brigham Young first came to the canyon there and said: "This is the place." This is an overgrown area, very beautiful little spot, but never enough money in their regular typing of a program. This does not displace any of the regular workers. We had the green thumbers go in there and cut out the underbrush, clean up and fix up and make it a spot of beauty that it was originally at one time.

These are some of the projects, Senator. It is on this type of a basis that we work. We work with little communities in helping them out with their city parks. These projects may only take a month. We work on projects, like the museum project, which will probably take 2 or 3 years. And we work in various other projects within the communities in extending their existing parks or cleaning up their old ones, such as a tennis court. The posts have rotted, the backboards had all fallen down. The men go in there and repair all of this, do it on their own and the work that is done is tremendous.

Last year, I don't mean 1969, we don't have quite the figures on that, but in 1968, in Utah the men planted about 40,000 trees along public highways and in public parks. They constructed 23 complete new tourist rest stops along the highways in the counties and have cleaned up at least that many more. They cleaned up refuse barrels along the highways and they have made benches and they have built stoves and all of these types of facilities. There just doesn't seem to be any limit or limitation on the type of work that these fellows can do.

Senator HAAKENSEN. Thank you very much, Mr. Zupko.

Senator CHURCH. I think of the number of farm communities in this section and some of them in very dilapidated state because of the migration of labor from the small towns to the bigger cities because the number of farmers have decreased. And many of these small communities are very limited in the amount of taxes that they can collect, and so you see public facilities were once fine facilities, but are deteriorating. There is still a need for them, but there isn't money to keep them up. And in the same place there are older people struggling to get by on limited social security, willing to work, wanting to work, and no program to pull these people together to match the needs of the community and the community unable to handle the problems themselves. Well here, it seems to me, is a program that is just designed to meet that problem to rejuvenate small rural communities throughout the State. And that's been the experience in Utah. It's been a very successful experience, and I'm just hopeful, Ted, that we can manage to find some exara money for the program and we can introduce it in Idaho, because I think that our experience will be just as promising as your experience has been.

Mr. ROTH. Senator, I have had many inquiries since the first introduction a year and a half ago in my possession I have some very sad letters from people. A lady wrote to me from Clarkston, Wash., and asked when can we go into the program. My husband is 62 years old, he can no longer work on the farm, he can work, but he can't get any employment anywhere. Social security is starvation income and they lose their ego. I think this program will make No. 1 citizens out

of these people with no monetary value. And I think this is where we can employ these rural people, including minority groups. I think this is where we can bring these people up to a real standard of living. The parks department has offered their assistance to work with us on the Green Thumb program that we are asking for. Idaho highway interchange systems are working with us and hopeful that we can get it. All I can say is that, like Blue Carstenson said at our commencing, the only way to satisfy Roth is to give him a program, for Idaho. So, with this in mind, I am hopeful that the legislative people at the national level can help us with our program.

Senator CHURCH. Thank you very much, Ted.

Mr. HOLMAN. Thank you, Senator, for your time. We appreciate being able to be here.

Senator CHURCH. We appreciate your coming very much.

Mr. HOLMAN. Senator, just to make you an official Green Thumb, we would like to present you with an official Green Thumb hat.

Senator CHURCH. Thank you very much.

Our next witness is Mr. Gerald Reed, the director of special projects at the Boise State College. Three witnesses that I thought for the purpose of saving some time, we would call together instead of each separately. The first one I had already asked to come to the stage, Mr. Gerald Reed. The other two are Mr. Duane Higer, executive director of the Bannock Nursing Home, in Pocatello, and Mr. Clinton Hess, who is the Associate Regional Commissioner of the U.S. Administration on Aging from Denver, Colo. Mr. Hess does have a plane to catch so if you would like to lead off, Mr. Hess, with your testimony, then we will go back and pick up Mr. Reed and Mr. Higer, and then, if time should impinge too severely, you could slip away.

STATEMENT OF CLINTON HESS, ASSOCIATE REGIONAL COMMISSIONER, U.S. ADMINISTRATION ON AGING, DENVER, COLO.

Mr. HESS. Thank you very much, Senator. I am Clinton W. Hess, Associate Regional Commissioner for Aging Services of Social Rehabilitation Services, Department of Health, Education, and Welfare, Denver regional office. I do appreciate the fact that, through some late arrangements, I was able to come here for participation in this hearing, and I don't have copies to distribute for the hearing, but I will send them in, Senator for the record.

Senator CHURCH. Very well.

Mr. HESS. I will try to confine my remarks, for the most part, to the aging program that I am aware of in the four States of this region. I do not include much about Wyoming due to the fact that Wyoming has not yet begun to participate in the Older Americans Act.

However, the issues actually vary from one State to the other. So, in describing these issues related to the rural elderly, we are continually faced with having to recognize the severe limitations that have been placed on all service programs by the cost-of-space factor. No one has mentioned that today and I would like to see the Congress give some consideration to this cost-of-space factor. This is true, not only in programs for older persons, but includes all kinds of programs which

must provide a service to the public. The cost-of-space factor is the factor of distance which increases the cost of everything we do in the rural area. It handicaps transportation programs of schools, medical facilities, social facilities, and not only is there this increased cost of moving people to services or moving services to people, in addition the cost of time becomes a great significant factor.

Further complicating the establishment or strengthening services to people in the rural area is the fact that it is often difficult to attract skilled professional persons in the rural areas. Many of them prefer to work in what they think to be the so-called cultural centers. Dr. White, director of the aging program in Utah, told me on the phone this morning—I stopped in on the way over here—that while he was meeting with a group of citizens this last week in Eureka, Utah, they told him they could get a mortician, but a physician they can't get for any price. This is showing you where our priorities are in our society, particularly in the rural areas.

The isolation and the lack of opportunity that has also combined to cause the young people to move from the rural areas and when the young people move out, then the older persons who are dependent upon the younger group for some assistance and some guidance, they are truly isolated.

PROBLEM OF ATTRACTING DOCTORS

Senator CHURCH. Mr. Hess, may I just interrupt there on the problem in small communities of getting doctors. We have a community here in Idaho, Malad City, that has a very modern hospital that the community built with Federal help. They are very proud of it. It's a complete little hospital. They had about 3,000 people in the area and no doctor. The last doctor left and they were without a doctor of any kind. They looked and looked to find one, and were unable to find a doctor who was willing to come to what everybody recognized would be a very comfortable practice. They finally came to my office, all the way to Washington, and we went to work trying to find a doctor. It took us several months to locate one. We finally found one in the Navy and the Navy agreed to let him go 3 months early and he went to Malad. But it took nearly a year, through the combined efforts of everybody concerned, to get a doctor for that community.

Mr. Hess. This is why we hear a great deal of talk about looking for some new avenues of, for example, medical assistance persons who are not fully qualified, but they can still render very valuable service to the community. This is one thing we ought to be considering.

INADEQUATE TAX BASE

Another thing, I think, Senator, we ought to be aware of is that the rural areas find out year after year that it is increasingly difficult to either establish or maintain any kind of a tax base that is sufficient to provide revenues for any kind of service in a rural community. And there are increasing demands on the local governments, and of course, this hampers the community's ability and/or desire to come up with matching funds which all these programs require. Most of them require matching funds. So, it means that the community that can't

come up with a matching fund. Consequently, they can't get the Federal funds. Of course, this is not good.

I wouldn't want to leave the impression that there are only negative issues which ought to be considered. We've been talking a lot about the negative issues today. Having been born in Montana and growing up in the Dakotas, living in Minnesota for many years, I notice there are many, many strengths in the rural areas. The strength of the people is an example. But the most discouraging for me to see is national programs structured in such a way that neither can we strengthen the weaknesses of the rural area, nor can we capitalize on the strength of the people where these strengths do exist. For example, I know that the integrity and the individualism that we find in the rural area is hard to find in many metropolitan areas. There are a high percentage of rural people that place a great deal of consideration on the value of spiritual strength and they have traditionally demonstrated concern for one another; they pooled their efforts to help neighbors who are in trouble. This happens almost exclusively in the rural area. I hate to see us lose that kind of concern.

I would want to offer one word of caution, however, that in some of our rural areas, while we are looking at this circle of concern in which we think we are taking care of our neighbors, oftentimes the circle becomes sort of exclusive and leaves out some of the hidden elderly and the hidden poor. So I do want to caution our rural communities to look a little further and we will find that there are many people who do need services that are not being taken care of.

Getting back to the strengths of the rural community, I want to mention particularly that wherever we see programs, even such as the Green Thumb, or such as we saw in Emmett in the center, we find that where the rural people lack skills in professionalism, they try to make up for it in enthusiasm. And I am sure that they do a great deal in that, but the difficulty is that if you have enthusiasm without a sense of direction or guidance, then it is not as effective as it ought to be. And many times our programs are unable to provide that kind of guidance that the rural area needs.

Admittedly the aging programs have little funds to offer communities across the country, but I do believe that rural communities should be entitled to the consultation and the assistance which would enable them to move forward. I think it's shameful that our project funds under the Older Americans Act are limited to something like 65 cents per older person for a year. These are project funds nationally. And if we drop the age limit down to a more practical level, the age groups of the persons who should be using these facilities, then we come up with more like 30 cents per person per year for aging programs. Our Nation ought to be ashamed to say that this is all we can put into it. And what kind of an impact can we really expect? I think we are doing a tremendous job with the little bit of money we have. Of course that's the current appropriation level. And even though Congress offered more money for this fiscal year, apparently the budgetmakers didn't concur until they slashed the money out, and apparently this is not a priority item. I am sure that until older persons and their friends can speak out loudly enough to be heard where the budgets are being made, we are not going to have any more funds for aging programs than what we now have.

ACCESS TO SERVICE

In the meantime older persons need access to services—services which for the most part don't exist in the community. Under the Older Americans Act we have made a great deal of progress. I am impressed with the kind of report that Herb Whitworth gave here and we are proud of the kind of leadership that we have in the older Americans program, but I'd like to look at it just a little different. In these four States in this region which have an active older Americans program, there are some 2,273 identifiable communities. If this happens to be your community, one of these 2,273, then you're concerned about it, because that's the place where you shop and where your family and friends attend church, and it's important to you. And if you happen to be living in one of those communities and you need services and there are no services in those communities, then there is tragedy. But as we have looked at this, we have some 60 projects in these four States, and if you took it on a basis of projects per community and communities for the area, you know that in Utah and Idaho, both States have some of the projects which reach out on a broader than community level, because they are talking about county programs, but nevertheless, by community we are only reaching about 3 percent of our communities, as far as the headquarters or the projects are concerned. That means we are ignoring some 97 percent of the communities where people live. And I don't think that it was intended that the Older Americans Act—it was to serve all older persons—should have to ignore that many of the communities.

I am not blaming the State agencies because they have done a tremendous job with the amount of money they have. They have little staffs to work with. So, there again, we are having to look at where the budgets are being made, moneys that are put into the program that people are counting on. I would say that another handicap of our Older Americans Act programs is that because the visibility was needed, the programs went first to the larger communities. The smaller communities have not yet been served under the Older Americans Act to any extent. We find that if we look at communities under 2,500 population, for example, Montana has only six of its projects in communities under 2,500. Colorado had only one, Utah had five. Idaho, through its county approach to it, perhaps reached more, although headquarters shows that only one project headquarters in a community under 2,500. So there, again, the smaller communities, there is less chance for it, if you are going to have access to the services that you need.

NO CREDIT FOR VOLUNTEER SERVICES

Another thing that is worth mentioning, which I would like to reinforce, is the inability of our programs to get credit for volunteers giving service to the community. In such a way that this volunteer activity can be counted as an in-kind value to earn Federal funds. When the Bureau of the Budget ruled that this was no longer possible, I think that it made it virtually impossible to find local matching in most communities. In many instances people are about the only

resources a community has and this ruling said that we can't count people as a resource any more. Yet, we know that when we give people some tools to work with, you give them some guidance, give them that nature, then they can be effective and they can get a job done.

I would also like to point out—I am sure it has been mentioned or alluded to—that older persons when they do have something to live for, who have a sense of belonging to the community, have the mechanism and structures through which they might give of themselves, of course, they are happier and healthier. I would like to remind you that the kind of community which is hit hardest by our inability to use volunteer services happens to be on the Indian reservation. As we look on the Indian reservations in these States in this region, it is impossible to find resources that are not Federal resources, and yet you can't use Federal money to earn Federal money. So that means that the older Americans on the reservations are denied access to the Older Americans Act projects, and I don't think that is fair. Unless you think that just because there are no services needed on the reservations—and, of course, it is true that the longevity of Indians is very low; very few people on the reservations reach age 65. So I suppose, accordingly, you could say, well they don't need services because there aren't many older Indians. Well, I think this again is certainly a very weak way of looking at the program. From what I know of not only social services, but health services including dental care—I heard the other day, I don't know whether it happens on every reservation, but I was told that as far as older Indians are concerned, there is no money that provides any kind of dental work other than pulling teeth for adult Indians. In other words, if you have a bad tooth, out it comes and you live that way the rest of your life. So dental care is a factor in ordinary physical health; it's no wonder they don't live as long as the rest of us do.

I am going to try to move over some of these. I don't want to take time on all the testimony, but I would like to suggest that in the conflict that's ahead of us, talking about welfare programs and talking about services, that this committee might find it extremely interesting to watch the developments and the concept of this guaranteed income proposal standard. As I understand the proposal, the intent is to provide financial assistance to a higher percentage of needy persons and that intention, of course, is apropos and also necessary. I would like, for the record, to state that currently of the roughly 423,000, in other words almost a half million older persons over 65 and reaching 80, there are only 50,000 of them that are receiving financial assistance. Now this, even, is a better average than across the rest of the Nation. This give us about 12 percent of the older persons in this region receiving financial assistance. But the only reason that is so high is because Colorado in this region sees that it gives a pension along with assistance to some 40,000 of its seniors, and the other States in this region are reaching only about 5 or 10 percent of the persons over 65 with any kind of financial assistance. And when you compare that with the fact some 30 to 40 percent of older persons are in poverty or on the border of poverty, and the welfare program in reaching like 5 percent of them, we have a tremendous gap which has to be filled there.

IMPORTANCE OF SERVICES

But let's assume for just a moment that through some sort of an innovating payment system, we are hearing various suggestions being made along that line, we can see the poverty level raise and then we can see that all older persons who are in financial need begin to share in the Nation's abundance. With that, undoubtedly, there would be some considerable feeling that older persons having achieved some sort of a minimum income, would then no longer need any kind of consideration. I can see that there would be considerable pressure already being exerted, even political compromises perhaps being forced to say that, once they get this minimum income, let's suspend with any kind of service programs. Welfare programs, currently, aren't putting much emphasis on services. And the Older Americans Act, Green Thumb, this sort of program has very little impact on services. So the Congress could say, well now they've got the money, let's cut off services. But I would just like to have you take a look at what would happen. Because if, in achieving an adequate income level, we lose the mechanisms by which services might be initiated, then what good is their income? Because even now there are many older persons who can afford to eat. They can have the food on their table, but they simply do not eat because they have lost contact with life. And in cases like this it takes more than money, it takes more than food, it takes what I call social nutrition, where you have to have this dinner at the center, where you mingle with people that you have the social contact along with the food. The sociability is probably more important than nutrition to the person at that particular time.

I would also like to say that if we have people given an adequate level of income and there is no transportation, then what good is that money going to do. Because the older persons need specific kinds of transportation that is going to meet their needs. If we find that older persons have income, but there is no homemaker available because there are no homemaker services available, what good is the money going to do then? I know that my parents face that, they could afford a homemaker, but there is no homemaker available, and this brought all kinds of difficulty—a situation that we just don't like to talk about.

Likewise, we are concerned with the rising cost of hospital care. How can we justify trying to economize on care costs when we can't provide the kind of supported services that the people need to enable them to return to their home earlier than they would otherwise? I think it's tragic that our national priorities for older persons are being sidetracked and derailed, and to do so is neither economically nor socially just.

What are our recommendations as we see them? Of course I am speaking now, not as an official policy of the administration of our Nation, because our official policy comes out of Washington. I am merely trying to ask those of us who are working in the program to see at first hand on it. We see that Federal support for aging programs is going to have to depend on some sort of a ground swell of public opinion that is going to stress the economic and social necessity of these programs. Older persons have been so resigned to being second-

class citizens that I think it's going to take a great deal of encouragement, and if the older people continue to say, well, I guess that's the best I can expect, perhaps that's the best you are going to get out of it. And the Senator, even though he's your friend and he's working for the kind of programs that you need, it's going to have to have your support, and he's going to depend upon your helping to build this kind of ground swell that will give you the kind of program that you need.

Consideration should be given by the Congress to the necessity of forgiving this requirement of local matching money where this is no local matching money. And yet we must insist the State agency seek that 25 percent the first year where there are no funds. I don't think that's just for the programs for the communities where they don't have the money. I think special consideration is going to have to be given to extraordinary support for services that are adversely affected by this cost of space, such as transportation. I wonder, have we explored all of the possible resources such as the use of military helicopters, schoolbuses, mail carrier vehicles. They are public, they are owned by the public. Maybe we can use them for the good of the public. By the way, we know that there are documented cases of persons who are not released from the hospital when they should be because the trip home over poor roads to an isolated area would be too dangerous for them to travel, so they have to stay in the hospital, costing extra care money.

RETIREMENT DIFFERS IN RURAL AREAS

Volunteerism should not be limited to the metropolitan areas. We know that older persons who are living in rural areas don't have the same retirement leisure time concept that their city-dwelling brothers do. In fact, most of the people who live in the rural areas don't know what a 40-hour workweek is, and yet when they find that after their hard work and their industrious life, their having depended upon the soil, or perhaps working in the corner grocery stores morning till night 7 days a week that they find it is hard to make some sense out of retirement. And they have to be given special opportunities such as Green Thumb to utilize their time and their abilities. I think this is essential. We can't expect the farmer, having worked all his life, to take up golf as his recreation when he gets through with working. And the same of a widow who has lost her husband and who needs some sort of income, maybe she can go get some special training as a nursing home aide, but she needs income and she needs a job. Her kids are gone off somewhere else, she needs to be wanted and needed. We are going to have to give special emphasis to that kind of program.

We also find that rural areas could use health education aides because most people in the rural areas are afraid to go to the doctor for any kind of diagnosis. In spite of the tremendous job the social security people have done in advertising their programs, many, many older people don't know what their benefits are in medicare or medicaid or social security. We could have some retirees who are trained to make the rounds, house to house, in their area to make sure that every older persons knows precisely what he has coming to him,

what he is entitled to and what he ought to be participating in. And this would be a no cost or a low cost type program which we could afford. There has to be considerable need for innovation flexibility in designing programs such as that.

I would end with this thought—first of all, I will mention mobile service units. We just haven't gone far enough in using mobile service units either providing activity, whether it's recreation type activities or whether it's a real service such as a diagnostic clinic mobile, we haven't begun to scratch that particular type service. It takes money to do that.

Let me close with this thought, Senator, that it's important that the rural areas not be neglected by slackening off the resources into the inner cities. It should be possible to have both rural programs and urban programs, and I am convinced, having been closely associated with the rural areas for many, many years, that if our Nation would give some attention to the rural areas two or three or four decades ago we would not have had that migration to the cities, and consequently we would not have now had the overwhelming problems which seem insoluble and which we say we are going to have to devote all of our national strength to solving the problems of the inner city. Well, it was a fact that they neglected the rural area in the first place. We have those problems in the inner city, and now we are saying, we are amplifying these mistakes, by saying that the older persons who failed to become a part of that mass migration are going to be punished because they are still in the rural areas. I don't think this is right. I think that we do have the resources; we do have the means to put programs together which are going to be just, which are going to be equitable both to our rural and city areas, but we are going to have to work hard to catch up with meeting the problems the people in the rural areas are facing. Thank you very much.

CITIES OVERWHELMED BY RURAL OUTMIGRATION

Senator CHURCH. That was very good testimony. I would like to say I couldn't agree with you more when you point to these tremendous migrations into the cities over the past few years. Twenty million people have moved from the countryside of America into the cities in the days of the depression. The weight of this impact has fairly crushed our cities—the big cities of the country. The cities have not been able to adjust or provide adequately for the normal tide of country people who come to the cities. Millions of these people have been members of the minority groups, which has further complicated the problems within the cities. And now I know that we are going to have to spend more, far more public funds to deal with the problems that have been created than we ever would have had to spend if we had had timely programs that could have kept the rural areas of this country alive. Somehow we have got to devise incentives that will not speed the tide of this migration, but will turn it around. The people will begin to drift back into the countryside of America. For some of the problems of the big city, there just isn't enough money to solve. And yet the Government pays very little attention to this. I can think of all kinds of ways we could provide incentives through

well-designed Government programs that would bring the countryside of America back to life again. Tax incentives for investment, for example. There's no reason why we just should sit idly back and let investments concentrate in the big cities. I think that in the future the Government and Congress has got to look at programs designed to bring people back to the rural areas.

The other matter he mentioned was the matter of priority. One priority that has been much forgotten is the rural areas of the country. If present trends continue about 85 percent of our people will soon be living on less than 10 percent of our land, so concentrated has the population become. That's a priority that needs attention. For years now I've been thinking that we should change our foreign policy, because I think that that's basic if we are properly going to attend the method of need. We can't go on functioning as the self-appointed, self-appointed policeman, judge, and banker of the world, and still do justice to our own people. Talk about priorities, just take this for example. You said that the Federal Government now in all of its appropriations for the Older Americans Act and the OEO programs that deals with the problems of the older people amount to 30 cents per person who should be entitled to participate.

Mr. HESS. This is under the Older Americans Act, not OEO.

Senator CHURCH. All right, all the programs under the Older Americans Act comes to 30 cents per person. You know what the military appropriation this year came to—\$400 per person. Do you know what the war in Vietnam came to? One hundred dollars per person. Do you know what the trade program came to? Eighteen dollars per person. The program for the elderly, 30 cents, under the Older American Act.

Mr. HESS. Well, Senator, 30 cents is only for older persons, too, which makes a lot of difference.

Senator CHURCH. Yes. This shows you something about our perspective. We have to bring these things back into perspective if we are going to create a good society for our people. We have the resources to do it. All it's going to take is better management of those resources and criteria that better reflects the needs of the people of this country.

Mr. HESS. If we divided it by all the people I think we would have about 3 cents per person, something like that.

Senator CHURCH. Yes. Well, before I start to make a speech I think maybe we better turn to our next witness here on the panel, Gerald Reed.

STATEMENT OF GERALD REED, DIRECTOR OF SPECIAL PROJECTS

Mr. REED. Thank you, Senator. Would you consider entering that little green folder in your testimony? You probably haven't had a chance to see it, but it has to do with WICAP program particularly.

Senator CHURCH. I would be happy to enter it in the record.

(See appendix 1, p. 569.)

Mr. REED. Thank you. I also have available on the table—some of you picked these up—the survey report which we did for the Office on Aging. You are welcome to have a copy. It lists the resources by county available to senior citizens. Please feel free to take one.

I would also like to invite you folks to a conference on aging which we are having at Boise State College this Friday. I have been working with Mr. Whitworth from the Office on Aging trying to plan and implement regional conferences on aging. The first of these in this area will be this Friday in the Student Union west ballroom on campus. I am sure Mr. Whitworth will affirm my statement that you are all quite welcome and we encourage you to attend. Do you have any other comments on that, Herb?

You noticed I called Mr. Whitworth, Herb, and when he calls me at the college he says, "Gerry, how about this or how about that?" We have had over 2 years a fine working relationship. If I can help the Office on Aging or the OEO, I'll do it. If the Office on Aging or the OEO or any other organization needs technical assistance, my office, Special Projects, tries to lend itself to that. That goes for the rest of you folks also.

I think that the WICAP people can testify to the fine relationship that the Office of Special Projects, Boise State College, has with them. We have a very functional relationship with the community action agencies in general. I am personally familiar with all the directions in these agencies. I have coordinators of other Federal programs in a number of the higher institutions of the State of Idaho. We have several statewide programs. You didn't know Boise College was getting out into the State, did you? This is the second year we have had one statewide program. We have 100 Headstart teachers and teachers aides going to schools around the State: BSC, ISU, College of Southern Idaho, Twin Falls, Lewis & Clark Normal School, Lewiston, North Idaho Community College, Coeur d'Ailene, Treasure Valley Community College in Ontario. I am working actively and continuously with these institutions in that particular program and we are about to start another.

COOPERATIVE SURVEY

The survey that I talked to you about was a cooperative survey involving Boise State College, University of Idaho, College of Southern Idaho and Idaho State University. I am initiating as of the first of this week a statewide program in comprehensive health planning under a grant from the Public Health Service to train disadvantaged people to serve on health committees.

They come around and say: Reed, here are Federal guidelines, now let's have an application and proposal ready by yesterday, usually, so I get to work on that. One of the library staff members received, as a result of our cooperative effort, a grant to have a librarianship institute this summer for public small town librarians. She brought it in and said the budget had to be revised and back in by the first of March, would I see what I could do with that budget?

So, I can offer you technical assistance in not only the identification of sources for funds and services, but also I can offer you technical assistance in the preparation of proposals and applications and subsequent to approval I can offer you technical assistance in the implementation of programs and their evaluation. Now, I don't mean to belabor the term "I," because it isn't all me. I do involve other Boise

State College faculty persons. We are doing, at the present time, a research study of the volunteer involvement in WICAP senior citizens programs.

We have been involved, folks, ever since, well before we became a 4 year institution and entered the State system, in Federal programs. We have them in a variety of areas. Perhaps we are not in them to the extent that Idaho State and the University of Idaho is, but we have our share. We have a public service rationale. We invite you to call the Office of Special Projects when you have a question relative to any area. If you need help and I can't help you I will try to the best of my ability to get someone who can help you get the expert that you need for that service. And you don't have to be formal. There is very little formality in my office. It's Reed or Gerry or Herb or what have you. We work this way. I think this is why I can call upon people at any institution in the State. If you have a question, I have a friend or associate or coordinator in practically every institution, including Treasure Valley Community College, and we have wonderful relationships.

I would say if you really want technical assistance in the area of aging, the first place you would go is to see Mr. Whitworth in the Office on Aging. He has some fine people on his staff. They are good at writing proposals and at helping you with ideas of implementation. They just put Mr. Wendell Peabody on the staff. He used to do work with WICAP over in Emmett and he is an excellent resource person. So you have the Office on Aging and the Office of Economic Opportunity under Mr. Whitworth. You have Boise State College, and not just the Office of Special Projects but a number of offices at Boise State College that are waiting, ready and willing to be of service in any way possible. You don't have to be the least bit hesitant to let us know about it. That's what we are there for.

Senator Church, this is just a brief résumé of what we are doing, the services. I might add that on March 6 we are having a training session, a special training session which involves the volunteers from the WICAP senior citizens group. We are having a special training session for them on that day. This Friday we are having a regional conference on aging. So you see, every week we are doing something (if we can) for a particular program. Of course, it's not always aging programs. There are lots of things.

Senator Church, we are a developing institution; we are growing very rapidly. Unfortunately our resources are limited because of our problems, our growth and our lack of money. Our developing institutions proposal under title III of the Higher Education Act is now in Washington, time being considered. If you could in any way get information relative to its status and relay that back to me, I would appreciate it very much, because every dollar we can get as a developing institution will enhance our ability to be of service to these fine folks.

Senator CHURCH. Thank you very much, gentlemen. Verda, did you get that?

Mrs. VERDA BARNES. Yes, sir.

Senator CHURCH. This is an opportunity for me to introduce my staff. You all should know and many of you do, at the back of the room is my chief of staff, Mrs. Verda Barnes. Verda, stand up, will

you? And then somewhere, Clarene Wharry, right here, who is in my Boise office. I keep an office in the Federal building. And Miss Patsy Young; is Patsy in the room now? Yes, Patsy Young, also in my Boise office. Thank you, Gerry, very, very much for your testimony. When you invited contracts and offered the services of your office as generously as you did I just want you to prepare for the holocaust that may follow. I go around the State every once in a while to all the courthouses and tell people who have got problems to come and see me and I'll try to help them with their problems that relate to the Federal Government, and my office staff always hates to see me go out on that trek because for 6 months they are trying to service their requests. Gerry's right, that's what he is there for, and what I am there for. So never hesitate to let us know if we can be of help.

Our last witness this afternoon is Mr. Duane Higer, who is executive director of the Bannock Nursing Home in Pocatello.

STATEMENT OF DUANE HIGER, EXECUTIVE DIRECTOR, BANNOCK NURSING HOME, POCATELLO, IDAHO

Mr. HIGER. Thank you, Senator Church. I am Duane Higer, administrator of the Bannock County Nursing Home in Pocatello, and executive director of the Idaho Association of Licensed Nursing Homes. I want to present to you a copy of the testimony that we have presented to Senator Edith Miller Klein, the health and welfare committee in the senate, Senator Church, and to the joint appropriation committees.

I want you people in Boise to know that I used to go to school here. I went to school in Emmett, went to school in Caldwell, went to the College of Idaho, and I am glad to be local sod. I also want to relate to you that I have parents in many of your age brackets, 70 and 71, and the testimony I will present to you is a testimony from 55 nursing homes in the State that we represent. It represents approximately 3,200 patients and some 3,000 employees. I want to present to you and I don't want you to leave thinking that we are not in any desperate situation, because we are.

We are taking care of people that are sick. We are taking care of people that are in advanced years and needy. I want to read something to you. I am going to give a copy of this to Senator Church, Governor Samuelson and see if we can adequately spread this around. It's no secret. I want you to listen closely and when we are through with this I am going to tell you how the Office of Economic Opportunity helps the State Nursing Home Association and eventually you people, especially your friends that are in the nursing homes now. I want to tell about one or two statements and I'll be through.

Senator Church, this testimony contains some 13 pages of maps and graphs and cost figures some parts I will skip through, but I want you to hear this.

February 1967 the Nursing Home Association testified to the joint finance committee to establish rapport and to express the nursing home administrator's desire to administer skilled nursing homes in Idaho. We showed the committee colored slides of older nursing homes, the outmoded firetraps, that was historically the beginning of nursing homes in the United States, and specifically in Idaho contrasted to the

larger one-story modern nursing homes that are now licensed by the Idaho Department of Health. In 1963, the revised standards, rules, and regulations brought Idaho standards to third highest ranking in the United States. To my knowledge we still are the fourth highest in the Nation for standards, and yet receiving (third lowest) in the Nation to care for Idaho's pioneers, many of whom are now indigent patients in our nursing homes. Our standards are third highest and yet the amount that we receive to take care of our people is fourth lowest in America.

Our goal at that time was to establish a relationship to elected officials which would hopefully assist nursing home administrators in maintaining a high level of care at reasonable costs with the new medicare law, Public Law 89-97 beginning January 1, 1967, and a continued medicaid for title 19 program for Idaho which cares for approximately 1,800 welfare recipients each month. Under the new minimum wage law beginning February 1, 1968, by increasing salaries 15 cents per hour, \$1.20 a day, and approximately \$26.40 per month for a full-time employee, the minimum wage would be repeated each February 1 until 1971. The nursing homes then would be paying nurses aides for starting employees \$1.60 per hour.

Many nursing home administrators realize this to be good legislation which would or could help nursing home patients, increased skills would be needed for better patient care under the newer and higher standards for medicare and medicaid. We also realized that registered nurses, licensed practical nurses and other staff members would require salary increases. Page 2 is a copy of the minimum wage law.

The Idaho Department of Health, and I want you to understand this, because many people don't understand this—the Idaho Department of Health writes the rules and regulations which require specific nursing standards. Standards that nursing home administrators will employ a specific percentage of nursing staff in ratio to patients, plus you will maintain the nursing homes as to rules and regulations which make nursing homes a good place to live. Under the title 6 of the Civil Rights Act of 1964 nursing homes do not discriminate on the basis of race, color, or national origin. Under the Civil Rights Act there can be no differential treatment to race, color, creed, welfare, or private paying patients. Now, this is the contrast or the paradox.

The Idaho Department of Public Assistance purchases nursing homes services for welfare beneficiaries, which are inadequately set, when county commissioners supplement the indigent program with additional monthly revenue. Now, listen to this:

The private paying patient is paying today anywhere from \$100 to \$200 per month more than the department of public assistance beneficiaries in order for nursing homes to operate properly and profitably. Now any business has to operate with a small profit or with a profit to stay in business.

Senator CHURCH. May I intercede there for a moment just to be sure I understood that testimony, Duane? You say that the Idaho Department of Health sets the standards for the nursing homes and that the standards are very high?

Mr. HIGER. That's correct.

"STATE PAYS LESS THAN THE STATE REQUIRES"

Senator CHURCH. But those patients that are on public assistance that the State pays for in these nursing homes are paid for at a rate below the standards that the State itself establishes and require; is that correct?

Mr. HIGER. That's correct.

Senator CHURCH. So that the State pays less than the State requires the homes to operate at. It is only where the individual in those cases, the individual county supplements the amount that the State pays to get as much or enough to meet the required standard?

Mr. HIGER. That's correct.

Senator CHURCH. Well, doesn't this mean then that other people who use these homes and are paying privately for them must make up the difference?

Mr. HIGER. Yes, that's correct. Probably 30 percent are private and 70 percent are welfare.

Senator CHURCH. So instead of the burden or the gap being borne by all of the people through the State government, it is being borne by just a few people who are actually patients at these nursing homes?

Mr. HIGER. Yes, sir, that's correct. As you know there are 44 counties in Idaho and out of the 44 there are approximately 32 who supplement and 12 counties who do not supplement. Now, I want you to understand we are trying to work with the county commissioners association and they us. They feel that since there are so many people migrating from the rural areas into the more densely populated area, that they feel that this is not a responsibility of the county, but a responsibility of the State legislature to appropriate enough money so that the county can drop out of the supplementation program.

Now, I want to make this clear, I do not represent the county commissioners association for saying that. I don't want to put them on the carpet. But I do say, shame on the counties. The county commissioners that you elect in Ada County or Canyon County who do not supplement the nursing homes. This places more an increasing burden on the private administration or the church operating homes to provide care on an equal basis. Now, this means giving thinner broth or dipping the chicken wing a little lighter. This is what has to be done and it's on an equal basis. The private patient doesn't receive any better care than the welfare patient, and yet must pay more money than the State department of public assistance. The Nursing Home Association has received a letter from the Governor requesting the Nursing Home Association to nominate an active member from our association who might serve on an advisory committee. The committee would be advising the department of public assistance and would meet at the call of the chairman, who would be elected from the membership of the first meeting. See Governor Samuelson's letter November 29, 1967, and that is included here.

The Nursing Home Association nominated Mr. James Penny, public accountant and nursing homeowner from Caldwell. The Governor accepted our nomination, and in the past 2 or 3 years the chairman has never called a meeting, he or the commissioners or the department of public assistance. We have learned from people who were nomi-

nated that they had never been notified of such a meeting. We have also been informed that members who served on the advisory committee for 3 years prior to 1967 that they were never invited to attend. We feel Governor Samuelson's wishes to represent and serve not only free enterprise nursing homes, but also nonprofit county and church operating nursing homes are not honored by the commissioner of welfare.

MEDICAID

On December 27, 1968, at San Francisco, Calif., I testified before the U.S. Department of Health, Education, and Welfare on ways to improve the medicaid program. Medicaid is a Federal-State program authorized under title 19 of the Social Security Act to provide services to an estimated 9.5 million in 42 States and jurisdictions this year. At that time in the words of Wilbur Cohen, this is a good time to review the medicaid program.

Our request on December 27, 1968, was for an advisory board to the department of public assistance. We were seeking this in February 1967 when we met with the joint finance committee. We expressed interest in an advisory board on February 6, 1969, with the joint finance committee when we supported house bill No. 30 by the health and welfare committee.

There has never been any meeting called and it is our understanding that such a medical advisory committee should be named as a requirement for Federal matching funds for the title 19 program in Idaho. We are still seeking assistance to be represented as Governor Samuelson stipulated in his letter of November 29, 1967. The Federal Government contributed the approximately 68.9 percent of the moneys and the State of Idaho contributed approximately 31 percent. So you have a 2 to 1 match in money here.

The department of public assistance also provides a list of A through K, room and board, different types of supplies that we will provide. Nursing home administrators have never had a chance to sit down and discuss whether this is a reasonable list or not. And I can tell you that when a person is near death and to follow the doctor's orders and to eliminate bed sores and to keep this patient in good condition, it takes a tremendous amount of linen, it takes a tremendous amount of all kinds of supplies and labor.

We would like to have immediate relief for nursing homes in Idaho that are not receiving supplementation from their county commissioners to support nursing home costs for each patient. Nursing homes in Idaho are now receiving \$255 per month. Now \$255 a month is \$8.38 a day. It's \$0.35 an hour based on a 24-hour day. It's \$58 a week, it's \$255 a month, or \$3,060 a year. I run a county nursing home and I know that if we didn't have support of the county commissioners we couldn't give good care.

NURSING HOME CARE COSTS LESS THAN FOR PRISONERS

Nursing homes in Idaho are now receiving \$255 per month per patient. We have requested an increase in February 1967; \$270 per patient per month to begin February 1968. That's when the first minimum wage law hit. And \$20-per-month increase in February 1969

and again in 1970 and 1971. This was the minimum we felt that we could receive to provide good nursing care. We submitted reports to Mr. Child in September 1967. The commissioner of public assistance declared there were only eight out of the total number of private homes responded accurately. County, church affiliated and nonprofit homes were not considered in this survey. Our costs are higher. We have pension plans, we have vacations, we have fringe benefits and this does take additional receipts. Private home operators are placed under additional burdens to compete with this type of service. We can give our employees many fringe benefit that they can't give their own. It costs approximately \$13 a day to care for a prisoner in the Idaho State Penitentiary and we are receiving \$8.55 for 24 hours skilled nursing care.

The County Commissioners Association passed a resolution on September 23, 1970, at their State convention in Burley, Idaho. Therefore, be it resolved that all subsidization of indigent patients in private hospitals and nursing homes be done solely by the State department of public assistance.

This is a resolution that we have offered to the State legislature. We feel that this discriminates against the private patient as well as welfare recipients. The Nursing Home Association recommends a more equal rate structure under the title 19 program which is presently unfair, especially in counties not supplementing welfare patients. We would like to have a voice in policymaking which affects the nursing home industry and also the patient. We would like to have the members of the 40th session of the legislature allocate sufficient funds to increase the rate paid by the department of public assistance to \$305 per month beginning February 1, 1970. This rate would enable most counties to withdraw their monthly supplementation. That \$20 per month per patient be budgeted for licensed nursing homes beginning February 1, 1971. The budget committee at the capitol have recommended a \$35 a month increase rather than the \$50 that we suggested for and rather than beginning February 1, 1970, it will begin April 1, 1970. Senator Sandberg told me a few minutes ago that our budget now looks like it will be cut back even more. As you know in the statement of February 1970, they sent in a budget request for \$35 per month increase. Now this is just not enough in counties that are not supporting or supplementing nursing homes.

We also have submitted to the legislature a cost study from 16 to 19 different nursing homes which involved the total expense reported from these nursing homes in 1969, total volume of \$3,253,000. There are 300,000 patient days and the average cost per day is \$10.65 for these 300,000 patient days. We receive \$8.55 per day and we just cannot continue without a sufficient increase—the private enterprise homes will be forced to do something else. Senator Church, the number of beds in Idaho in 1960 were approximately 1,500 in 52 nursing homes. Today in Idaho in 1970 there are 55 nursing homes and approximately 3,500 beds, a number of small nursing homes have closed and large bed facilities have been constructed. The average size today is approximately 64 to 90 beds; where the old nursing homes, as you remember, were approximately 28 beds per home.

In a 50-bed nursing home, you have approximately 50 part- and full-time employees. If it's a hundred-bed nursing home, you would have approximately 100 part- and full-time employees. We want to give credit to the Idaho Department of Health for raising our standards, they are high. This makes nursing homes a better place to live. In the United States, if your family or your friends are not receiving good nursing home care, you have the responsibilities to talk to that nursing home administrator or talk to the people in the Idaho Department of Health, or talk to your county commissioner. We can give credit to the department of public assistance and to Mr. Bill Child, and then to the welfare program, or he might be called the father of the welfare program in Idaho. I believe he's been there since 1934. We don't underestimate this man's ability to administer the State law. He has a difficult task, but we do feel that we should have a voice in the program for the patients' welfare.

We want to thank the local State officials, county commissioners from 32 counties that do supplement, and the other counties that do not supplement, because it places a challenge on all of us to pull these commissioners together and pass legislation that will fix the rate on a fair basis.

We want to thank publicly the Governor for his cooperation. We want to especially thank Herbert Whitworth, who has helped the nursing home association to receive approximately \$30,000 in grants. And from these grants we were able to bring gerontologists, and other specialized individuals in the treatment of aging people, into Idaho where we could study the problems of aging, where we could develop better programs in the social and psychological aspects of aging.

ADMINISTRATOR'S WORKSHOP FOR HIGHER PROFESSIONALISM

The Idaho Nursing Home Association also sponsored an administrator's workshop from Berkeley, Calif., and we had approximately 40 people register. This is a 2-year program. It's 2 weeks on the campus at Idaho State University in 1968 and 2 weeks on campus in 1969. In between, there are 11 correspondence courses that 22 people were able to graduate. So this has given the nursing home association and all the employees in nursing homes higher professionalism.

The nursing home association is now stressing more and more education, and we have come under great surveillance with the Federal Government under Public Law 89-97, under the medicare law, which has affected Idaho nursing homes in a very positive way.

We would also like to express appreciation to Mr. Reed's comment. The universities in Idaho have cooperated tremendously and continually express an interest in developing program for the aging people.

I want to comment too, and agree with what Mr. Hess said: there is a migration of older people from the rural areas because of the shortage of physicians, as Senator Church mentioned, and because of medical facilities. And if there isn't a physician in a little town where there is a nursing home or hospital, you can't be admitted for care. And I want to say to you, how do you get nursing home care? You can call a nursing home administrator or his staff and I know he will

help you. You can see your county commissioners, you can call a case-worker in the local department of public assistance. And I would encourage each one of you people to help your friends and neighbors, if they feel timid or if they don't have a car or a way to get to a doctor, I think you should help them. I think this is our public responsibility. The people needing nursing home care sometimes will have to sell all their property to go into a nursing home, or they will have to give up their assets or become what you would call a pauper. If you have a home out here that is worth \$5,000 and you have to go into a nursing home, you would have to sell that and use the money down to \$500. You will be allowed to keep \$500 and the rest of that will go on your care. Now this is where the program is good, if a person doesn't have any money, or if a person uses his assets, the care, once your assets are gone, will not be any different than they were when you were a private paying patient.

Now, patients in our nursing homes that are private paying don't know who the one's are that don't pay. It has to be run this way because it involves the Civil Rights Act. And it has to be done that way whether there's a Civil Rights Act or not. This is the only fair way to treat people. As one, General Ike, said, if you people do this and we people do our job (I want you to know that we are intent upon getting this welfare changed) we can lay down at night and say I did my job today. And we need your help. You people, when you go home, if you have phones, call senators and representatives here and tell them one thing, to support the legislation that is before the house and senate now on stabilizing the welfare rate. If you just go home and call one senator or one representative or call the Governor's office.

Senator Church, thank you very much. I appreciate it.

Senator CHURCH. Thank you very much, Duane, for your testimony, Mr. Higer was referring, of course, to the members of the State house and senate, the State legislature that is now in session, winding up its sessions this week, I understand. The time is pressing and the problems are very urgent.

MEDICARE AND MEDICAID

In connection with this whole question of Medicare or Medicaid, it's called. Medicare, as you know, is available to all who are 65 years or older or who are entitled to the retirement benefits under the social security program. But there is another program for helping people of low income which the Federal Government helps to finance. That's called Medicaid. The individual States determine who is eligible for that program. Some States have more liberal standards than others. Idaho has chosen to limit the program to those who are on public assistance. So if a person is very limited in his means, but is not on public assistance, as I understand it, he is not eligible under the present State law for the medical help. But with two-thirds of the money coming from the Federal Government and one-third of the money coming from the State government, it seems to me that it would make more sense for that fund to be used to pay the full amount of the cost for a nursing home care than to have only part of it pay from that fund

and the rest of it come from a special allotment by the county commissioner because that allotment from the county commissioner is involving local money, so that, from the standpoint of the State and the local community, it certainly makes more sense to look to the fund which generally finances public assistance than to try to supplement the allotment from that fund with county money, all of which must be raised locally.

Well, I think that that brings us to the conclusion of our hearings, as far as our scheduled witnesses are concerned this afternoon. I did ask Herb Whitworth to supply me with the figures showing the amount of money the State government put into all of these programs we have been discussing this afternoon. It shows the total amount of \$109,254. The rest of the money comes from the Federal Government, so you can see it's not much of a burden on the State right now. The State is not stretching itself very far in appropriating money for the programs for the older people, but we have got problems with the Federal side, too. I think that only by close cooperation between both State and Federal are we going to be able to work these problems out and, by making a general effort, work more effectively for the elderly.

Now, I mentioned earlier that any of you who want to supply written testimony, please use the forms available. Is there anyone now who would like to say a word before we close the meeting?

MAN IN AUDIENCE. I believe in the city of Boise we only have five licensed nursing homes, possibly seven; but I thought five. There is, I'd say, somewhere between 12 or 20 nursing homes in Boise, and I wondered why we only had five licensed nursing homes.

Senator CHURCH. Duane, would you like to answer that question?

Mr. HIGER. Five licensed nursing homes and approximately 500 beds; that's correct.

Senator CHURCH. The question, as I understand it, was why there were only five that were certified, is that right, out of 17, did you say?

MAN IN AUDIENCE. I'm not sure, along in that neighborhood somewhere.

Mr. HIGER. Do you mean certified for Medicare?

MAN IN AUDIENCE. Well, certified by the department of health.

Mr. HIGER. You are talking about licensed nursing homes?

MAN IN AUDIENCE. Licensed.

Mr. HIGER. Some of these smaller homes do not conform to State standards, they are not considered as licensed nursing homes, but they may be boarding homes.

MAN IN AUDIENCE. Why are they allowed to operate?

Mr. HIGER. They are not allowed to operate, sir, as a licensed nursing home. These five nursing homes that I mentioned are licensed nursing homes, and all of them, I believe, but one, are certified for Medicare so that you can get your Medicare benefits in the nursing home.

Senator CHURCH. As I understand it correctly, Duane, a licensed nursing home qualifies for State money from the public assistance department wherever necessary, and, of course, if it is certified for Medicare, then Medicare patients may use the facility and be paid out by Medicare.

Is there another question?

Mr. ROY N. WATSON. Mr. Higer, is your report available to anyone that would like to study it?

Mr. HIGER. Yes, sir. If you will give me your name and address, I have several copies in the hotel, but this one is for Senator Church.

Mr. WATSON. I will contact you. Second, I would like the number of the bill which you are asking us to support.

Mr. HIGER. There is not a number on it yet, sir. I have not been able to receive a number. This is a special bill which the joint finance committee has recommended.

Senator CHURCH. Thank you very much, folks, for coming. We appreciate your testimony this afternoon. It has been a wonderful audience. Thank you.

(Whereupon, the committee recessed subject to the call of the Chair.)

APPENDIX

Appendix 1

EVALUATION OF THE AOA SENIOR SERVICES PROGRAM WHICH IS AFFILIATED WITH THE WESTERN IDAHO COMMUNITY ACTION PROGRAM (WICAP)

[Evaluator: Dr. Gerald R. Reed—Boise State College, February, 1970]

EVALUATION NARRATIVE

The WICAP Senior Services Program was initiated on May 1, 1968, with headquarters at Emmett, Idaho, to serve four surrounding counties, e.g., Gem, Payette, Valley and Washington. Funding for the program comes from the Administration on Aging, Department of Health, Education and Welfare, Washington, D.C.

The following table attests to the significant growth in membership which has taken place since the date of initial funding:

Table I. WICAP senior services program membership

As of April 30, 1969:

County:	Membership
Valley -----	21
Payette -----	75
Washington -----	75
Gem -----	80
4-County total -----	<u>251</u>

As of February 1, 1970:

County:	Membership
Valley -----	40
Payette -----	125
Washington -----	160
Gem -----	130
4-County total -----	<u>455</u>

Women (widows) constitute the bulk of the membership in the WICAP Senior Citizen Programs (approximately 75%), which is due in part to their longer life expectancy. However, a concerted effort has been made by the membership and program officials to enroll more men. A notable second year increase in male membership has taken place due to these efforts. Work is continuing in this area and, in addition, a well organized continuous program for "seeking out" and involving non-participants has been underway for some time. Special interest is taken in those non-participating Senior Citizens whom the layman might refer to as "recluse", "lives all alone", "a hermit", "crank", "never see him outside his house", etc., etc. Along with the individual efforts that are made to involve non-participants, teams of two to three Senior Citizens identify and "call upon" known nonparticipants in an effort to effect involvement. A discreet, sympathetic and understanding approach is used—without undue pressure or coercion. If, after repeated attempts, the "shut-in" still refuses to become involved, alternate services are provided—including friendly visits by volunteer senior citizens who provide

conversation, meal preparation, simple indoor games such as cards and checkers, and aid with personal cleanliness, letter writing, telephoning and shopping. Persistent efforts to increase involvement and participation in WICAP Senior Citizen programs has taken membership teams and program leaders into bars, poolhalls, clubs, lounges and hospitals in search of Older Americans who might need and appreciate the opportunity to participate in Senior Citizen activities. "Involvement" is one of the key words in the WICAP Senior Services philosophy. And it is not just "stated"—it is functional!

NUTRITION

Nutrition is regarded as a very significant concept in the WICAP Senior Citizen programs. Constant attention is given to the nutritional needs and condition of both participants and non-participants. During the first year, one hot meal per week was provided for Senior Citizens of Gem and Washington Counties (at Emmett and Weser). When it was noted that these meals were a very popular part of the program and that, in fact, they consistently encouraged greater involvement wherever they were provided, they were increased in number in the two counties just mentioned and initiated in the other two WICAP counties, i.e., Payette and Valley. Today, instead of the "non-time snack" formerly provided Senior Citizens in Payette and Valley counties, one nutritional, hot meal per week is arranged. In Gem and Washington counties (where one hot meal per week was provided the first year) *three* meals per week are now being served. Other than the small amount of pay which is given the head cook, all other work needed to prepare, serve and clean up after the meals is provided by Senior Citizen volunteers. Foodstuffs are donated by the communities involved and are supplemented with supplies purchased with a federal government contribution of 20 cents per meal and a program membership "self assessment" of 25 cents per individual per meal. As an example of the popularity of these meals, 125 Senior Citizens were counted for each of the Thanksgiving and Christmas dinners. It has been the privilege of this evaluator to partake of a number of these Senior Citizen meals. In every case they have been found to be of excellent quality and quantity—in addition to being nutritious and well-prepared. It is a strongly recommended that, whenever possible, these meals be continued and/or increased, and that more federal funds be allocated on their behalf in order to allow for an even greater variety of nutritious offerings. As the Program Director so aptly emphasized, "Nutrition and socialization has resulted in increased participation." To any alert observer, this statement becomes almost axiomatic.

There are many significant educational aspects of the emphasis on nutrition for the elderly. For example:

(1) Now that surplus foods are available to needy Senior Citizens, many of them are getting foodstuffs which they have not had access to before. In order for these elderly to receive maximum benefit from these supplies, a Home Extension Agent from Weiser has been working with WICAP Senior Citizens Volunteers to train them in the proper preparation of these foods so that they, in turn, can go into the homes of other Older Americans and help them properly prepare and utilize unfamiliar foodstuffs. This same Extension Agent works actively with kitchen personnel in the Senior Citizen Centers in an effort to enhance knowledges and skills of all culinary help in the proper preparation and serving of wholesome and nutritious food.

(2) Potluck meals are used extensively in order that the elderly might, in addition to fixing food for the potluck meal, prepare an extra amount for their own use. Potlucks encourage increased interest in and concern for well-prepared, attractive and nutritious food.

(3) Since many Senior Citizens live on very limited incomes, they must make each dollar stretch by "buying wisely." Special educational sessions are conducted by the Center Director, the Extension Agent, and by well-informed Center members relative to "bargain shopping." With just a little counseling, Senior Citizens learn to look for and recognize "economical buys" in foodstuffs, clothing, housing, medications and other essentials. For example, they learn to purchase local produce that is "in season" and sells cheaper for that reason. They also learn how to get free local fruits and vegetables that might otherwise go to waste due to depressed markets. Considerable amounts of foodstuffs are "picked and prepared" by Senior Citizens (in Center kitchens) for Senior Citizen consumption.

(4) Information is distributed on local foodstuff sales. Then, Center menus are prepared which include the use of these same items. This encourages "shopping"

for the sale items. Naturally, quality is stressed—although “quantity” buying is encouraged when sharing will result in lesser costs to consumers.

(5) As a result of the consumer education of WICAP Senior Citizens, many stores are giving special discounts to Senior Citizens and in some cases are making volunteer donations to the program.

“Education for nutrition” has many ramifications. Continuous effort is being made in the WICAP Senior Citizen program to provide the membership with educational experiences which will improve their nutritional knowledges and practices.

PROGRAM ACTIVITIES

But good meals and the opportunity to socialize are only two of the many reasons for the noticeably increased participation in WICAP Senior Citizen programs. Some of the other very significant factors are :

- Staff contacts.
- Senior Citizen contacts.
- Publicity given to the program.
- Recreational values.
- Educational values.
- Psychological values.

For example, some specific activities participated in by WICAP Senior Citizens that have contributed to educational and recreational values include trips to:

- (a) The Ore-Ida Potato Processing Plant in Ontario, Oregon;
- (b) The Sugar Mill in Nampa, Idaho;
- (c) Hell's Canyon;
- (d) The Job Corps Camp near Marsing, Idaho;
- (e) Mountain Home Air Force Base;
- (f) The Boise Municipal Airport (and a sight seeing tour inside a jet airplane);
- (g) Lewiston, Idaho;
- (h) The Denver Older Americans Training Session;
- (i) The Nampa State School for the Mentally Retarded;
- (j) A fish hatchery;
- (k) Idaho City for “Gold Rush Days”;
- (l) Silver City (Idaho ghost town);
- (m) Boise zoo, parks, memorials;
- (n) New industries in the area;
- (o) Veteran's Hospital, Boise, Idaho (to visit elderly confined there);
- (p) Volunteer Training Sessions, Boise State College; and
- (q) See their “own” valley.

It is interesting to note in this very “functional” list of recreational and educational activities that the item “seeing their own valley” is included. The special significance of this seemingly unnecessary excursion is that many Senior Citizens have spent a life-time in a particular area and have not managed to travel from their microcosm in a radius of as much as 30 miles! Granted, the geography of Idaho is rugged and the distances are vast. Even so, most people somehow manage (in a lifetime) to circulate in many of the United States and, in some cases, in many foreign countries. Imagine, if you will, not being able to see, in a lifetime, all of a valley thirty miles in diameter!

This evaluator has personally attended several Senior Citizen functions, e.g., meals, picnics in the park, Christmas party, dances, special programs, training sessions, etc., and can attest to the sociological, educational and recreational values of such activities. First of all, *people are involved*. Seeing elderly people chatting amiably while enjoying a nutritious meal, seeing a smiling 85 year old man dance time after time with women from 65 to 90, seeing elderly men and women actively engaged in various volunteer tasks for the benefit of all, and seeing groups playing a sociable game of pinochle instead of the men sitting in a local poolhall, gambling and drinking away their pitiful social security incomes, are all heart-warming experiences. When you see these things—and all the others that these elderly people do together, you have to ask yourself, “Can this be wrong?”

POLITICS AND ROMANTICS

WICAP's Senior Citizens are active in a variety of ways. Never let it be said that the elderly get too old to be romantic. According to WICAP Senior Citizen Program Director, Mrs. Evelyn Russell, there have been nine marriages consummated between members of the program—and more are to come. One of these

services was hosted in the Emmett Senior Citizens Center. To date, there have been no divorces resulting from these marriages. Quite often, the newlyweds continue to attend Senior Citizen Center functions.

Involvement in Senior Citizen activities appears to contribute to an increased political awareness on the part of participants. Politics are popular topics for discussion and political activity improves. One member of the program is currently being run for County Commissioner in Gem County. According to a reliable source, a mayor in one "WICAP Community" was defeated in his bid for office by the votes of the elderly. Many Senior Citizens vigorously and actively campaigned for Idaho's Senator Frank Church, who was elected by a wide majority. In general, the WICAP Senior Citizen staff agrees that participation by the elderly in Senior Citizen activities seems to create greater interest in local, state and national politics and government.

WHY THE GEM COUNTY SENIOR SERVICES PROGRAM HAS A CHANCE OF SURVIVING WITHOUT FEDERAL FUNDS

This evaluator has had an opportunity to observe several Senior Citizen Centers and Programs in action. On the basis of empirical evidence, the following reasons are given for the opinion that the Emmett, Idaho (Gem County) Senior Citizen Program will continue to operate and serve Older Americans even when federal funds are no longer available (the same opinion does not apply to many of the other Idaho programs):

(1) Community involvement and support has been established. Local civic clubs are very acceptant of the program and are participating actively in a variety of ways.

(2) The Senior Citizens themselves have assumed leadership positions and roles. Most of the Center activities are presently being planned and implemented by Senior Citizens. Administrative officials are acting more and more in a peripheral, advisory capacity.

(3) Volunteer participation is very active and extensive. There is little hesitation by the membership to volunteer in Center activities. Practically none of these volunteers expect or ask for remuneration.

(4) Senior Citizens have participated in Center program planning and implementation from the beginning.

(5) The membership is not oriented to or dependent on either "outside" leadership or finances for program continuance. They have a "we'll do it ourselves" attitude and determination.

(6) The Senior Citizens themselves—as well as the community—*wants* the program to continue and be successful.

(7) The Emmett Senior Citizens have sought and gained "corporation" status for their program.

It might be noted here that in response to the "Volunteer Study" interview question "Will your program continue without federal funds?" the emphatic and unanimous answer from Emmett Senior Citizens was "Yes!" This was not the case with the other Centers. In some instances the Senior Citizens who were interviewed were very pessimistic about the chances of survival.

NOTEWORTHY GAINS SINCE PROGRAM INITIATION

It would be very difficult and time consuming to reflect on all the observable and tangible gains that have been made in the WICAP Senior Citizens program since its inception. Nevertheless, what follows is a list of some of the most tangible, residual and noteworthy of these many improvements:

1—*Better Health*

There was almost unanimous agreement by those persons interviewed that "better health" was exhibited by the membership after a relatively short period of involvement. This was, in part, attributed to:

- (a) Well-balanced meals;
- (b) Socialization;
- (c) Education related to health and nutrition;
- (d) Work projects;
- (e) Volunteering for activities;
- (f) Feeling needed; and
- (g) Program recreational and educational activities.

2—Changes in Dress and Grooming

As some observers have stated it, "at first you could tell the poor Senior Citizens by their clothes, but after a while you couldn't."

The social, recreational and educational activities offered by the Senior Citizen Centers seem to stimulate elderly persons to improved habits of personal cleanliness and dress. A Senior Citizen who, as an experienced barber volunteers to cut hair twice per week, seldom has any shortage of business. Elderly people who at first exhibit an unawareness and/or disinterest in personal dress and grooming, soon show marked improvement (sometimes as a result of discreet suggestions and contributions by other members and sometimes due to enhanced self concepts, psychological outlook and romantic interests). Also, frequent rummage sales allow them to afford better clothes than might otherwise be the case.

3—Involvement

As the saying goes, "Once they were looking for death—now they look for participation." And what could be better for the elderly than to be involved and accepted in meaningful activity?

The WICAP Senior Citizens Program, as has been stated, "is functional." A wide variety of appropriate activities are initiated and encouraged to get the elderly involved. For example:

(1) The elderly are employed whenever possible as aides, cooks, custodians, helpers, etc. in WICAP programs.

(2) They are involved in the canning of fruits, vegetables and meats to be used for their own meals.

(3) They pick fruit—sometimes for wages—sometimes for donations to the program.

(4) They act as helpers to other fellow Senior Citizens who want to learn dancing, card playing, quilting, sewing, weaving, etc.

(5) They volunteer willingly for a multitude of projects and activities which are related to both their program and the community in general.

In this regard it is appropriate to note that a research survey, sponsored by the Administration on Aging, is currently underway to assess the role of the Senior Citizen "Volunteer" in his own programs. A team from Boise State College is conducting the research study. At this early date the researchers have noted the altruistic willingness of Senior Citizens in the Emmett, Idaho area to volunteer without a thought of compensation. This is noticeably not the case in several other Senior Citizen Centers in the WICAP area. At least some of the problem is attributed to differences in program leadership and emphases.

4—Happiness

In addition to the aforementioned significant changes observed as a result of the elderly persons involvement in Senior Citizen activities, interviewees frequently remark about how much more "outgoing" the participants seem to be. Fewer Senior Citizens are observed going to nursing homes; many more joke more and show an increased interest in life and the world; fewer seem withdrawn and inhibited; more speak out on issues. Their outgoing participation is exemplified in their "Cherry Festival" (an annual festivity during the Emmett cherry harvest) float winning first place in its class!

It must be strongly reemphasized at this point that the preceding four "gains" or "improvements" are *not* meant to reflect the total measurable accomplishments for members of the WICAP Senior Citizens Program. Time and space will not allow such an overwhelming treatment. These four significant and observable gains are only a few examples of what is taking place on a much broader and more comprehensive scale.

DESIRABLE IMPROVEMENTS

1—Medical Help

Senior Citizens have many medical needs that are not covered by contemporary health programs such as Medicare. For instance, many of the elderly need eye glasses, hearing aids and dental attention. Greater effort needs to be given to securing funds for these and other urgently needed Senior Citizen health problems.

2—More Senior Citizen Center Services

The Idaho Office of Aging, through Title III AoA grants, has been able to establish several new Senior Citizen Centers in the State of Idaho. Services in these Centers are still limited, however, due to the shortage of funds. Increased federal funding would provide those urgently needed services which are not now available. The outstanding success of the Gem County (Emmett) Center attests to what can be done by combining three essential factors: (1) adequate funding, (2) dynamic leadership, and (3) volunteer participation. Even with the several new Centers, there are those citizens who maintain that additional Centers are needed.

3—Housing for the Elderly

There is presently no special housing project available to the elderly in the WICAP counties. It is felt by this evaluator (who is familiar with the excellent housing for Senior Citizens in Jerome County) and the WICAP staff that this should be one of Idaho's top priorities for Older Americans.

4—More Funds for Worthwhile Projects

Although the Emmett, Idaho program is an excellent example of the number and variety of worthy projects that can be pursued by Senior Citizens, it in no way or manner has exhausted the possibilities. But in most cases some minimum amount of funding is needed for project supplies, materials and equipment. Efforts are constantly being made to secure donations of such items, but it is ludicrous to expect to rely on contributions entirely. Even modest additional funds for these outlays would enhance both the number and quality of Senior Citizen projects.

5—Transportation

Some centers have been granted Title III funds for the purchase of used school buses which are converted for use as special conveyors of needy Senior Citizens. In most instances these buses are providing an essential service. As the reader can see, from the list of educational and recreational trips listed earlier, some of the buses are kept very busy. However, smaller, more comfortable vehicles are needed to take Senior Citizens to doctors, hospitals and other emergency services. House calls for personal aid and hot meals to "shut-ins" could be greatly facilitated by a vehicle smaller than a bus.

6—Expanded Nutrition Program

The improved health and well-being of WICAP Senior Citizens is attributed, in part, to the well-prepared, nutritious meals that are provided. It has been noted, however, that these meals are only provided once each week in several WICAP counties. There is general agreement that these meals are of sufficient social, psychological, recreational and educational value to warrant their expansion. Who of us can deny the therapeutic value of "older folks getting together over a good, hot meal?"

7—Social Change

One of the most frequently heard complaints (and this evaluator considers it a very legitimate one) is that Idaho requires Senior Citizens to sign liens against their property in order for them to be eligible for Old Age Assistance. Many refuse to do so and therefore are not eligible for aid. Definite hardships result. It is the urgent recommendation of this evaluator that Idaho legislation be effected which will change this requirement.

SPECIFIC RECOMMENDATIONS

1. The Emmett Senior Citizens Program, which is now incorporated and seeking to purchase its own Center, should be phased out of its administrative and fiscal dependence on OEO and be allowed to relate to OEO as an autonomous, independently AoA funded program. A "complete severance" of relationships is neither meant nor implied. Appropriate and essential cooperative and coordinated relationships will continue, but on a more independent, self-sufficient basis.

2. Continued efforts should be maintained to find and purchase an adequate building for the Emmett Senior Citizen Center.

3. Constant effort should be made to involve the entire community—both young and old; poor and rich—in all aspects of the Senior Citizen Center.

4. An organized, well-planned and implemented program to involve more eligible, non-participating Senior Citizens should be established.

5. Program non-volunteers should be encouraged to volunteer for and participate in Center Activities. New knowledges gained by the Boise State College Seminar participants on "Volunteer Training" should be implemented in the program to involve more "volunteers."

6. The Senior Citizen Program relationship to the Administration on Aging (AoA) should be periodically emphasized in an attempt to reduce the "poverty program" stigma which continues to prevail and which keeps some individuals from participating.

7. Care should be taken to prevent the Senior Citizens Program from becoming a "poor mouth", "begging" organization. Too much "soliciting" can contribute to that undesirable image.

8. Activities of an educational and informative nature should be increased. Senior Citizen Programs should not get the reputation of being exclusively "eating, socializing and recreating" organizations.

9. Continuous efforts should be made to secure local, state, federal and private foundation funding which can supplement membership contributions to the program.

10. Safety features should be added to the bus used to transport Senior Citizens to Center activities. Adequate insurance should be maintained on all vehicles and members.

11. Leadership Training Sessions should be initiated for administrators of Senior Citizen Programs. Some of the "lack of vigor" in certain programs is attributed to the leadership.

12. Legislative action should be taken to repeal the "Lien Law" which forces Senior Citizens to sign over their homes to the State of Idaho in order to be eligible for State assistance. If a contribution is deemed essential, then allow the elderly to be obligated in some other manner.

Appendix 2

STATEMENTS SUBMITTED BY THE HEARING AUDIENCE

During the course of the hearing a form was made available by the chairman to those attending who wished to make suggestions and recommendations but were unable to testify because of time limitations. The form read as follows:

"If there had been time for everyone to speak at the hearing on 'Older Americans in Rural Areas,' I would have said:"

The following replies were received:

MR. AND MRS. HENRY MATHIAS, WEISER, IDAHO

I thought that the impact program was one of the best projects for the aged as it helped financially those of us with low income who need medicine all the time.

Also helped the morale.

I noticed Henry was becoming depressed when he didn't have work and would then get a small job of garden work or leaf raking and would seem more contented.

MR. AND MRS. KEITH S. RUDD, BOISE, IDAHO

The Green Thumb program would provide a wonderful opportunity for many elderly people in Idaho. It would provide added income and a feeling of being loved and needed.

Our great concern is for the elderly people who are beyond the age of being able to work or care for themselves. Benefits from Social Security or other retirement programs cannot provide them with an adequate income.

We are assisting an elderly man & wife with physical and financial problems whose income is \$292.55 a month. The husband, age 82, is a patient in a nursing home which costs \$345.00 a month for room and board. All other services are listed as an extra charge bringing the total monthly charge to \$400.00 and up.

In order to meet these costs the wife had to sell the equity in their home, use their savings and rely on their children to meet their debts. These people are very proud and dread the thought of having to apply for Public Assistance.

Public Assistance in Ada County pays \$255.00 a month for nursing home care yet the private patient pays over \$400.00. Surely some assistance could be given to help the private pay patient from becoming dependent on Public Assistance. We agree with Arkansas Representative, David A. Pryor's statement, "I have nothing against profitmaking but I am against exploitation".

Duane Higer, Executive Director Bannock Nursing Home, suggested we scream, holler, yell and call the Health Department about unsanitary conditions and over charges. We telephoned, wrote letters, had others telephone and write letters to the Health Department regarding conditions at Midland Manor Nursing Home in Nampa, Idaho. We complained of dead flies, patients sitting with their bare feet in a pool of urine, hair uncombed, false teeth out, eye glasses off, filthy clothing on, untouched food trays by the beds of patients unable to feed themselves, yet being charged \$1.00 a day extra to be fed. Although conditions improved somewhat we moved the member of our family to a Boise nursing home on February 15, 1970.

Our plea to the Congress of the United States is to raise Social Security and Railroad Retirement benefits to a guaranteed adequate income. Provide private pay nursing home patients assistance or raise the public assistance allowance to ease the burden of the private pay patient.

MRS. OCIA STEVENS, WEISER, IDAHO

To keep the EMPACT going, I think its nice for the elderly people. Gives them a little extra money to live on and helps the ones out who isn't able to work. I am one of the unfortunate ones, who isn't able to work, and very low income, even a little help is better than none. They have already helped me a lot otherwise it wouldn't be done, yard work, weeds, and so forth. I think the elderly people need help, and the EMPACT is a wonderful thing to have going. I sure hope they continue to do so, for we really need it.

MRS. ALICE S. BRENNAN, NRTA DIRECTOR, BOISE, IDAHO

Thank you for your concern for the welfare of the aging. The agencies already functioning have been very helpful in making lives of the elderly more pleasant and in giving retirees a new interest to make their life more dignified.

I urge your continued support in legislation which will help the aging to be more independent and less dependent on welfare agencies.

JACK N. WALL, ADMINISTRATOR, CASA LOMA CONVALESCENT CENTER,
PAYETTE, IDAHO

The program "Green Thumb" is a very worthwhile program, and I would like to see it inaugurated in the Payette County area.

We now have a very well coordinated and successful senior citizen program in Payette administered by Mr. Ivan Simonsen, and I believe that the "Green Thumb" program could be spliced into the senior citizen program in this area. The only thing that I can say that Payette has as a resource that is really recognizable is older people.

As you know, our tax base here is low and our real estate has low value. We have a vast park administered by the city and owned by the local Kiwanis Club, and this is one area where we could use this program.

As a nursing home administrator who sees the ego of these great American pioneers destroyed by poverty, I can assure you that I want to help to do something about this program.

We appreciate your concern in this area. On behalf of the people I represent—the residents at Casa Loma Convalescent Center—I want to thank you for what you have done for the senior citizens of this country.

If I can in any way help you in the furtherance of programs for the aged in this state and nationally, I would appreciate hearing from you.

W. A. HEMENWAY, WEISER, IDAHO

As I did not speak at the hearing Feb. 24th at Emmett, Idaho, I feel I should say a few words about the Senior Citizens in my community and what the EMPACT program has been doing for us Seniors. Washington Co., where I live, is not an industrial center but is mostly agriculture and farming. As you will recall people on farms did not receive benefits from Social Security for some time after it was in force. Many of these Seniors moved before they received benefits from Social Security. Others like myself retired on account of age but received small Social Security checks just enough for bare necessities but with what we earned from EMPACT added to our Social Security we were able to do some improving in our homes and living has been a lot nicer for the Seniors who get some work. And for the Seniors who are able to do the work it also boosts the morale in the community and at the same time beautifies the homes and makes it a better place in which to live.

EARL K. SIMERSON, WEISER IDAHO

Without the program EMPACT will mean a great hardship to our community as it has done so much for the elderly. I had worked on EMPACT from August till the funds were exhausted and enjoyed it. I am a few weeks from being 61 years old and only have one eye which makes it hard for me to find employment at my age. I feel the program was helping me in giving me an income while helping others. Thank you.

○