

# USEFULNESS OF THE MODEL CITIES PROGRAM TO THE ELDERLY

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HEARINGS  
BEFORE THE  
SPECIAL COMMITTEE ON AGING  
UNITED STATES SENATE  
NINETIETH CONGRESS  
SECOND SESSION

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PART 3—OGDEN, UTAH

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OCTOBER 24, 1968



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<sup>1</sup> Five vacancies in committee membership were caused by the departure from the Senate of Senators George A. Smathers (Democrat, Florida), Wayne Morse (Democrat, Oregon), Edward V. Long (Democrat, Missouri), Frank Carlson (Republican, Kansas), and Thruston B. Morton (Republican, Kentucky). With the adjustment early in 1969 of committee party ratio from 13-7 to 11-9, one Democratic vacancy existed and was filled by Senator Hartke. Senators Murphy, Fannin, Gurney and Saxbe were appointed to fill the remaining vacancies.

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## USEFULNESS OF THE MODEL CITIES PROGRAM TO THE ELDERLY

THURSDAY, OCTOBER 24, 1968

U.S. SENATE,  
SPECIAL COMMITTEE ON AGING,  
*Ogden, Utah.*

The committee met, pursuant to recess, at 9 a.m., in the auditorium of the Golden Hours Senior Center, 650 25th Street, Ogden, Utah, Hon. Frank E. Moss, presiding.

Present: Senator Frank E. Moss.

Also present: William E. Oriol, staff director, and John Guy Miller, minority staff director.

### OPENING STATEMENT BY SENATOR MOSS, PRESIDING

Senator Moss. The committee will come to order.

We will begin our hearing this morning here in Ogden. This is a hearing being conducted by the Special Committee on Aging of the U.S. Senate.

We are here in Ogden today for the third hearing of the special committee on the subject of the usefulness of the model cities program to the elderly. And I might add that it is a pleasure to be here with friends and neighbors—people who have a story to tell our committee.

That story is different from the one told in Washington, D.C., when we began our hearings in July. At that time we heard for the most part from Federal officials who told us that they placed high priority upon the needs of the elderly in their thinking and their hopes for the model cities program.

That story was told at the grassroots level in Seattle, Wash., just 10 days ago. There at a senior center in a public housing highrise overlooking the city and Puget Sound, we listened to people who are far along in their planning and successful in their funding. They had good examples. They had high hopes. And they admitted that they had major problems. They know it will take much more hard work before they can make their model city project succeed.

Here in Ogden there is another part of the story.

For one thing, the size of this community give us a new viewpoint about the model city program. Ogden is big enough to know the problems that come with dynamic growth. It is also small enough for each citizen to feel there is a part for him or for her to play in any effort to improve the community.

People here know what other people are doing, and they care about what other people are doing, and they want all people here to find satisfaction and promise from life.

That spirit has helped you in Ogden to do many things, and that spirit has helped you to try many experiments. Your response has been positive to many new programs offered by the Congress. But unfortunately the response in Federal funding has not been equally as positive.

I am well aware of the many applications you have made for assistance of one kind or another, and I am equally aware that you are determined to find the way to the goals you share.

#### A "TOTAL EFFORT" BY OGDEN

Your experience with the model cities program to date is a matter of some pride and some concern to me. From what I know of your work here, I know that you have made a total effort to meet the requirements of the program. I am proud that I represent such a determined group of farsighted people. My concern arises from the fact that a community can be expected to respond only so many times to challenge. Sooner or later, a signal of ultimate success is needed. I am very hopeful that today's deliberations will provide the impetus needed to help us get that sign.

I'd also like to refer you here to the words of witnesses both in Washington, D.C., and Seattle. The witnesses were asked basically the same question: Is the model cities program too cumbersome or complex to be effective?

The answer in both cities was almost identical. The model cities program must succeed, because it is needed so much. You, here, apparently feel the same way, and I know you will keep trying.

The city of Ogden has much to tell this committee, and our testimony will begin with a statement by your mayor.

I say that we are pleased indeed that the mayor is able to be here this morning. He has been one of the most active mayors in the country, working in the city of Ogden on the preliminary planning and the application that was made before the model cities grant.

And he will be our first witness and welcome us to the city of Ogden.

I might explain that seated at the table are the majority counsel and the minority counsel of the Special Committee on Aging who have come from Washington, as well as Mr. Barksdale, who is the counsel in my office in Washington.

These gentlemen have all been serving on these hearings and are available here to help in any way.

So if any person has any problem that he wants to bring up, so that it will not interrupt the hearing, he may talk to one of these gentlemen. He may leave the table for that purpose.

I say that because we have a certain list of witnesses that we are going to hear this morning, and within the limited time we have, this is probably all that can be covered.

But I do want to make it clear that any person who would like to make a statement or a comment for the record may do so, and we have a form provided for this. It is over here at the edge of the table where a written statement may be handed in and may be put into the record.

I should explain also that at a hearing of this sort, held by a congressional committee, every bit of testimony, everything that is said, in fact, goes into the record and is recorded in here, and finally a printed transcript of the whole proceeding is issued.

Everybody who testifies will automatically receive a copy of that transcript, so that he may examine it and see his statement is in there correctly and read the statements of everybody else.

Anyone who does not testify and would like to have a copy of the record may leave his name here at the table, and it will be mailed to them after it is printed.

Based on the record that is made, the full committee then meets and discusses the subject matter of the hearing and prepares a report. This is the important thing that comes out of these hearings—the report that is issued by the committee and sent to the floor of the Senate.

Based on that report, there may be legislation needed. We don't know yet, but if there is going to be a need for legislation, it will be drafted and introduced and considered by the Congress.

Or the report may call attention to deficiencies and may make recommendations as to planning or administration—whatever the committee feels would make the model cities act better so far as the needs of the elderly citizens are concerned.

That is our focus in this set of hearings.

We have had some very excellent testimony in other areas, and I am sure that we will have more today.

Our first witness, then, will be the mayor of the city of Ogden, the Honorable Bart Wolthius.

We are very glad to have you, mayor, and we understand your busy schedule. We hope you will be able to testify and we will certainly be very glad to excuse you when you have completed your testimony.

Mr. WOLTHIUS. Fine, thank you.

**STATEMENT OF HON. BART WOLTHIUS, MAYOR,  
CITY OF OGDEN, UTAH**

Mr. WOLTHIUS. Senator Moss, and staff, we certainly extend a hearty welcome to you on being here with us today. It seems especially appropriate to have one of our own Senators here to listen to the problems that we have on aging, and some of the other problems that may come up at this time.

As mayor of Ogden City, I extend to you on behalf of the citizens of this community a hearty welcome as you listen to the testimony of the hearing being held in our Golden Hours Center.

We appreciate your consideration in coming to our community to obtain our views on this most vital and urgent problem. We are aware that the various sections of the country provide conditions which may be unique to their particular area. We, here in Ogden, feel our conditions are somewhat unique in that we have many, many retirees—perhaps a greater amount than would normally be the case in cities of our own size.

Because of the large portion of our people working for the Government and being covered by civil service, we have an unusually high number of people who have attained what we would refer to as the "golden age." I think we have recognized some of the responsibility which we have, as a community, to these people in providing facilities for some of their leisure time.

We know that this is but a step in the direction in which we should go. This, coupled with the possibility of being included in the model

cities program, would be a great aid in providing the necessary considerations for our elderly.

The Golden Hours Center is situated in a park surrounded by older homes and apartments which house a great number of our senior citizens. However, it is several blocks distant from the area designated as the "model neighborhood area." The older adults of that area are not likely to use the facilities provided by the Golden Hours Center to any great extent because of lack of transportation.

While the percentage of deteriorating and dilapidated housing in the area immediately surrounding this Golden Hours Center is estimated at 13 to 25 percent, the percentage in the model neighborhood area is 25 percent and over. While many of the older people in this area may own their own homes, they now live on a tiny social security check which does not allow them much money for maintenance or repair of their homes.

#### 2,000 65+ IN TARGET AREA

We find there are almost 2,000 persons 65 or over within the model neighborhood area. About one-half of the people in the model neighborhood area are of Spanish American background, and although the younger members of their community have learned to speak our language, many of the elderly have not.

Thus, the language barrier added to the low income, substandard housing, and the structure of the Spanish American family keeps them completely isolated from others in their own age group who are of different ethnic and racial groups.

We in Ogden have recognized great potential value in the model cities program to enable us to provide services and programs which cannot be otherwise funded. As mentioned earlier, the elderly in the model cities area are isolated geographically, culturally, and socially.

We have recently completed a very fine neighborhood facility in the area, but are severely handicapped for lack of funds to operate many needed services for the elderly. We would anticipate using model cities supplemental grants to establish subcenters to provide educational, recreational, and medical services to the aged and indigent.

We have the space in our neighborhood facility to operate this service and would fund it through the supplemental grants. This program would be operated as part of our citywide golden hours program but would offer the special services and facilities needed by the people in this area.

#### NONPROFIT HOUSING CORPORATIONS

Providing decent, safe, and sanitary housing for the senior citizens is a special concern. Money from the model cities program could be used to assist in establishing nonprofit corporations to construct and operate the housing for senior citizens, utilizing the various provisions of the U.S. Housing Act.

We realize that the problems of the elderly are closely related to the many other social, economic, and physical problems in the model neighborhood area. Coordination among the many agencies, both public and private, is one of the problems recognized by all the agencies. The model cities program would have enabled us to bring together these many agencies for a concentrated attack upon the many interrelated problems.

While Ogden City has submitted two planning applications, funds have not yet been provided for carrying out the detailed planning which would be necessary before an action program could begin. We are aware that some of the public and private agencies, including Ogden City, have held certain plans and programs in abeyance until the model cities program is underway. We think this program would provide us with the means to begin to solve many of the apparent problems and particularly those dealing with the aging population since the funding requirements are relatively modest, and could produce great benefit.

We are grateful that this hearing is being held here and hope that we can present useful information to the committee, particularly as to what we see are Ogden's particular problems.

Senator Moss. Thank you very much, Mr. Mayor, for that fine statement.

The committee is well aware that Ogden has done some preliminary planning and was in a position to utilize funding for detailed planning, but the money has not been available.

What is the approximate amount that you estimated you would need for the detailed planning work?

Mr. WOLTHIUS. May I refer this to Mr. Olenberger or Mr. Burnham?

Could you answer this, Mr. Burnham?

Mr. BURNHAM. Yes, sir. Our planning application, Senator, was for approximately \$150,000 to be spent over a year period.

Now, I think it should be explained. We felt in drawing this application together that we would like to initiate some action early in the planning program so that a fairly good amount of this would be for the actual program as well as the detailed planning.

We felt that there were some obvious needs that could be met early in the planning phase, and so we felt it would be wise to get some action going on the program as well as the detailed planning for longer range programs.

Senator Moss. Thank you, Mr. Burnham.

The amount of money is roughly \$150,000, which in one sense seems like not too large an amount of money, but it could be most effective in the planning in a city of this size.

We do thank you, Mr. Mayor, and we appreciate your leadership, your coming here to tell us about Ogden's position in this matter.

Any of the staff have any questions?

Thank you.

We will be very happy to excuse you. We know you have other commitments.

Mr. WOLTHIUS. Thank you, Senator.

(The chairman, in a letter written shortly after the hearing, addressed the following questions to the witness. Questions and replies follow:)

*Question I. Your proposal to use Model Cities funds "to assist in establishing non-profit corporations to construct and operate housing for senior citizens" is of great interest. If additional details of those proposals are now available, we would like to have them for the hearing record.*

Answer: During the past year an apartment building was built using funds from the Community Facilities Administration (CFA). This structure contains approximately 100 dwelling units and it was sponsored by a nonprofit organization to provide special housing for those citizens 65 years of age and over. We have been very much interested in this and similar programs relating to housing for the aged. We have seen particular possibilities in some of the provisions of the Housing Act of 1968 administered by the Department of Housing and Urban Development. One of the requirements is that there be established non-profit corporations to assist in development of housing for moderate and low-income individuals and families. We have had some discussion with such groups but one of the obstacles has been some moderate funding to get the non-profit corporation organized and to provide some relatively small amount of money for operation of the corporation in getting housing projects underway. We are thinking not only of new housing development but the possibility of rehabilitation of existing deteriorating housing in certain neighborhoods in Ogden City. We find that the non-profit housing corporation is a very good approach to this but it would take some money to assist in getting such a group in operation. It was our feeling that part of the supplemental funds from the Model Cities Program might well be used for this purpose and that we could realize a large dividend from the use of a relatively small amount of money by this plan.

*Question II. You also stated that the Model Cities Program would have "enabled us to bring together these many agencies (public and private) for a concentrated attack upon the many interrelated problems." We would like to have a list of the public and private agencies that would be involved, together with any suggestions you may wish to provide on how coordination would be effected.*

Answer: As stated in the hearing we were very much impressed with the possibilities offered by the Model Cities Program to bring together and coordinate the efforts and activities of the many public and private agencies dealing with the many problems in the Model Cities area. A partial list of the public and private agencies which we intended to bring together is as follows:

Agencies related to the U.S. Department of Health, Education and Welfare, such as the Utah State and Weber County Departments of Public Welfare, Local Office of Social Security, certain offices of rehabilitation services, etc.

Agencies related to the Department of Housing and Urban Development such as the State Federal Housing Administration Office, the Urban Renewal Administration and several other branches of the Regional Office of Housing and Urban Development.

Ogden Area Community Action Program and other offices of the U.S. Office of Economic Opportunity.

The Utah State Employment Service and their several related activities.

Ogden City School District.

Weber Area Council of Social Services.

Ogden City Government.

Weber County Industrial Bureau.

Ogden Chamber of Commerce.

Weber County Homebuilders Association.

Ogden Central Labor Council.

Weber County Health Department.

This is not a complete list but at least provides a sample of some of the agencies which we feel would be strengthened through coordination mentioned. We should also mention that it was our hope and intent to be able to identify and involve a number of agencies or organizations of people within the Model Cities area. We felt that one of the problems has been a lack of participation and involvement of organizations which might represent groups within the Model Cities area.

Senator Moss. We are now going to have a panel of three witnesses to the witness table up here, to talk about the goals of the model cities proposal.

Mr. Dean Gardner, representing the Community Council of Social Services, and Mr. Owen Burnham, who spoke just now, of the city planning department; and Mrs. Jean Moncla, executive director of the Golden Hours Center.

I, at this point, also want to express our appreciation for the use of this Golden Hours Senior Center hall for holding our hearings. It was generous to make the offer that we could meet here under these very fine circumstances.

It is centrally located so it is available to all in the city of Ogden.

Would the three people that I called come over now and be seated at the table, please?

All of the witnesses who are appearing today have prepared statements which are before the committee, which is a part of our procedure, and I wanted to make it clear the witnesses may proceed in whatever way they wish to do.

If they wish to have the full statement placed in the record and summarized—or “highlight” the statement—that may be done, and the full statement will appear in the printed text.

Or if they would prefer to read the statement, they may do it in that manner.

Each witness must decide for himself how he would like to proceed. We are just anxious to get the maximum amount of information we can into our record.

I will ask Mr. Gardner if he will proceed first.

#### STATEMENT OF DEAN GARDNER, COMMUNITY COUNCIL OF SOCIAL SERVICES, OGDEN, UTAH

Mr. GARDNER. Thank you, Senator.

And you mentioned I have a prepared statement. I think it would probably be more fitting if I were to ask you to include it in the record as it is prepared.

Then I will take a moment of the time that I have here to point up the highlights in the statement as they relate to the purpose of the hearing, as you have stated at the beginning.

Senator Moss. We will proceed in that manner. The full statement will be in the hearing record. We will hear the comments, then, of Mr. Gardner.

(The prepared statement follows:)

#### PREPARED STATEMENT OF DEAN A. GARDNER, PAST PRESIDENT, COMMUNITY COUNCIL OF SOCIAL SERVICES, OGDEN, UTAH

Honorable Senator Moss, in response to your letter of October 7, 1968, I am pleased to have this opportunity to appear here. We are distinctly honored and pleased with your selection of Ogden as a city for this hearing. There will be many benefits to come to us from this occasion, both directly and indirectly.

Ogden, with its 80,000 population, is the second largest city in Utah. It has realized steady growth since its settlement in 1847. We have a diversified business and industrial economy and a promising future. About 3½% of our population is non-white. Nine percent of our population is 65 and older. The southwest quadrant of Ogden, population 15,000, is the depressed area. It contains about 1,500 negroes, 97% of the city's total, and about 5,000 or 60% of the city's Mexican population. It contains about 40% of the families with income less than \$3,000 and over 50% of the substandard housing units. The area also has a higher proportion of unemployment and crimes and a lower level of education than the rest of the city.

We thus have the unsatisfactory urban conditions which are the object of the Demonstration Cities and Metropolitan Development Act of 1966, P.L. 89-754.

As we understand the policy behind the Model Cities Act, it is to induce the applying community to use its own initiative to rehabilitate itself. Congress realized that there is a lack of local funds and also that it had created a complex variety of federal-aid programs which are difficult to work with. In this particular legislation the government has offered its aid to the various cities, not only through money, but the aid itself is to be delivered in a simplified, coordinated manner. All of this, of course, if a very attractive offer.

Perhaps you would like to know how Ogden got into this. We in the Community Council received our first information about the Model City legislation from the New York office of the United Fund and Community Councils of America. After a preliminary investigation, our Board of Directors passed a resolution approving the plan and we wrote to the Mayor recommending that Ogden apply. After due deliberation, the City decided to apply. The task of preparing the application was assigned to the City Planning Department. It had qualified itself for this job by having the information it had obtained through its community renewal program, plus seeking ideas and information from other local organizations. From the local Community Action Program office there was some valuable information collected in the Medicare Alert Survey. Unfortunately, census information is seriously inadequate. This is because the Census Bureau has not and will not conduct a metropolitan type census in Ogden. We are handicapped also because some of the demographic statistics about Ogden are kept in the confidential files of the government. The city was assisted by the HUD officials from the San Francisco Regional Office.

We all knew that we had insufficient time and information to submit a completed plan. The Model City application of April 15, 1968 states that "at the time of the submission of this application, analysis of the problems of the area and the changes necessary to overcome the major problems has not been completed." (Part 4, p. 1)

#### EXISTING STRUCTURE FOR ADMINISTRATION

This explains why our application was for a planning grant only. Our request was very modest in size, being \$160,000. The city proposed to use the existing governmental structure to administer the project. I think this was a novel proposal and one which would provide useful information to the federal government as well as help Ogden. We have been told informally by HUD officials that the Ogden plan was well prepared and very deserving. Unfortunately we have also been advised informally that it has been rejected.

The questions you asked me to consider are as follows:

1. What problems or opportunities do you see generally in the model cities program?
2. What suggestions do you have for Model Cities policy or legislative change, particularly in relationship to the needs and special problems of Ogden or cities of similar size?
3. For our hearing record, may we have a brief summary of studies or special projects conducted by the Community Council of Social Services within recent years to focus attention or action on special problems of the elderly in your service area? We would also like a statement on the goals sought by the Council for the elderly in planning for the model cities program.

Perhaps the strongest evidence of our need for the model city planning program is the fact that the Office of Economic Opportunity has recently approved a \$50,000 planning grant for the Community Action Program agency of Ogden. Fortunately this will help us work on some of the things which are included in the model city application.

Unfortunately, more delay and this piece-meal approach will discourage and frustrate those people who are expecting to see some results from the war on poverty.

The real trouble in getting a social program like this prepared and put into operation is that people who need it can only see a short way beyond their immediate situation. They don't see their needs as being very much and they can't figure out why it takes so long and costs so much to plan for a change. It is my humble opinion that if this planning grant application were submitted to the spokesman and the representatives of the poor folks in the target area, they would vote it down. My reason for this is based upon the opposition which was expressed against the planning grant project of the CAP agency. I really don't think the people as a whole know that the application which Ogden submitted to HUD was only for a planning grant.

As an illustration of how slowly the people move in adopting social and governmental changes, I refer you to the newly organized Council of Governments in Weber County. This is a very fine project which our County Commission have recently started. The ironic thing about this is that it was only two years ago when the voters in this county and the state defeated by a sizeable majority a proposal which would have authorized much the same thing. It was a proposal to authorize any Utah community to establish a metropolitan government if it wanted to. What we lacked then was the information and the leadership to show the need. Now we are getting action through publicity and local leadership. I am not sure that the people would approve the change if they had the question on the ballot.

The fact that so few people know the subject matter of Ogden's application for a model city grant is a serious sign of weakness in the local approach. If the people really understood and believed in it there would be a lot more feeling than will be expressed here today.

In your list of questions you ask for the statement of the goals for the elderly sought by our Council in connection with our planning for the Model Cities program. The answer to this question is that we made no such statement. In fact, we didn't do much planning at all or know much about it. I think that an enumeration of the excuses of why we made no statement gets at the heart of some of the weaknesses in the present procedures. These are:

1. We are not asked to furnish any statement in regard to the local needs of the elderly.
2. There was no officially recognized set of goals for the community of Ogden upon which to base a plan for improving the role of Ogden's elderly citizens.
3. There was insufficient time and leadership in which to organize a proper group of informed people to develop a complete plan.
4. The operators of the Model City program have not worked out a system to get widespread local participation so that all affected groups, including the elderly, are assured coverage.
5. We thought our plan was broad enough to provide for the development of services for the elderly.
6. If we were to rewrite the plan right now it could not be much more specific in regard to the elderly because detailed information has not been compiled or is it available.

The fact of the matter is, we had hoped that the Model City program would collect facts and develop a plan. The plan would include many things. It would be a comprehensive city-wide plan and it would establish a strong planning organization and staff. Just how much priority the Phase I Model City planning would give us in qualifying for a Phase II development plan is not clear. Hopefully it would be a big help and we could expect to move right into the development phase. Because, as said before, it is action that is wanted.

#### STRONG PLANNING ORGANIZATION NEEDED

I said above that we expected the plan to establish a strong planning organization. This, I think, is the weakness of the whole process.

How do you plan to get a good development plan without a strong planning organization in the first place? In my opinion this is almost impossible. I think this points out the need for another phase in the development of a Model City project for cities like Ogden.

The objective of the first phase of planning would be to develop a strong local planning organization equipped to analyze the problems and make decisions. The answer may lie in the "Systems Approach." I have never worked with it, but I have read about it and I understand that it helps define goals in a complex situation and helps design a plan for reaching the goals. I understand the processes involved in the "Systems Approach" have been successfully used in social situations. I think we need a local planning organization built around the "systems approach."

As the situation stands in Ogden, we do not have anything going for us in the Model City program. It is just another "plum tree" that the government has planted with lucrative, juicy fruit which is tempting to us. We liked the offer of its fruit because it proposed to give us a useful coordinated social service program. The question is, do we have enough energy to make another attempt? In assessing our position, the planners have made some progress. We realize a little more about what our needs are. We will slowly continue to try to get them satisfied. If it isn't through the Model City program, it will have to be in some other way. I think we

will eventually wind up with something like the "Systems Approach." This will come when all of the various interests are pulled together by some strong local leader or force.

Hopefully we will eventually get a model city's grant. My thoughts are that it will have more chance of success when it lays a proper foundation as part of the project. The laying of a proper foundation will take valuable time but I think it will be useful in the long run.

In conclusion, I think the philosophy that is behind the Model Cities program and its far-sighted, desirable features is a recognition that procedures for getting things done are as important as the things themselves. In some situations the means are more important than the ends, and in the delivery of federal-aid to local services, I think this is one of them.

Mr. GARDNER. First of all, Senator, the Community Council of Social Services is unofficial in the sense that it is a nongovernmental expression, and it is an opportunity for me to appear in behalf of a number of organizations in the community to tell you how our community is organized in its nongovernmental approach to the analysis of the model cities program as it relates to the program of the elderly.

Our executive director, Margaret Johnson, unfortunately is out of town, and she was asked to be one of the witnesses here today.

She has prepared a written statement.

I think, Mr. Oriol, at this time I should offer her statement for inclusion in the record in her behalf.<sup>1</sup>

Senator Moss. Well, we have a copy, and that will be included in the appendix of the hearing record.

Mr. GARDNER. I think perhaps that the key statement in your introductory remarks is the question of whether the model cities program is too complex for a community of the size of Ogden to deal with.

My statement approaches this question with the thought in mind that as we understand the approach of the model cities program, it would be of great benefit to us in Ogden for the reason that I think that it would help to simplify the complex rather than add additional complications to it.

The sense of the model cities legislation is that the model city fund which would come to the community would include with it certain assistance to break through some of the complications of the various departments of government and permit coordination and proper timing of the services that are available through the various programs in the various departments of the HUD and the HEW and OEO.

These various programs have different approaches, and the timing is so unpredictable that we in the community are left in a frustrated position.

For instance, in this particular approach to community planning, certainly we need assistance in the organizing of the community so that it can have the proper attitudes and the proper organization to receive the opportunity that is available.

Because of the complications that are involved in social service work, we, I think, have an initial planning problem different from the planning of the physical structures that are in the community in its physical zoning and other physical problems.

So that I think that the real challenge, as far as the making of the model cities program effective, is to find out what the clue is and

<sup>1</sup> See appendix 1, p. 317.

how the process works to get the community organized so that it can properly respond to the opportunities that are available in the model cities program.

Now for instance, I think, at the present moment we have, relatively a small amount of representation at this hearing today—not a very large amount of interest involved here in the community.

And that is because the community doesn't know what the opportunity is, and they were not even really excited and concerned, when the planning application was rejected because they didn't know what it was all about in the first place.

### ORGANIZING THE COMMUNITY

So the initial phase in making the change in the elderly or the welfare, or in the other urban problems, is a matter of organizing the community so that it can understand its problems and becomes anxious in itself—not from outside—but within itself to bring about the changes in the attitudes and the habits that will be necessary in order to receive and make good use of the program that the model cities offers.

Now, getting back then, as I say, to these various agencies—HUD, HEW, OEO, et cetera. They have programs that are available but they are each, in its own complicated way, separated. The model cities project provides an opportunity to bring together the various benefits, to analyze their usefulness to the community, to plan where they would help us and with Federal technical assistance, as I understand, prepare a comprehensive plan. The kind of administration that is to be offered through the grants and supplemental grants to assist the community in the model cities program of demonstration development will cut through the redtape of some of the agencies and provide for coordinated services from the Federal agencies to Ogden.

I think that is the real opportunity available.

Now, just as one final point, as far as the elderly who are being served, we have this fine facility here that we are meeting in. The Federal Government didn't have anything to do with this. This wasn't generated by any sense by the aging program in the Department.

This was local initiative. It is bonded by local vote.

But when it comes to bringing the group that worked on the development of the Golden Hours Center into the program of the preparation of the application for a model cities application, they didn't participate in it.

Why didn't they participate in it? Nobody asked them to participate in it. Why didn't they ask them to participate in it? Because nobody thought about it.

That's probably a responsibility of my agency, for instance, to have helped determine all the interested groups that should be brought together to develop a local planning organization which would be completely responsive for the community.

My agency, my group, is very small—it is a lay group of the interested community people. The executive director is on a part-time basis. We just don't have the time to make the suggestions, but we don't have the responsibility, either, to do the organizing.

So I think that the first step in the community action program, to accomplish the model cities project, would be the very specialized

concentration on improving the community organization to receive the model cities opportunities.

Thank you, sir.

Senator Moss. Thank you, Mr. Gardner, for that very good insight into the needs of involving all of the areas of the community—the agencies organized or nonorganized—in the community.

Now, if it were possible to get the grant—get the funding of the grants we are talking about—would that stimulate or be a figure for getting the others interested, or how should we do this? How should we get them all involved?

Mr. GARDNER. I think that Mr. Burnham would be able to explain how the plan that has been presented would work to get down into the community, to get the community's support and the community ideas.

I personally believe, though, that that part of the plan is weak. I think that what we really lack in communities of this size is some preliminary establishment of the goals and the objectives in our community, rather than just identification problems.

#### A SYSTEMS APPROACH TO PLANNING

I think that we need something like the systems approach that McNamara used in the Department of Defense. I believe it is called systematic planning. If we had that systems approach, which I understand will help to establish goals in a complex situation, and then help to explain how those goals can be arrived at, if we had that step organized so that we could go to the community before we tell the community that we have got a model cities project, so the community would be able to see whether or not—well, maybe I should strike that, and say, as a part of the development of the systems approach on a local level, there should be an interagency organization of the various significant groups and agencies on the local level who are part of the community.

The representation from these different agencies should come to the systems meeting based upon a resolution, or some process by which they actually represent the group, so that the entire community is a part of the establishment of the goals.

Now then, after we have established the goals, then I think we are ready to begin to make an application for action on a model cities planning proposal.

The planning proposal then is a proposal which would tell us what we need for physical improvement.

Then the third step is the demonstration in the city, the program of realization.

Senator Moss. Thank you.

Do you have a question?

Mr. ORIOL. Your written statement notes that your application was well received by the, I believe, regional office.

Mr. GARDNER. That is what I have been told, Mr. Oriol.

Mr. ORIOL. In your preparation of the report what advice did you get? Were there any field visits to Ogden by Federal representatives?

Mr. GARDNER. Well I think that on this point it might be interesting to you, Senator, and to the committee to understand how this sort of thing gets going in a community.

## COMMUNICATIONS TO THE COMMUNITY

We don't have any professional leadership in the sense that they can get communication directly from the Congress and interpret it—the opportunities that exist.

First of all somebody has to tell us that this is a good thing. Now the usual process by which we are notified about this is through the national organizations that the various hopeful groups belong to—the council of mayors, the united funds, and the Community Council of America, in New York City, to which the community council belongs—and that sort of thing.

We are the ones that are usually first notified of such things as the model cities opportunities. So having been told of this our council investigated and we felt that it was a good project, and we wrote to the mayor and advised the mayor that our group of the community felt it would be desirable for the mayor to initiate action to apply for a city grant, and I assume that the various local groups did the same thing.

As a consequence, the mayor then felt it would be a good thing. It was assigned to the city planning department—Mr. Burnham. That department, however, as I understand it, has in the past been almost exclusively responsible for physical planning of the use of land, roads, zoning, and that sort of thing—so there is really no good place in a community of this size—where you find any governmental knowledge on the social services problems.

Anyway, at that stage I assume that Mr. Burnham was in a position to talk to the HUD representatives from the regional office in San Francisco.

Their office came here to Ogden with representatives. I assume that they came from a separate branch of HUD, because I know that those men have been here on other occasions—or the office of HUD had been here—dealing with housing problems separate from the model cities approach.

But anyway, they came here and they met with what was pulled together by Mr. Burnham for the purpose of trying to get together an application.

They did help us very much.

Senator Moss. Well, thank you very much, Mr. Gardner.

(The chairman, in a letter written shortly after the hearing, addressed the following questions to the witness. Questions and replies follow:)

DEAR SENATOR MOSS: This is in reply to your letter of November 12, 1968 in which you note my appearance at the Ogden, Utah hearing of the Special Committee and ask for answers to the following questions:

1. Your statement says: "The city proposed to use the existing governmental structure to administer the project. I think this was a novel proposal and one which would provide useful information to the federal government as well as help Ogden."

Do you mean that no Community Development Agency would have been established? How would you have met federal standards in this respect? I would very much like to have additional discussion as to how the proposal would provide useful information as well as help Ogden.

2. You also said, after discussing the need for a good development plan, that your experience in Ogden "points out the need for another phase in the development of a Model City project for cities like Ogden." I'd very much like additional discussion of this point, and how your "systems approach" could be applied in connection with it.

The Model Cities Act says that a "City demonstration agency" means the city, the county, or any local public agency established or designated by the local governing body of such city or county to administer the comprehensive city demonstration program. (42 U.S.C.A. § 3312(2)) Pub. L. 89-754, Title I, § 112.

Ogden's plan is to have a Community Development Agency operate within the structure of Ogden's city government. The governing body of the CDA would be the City Council. This appears to satisfy the requirements of the act.

In regard to the ways in which the project would provide useful information as well as be of help to Ogden, I had reference to the fact that there are hundreds of similarly sized cities with similar problems. None of them know just how to go about the task of planning and organizing to successfully and smoothly correct the conditions that exist in the slum areas. Those fortunate cities who do receive federal assistance to enable them to plan and execute comprehensive changes will be able to help the rest of the cities who do not have a grant by being an example for them. This is what I had in mind when I spoke of useful information. There are more cities the size of Ogden than there are cities the size of Los Angeles and so the power of example set by a city of our size would be greater than by the big cities.

In regard to question No. 2 and the reference I made to another phase of planning, I refer you to a recent article in the July-August 1968 issue of the magazine "Community" published by the Community Funds and Councils of America and the article on page 5-7 entitled "A 'Systems Approach' to Social Problems" by Larry Merrill, copy attached.<sup>1</sup> The article asks the questions "But can any executive director today make the right decisions for thousands of citizens without being sure what those citizens want, what they think is important, and which services they believe are most urgently needed?" It says that the San Bernardino planners answered the question No. They then proceeded to develop a program to involve the citizens. The article decides how the community was organized to activate hundreds of voluntary participants.

The "systems" program is described in the article as follows:

The systems approach looks for the "over-view" of any problem and then applies the following resource management tools to find the problem's solution: definition of goals and objectives; identification and definition of constraints; identification of total resources required and available; identification of success criteria; preparation of a plan of resource allocation, including tasks to be accomplished, task assignment, schedules, resources, organization structure, program implementation and evaluation \* \* \*. Criteria for the selection included the probability of success, the cost involved, and the presence of the problem throughout the UCS area. \* \* \*

This is about what I have in mind and coming from a community worker who has experienced it and used it, it appears to me to be a good statement.

It seems to me that if the government were going to provide greater insurance for success in the community action and other federally financed local programs to bring about the social goals which it seeks that this type of planning and organization would do it.

Sincerely yours,

DEAN A. GARDNER.

Senator Moss. We will now hear from Mr. Burnham. Would you like to proceed, Mr. Burnham?

**STATEMENT OF OWEN W. BURNHAM, DIRECTOR OF CITY PLANNING, OGDEN CITY CORPORATION, OGDEN, UTAH**

Mr. BURNHAM. Thank you, Senator Moss and staff, and ladies and gentlemen.

I have prepared a written statement which has been submitted, and I think it would not be necessary to repeat that.

There are a few comments that I would like to also place in the record in addition to this.

Senator Moss. You may do that. The full statement will go in the record.

<sup>1</sup> Appendix 1, p. 321.

(The prepared statement follows:)

PREPARED STATEMENT OF OWEN W. BURNHAM—DIRECTOR OF CITY PLANNING  
OGDEN CITY CORPORATION, OGDEN, UTAH

USEFULNESS OF THE MODEL CITIES PROGRAM TO THE ELDERLY IN OGDEN, UTAH

*I. General background of model cities activity in Ogden, Utah*

Ogden City has been interested in participating in the Model Cities Program from the time when legislation was first passed. A first round Planning Grant Application was prepared and submitted April 27, 1967. This Planning Grant Application was not funded in the first round of "Model Cities," and a second round Planning Grant Application was prepared and submitted on April 15, 1968. To date this Planning Application has not been funded by the U.S. Department of Housing and Urban Development.

In preparation of both Planning Grant Applications, a Technical Committee representing many of the public and private agencies concerned with the economic, social and physical problems in the Model Cities area worked closely together to develop the planning proposal. This Technical Committee included a number of citizens from the proposed Model Neighborhood area. The preparation of the Planning Application was useful in helping to identify problems and to devise suggested procedures which would be followed during the planning period of approximately one year. It was intended during this one-year planning period to develop a specific program to coordinate and carry out the many related activities and to devise new programs to meet needs which became evident and which could not be carried out through existing agencies and programs.

*II. Relationship of model cities programs and other programs supported by Federal funds*

In the preparation of the Planning Grant Applications, the Technical Committee spent many hours identifying the problems, both in terms of program content which were presently available, and in terms of coordination of the various programs. One of the greatest problems identified was broad scale coordination and relationship of the many programs which were either being carried out or were potentially available to Ogden City. One of the needs identified was for a Comprehensive Data System which would make available to the several agencies data dealing with the social, economic, and physical problems of the area. It was found that all of the agencies had data dealing with their own particular problems and with the people or conditions with which they were directly concerned. However there is no Comprehensive Data System now in existence which could help in rationalizing the relationship between the services actually needed and the services and programs available in the Model Cities area.

During preparation of the Planning Application, many problems were identified and analyzed in terms of action which would need to be taken. Some of the most serious problems dealt with environmental conditions, deteriorated and dilapidated housing, health problems and services, employment and education, and the problems of the racial minorities in Ogden City.

*III. Use of model cities supplemental funds if this program were available in Ogden City*

While it was not possible during the preparation of the Planning Grant proposal to develop specific programs in detail as to how supplemental funds would be used, it became evident that there would be a great need for such supplemental funds to assist in carrying out programs and provide services which are not now available through existing programs in Ogden City. The uses for supplemental funds which were discussed and which appeared to be most useful would have been as follows:

1. *Housing.*—Use of supplemental funds to assist in supporting and encouraging nonprofit sponsors to develop programs for rehabilitation of existing substandard housing and construction of new housing in the Model Neighborhood area appeared to be very important. It is evident from the study of the Community Renewal Program in Ogden City that many of the elderly live in substandard housing in the Model Neighborhood area. The provision of decent, safe and sanitary housing for the specialized market of the elderly is not being met through the regular housing market. It would be of great importance to develop housing in the Model Neighborhood area and in particular to develop housing to meet the specific need of the elderly.

2. *Services and facilities.*—Many services are not available in the Model City area to the extent necessary to meet the problems. It would be the intent to use supplemental funds to increase the availability of health, education and recreational services in the Model Neighborhood area. Ogden City has recently completed a Neighborhood Facility which has excellent location and space available for services, but at the present time there are no available means to support the service program in this Neighborhood Facility which the need indicates.

Ogden City has recently completed a new Golden Hours Center, which is approximately 2 blocks away from the boundary of the Model Neighborhood area. While this is an excellent facility available to all of the elderly citizens of Ogden, this facility is not and probably will not be used by many of the elderly from the Model Neighborhood area. Supplemental funds would be used to establish sub-centers for the elderly close to the area of need within the Model Neighborhood area itself. One of the places where such facilities and services could be provided would be in the new Neighborhood Facility which is located near the center of the Model Neighborhood area.

One of the problems of the Model City area was the availability of adequate public transportation to residents of the area. This is probably the area of greatest need for public transportation and the area where the least service is being provided. It was anticipated that supplemental funds along with funds which might be available from the Department of Transportation would be used to provide more adequate public transportation to meet the needs of the people in the area.

Through the Comprehensive Data System which would be developed, it would be possible to identify and to coordinate the various programs and to provide supplemental funds to supply the needs of the elderly which could not be met through existing programs.

#### *IV. Changes needed in the model cities policy that would make it more helpful to Ogden and other cities of similar size*

It has been stated that Ogden City has prepared two Planning Grant Applications, neither of which have been funded at the present time. Therefore it is difficult to comment on the changes needed in Model Cities policy until the planning has been carried out and some of the programs have been put into effect. Experience during the preparation of the Planning Applications leads to the following suggestions:

1. *Availability of review and consultation during the preparation of the planning application.*—During preparation of the Planning Application the City staff and the Technical Committee and others involved in the Planning Application had the benefit of the use of the Program Guide provided by the Department of Housing and Urban Development, but they did not have the benefit of any consultation and review of draft copies of the planning proposals. It is recognized that this was more or less an experimental program, but the Model Cities Staff of the Department of Housing and Urban Development could probably have offered some very helpful suggestions and assistance in preparation of the Planning Application.

2. *Written review of planning application by Department of Housing and Urban Development.*—Since neither of the Ogden City Planning Applications for Model Cities has been funded, it leads to the obvious conclusion that certain deficiencies and possibly strong points were found in review of the Planning Application. To date nothing whatsoever has been received from the Department of Housing and Urban Development indicating anything concerning agency evaluation of the planning proposal. Ogden City believes such a review in written form followed by consultation with Department Officials would be most helpful. It is the assumption that had Ogden City presented an adequate planning proposal it would have been funded. Since the planning proposal has not been funded, it makes sense to City officials to be able to have the benefit of the review which has taken place, both in the Department of Housing and Urban Development and other Federal Departments. To date no information of any kind has been transmitted back to Ogden City. In fact, no information of any kind has been received since the Application was submitted in April of 1968. With the extreme importance of this program to the many other activities by many other public and private agencies in the City, some kind of approval or disapproval with the reasons for such action would be very helpful. It would also obviously be helpful to have some idea when such a program would be funded, if it is going to be funded at all. It appears that there has been some considerable delay in action by a number of agencies, awaiting the

outcome of the Model Cities Application. To date nothing at all in the way of evaluation or tentative scheduling has been received by Ogden City.

3. *Coordination among Federal agencies involved in the model cities program.*—While the officials of Ogden City are not in a position to evaluate the coordination which has taken place in review of the Model Cities Application, it has been evident on several occasions that coordination among Federal Agencies has not taken place. Much of the information concerning the Model Cities Planning Application which was made to the Department of Housing and Urban Development, has come from the Department of Health, Education and Welfare, the Office of Economic Opportunity, and the Department of Labor, rather than the evaluation and comments coming from the Department of Housing and Urban Development which is the agency for administration of the Model Cities Program.

Mr. BURNHAM. I think first of all I would like to comment on the support and leadership which has been evident in the community, and I think this is in terms of concrete action as well as intent to plan.

We are sitting in a facility that I think demonstrates the concern of the community to meet some of the obvious problems.

We are justly proud of a neighborhood center which was dedicated last Friday. The neighborhood facility—Marshall White Center—which is in the geographic center of the model neighborhoods area, will provide the space and facilities for many, many programs dealing with problems of the low income and the aging.

I think it is a very great asset to our city's ability and our intent to meet these problems. I think that it would be fair to state that the official support of the city council and the mayor and the city administration has certainly been shown in terms of the accomplishment so far.

I think we saw in the preparation of the model cities application an opportunity for coordination of many public and private agencies. This has already been mentioned. I won't extend this a great deal, but I did want to mention the opportunity that we felt was present to develop a workable and usable data system dealing not only with one segment or one agency's problems, but to make this a comprehensive data system.

For example, there is an ad hoc task force working as a part of the Community Council of Social Services representing a number of agencies discussing this need at the present time, to try to develop some guidelines—some policies—that would guide the development of a data system.

I am interested in this also because we are just completing a community renewal program study in the city of Ogden. This has been going on for about one and a half to 2 years. This CRP will identify problems of renewal, whatever they may be, in the study area.

And as a part of this CRP study we have developed a data system dealing with physical problems primarily, but this is set up in such a way that it could be expanded, we believe, to encompass the social and economic problems and the data that might be available and is available to different agencies.

We have worked with the data center of the University of Utah in this. I am describing this in some detail because I think it is very significant in that I think we have to have good knowledge of what the problems are and where they exist before we can devise solutions for them.

## EMPHASIS ON REHABILITATION

In our community renewal program, which identified physical deterioration problems, we feel that most of the emphasis in renewal activity in Ogden would be in rehabilitation of existing housing and construction of new housing in the areas primarily for the moderate and low income.

And in the new Federal Housing Act that was recently passed, there are many provisions that would benefit us a great deal. We feel, even with the legislative restrictions that we have, we feel that we can do some very interesting and constructive action toward alleviating the housing problems.

I want to repeat what the mayor said, that as we have identified the problems, we know that a large majority of the elderly reside in the model cities area, and that many of them are living in substandard housing. In addition to meeting the many economic and social problems, the model cities program would also be of great help in meeting many of the problems of the housing of the elderly, not only in the model cities area but in the entire area of the city.

I think that the process of drawing up the planning application was a first step. We realized as we were doing this and as we went on with it that it did not provide a total answer.

We were able to get this model cities planning application together in many meetings of a technical committee with representatives from agencies which, while they were acquainted with each other, it was for many of them the first time that they had been able to get together and talk about the problems and to develop a planning approach to them.

I think that we felt, collectively, that this program did offer a great potential, and we saw many specific needs which could be met through this.

With that, and with my written statement, then, Senator, I would be very happy to answer any questions that may be asked.

Senator Moss. Thank you, Mr. Burnham. Your statement was very fine and the comments you have made have been most helpful.

I notice in your written statement you recommend some changes or some uses of the Model Cities Act, and one is the availability of review and consultation during the preparation and planning of the application.

Now, did you have any consultation or help from any Federal officials at all in submitting your planning application?

Mr. BURNHAM. Yes, Senator, we did. I didn't want to imply that we were left entirely alone, although this being an experimental program—an innovative program—the model cities staff in the regional office of the Department of Housing and Urban Development was very small.

And second, I think that it was the intent to leave the applicants somewhat to their own devices to devise a planning approach to this.

And I think perhaps this was good, except that, as in contrast to many of the programs we have participated in, it was not specific enough in terms of what they were trying to accomplish.

Now, perhaps this was intentional, and I think that this approach did lead us to search out our own problems that perhaps we wouldn't have done under a rigidly set program.

“SECONDHAND” AND “THIRDHAND” INFORMATION

On the other hand, I think from my point of view, as we submitted this application, we depended on secondhand and thirdhand information that came from another direction.

As to whether the application was adequate, or where it lacked, or what its strong points were, I felt that in the review of this, there must have been evaluation of it—of the application.

It was obvious that there would have been, and yet to date we have received absolutely nothing on the evaluation of the application.

And if there was a review, if there were comments on this, I don't see any reason why we couldn't have the benefit of them.

I think I tried to stress that in the statement.

Senator Moss. Yes, you did, and that is what I was going to question you about, but you have answered it.

You said you didn't get any evaluation or critique of your application from the Federal departments?

Mr. BURNHAM. Yes. We got this in a kind of an indirect way. We have had contact, and I might say, at least my experience has been that the contact was with very competent and fine staff people.

But often the comment would come from—in a kind of an indirect way.

We made application to Housing and Urban Development, and yet most of the comments we have had have been from staff members in the Department of Health, Education, and Welfare, OEO, Department of Labor, et cetera.

And I have felt this has not been as useful as it could have been.

Senator Moss. That is your third comment—that there is a lack of coordination—centralized coordinated place where you can go and get this information, or get the criticism or the comments that come from various Federal departments; is that correct?

Mr. BURNHAM. Yes. I think there was—as I would understand—an interagency coordinating body set up on the regional level and on the national department level, and so I am glad to think there must have been a pretty careful review of the applications, and yet we have not received any direct guidance on this.

I think this would have been very helpful, because this was a new and experimental program. I think many of us are searching for answers and ways of doing things, and perhaps as this develops and matures, there will be a better procedure set up.

Senator Moss. But I take it you were never informed that your application was rejected. It simply has not been funded; isn't that the situation?

Mr. BURNHAM. That's correct, Senator.

Senator Moss. And this may very well be that the limitation of funds that became necessary in this past year—just happened to catch your application at the level where the funds were not forthcoming, and they may well be in this coming fiscal year.

Mr. BURNHAM. Yes. I think I appreciate that problem, and we are still hopeful on this.

Senator Moss. I am, too. Better keep trying.

Do you have any questions?

Mr. ORIOL. Just one question on coordination.

I believe I heard this morning that your HEW regional office is in Denver. Your HUD regional office is in San Francisco?

Mr. BURNHAM. Yes.

Mr. ORIOL. Where is your OEO regional office?

Mr. BURNHAM. I believe this is in Kansas City.

Mr. ORIOL. I believe this makes for a very interesting problem in coordination.

Mr. BURNHAM. Yes. I am sure that what I have said is not a criticism of any individual agency or office. It is just one of the operational problems that seems to exist. I don't know where the Department of Labor office is, for example.

Senator Moss. Well, thank you very much, Mr. Burnham, for your fine comments on this matter.

I am pointing out to the committee what some of the problems are. This is exactly what we want to know.

(The chairman, in a letter written shortly after the hearing, addressed the following questions to the witness. Questions and replies follow:)

*Question 1. Your statement recommended that review and consultation be made more readily available than it now is during the preparation of the planning application. What would be the best form for such consultation to take? Do you believe, for example, that the Model Cities Administration should have a mobile group of consultants to provide such help?*

Answer. I believe that the review and consultation could be accomplished through the present Model Cities Administrative Staff in the Regional Office if this Staff were allowed or directed to provide applicant cities with any correspondence or review of other agencies concerning their Model Cities Application. I think, for example, that it would have been very helpful to us to have submitted to the Regional Office a preliminary application which could then have been reviewed by the Dept. of Housing and Urban Development and by other Federal agencies who would later review and give us their comments, which could then be incorporated into the final application. What actually happened in Ogden City was that we did have a visit and a review of our Model Cities Application by personnel from the Regional Office of the Dept. of Education, and Welfare from Denver, but we have received no review whatsoever from the Dept. of Housing and Urban Development in San Francisco. I do not believe it would be necessary for the Model Cities Administration Staff to be increased a great deal but only to enable them to pass on to cities whatever the results of reviews of Model Cities Planning Applications.

*Question 2. You also said that "there has been some considerable delay in action by a number of agencies, awaiting the outcome of the Model Cities Application." May we have more details on this point?*

Answer. The opinion expressed of this considerable delay is somewhat an impression concerning other Governmental and private agencies. In the case of Ogden City we are now completing a Community Renewal Program in which we are attempting to outline renewal action in Ogden City for the next ten years or more. With the funding available for Model Cities and with the possible local matching funds which we would have, it would make a great deal of difference to Ogden City in our renewal program planning as to whether or not we are a Model City. I think this would also have considerable to do with our scheduling of public improvements and our relationship with other agencies such as the City School Board, Weber County Government, etc.

It should also be pointed out that the possibility of funding certain programs with the supplemental block grants which would be available would affect scheduling of these activities. It appeared to us as we were planning the Model Cities Application that some programs could be funded with the supplemental grants which would not be possible to fund otherwise.

*Question 3. May we have examples demonstrating that, as expressed in your statement, "much of the information concerning the Model Cities Planning Application which was made to the Department of Housing and Urban Development, has come from the Department of Health, Education, and Welfare, the Office of Economic Opportunity, and the Department of Labor . . ."*

Answer. In response to this question I should emphasize that we have received no formal review from any Government agency concerning our Model Cities Planning Application. However we have heard verbally through the Director of the Community Action Program that he had heard from the Regional Office of the Office of Economic Opportunity certain things concerning evaluation of our Planning Application. We have also had second or third-hand evaluation of our Application from the Regional Office of the Department of Health, Education and Welfare, through local offices.

What I was attempting to bring out here was the fact that we have had no formal review of either of the Model Cities Applications which we have submitted and yet it was our understanding that there were Regional Inter-Agency review teams and review by such teams for the Federal Departments at the Washington level. This certainly strongly implies that formal review of some kind was made in order to determine priorities for selection of cities for Model Cities planning funds, yet Ogden City has received nothing whatsoever concerning review of their applications.

The examples stated above were more or less in the form of verbal conversations and were given second or third-hand. My statement was not made with the purpose of pointing out error but only for the purpose of pointing out that since evaluation had been made, Ogden City, as the applicant, should be the first to receive benefit of the review of this evaluation.

I certainly want to convey to you my personal appreciation for the opportunity you have provided me to comment on what we consider very important matters. Thank you again for this opportunity.

Senator Moss. Mrs. Jean Moncla is the executive director of the Golden Hours Center, and I express again our appreciation for the use of this facility for holding the hearing.

We would be glad to hear from you, Mrs. Moncla.

**STATEMENT OF MRS. JEAN MONCLA, EXECUTIVE DIRECTOR,  
GOLDEN HOURS CENTER, OGDEN, UTAH**

Mrs. MONCLA. Thank you, Senator Moss, and members of the committee.

We are very happy to have you here with us today.

I would like to speak today as the professional staff person in town—in this community—that is working directly with the elderly people. I would like to talk about a different area, perhaps, in the model cities program, and that would be the supplemental grants and the type of funds that would be available, if we were to have a model cities program within this community.

We obviously need the planning, and need to include our senior citizens in the planning. We should not be deciding what we should be doing for the elderly. We do need to have them speak for themselves.

I do agree with Mr. Gardner on his point. But I would like to enlarge on the need for the supplemental grants. We have been denied many, many things in our community having to do with the elderly. We submitted a foster grandparents program that was denied. We submitted a neighborhood center proposal that was to have dealt with the senior citizens within our target area, and that was denied.

We talked about Marshall White Center before. There were extensive plans within that center to have a day-care center, and hopefully our senior citizens could have been employed as aids in the day-care center. This would have been a wonderful area for a foster grandparents program.

It would seem to me that everything we have tried to do within our community has been denied. Hopefully we can work out some of these problems so that we can do something concrete. Two years is a long time for people to wait. Perhaps they have been waiting longer than we realize, but this is the length of time that we are most aware. The problems that I see related to our elderly people, that perhaps can be solved in our model cities program, would be, No. 1, lack of transportation.

We have here in the Golden Hours a lovely facility. It is not used to the maximum, and I feel that the greatest problem is the transportation. In fact, we know this. People cannot get into the area. Our bus systems are inadequate, and I would feel that a comprehensive study of this might supply the much-needed transportation that is necessary.

I would even see supplemental funds for the center to use "mini-buses" to get our people here.

When they get older, they cannot drive. Many people do not have licenses, and their eyes are poor. Transportation is probably one of the greatest concerns of the elderly.

#### ELDERLY CAN'T REACH SHOPPING CENTERS

We find that our people within our community cannot get to shopping centers. They can't get to the employment service, welfare, all kinds of needs are denied because of our transportation problem.

I would also hope that a thorough study of the low-income housing would be developed, perhaps in this area or in the model neighborhood area.

We find that most of our people living on minimum incomes cannot afford the average rental, which is around \$50 a month.

We also suffer from inadequate housing that has had very little improvement since World War II, and our minimum-income people are paying high rent.

I would hope that our health services would be studied. I would hope that there would be—

Senator Moss. Some of the people say they cannot hear in the back, Mrs. Moncla.

Mrs. MONCLA. I was talking about the health services. This of course would develop with the model cities planning grant. The services need to be decentralized within our community.

I would even see a substation within the center. The people who are not covered by medicare—people who do not have the know-how to actually get to the doctors need to have facilities geared to their problems, as the Golden Hours Center could be.

There are many people within our community that lack this particular kind of service.

This is another supplemental form that I think we need coming from supplemental grants.

#### A CALL FOR INNOVATIONS IN EMPLOYMENT

I mentioned the employment. I think this is very, very important. We need to concentrate on employment needs. Maybe we are talking about the wrong kind of employment for senior citizens. We don't know this until we get into a thorough study.

Maybe a foster grandparent program isn't the kind of thing we should be developing.

I would recommend that we do some comprehensive study, that we look toward new, innovative programs that will employ our people. We find here in the center that our people can function. Many of them are functioning now as they did 10 years ago.

I would say that employment and education need to be developed for these people. I think these are the byproducts, as I would call them, of a model cities proposal, and we look forward to some kind of supplemental funds to help us. We need this assistance.

Senator Moss. Well, thank you, Mrs. Moncla, for pointing out the problems that you have, and they are very many. Mostly though, in getting funding for these various areas that you feel are necessary to provide for our elderly people opportunities they need, and I am glad to have it in the record, because I am sure this is a problem faced by many, many communities—not only ours here in Ogden.

One of the criticisms we heard about was that in trying to work out this application for grant and in planning, there was inadequacy of statistical information about elderly people—and so on.

Could you tell me more about that, and what the recommendations might be for getting those figures?

Mrs. MONCLA. I can speak to that——

I think Mr. Gardner would like to talk about—this is the information that was submitted by Margaret Johnson——

Senator Moss. Yes.

Mrs. MONCLA (continuing). And I am speaking for Margaret now. This has been her experience, rather than mine.

She feels that there is an absence within our community of demographic material. It is very difficult to get. Agencies don't seem to want to release it, and she has a feeling that Kansas City knows more about our community than we know ourselves, because they have the statistical information.

I will let Mr. Gardner speak to this.

Senator Moss. All right. We would be glad to have you respond, Mr. Gardner.

Mr. GARDNER. Senator, I am really not the expert in this, either, but one thing that we seriously suffer from is the failure or the refusal on the part of the U.S. Census Bureau to conduct a metropolitan-type census in our community.

Now, they have been approached, and I understand by the appropriate people in the community—the mayor and the employment service, and others—and they sought to have the next census be the metropolitan-type census, but that has been refused, as I understand it.

#### CENSUS DATA UNAVAILABLE

Now, it is only in the areas like Salt Lake or larger cities that detailed information of income and age and type of housing and that type of information is directed, and we have not the basic statistical ability to compete with larger areas where this type of census has been compiled.

So we want very strongly to urge you, Senator, to do what you could for our benefit to have the metropolitan census completed in the 1970——

Senator Moss. They have established a cutoff line that leaves Ogden below the metropolitan size area that they do take these figures on?

Mr. GARDNER. That's right.

Senator Moss. Well, since you have indicated here in your testimony you have real need for those figures, there ought to be every reason to ask for a lowering of that cutoff line to take in cities of the size of Ogden.

Mr. GARDNER. That's correct.

Senator Moss. We are glad to have that, and we will work on it.

Mr. ORIOL. One question, Mrs. Moncla.

You, in your written statement, discussed the need for outreach programs. Is that the type of average program that would make this facility more available to people, or is this a service that you provide to people throughout this State, using this center as the headquarters—throughout the city, I mean?

Mrs. MONCLA. The type of outreach program I am talking about could be based in this center. It could be based out of a community action program office—it could be based in any area of our community.

Our problem with the elderly is that they are literally "holed-in." They are isolated. There is no way to reach them.

The type of outreach that we would need would be for us to train elderly people as paraprofessional social workers, to go into the homes and find the elderly, find out their needs and help refer them to the proper agencies.

I think their having been cut off from the mainstream of society for so long—they lack motivation. They don't actually know the system. They don't know where to go to get this kind of service, and this would also be a form of employment, because we would be hiring the elderly to do this.

This is a method of reaching the elderly people who need this kind of service.

I think it would be very, very important for this type of thing to be established.

Senator Moss. Well, we do thank all of you people for coming—Mr. Gardner, Mr. Burnham, and Mrs. Moncla.

Your testimony has been most helpful. All of your statements have been placed in the record in full.

Thank you very much.

(The prepared statement follows:)

PREPARED STATEMENT OF JEAN MONCLA, EXECUTIVE DIRECTOR, GOLDEN HOURS CENTER

My response to the three questions in the communication dated October 7, 1968:  
I. The function of the Golden Hours Center is to serve the senior citizens of Ogden. This building was financed by the City of Ogden. It is the only facility designed for this purpose. While the City of Ogden owns the building, the Board of Directors is responsible for the management and operational costs.

In order to meet the expenses of a large facility, memberships must be charged. The fee of \$1.00 a month seems minimal to many, to others it prohibits their participation. A small grant from the Council on Aging provides money for limited staff.

The background of this financing pertains to the functioning of the center. At the present time, our members are those that have the capacity and the motivation to enter into the activities. Their own transportation is no problem, or they are within walking distance of the center (providing the weather is good). Our membership ranges between 250 and 300.

Ogden has 8,000 to 9,000 elderly over the age of 65; the heaviest concentration in the Model City neighborhood and the area surrounding this center. We are, however, still not reaching the lonely, isolated person who needs the service.

The programs are now recreational in nature. Arts and crafts, group activities, dancing, cards, Bingo, tours, potluck dinners, films, snack bars, are part of the curriculum. Leadership training programs are being developed, with the assistance of Weber State College. The purpose being to increase membership and encourage senior citizens to be responsible for their own well-being. Many will go on to volunteer in the community as a result of this training. A Model Cities program would greatly increase our programs and services. I would hope that supplemental funds would be available for the following:

A. Establish an "outreach" program to train senior citizens in the skills of interviewing and calling on the elderly. They would need to be people with the talent, health and energy and empathy to seek out the ethnic and minority people and assist them in the actual delivery of needed services. Many years of racial and religious discrimination has produced an apathetic generation, difficult to reach, resigned to their stoic life. Many new innovative methods need to be employed to reach the group.

Professional help would be needed in addition to the employed senior citizens.

B. Transportation, a concern in the model cities planning grant, is also a major problem for this center. Our areas have no transportation to medical facilities, welfare, employment services or the Golden Hour Center. The total transportation system needs to be examined. The use of mini-busses would assist this center.

C. Low income housing needs to be developed. The average rental is \$50.00 a month for inadequate housing. This rental subtracted from \$86.50 or \$100.00 incomes is disgraceful. Housing should be developed around this center, with the center offering many more services needed for their existence.

D. Health service could be decentralized into this area and other districts within the community. Uncared for health problems are often too great to even attempt to solve (by the elderly). As a result, cataracts, feet problems, teeth and minor problems compound their misery. Health service, not traumatic by nature, should be our prime concern. Medicare leaves a great deal to be desired. Deductibles are often hard to raise. The "Borderline," those not covered under Title XIX, have the greatest problem. I would feel a limited Health Care Clinic in this area would be essential.

E. A meal service using the elderly to cook could be a by-product of the Center.

F. Occupational therapy for many who cannot possibly afford this type of service. Inactivity after minimal strokes is evident among many.

II. The Model Cities grant would offer us an opportunity to do some comprehensive planning in addition to our previous preparations. I would feel that the supplemental funding released by the Model Cities would provide some "action" in addition to planning. Our previous efforts, such as "Foster Grandparent," Operation Mainstream, Neighborhood Center proposals, Headstart for day care, under O.E.O., have all been denied. Employment is essential and the type of employment in the above programs would restore activity to the elderly.

Funds for a Day Care Service in the Marshall White Center were denied. This type of center would not only have provided family services to target area residents, but would have offered training and employment for a Foster Grandparent program in the day care services. The minority grandparent would have made a wonderful contribution to the well-being of the child in day care services.

III. Suggestions I would have on procedures, policies and goals of the Model Cities program would be:

A. Set up more specific guidelines—not just generalities. The planners could then talk about specific groups and areas to be analyzed.

B. Assist the planners to avoid writing and re-writing. Consultants who are proficient in proposals and federal funding could assist us. We need to produce ideas about our own community as we know it, not as a region or as Washington thinks we are.

Changing of "regions" of jurisdiction for all federal programs needs to be changed. Our western country does not relate to Kansas City or the West Coast. Programs suitable for those areas do not meet our needs. The frustration of proposal submitting, re-submitting needs to be considered seriously.

In the consideration of smaller communities, the negative figure of 100,000 population should not be adhered to in setting up a Model Neighborhood.

A total community has related problems, not just the model neighborhood. If we are to change traditions, cultural barriers, social services, the total community must benefit by the planning.

Much negative feeling in the country today towards poverty programs, stems from special groups and areas receiving services and the others are denied because of geographic boundaries. Our society should be looked upon as a total unit, not divided into boundaries. This is especially true of the Ogden area. Our target area should be extended, and the Model Neighborhood should be the City of Ogden, particularly if we are to consider seriously the problems of the elderly.

Senator Moss. Our next witness was to be, originally, Mr. James H. Gillespie, president of the Ogden Area National Association for Advancement of Colored Persons. We understand he has an illness, and Mrs. Gillespie has come in his place, and we are very happy to have her, if she does care to come forward.

Mrs. Leager Davis—is Mrs. Davis here this morning? Would you come forward, please, Mrs. Gillespie?

We are happy to have you, Mrs. Gillespie. Sorry that your husband could not be here, but we have you to come and give the testimony.

We are very pleased to have you.

#### **STATEMENT OF MRS. JAMES H. GILLESPIE, OGDEN AREA, NATIONAL ASSOCIATION FOR ADVANCEMENT OF COLORED PERSONS**

Mrs. GILLESPIE. Senator Moss and gentlemen, our notice was received late, and therefore we have no written statement.

Senator Moss. You may proceed as you see fit. Go right ahead, and I will indicate that we will keep the record open for any additions you want to make afterward. You can send in a written supplement to your testimony any time within the next 30 days.

Mrs. GILLESPIE. Just a few comments.

We in the Ogden branch of the NAACP do adhere to the model cities concept, because we believe that it provides a maximum opportunity in the choice of housing and accommodations for all citizens of all races, of all income levels, and of all age levels.

We believe that it provides a substantial increase in the number of standard housing of low and moderate cost, and we believe that it will revitalize a decaying central city.

We have a lot of empathy for the aging, because, in many instances, we feel that they have been—like we have—shoved in the corner and told to shut up.

The only thing we can do is empathize, so we would just imagine or project ourselves in to see what the problems of the aging would be.

I think we would probably conclude that one, or the single most important problem would be that of transportation—getting to the doctor—to where there is medical care—getting to the shopping area, and in many instances getting to a bus stop so they can have further transportation.

We find the model cities concept a unique and imaginative program which can be useful not only in the area of housing, but also can be a mechanism through which individual programs can be brought together in joint action in areas such as physical facilities and employment, income and education, medical care and transportation and recreation and in culture.

It offers a unique means of developing local priorities. In other words, coordinating all our programs including those which relate to the aged.

We in the NAACP believe that the model cities program is potentially the most effective weapon in the Federal arsenal for a long-term comprehensive attack on problems of American cities.

#### MAXIMUM PARTICIPATION FROM THE BEGINNING

We also believe that there must be maximum participation, and this is not after the programs have been released to the press, and not after the votes are in—the ballots are counted—but from the very beginning. From the drawing boards to the launching pads, because the full potential of the model cities program can only be achieved if there is constructive involvement of citizens concerned, and maximum employment of area residents in all phases of the program.

Thank you.

Senator Moss. Thank you, Mrs. Gillespie, for that very fine statement.

I think what you point out is of greatest importance—that we have full involvement from the very beginning in planning, as we move into the planning stage of the model cities, right to its implementation.

If we do that, with full involvement, not only of the elderly people which we are primarily talking about today, but people of minority groups—all groups—in the central city areas, then we can have an effective program that will relieve some of the grave problems we do have in our central cities.

I appreciate that, and I would encourage you, if you would care to do so, either you or your husband, to submit a supplemental written statement, if you want to add any more to what you have told us today.

Mrs. GILLESPIE. Thank you.

Senator Moss. We would be very happy to do that.

Thank you very much, Mrs. Gillespie, and we hope your husband recovers from his illness.

(The supplemental statement referred to above follows:)

NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF COLORED PEOPLE,  
*Ogden, Utah, November 30, 1968.*

DEAR SENATOR MOSS: Reference is made to my recent testimony before a subcommittee of the Senate Special Committee on Aging.

While the Ogden Branch of NAACP thoroughly adheres to the Model Cities concept, we feel some reluctance to giving blanket endorsement to a Model Cities program for the Ogden City area, because of past experiences with programs of this type.

A case in point and one which continues to plague us is the Marshall N. White Neighborhood Center in Ogden. This center was funded by Housing and Urban Development to provide recreation for the disadvantaged, most of whom are minorities. A Director, who does not relate in any meaningful way to the participants of the Center, has been imported from Salt Lake City at the exclusion of qualified persons in the area. Moreover, a Board of Directors, unrepresentative of the residents where the center is housed, has also been selected. As a result, membership cards and other fees, discriminatory and exploitive in nature, have been arbitrarily imposed upon the users, in violation of the HUD contract and the Civil Rights Bill of 1964.

Since the Ogden NAACP fought five years for this center, named for our deceased president, you can understand our disdain.

It is our hope that these inequities can be corrected before we move into any more broad new programs such as Model Cities. We have not brought this situation to the attention of our Governor because we felt at the time his energy could best be devoted to his campaign, however, we will send him a copy of this letter.

Sincerely yours,

BETTYE B. GILLISPIE.

Senator Moss. I take it that Mrs. Davis was not able to be here this morning. I called her name earlier—she is not here?

We have a panel now of two witnesses. Mr. Manuel Fernandez and Mrs. Joseph Saenz.

Would those witnesses come forward, please.

We are very pleased to have both of you here today to testify.

I will call on whoever wants to go first. I don't know whether we give the ladies the last word, or whether we permit them to go first—you will have to decide that yourselves.

Mrs. SAENZ. Thank you, Senator, and staff, and ladies and gentlemen.

I think I will let Mr. Fernandez be first.

Senator Moss. All right. Ladies get the last word.

Mr. Fernandez.

#### STATEMENT OF MANUEL FERNANDEZ

Mr. FERNANDEZ. Senator Moss, and staff, and ladies and gentlemen, we are highly privileged to be able to speak in behalf of the important needs of the model cities program which we have been discussing here all morning.

I do not have a written statement, but I would like to say this, that this program, especially since we are going to be involving the old people, the ones that we call old, but in effect sometimes they are just as young today as they were 25 or 30 years ago.

The people that have been bypassed by the rapid advancement of technology, of the sciences, and of the many programs that we have accomplished in the last 20 years; these are the people that the Nation—this great Nation of ours—has ignored completely for many years.

These were the people that were the planners, the builders, the ones who built the foundation in solid rock, so that this Nation could obtain its greatness, and I believe that the Government—and I am speaking directly to you, Senator Moss—should be greatly concerned, for these are the people that have given us a legacy that we call America today.

#### PARTICIPATION BYPASSED

We are greatly concerned, because we have been bypassing these people, denying them at times the privilege of participation and involvement. And we can see clearly that the model cities would be a possible answer to including in the mainstream of American life all those older citizens of this great Nation of ours to participate with us in continuing to build our Nation.

I know that their ideas are as solid today as they were hundreds of years ago. So it is of great concern to us that, hopefully, somebody in Washington can extend a helping hand for these people that we are bypassing today.

We have many problems, Senator. We have problems in housing, we have problems in welfare, we have problems in education, and many other classes.

We can see that with the proper implementation and appropriations that we hope that the model cities can bring about, we can include all of these citizens to share with us the fruits of their labors and to share in our glory.

That's all I have to say, Senator.

Senator Moss. Well, thank you, Mr. Fernandez. That is a very fine and eloquent statement of the problem, and what you say is so true.

One reason that the Special Committee on Aging was organized in the Senate was because of what you have indicated. We have bypassed our elderly people in many, many instances. They have been isolated and have not had adequate housing and had adequate opportunities to participate.

I think the most telling point you made is that you said we have denied them participation and involvement, and that is the greatest deprivation of all.

Elderly people should continue to participate—continue to be involved in the community, and as you pointed out, the calendar age of a person doesn't determine necessarily how old he is. It is the extent that his interests remain alive, and the extent that he can be involved.

To the degree he or she is able to participate, they should have that opportunity, and not be shunted aside.

So I appreciate what you say, and this is the objective we are pursuing in our hearings here and in the whole work of this committee that is here represented today.

Thank you, Mr. Fernandez.

Mrs. Saenz, we will be glad to hear from you.

#### STATEMENT OF MRS. JOSEPH SAENZ

Mrs. SAENZ. First of all, Senator, I certainly appreciate that you pronounced my last name correctly.

Senator Moss. I was coached on that.

Mrs. SAENZ. Very fine.

Senator, and staff, ladies and gentlemen, I see the problems of Ogden as the following—and I have written a statement and I am going to read from it, and this will also be the statement that I will submit.

First of all, I would like to comment on the fact that we do have the elderly that have contributed to our society for a number of years.

Many of our elderly belong to what we call a culture of poverty. For poverty is not merely a question of food or of money or of determination, but a poverty which deprives the individual, not only of material comfort, but also of human dignity and fulfillment. Poverty then is:

1. The limitation of income resources of a single person or family.
2. The deficiency of community resources and income substitutes.
3. The combination of negative characteristics for labor participation.

4. A culture of poverty.

I will take these characteristics in order and how they are applicable to Ogden.

1. The income criteria: Many of our elderly citizens have an insufficient income to meet the minimum daily needs. According to a report by the President's Council of Economic Advisers, the Council used a cash income of less than \$3,000 in 1962 as a poverty line for families of two or more persons and an income of less than \$1,500 for unattached individuals living alone or with nonrelatives.

#### DEPRIVATION AND INSECURITY

Based on this criteria, many of our senior citizens here in Ogden live in a state of deprivation. They live in a climate of insecurity, unable to meet adequate living standards and they are vulnerable to a marginal social existence. Many are not satisfied to live with a meager income or a given level of living year after year when the levels of those around them are going up at the rate of about 2½ percent per year.

As a matter of fact, in last night's issue of the Standard Examiner, a First Security Corp. economist expects Intermountain area personal income to approach 6.7 percent more than in 1967. But to the senior citizens of Ogden, their poverty is the result of special circumstances rather than of the rate of economic activity.

The reason is that they are not a part of our economic structure, so we have a large pool of underprivileged in the midst of a relatively affluent society. Because of this reason, we have here in Ogden elderly relatives living in the home of a younger family. As a matter of fact, my elderly uncle has had to move in with my elderly widowed mother so that they can share expenses together.

Because of this financial stringency, although it has its moments of joy, it also has its moments of sadness. I have had the misfortune to see many aged living alone in poverty. This I know is not just typical of what we call the underprivileged area, but it is applicable to many of our senior citizens who live beyond those boundaries. Time and again I have seen elderly people pass their property to the State if they want a State pension.

2. The deficiency of community resources and income substitutes: In the State of Utah we have tried and have succeeded in bringing in industry, but even then, our occupational base has eroded and employment opportunities for the elderly are so limited even in low-paid and unskilled jobs.

Our community lacks quality housing for the needy. I believe that the Anchorage housing problem definitely brought this need to our attention. Other surveys which have been made show that Ogden is very limited in rental units. This is detrimental to all our citizens, but it is affecting our senior citizens the most. Homes in the bleak area are the most inadequate housing. Typical of other cities, the commercial buildings are engulfing private homes. This environment is most frustrating. I see them as a stifled group of citizens because of the lack of adequate low-rental units and also the lack of finances required to upgrade their homes.

Besides these factors, the area is crowded and the environment has brought forth children whose values which are by far the best; consequently, plundering has become common and they continuously harass our senior citizens to the point of great concern.

In many instances, the transportation facilities are lacking so that they can fulfill their most needed errands. To many, this beautiful building has become something they read about in the newspaper. That is, if they can afford to subscribe to a newspaper.

3. The combination of negative characteristics for labor participation:

The seniors of our community are considered a negative risk. Besides being beyond their fifties and sixties, many are uneducated or unskilled or have a language barrier which makes them a risk for employment, so consequently they cannot take part in the labor force in anything more than a marginal role.

I have seen men and women past their seventies working at the vegetable and fruit canneries in the so-called graveyard shift, cold, wet, and fatigued. I have seen women stand for 8 hours at a time peeling tomatoes. Others have taken to babysitting without ever a moment of leisure. Surely a foster parent plan could be initiated to supplement their income. We have mentally retarded children and the deaf and the blind who could utilize and partake of the love, the inner calmness, the self-assurance, and the spiritual well-being of our senior citizens.

#### THE CULTURE OF POVERTY

4. The culture of poverty: America has more or enough troubles without creating more. Many of our senior citizens are part of the 30 million underprivileged Americans. I strongly believe that the underprivileged share a distinctive set of values, behavior traits, and belief complexes that markedly set them off from the affluent groups in society.

These sets are derivatives of prolonged economic deprivation, lack of adequate financial resources, and socialization in an environment of economic uncertainty. These behavior and attitudinal values are being transmitted to their children and grandchildren, and many others they come in contact with. How can they encourage our youth if they have a sense of powerlessness about the events in everyday life and a sense of pessimism or futility about the future?

Many deny being impoverished and even resent receiving aid because to accept such help is to admit personal failure by the standards of American society. They do not like to see themselves as failures and they become the invisible poor. They alienate themselves from all activities and live in pockets of isolation, and I think that this is most applicable to the minority groups. They do not like to be classified as the welfare recipients and the noncontributors of American society.

We need to be realistic and take a hard look, evaluate and analyze Ogden. Each one of us may think of a different reason why many of our senior citizens are aloof and do not participate, but I know that many have experienced discrimination in one form or another. This has caused a barrier. To many, they fear being shunned, and to be shunned again is to add insult to injury.

In conclusion, I would like to say that I am very close, and I feel that I have good rapport with the people of the target area—the underprivileged area—and they do come to me with their complaints, and they sure would like to have better housing and a better environ-

ment; and I surely hope, Senator Moss, that you and your staff will give us all the consideration possible.

Thank you.

Senator Moss. Well, thank you, Mrs. Saenz. That was a very fine statement, and we are pleased to have it as part of our record. Your immediate, personal experience with the people in the target area for the model cities proposal here in Ogden, and especially your comments about the elderly are very pointed and we are glad to have that in the record.

This is what we are trying to find out about and do what we can to make sure that we meet these problems.

We have high hopes for the model cities program. We think it can be indeed a change of way for living of the people that are now in a very depressed condition in the center of our cities.

We wanted to have all the information and comments that we could get about this program so that we could then write our report and see if we can move along.

Thank you very much, and thank you, Mr. Fernandez, for coming here to testify for us. This was very good.

We have a reporter that works very hard here in making our record, but we do need a little bit of respite, so we will have just a 5-minute recess and ask you to please resume your seats in 5 minutes so that we can go right on.

(A short recess was taken.)

Senator Moss. Would you please resume your seats so that we could continue the hearing.

We will resume our hearing now.

We are going to have three witnesses come forward at this time to discuss the overall areas of need.

They will be Mr. Howard Watts, president of the Ogden Council on Aging; Mr. James Felsted, director of the Weber County community action program; and Mrs. Marguerite L. Jones, Weber County Public Welfare Department.

Those three people, come forward, please.

We are very pleased to have you.

During the recess I had some comments that they were still not hearing in the back of the room, so I am going to ask each of you, as you talk, to move the microphone very close, and we will try to make it possible for everyone to hear fully.

We are pleased that so many people have come this morning. I think there was an earlier comment that we didn't have very many. I thought we had quite a few. I noted just before the recess that all the seats were filled, and we are pleased that so many of you are interested in the subject that we are discussing here this morning and have come to listen to the witnesses and to be better informed.

Again, I announce if any of you wish to submit a written statement or comment that you think might be helpful to the record, that will be studied by the committee, you are invited to do that, and we have some sheets up here and a sort of a form that you may fill out.

Of course, you are not limited to one page. If you want to write two or three or a dozen pages, we will be glad to receive it for the record.

We are pleased to have these distinguished witnesses now that are going to discuss the overall areas of need.

I think I will ask Mr. Howard Watts, the president of the Ogden Council on Aging, if he will be the sort of a captain of the team and call on the others—introduce them—or direct how they shall proceed.

### STATEMENT OF HOWARD WATTS, PRESIDENT, OGDEN COUNCIL ON AGING, OGDEN, UTAH

Mr. WATTS. Thank you, Senator.

Members of your staff, and ladies and gentlemen, I am going to speak primarily upon the questions that have been submitted to me by Senator Moss, and those have particular reference to various phases of which the Council on Aging, as well as I, myself, have been involved.

Let me say that I have submitted a report which is a matter of record, and I would like to talk primarily from that, and answer any questions that might be along that particular line.

(The prepared statement follows.)

#### PREPARED STATEMENT OF HOWARD E. WATTS, PRESIDENT, OGDEN COUNCIL ON AGING

1. In response to the question as to the number of elderly in Ogden, I wish to submit the following:

Pursuant to study evaluating Medicare, a survey was undertaken. Elderly or senior citizens were used to conduct the survey. This consisted of 66 of such people, known as Aides. The average age was 67.6 years. 38,364 contacts were made. Survey cards were submitted on 11,647 senior citizens.

In addition to required Medicare purposes, other information was obtained from the senior citizen survey cards for Weber County:

60 to 70 years of age:

Male.....	1, 812
Female.....	1, 920

70 to 90 years of age:

Male.....	1, 716
Female.....	2, 190

Living alone.....	2, 160
Living with relatives.....	1, 128
Interested in senior citizen housing.....	2, 466
Not interested in senior citizen housing.....	4, 080
Senior citizens working full time.....	1, 152
Wishing part-time work.....	618

100 people of the senior citizen group. All necessary details were worked out and application submitted to establish such a program, however, funds were not available and the program was not placed into effect. A screening of elderly was planned to be able to utilize individuals qualified. An early survey indicated that qualified individuals were most desirous of obtaining this gainful employment—some full time and some part time. The need still exists and the program could be placed into effect if and when funds become available.

3. It is believed that while the Model City program would have a certain beneficial effect upon the elderly, the operation of such a program should have provisions for activity or assistance to those who may be shut in, such as reading and assisting with a new hobby. Loneliness seems to be one of the most damaging effects to these older individuals.

Mr. WATTS. I became involved in the medicare program through the CAP program and I was responsible, along with Mrs. Drew Peterson, who is the director of the Golden Hours Center, in the conduct of the medicare program.

Let me draw a little picture for you as to how this was conducted, and then you can get some idea of probably the target area and the work we were doing.

We took Weber County and broke it up into about six different geographical areas, and through the Employment Service, we were able to procure individuals to go out and do this survey work.

We were not going out on the basis of selling medicare, we were going out to make sure that the individuals whom we contacted were aware of the medicare program and that we have the opportunity of bringing to them actually the opportunities that were accorded them.

Now, these aids, that we employed, were procured through the Employment Service. They were of all groups within our particular county. The average age of the individuals who were employed was 67½ years, and we did have one gentleman who was 97 years old that conducted this program, and did a tremendous job.

As a matter of fact, I was quite amazed when the man came in to be interviewed and asked him where he lived, and he told me down about 29th and Wall Avenue, and that is 14 blocks from where we were doing our work.

And I said, "How did you get up here?"

And he said, "I walked." At 97 years of age, I hope I am that good.

### 38,364 PERSONS INTERVIEWED

This crew that we had went out and did this particular survey work, and we interviewed 38,364 people.

We prepared ahead of time some survey cards, and these survey cards were for—I am glad we did it now from the standpoint of the things that are now developing—they contained certain things in there over and beyond what we wanted in medicare, because where we asked the people if they were living alone, if they owned their own home, and we asked also a rather pointed question: what was their income.

And in some instances we got very frank answers. In other instances they told us that it was none of our business.

Let me say that of these 38,000 survey cards that we prepared we arrived at 11,647 senior citizens that were contacted in that particular group. That's a little better than—well, it's about a third of the people that we contacted that were within the senior citizens group.

Now, between the 67 years of age, there were 1,812—these are of senior citizens group—these that we made the contacts with on their ages—there were 1,812 male and 1,920 female. Those 70 to 90 years of age—there were 1,716 male and 2,190 female.

Something else that was rather interesting that we developed was that 2,160 of these people were living alone; 1,128 of them were living with relatives.

Now, if you make comparisons on the number of people contacted, you can see that that is pretty fair representation that we did call on.

Then we had one other question, because we had in our mind the building of this place here as well as the building of a fellowship manor—a place where senior citizens could have the opportunity to live in cheap housing. We found that 2,466 of these people were interested in housing, and we had 4,080 of them—which is just in reverse of the other figures—that were not interested in housing.

The overall picture develops this: that most of these people have a great deal of pride. Most of these people would rather do something for what they get than to sit by and have something handed to them.

This is assembled from the standpoint of hiring these people to work. Many of them were not interested in whether they could get paid in conducting this survey. Many of them just wanted something to do—they wanted to be gainfully employed, and at the same time they felt like they wanted to be wanted, where they could do something for someone, and where they were still useful citizens.

These people that we hired to go out and do the work—and many of the people they contacted wanted to know if they couldn't go along with them and help out, and which in a few cases they went along as buddies and visited along with them—but they went out in the snow and the rain and the sunshine, it was every kind of weather you could imagine, and they did a perfect job as they came back and gave us everything that we had asked for.

One gentleman said, "I would just as soon not get paid for this, I have had so much fun doing it."

Now, the aids, like most of the people we contacted—and it happens with every one of us, I am sure it has happened to me, as probably all of the rest of us—we have to be told and told and told over and over again exactly what is wanted, and finally we understand all that we particularly need on it.

#### FOSTER GRANDPARENTS FOR SCHOOLS

Now, another phase of our work that we set about to accomplish—now with these aides, but with which I had made a directed survey myself through Mr. Felsted on the CAP program—was that of attempting to set up a foster grandparents program at the Utah State Industrial School, and also at the Utah State School for the Deaf and Blind.

Now, this latter, the school for the deaf and blind, we use approximately 100 people—mostly on a part-time basis—as a senior citizens group. All the necessary details were worked out, and the applications were submitted.

We had tremendous support from Mr. Tegeder of the deaf and blind school, as well as his entire staff. We made a screening of the elderly

on those that could be utilized for their services in this particular work and the budget as prepared for the operation of the school was not sufficient enough to do the number of things that we felt ought to be done.

As a consequence we had some well-qualified people that could have stepped in and could have rendered a terrific service to the deaf and the blind people.

This was prepared and submitted, as I understand it, to Kansas City. But for some particular reason, such as funds—or certainly not the manner of preparation, because we gave in kind and dollar for dollar that which was required—funds were just not available, and therefore it was turned down.

But the needs still exist. I am sure that the program is in such a situation that it could be placed into effect if and when the funds become available.

Now, I personally believe that while a model city would have a certain beneficial effect upon the elderly, I believe that the operation of such a program should have provisions for activity or assistance to those who may be shut in—such as reading, and assisting with a new hobby, because, frankly, Senator, loneliness seems to be the principal thing that most of these people are concerned with.

They want company. They want somebody to visit with them. They want something to do.

I am sure that throughout all of these hearings there has been just a constant report to you of the need for this and our inability to get it, and so forth.

But I have a little different thing I would like to put on as a closing item here. Let me say that I had a tremendous amount of work that I put in to the assistance of the establishment of this building, particularly with the preparation of the application to the Federal Government for funds to aid in the operation.

And while it—as most Government forms—required all “i’s” to be dotted and “t’s” to be crossed, and many, many pages to be prepared, I prepared all of this personally—typed it and worked it all up.

Mrs. Peterson and I went over this together, and let me say that I can’t begin to tell you how much we, all of us, appreciate the fine support that we received in getting an OK to that report—and we did get our budget, and it is working beautifully.

Senator Moss. Very good. I do appreciate your fine testimony here, Mr. Watts.

I am most interested in having you give the breakdown of the years—what you discovered in this operation in medicare of making a canvass in the area and finding out where these people were.

And it seems to me this points to a core group that you already have organized, in a sense, that could be used in this model city area that we are talking about now.

Mr. WATTS. All we have to do is blow the whistle, and they are there.

Senator Moss. That’s fine. And I appreciate having you tell us about that, so that we understand how you were able to organize the elderly people and get them right out and working and that they enjoyed doing it. They felt it was a privilege, rather than a burden, to have an assignment of that sort.

Well, thank you very much.

Are there any questions?

Mr. MILLER. I have a couple of questions on your data that you have submitted for the record, and to which you made reference.

I note that the totals in the various columns do not all come out the same. Is this due to the fact that the responses were more or less on a voluntary basis, or what?

Mr. WATTS. That's correct.

Mr. MILLER. Now, do you have any additional breakdown? I am particularly interested in two areas with reference to sex differentials.

For example, in the last item on the tabulation where you referred to the number of senior citizens working full time, do you have information as to the number of those that were male and the number that were female?

Mr. WATTS. Yes, we do have that. It is not in my statement, but we do have it available.

Mr. MILLER. Would you submit that?

Mr. WATTS. We have maintained cards on all the people that did the work—38,000 cards. They are in this building.

Mr. MILLER. I assume you had a similar breakdown with reference to those living alone and those living with relatives?

Mr. WATTS. I think we could compare them for you. We could send them to you, because it would take a little bit of time to go through 38,000 cards and pick them all out—but we can do it.

Senator Moss. Well, you can submit it any time within the next 30 days—that would be soon enough.

(The chairman, in a letter written shortly after the hearing, addressed the following questions to the witness. Questions and replies follow:)

*Question No. 1. Your statement indicates that your foster grandparents proposal aroused much interest among "qualified individuals who were most desirous of obtaining this gainful employment." May we have some details on the talents and interests represented in this sampling? Would the income ceiling have made it impossible for some qualified individuals to participate?*

Answers. 1A. Counselors, House Mothers, Assistant Instructors-Vocational Guidance Assistants. The students being trained at Deaf & Blind and the foster grandparent would act as an assistant to the already, but inadequate, trained staff members. Duties would be many and various, and many individuals contacted possessed natural as well as trained qualifications to meet the requirement, and at the same time provide gainful employment to these senior citizens.

1B. To a partial extent the income ceiling would effect some of the senior citizens, but by far and large the majority would not be effected. When the study was undertaken it was with the ceiling clause in mind, hence the majority contacted would not be effected by the ceiling.

*Question No. 2. Do you have any information on whether Medicare Alert personnel have been involved in other community service programs since that time?*

Answer. Specifically no, however it has been observed that some of these individuals have been occupied in civic activities, such as United Fund, Boy Scouts, Red Cross and Community Welfare services as well as Church assignments. All of which have been on a volunteer basis.

Mr. WATTS. James, I am going to call on you. Where are you?

Senator Moss. Well, thank you, Mr. Watts.

And whom would you like to have proceed now? Mr. Felsted or Mrs. Jones?

Mr. WATTS. Mr. Felsted, the director of the Weber County community action program.

**STATEMENT OF JAMES FELSTED, DIRECTOR, WEBER COUNTY  
COMMUNITY ACTION PROGRAM, OGDEN UTAH**

Mr. FELSTED. Senator Moss, staff, and the committee, and ladies and gentlemen, I feel it is important that I say a few words now because of the questions posed to Mr. Watts and myself which are closely related to the medicare alert program.

When we as a community action agency were notified of the possibilities of implementing a program such as medicare alert, we were very new. We were just recently organized, so we thought who is the organized senior citizens group?

The only one at that time was Golden Hours, so we approached the Golden Hours people and helped prepare a proposal which the CAP agency did delegate to the Golden Hours Center.

One of the significant things as far as the effort that was put forth, the phenomenal accomplishments and the model cities aspect that interested us so much is the possibilities of a comprehensive employment package being granted with the approval of the model cities application.

Mr. Watts did not mention that in the statistics we found between 600 and 700 people that would be able to work possibly full time, in some kind of gainful employment.

Now, with the model cities application and additional funds to provide the concept, we could design the programs that would enable our people to work full and part time. The jobs would supplement their meager incomes.

Our community action agency is currently involved in Headstart, the legal services component, the neighborhood center, Outreach, vocational improvement program, and our efforts seemed to be guided mainly to the younger men and women that are heads of families and that we are trying to bring out into the world of employment and to provide employment opportunities.

We were unable to get our foster grandparents program funded. It is strongly felt that within the county we have a beautiful institutional situation that would lend itself very well to the foster grandparents concept in the industrial school and the school for the deaf and the blind.

As Mr. Watts indicated, the staff feels, and we all know that the staff cannot provide the grandmother-grandfather image for the boy and the girl that are being so sadly neglected in this area, and that we find in this type of institution.

**OPPORTUNITIES FOR EMPLOYMENT**

The comprehensive employment program that could come forth through the model cities grants could open up many areas. The things that we are primarily interested in, in our agency, is the employment opportunities that it would provide, the transportation that would enable the senior citizen to move to the outlying Free Port areas, Hill Air Force Base, and so on, possibly funds that could supplement health care costs, pension costs that are sharply on the increase when the person is over the retirement age.

With this manpower potential that model cities could lend, I feel we could, in a short period of time, recover the potential we discovered in the medicare alert effort and develop training for 600 to 700 senior citizens to lead into a very meaningful employment situation.

My statement is in an outline form. I believe it covers the questions that have been asked me, so I believe I will turn it back to Mr. Watts.

Thank you, Senator Moss, very much for the opportunity.

Senator Moss. Thank you, Mr. Felsted, for your comments.

The outline that you have will be very helpful, and that will be in the record in full, of course.

I notice that you have your suggestions as to what might be done to improve the coordination between OEO and the model cities program generally, and I think that those are good suggestions that you have made, and this is the information that we are looking for in this record.

(The prepared statement follows:)

PREPARED STATEMENT OF JAMES A. FELSTED, EXECUTIVE DIRECTOR FOR THE  
OGDEN AREA COMMUNITY ACTION COMMITTEE, INC.

I have lived in Ogden for 9 years. I was hired as Assistant Director for the Ogden Community Action Program in October, 1965, and was promoted to Director in December, 1965. My association with the Community Action Program has made me aware of the needs of the senior citizens in this community and what has been done or can be done in their behalf.

1. (a) What did your Medicare Alert program indicate in terms of the needs of elderly in areas later incorporated into model city neighborhoods (and nearby neighborhoods)?

1. Health services.
2. Low cost housing.
3. Jobs.
4. Leisure time activities.
5. Senior Citizen counseling and referral service.

(b) Do you believe that such needs have been met since then?

1. No.

(c) How would the Model Cities program have helped to deal with them?

1. Provided us with a C.E.P.S. program.
2. C.E.P.S. could provide a way to mobilize a work force of 600 to 700 senior citizens who are interested in employment.
3. Supplement existing health services and construct small sub-health stations in Model Cities neighborhood.
4. Help the City or other private agencies develop newly constructed low-cost housing units.

2. (a) What did your Medicare Alert program indicate in terms of employment opportunities for the elderly?

1. Three weeks during February and March, 1966, 38,364 contacts could be made.
2. That 66 staff persons with an average age of 67.6 years could accomplish the above.
3. 700 senior citizens are able and in need of employment to supplement existing income.
4. The senior citizen is able to effectively do any additional survey work (census, model city planning, etc.).

(b) Would the Model Cities program have helped develop such opportunities?

1. Yes. Basic skills more prevalent in senior citizens.
2. Greater mobility to additional transportation potential (existing employment potential).
3. Market research and planning of new industry tailored to the senior citizen work force.
4. Seed money for new industry (tool up; marketing) to develop on-going self-sustaining private enterprise operation.

3. (a) Would you also have applied the Foster Grandparent principle in the Model City neighborhood?

1. Yes.

(b) Approximately how many, individuals, do you think, could have participated in such programs?

1. Foster Grandparent proposal submitted to OEO to employ 100 senior citizens part time returned for lack of funds. No current funding possibilities.

2. Day Care program proposal submitted to OEO for 25 part time senior citizens returned no funds. No funding possibilities in sight.

3. Funds the Model Cities could make available to the area in the brick and mortar and social services portions. We could involve the 700 people directly in meaningful employment.

4. (a) What suggestions do you have for coordination between O.E.O. and Model Cities programs, generally?

1. Use existing CAP Board and Neighborhood Council as a portion of Model Cities Planning Board.

2. Continued involvement with Ogden City's Planning Department and CAP Planner.

3. Continued coordination will keep current and up-dated knowledge of existing local area resources that could be expeditiously utilized in the Model Cities Program.

Senator Moss. Now we will be pleased to have Mrs. Jones.

### STATEMENT OF MRS. MARGUERITE L. JONES, MSW CASEWORK SUPERVISOR, WEBER COUNTY PUBLIC WELFARE DEPARTMENT

Mrs. JONES. Senator Moss, staff, ladies and gentlemen, it is also a pleasure for me to be here this morning to represent the Weber-Morgan County Department of Public Welfare.

I would like to request at this time that my written testimony be made a part of the permanent record, and I do intend to use the written testimony, and only highlight it according to the time allowed to me this morning.

Senator Moss. That will be done.

(The prepared statement follows:)

#### PREPARED STATEMENT OF MARGUERITE L. JONES, MSW, CASEWORK SUPERVISOR, WEBER-MORGAN COUNTY DEPARTMENT OF PUBLIC WELFARE

1. The major problems encountered in the provision for services to the elderly residing in this area are as follows:

##### A. INADEQUACY IN ASSISTANCE STANDARDS

In order to define need, the Division of Welfare recognizes a uniform list of items as basic needs required by all recipients all of the time. These needs are food, clothing, shelter (including home operation and maintenance), and miscellaneous needs (including recreation, education, transportation, and other minor items.) The expense of home ownership and the expense of renting shelter are considered to be equal in cost.

Based upon studies conducted by home economists, the Department of Agriculture, and the level of income considered necessary for a decent standard of living, the money cost of the listed basic needs would exceed the legal maximums established by Utah State Law. Therefore, the Division of Welfare has ruled that the legal maximums shall be the Division's standard for public assistance grants. As a general rule, it will be assumed that a recipient will use his grant for basic items in a percentage proportion for each requirement as follows: Food—35%, Clothing—10%, Shelter (rent, home maintenance, taxes)—25%, Household Operation (utilities, furnishings)—15%, Miscellaneous (Miscellaneous 3.1, recreation 2.4, education 1.2, other 4.3, transportation .0)—these total 100%.

In order to determine the extent of need for assistance recipients, and the extent to which standard grants do not meet this need, a needs budget for the basic requirements of living has been adopted. The cost of the goods and services listed as basic needs have been translated into money amounts based upon statewide surveys of cost. The budgetary allowances in the needs budget shall be

adjusted upward or downward with changes in the All Consumer Price Index by the same percentage increment and at the same time as the legal maximums of the Division are officially adjusted.

The public assistance needs budget indicates: A single individual requires \$115.80 to meet basic needs, and a couple would require \$163.60.

According to Mr. L. R. Roylance, Director of the Weber-Morgan County Welfare Department, "The 1967 Utah Legislature froze grants at the 1966 level where they have remained, while the cost of living has sharply increased. Currently, the legal maximum grant for a single person is \$86 per month and \$138 per month for two persons. Any supplemental income, even a small Social Security check, is deducted from this maximum; so the total monthly income cannot exceed the maximum established."

If we accept the concept that we measure any policy or program in our society in terms of whether or not it facilitates individual fulfillment and recognize that the proportion of expenditures for individual care, housing and household operation increases with age, which may be attributed to the need of special living arrangements, special diets, transportation, special services in the home and cultural and recreational activities; then we must conclude that the Department of Public Welfare is failing to meet needs even by the minimum definition of adequacy.

Caseworkers spend a great amount of their time in attempting to overcome the apathy and attitudes which impair social functioning which we feel are caused by inadequate assistance grants.

#### B. THE LACK OF ADEQUATE AND APPROPRIATE HOUSING

According to the application to the Department of Housing and Urban Development, for a grant to plan a comprehensive Model Cities' Program submitted in April of 1968, 56.4% of housing units located in the Model Cities' area was considered as substandard units; 7.4% was considered dilapidated units.

Forty-nine percent of the individuals receiving old age assistance reside in the Target Area as described by the application indicated above and by the Community Action Agency of Ogden, Utah. Approximately 79% of the old age recipients are renters.

In a board meeting held October 2, 1968, of the Weber County Board of Public Welfare, Mr. Gordon Belnap, a board member and local banker, submitted a report to the board in which he compared local housing standards with welfare allowances for shelter. He stated he was amazed the welfare standards were so low. He explained the method of allocation of 25% toward rent or shelter costs. He stated this was absolutely ridiculous. A person buying a \$16,000 or \$18,000 home is permitted between 22% to 25% toward housing. The higher income beyond this point the percentage decreases. If you are purchasing a \$30,000 home 10% is allowed. The amount going into shelter drastically decreases. Where the income is below \$100 per month, between 50% and 60% going toward shelter costs.

The Bank sent an appraiser out within the County to find out where a decent person could find housing for \$20 per month which is allowed welfare recipients, but it was impossible. We are requiring human beings to live like pigs on \$20 per month and yet cry out how we are doing such a great job for persons on welfare. The cost of housing has gone up 12% in the last 18 months and can we expect people to try to live on 25% of their welfare grant for shelter? The Government allocated \$43 per month for housing which the Bank thought maybe they could find. The appraiser went out to find housing for \$45 per month. The only available thing in this town, after three days of looking, is a home anywhere from 60 years of age and older and the only area is in Washington Boulevard to Wall Avenue—with some on the East side of 2nd Street and 7th Street—the earlier mentioned locale up until just a year ago has been unacceptable by FHA standards for habitation.

Mr. Belnap stated the public at large is entirely unaware of the plight of the persons on welfare to approach a halfway decent living standard. About 40% to 50% of the \$86 per month has to go into housing. Vacancies in the Ogden area are of a very low rate at one-half of 1%. You cannot find in this town a vacant house to rent. More apartments are being built now than in the last 50 years. The ratio is extremely low and consequently, this is throwing a burden on people trying to find housing. Even those persons who can afford to pay \$200 per month cannot find anything and yet we expect welfare people to find something which is not available.

There are sleeping rooms available around Grant Avenue and Lincoln Avenue between 22nd Street and 28th Street above stores with inadequate facilities for \$20 to \$30 per month and this is about all that could be found by the appraiser in this town for the welfare recipients to live in. These rooms are very small, maybe have a bed, a hotplate for cooking and one bathroom on an entire floor to serve several persons.

Mr. Roylance stated maybe this is why we have so many unhappy landlords. The clients rent these places and then have difficulty paying the rent, and then the landlords call up the caseworkers and supervisors when they cannot collect rent from the clients.

A Weber County Commissioner reported that special meetings for taxpayers seeking tax abatements have been held recently. It was brought to our attention, however, that individuals receiving one-half or more of their income from the Public Welfare Department are not eligible for tax abatements. 5.1% of the old age recipients are home owners.

#### C. INFLEXIBILITY OF THE AGENCY IN MEETING SPECIAL NEEDS

Due to a 4% cutback in state expenditures which has been in effect since August 1967, the payment for housekeeping services may only be authorized up to \$100 per month for a single adult and \$120 per month for two or more adults. Caseworkers report that it has been extremely difficult to obtain services of individuals who possess the qualities necessary to provide responsible and adequate care for persons requiring such services. Payment for part-time housekeepers is allowable by our Department at a rate of \$1.20 per hour; this amount is not comparable to pay received by cleaning women who are currently receiving \$1.50 per hour for their services.

Allowances for home improvements are authorized only when property is about to be lost and it is necessary to protect the lien investment of the Division of Welfare.

Any expenditures for burial by the Department must be secured by lien on real property. The Public Welfare Commission has approved \$550 as a reasonable cost for burial and has authorized payment for a burial by the Department not in excess of \$400. When the total cost exceeds \$550, the applicant is not eligible for any burial assistance. Caseworkers report that they find it extremely difficult to arrange for burial of recipients who are not property owners who have no relatives or friends willing and able to assume such costs.

#### D. TRANSPORTATION

Less than 3% of our old age recipients own and operate automobiles. More than 97% must rely on public transportation, relatives, neighbors, friends or other agencies providing this type service on a very limited basis.

Public transportation is inadequate. There is no bus service available in the Western part of the Target Area. There is no service on Sundays or legal holidays and subsequent to 7:00 p.m.

#### E. PROBLEMS SURROUNDING SECURING FREELY PROVIDERS OF MEDICAL AND HEALTH SERVICES

It is generally recognized that good health is a pervasive factor in initial living and should be maintained at the highest level possible. Further, it is recognized that in order to achieve this, older people need preventive health services, as well as restorative and rehabilitative services which require the utilization of a variety of community resources.

All medical services and procedures in Utah are paid at a rate of 90% of the amount listed in the relative value studies. Hospitalization was not affected by the 4% cutback.

Recipients report that they find it extremely difficult to secure services of a physician due to their welfare status. Hospitals report that emergency rooms are utilized as private physicians.

Some medical procedures and services for which payment is generally prohibited are: injections of any nature such as Vitamin B; a series of shots for general health improvement; routine removal of nonmalignant warts, moles, calluses, corns, some cysts, osteopathic and chiropractic manipulations of the body.

The Department does not make payment for tonics, aspirins, laxatives, placebo preparations, appetite depressants whether used for psychological problems, anti-depressants, or weight reduction.

The limit of 20 days payment for inpatient hospital care will be extended to 60 days subject, however, to utilization reviews. The reviews will be conducted in the same manner as reviews under Title XVIII (Medicare) of the Federal Social Security Act.

#### F. ISOLATION AND LONELINESS

All too frequently, old age brings with it withdrawal from normal patterns of socialization, social isolation and increased inactivity.

A recent survey conducted in our Department reveals that only 14% of our old age recipients have spouses. The remaining are single or widowed individuals; the preponderance of whom are females who live alone. Opportunities for participation in meaningful leisure time activities which are available through fraternal organizations and senior citizen centers are limited. According to a recent report, there is only one OAA recipient participating in services available through the Golden Hours Center. Caseworkers report that interviews with other recipients reveal that the lack of funds for fees, inappropriate clothing, and lack of transportation are the reasons given for nonparticipation.

#### G. QUALITY AND DISTRIBUTION OF NURSING HOMES

Nursing home facilities in the State of Utah were classified as of July 1, 1968, as two types: skilled nursing home and intermediate care facilities. There are currently five skilled nursing homes and eight intermediate nursing homes in the community.

The skilled facility is constructed, equipped, maintained and operated in compliance with all applicable state and local laws and regulations affecting the health and safety of patients. Constructive care is provided, directed toward restoring and maintaining each patient at his best possible functional level and includes activities designed to encourage self-care and independence as part of the patient's treatment program. Patients in need of skilled nursing care are admitted to the facility only upon recommendation by a physician and care is continuous under the physician's supervision. We currently have 67 elderly persons receiving care through this type of facility.

Intermediate care facilities are older residences which have been converted for this particular use. Patients in this type of facility are not as fortunate as others, as they are not under the continuous supervision of a physician. Approximately 200 elderly persons are receiving care through this type of facility.

There are no nursing homes located in the Target Area. Individuals requiring this type of care soon lose touch with friends, neighbors and are often forgotten by relatives. Couples requiring nursing home care are separated, as the intermediate facilities serve only male or female patients.

It is my impression that the Model Cities' Program could greatly enhance the possibility of our agency broadening its current programs, and initiating new programs which could assist us in the efficient provision of services at a level compatible with decency, dignity, health and social functioning.

It is hoped that funds will be made available for the following types of services needed by the elderly in our community:

- (1) To provide new opportunities for old age recipients to participate in community activities which have tended to be more readily available to those not dependent on assistance, i.e., the provision of transportation (shuttle services or mini-bus services, funds for fees required for participation in community activities and senior citizen center activity, and also to implement the foster grandparent program).

- (2) To reach out more with demonstration projects that may find solution to problems currently experienced by our old age recipients, i.e., (home care service programs to include homemakers, homemaker's aides, housekeeping services and attendant care, volunteer programs).

- (3) To create new positions which would include the paraprofessional, the home economists, and perhaps property and housing consultants to assist individuals remaining in the community.

- (4) To provide more funds, and relax red tape in order that adequate low cost housing may be made available to the elderly as well as others requiring same.

- (5) To improve physical, emotional, preventive, restorative and rehabilitative services.

(6) To provide the opportunity for us to improve community understanding and secure the commitment, involvement, and cooperation of other public and voluntary agencies, businesses, citizen groups and labor in bridging the many gaps in services outlined above.

11. Can training be provided to give middle age or elderly welfare recipients skills or information for employment?

The average age of the old age recipient remaining in the community is 83 years 6 months. The average age of the nursing home patient is 81 years 3 months. The age range is 65 years to 98 years, with preponderance between 78 and 82 years.

We feel that training for those individuals who are able to work is feasible if the training is the right kind of training and there will be a job at the end of the training. Some plan should be implemented concerning a work incentive allowance in the event the elderly are able to obtain employment.

We currently do not have training programs available which are geared to meet the needs of the aged.

Mrs. JONES. Two questions were submitted to me for a response.

No. 1 was the problems that the welfare department experiences in providing services for elderly people in the Ogden area, and how model cities could perhaps tend to reduce some of these problems.

The second question pertains to training—whether or not we feel that middle-aged or elderly welfare recipients should be trained or need information concerning employment.

The major problems that we find in working with the welfare recipients are outlined as follows:

1. Adequacy of assistance standards,
2. Lack of adequate and appropriate housing,
3. Inflexibility of our agency in meeting special needs,
4. Transportation,
5. Isolation and loneliness,
6. Problems of securing freely providers of health and medical services,
7. And the quality and distribution of our nursing homes.

As it relates to item No. 1, the adequacy of assistance standards; we often hear—and it is really a myth—and we who are so close and working with our recipients know that it is lay persons in the community whenever we request appropriations or increases in appropriations. “Well, why are you asking more for these people?” This group also includes old-age recipients. People seem to feel that individuals who are receiving public assistance are quite well off, and they have plenty of money to spend—that they have all the medical problems solved, and they are rather envied in the community.

I don't know whether all of you are aware or not that in accordance with our public assistance needs budget, a single individual requires \$115.80 a month, and a couple would require \$163.60 per month.

However, in 1967 the Utah Legislature froze our grants at a level of 1966, and currently a single person receives \$86 per month. A couple receives \$138 per month. Any income that they receive is deducted from this amount, and the maximum amount that they can receive is \$86 or \$138.

If we can accept the concept that we measure our policy—and programs in our society—in terms of whether or not it facilitates individual fulfillment, then I must conclude that our welfare department is failing to meet the need, even by a minimum definition of adequacy.

One of the primary problems in dealing with our clients—our patients—our recipients—is that our caseworkers spend a great deal

of time in attempting to overcome apathy and attitudes which impair social functioning which we feel are caused by inadequate assistance standards.

Secondly, we have problems across the board of housing. Forty-nine percent of our old-age recipients reside in the type of area as described by the community action agency and our application for model cities.

In a recent board meeting—October 2, 1968—one of our board members—and a local banker—submitted a report to us in which he compared housing standards and welfare allowances for shelter.

#### 50-60 PERCENT OF INCOME FOR HOUSING

This board member has been with us for quite some time, however, he was amazed that the welfare standards were so low. He explained the allocation of 25 percent toward rent and shelter costs—and actually, this is what we allow and revealed—that a survey which he conducted indicated that our clients find it necessary to spend between 50 to 60 percent of their income for housing.

This does not, as you can see, leave very much money for food or cultural activities, for recreational activities, transportation and in meeting other needs.

The banker also reported to us that he sent an appraiser out to find adequate housing for individuals residing in our community. He reported that he could find nothing for \$20 a month—that is in the area of housing. There are a few rooms available for between \$20 and \$30 per month above stores and in other undesirable locations. These were sleeping rooms only that had a hotplate, one bed. There was no private facility for bathing, and it was necessary that tenants use a bath shared with anywhere from 15 to 20 other individuals.

This is one problem that we find that continues to grow in this area. The only thing available after 3 days looking for a house was a home somewhere 60 years or over located between Washington Boulevard and Wall Avenue.

Vacancies in the Ogden area have a very low rate of one-half of 1 percent, and you just cannot find a vacant place that is decent in this town to occupy.

I see that I am using too much time, and I would like at this point to just point to some significant things that we feel also need to be resolved.

Less than 3 percent of our recipients have and operate transportation. This means that they have to rely on public transportation systems, on relatives, on friends, on agencies which may have a volunteer program on a very limited basis.

They soon lose touch with their friends, with their relatives, and it is a very difficult thing for them, in some cases, to utilize the public facilities that are available.

There is no public transportation to the western parts of our city. And as you know, there is no service at all on Sundays or on legal holidays, and no transportation after 7 p.m.

We also have a problem in securing freely, providers of medical and health services. We find our recipients calling us every day, and especially our old-agers, indicating that they have had a difficult time in securing services of a doctor.

We attribute this to the fact that perhaps we are not able to pay the full amount that is required for the services. Apparently we are only allowing 90 percent of the cost.

### EMERGENCY ROOM USE

We find that these recipients are using our emergency rooms at the hospitals as private physicians, and we find that some are not receiving the medical attention at all.

This frustrates us very much, but there doesn't seem to be much that we can do about it, currently.

Others report that they find it difficult to manage on the drug allowance of \$10 per month—that their needs are much greater than this.

And in fact, there are some drugs that we do not pay for at all. For instance, we do not pay for tonics, aspirin, laxatives, appetite depressants—where it is used for psychological problems or weight reduction.

There are many things and many limitations that our agency is confronted with, and frankly, we think that perhaps a program of the model cities scope is our only answer.

And in conclusion I will read to you the recommendations or the possibilities that we think would be helpful to us as an agency through the model cities program.

No. 1. To provide new opportunities for old-age recipients to participate in community activities which are intended to be more readily available and not dependent upon assistance. The provision of this is through the provision of transportation—perhaps a shuttle service without fees to participate in community activities and perhaps the implementation of the foster grandparents program.

I would like to say here, too, it is in the record that I didn't reveal this information to you.

A survey recently conducted in our office revealed that there was only one old-age recipient who is presently participating in the activities here at the Golden Hours Center.

Now some of our caseworkers have had many interviews across this situation. They talk with the clients. They wondered why they were not participating. They reported to us that lack of funds to pay the fee—even though it is \$1—it is more than our recipients have; that they have no transportation to the center, and they do not feel that they have the appropriate clothing to mix with other people.

No. 2. To reach out more with demonstration projects that may help us find solutions currently being experienced by our recipients. By this we mean: homemakers service programs which would include homemakers, homemaker aids, housekeeping services, attendant and volunteer programs.

No. 3. To create new positions which would include the paraprofessional home economists and perhaps property and housing consultants to assist individuals in remaining in their community. To provide more funds and relax the redtape in order that low-cost housing be made available in this area.

To improve physical, emotional, preventive, restorative and rehabilitative services.

And finally, No. 6, to provide the opportunity for us to improve community understanding and secure the commitment and involve-

ment and operation of other public and voluntary agencies, businesses, citizens groups, and labor, bridging the many gaps in services which I have outlined above.

Thank you very much.

Senator Moss. Well, thank you, Mrs. Jones, for that very fine statement and in pointing out the number of problems that arise in the field of welfare recipients.

They do, indeed, seem to be excluded even more than our elderly people generally are. This is something that we should address ourselves to.

One of the main problems, of course, is inadequate funding, and that must be attacked. But there are many other things, too.

I notice in your statement that you indicated that in the target area for the model city here in Ogden, there were no nursing homes, for example. Is this true?

Mrs. JONES. This is true, Senator. We have no nursing homes in the area.

We do have five skilled nursing homes in Weber County, and eight intermediate care facilities. However, there are no nursing homes in the target area, and we also find problems across couples when we find it necessary to place couples in a nursing home, we have to separate them, because the intermediate facilities do not accommodate both male and female. This also creates a problem.

Senator Moss. I see.

Mrs. JONES. Our other nursing homes are older homes which have been converted for utilization as nursing homes. They are not adequate or appropriate to meet the needs of the patient.

#### INADEQUACY OF TRANSPORTATION

Senator Moss. I notice that you underlined then the inadequacy of transportation. That seems to have come up in just about every witness that has come before us who testified that there isn't adequate transportation for elderly people to get to the places that they need to go.

Mrs. JONES. This is very true. And according to our grants at the present time, there is no transportation allowance considered.

Senator Moss. For the welfare program?

Mrs. JONES. Not at all.

Senator Moss. Well, thank you for your very thoughtful statement, and it does point out to us a lot of the problems that we need to address ourselves to.

(The chairman, in a letter written shortly after the hearing, addressed the following questions to the witness. Questions and replies follow:)

*Question. You suggest that "red tape" should be relaxed in order that adequate low cost housing may be made available to the elderly as well as to others who require it. May we have examples of the effects of such red tape procedures?*

*Answer.* There is no Urban Renewal Legislation in effect in the State of Utah; no Public Housing Administration; and private enterprise to date has not taken the lead in resolving the housing problem. I feel that a program of the scope of the Model Cities Program is the only solution in meeting a dilemma of this type.

It appears that private enterprise is willing to support such a program, but needs loans to help finance development of construction of homes and housing units. Subsidies are also needed to maintain rents at levels within the means of low income tenants.

It is generally agreed on a local level that over-complicated government procedures across proposals submitted for approval have been a deterring factor in terms of progress in the area of housing.

*Question. Even though the average age of the old age recipient in the community is more than 83 years, you feel that "the right kind of training" and the certainty of a job might well open up employment opportunities for such recipients. What kind of training and what kind of employment do you anticipate?*

Answer. In view of the average age "83" of elderly recipients receiving grants through your agency, I do not feel that training programs comparative in nature and scope to MDTA and WIN would be feasible, as they relate to the elderly. However, it is my impression that the elderly must be helped to realize that they are and will continue to be a member of a society that needs and desires to be exposed to what they have learned through their years of experience and effort. This could be accomplished through the implementation of the Foster Grandparent Program. Sheltered work shops and hobby shops located in the target area could be a means of providing a part-time employment and supplementation of income for those elderly individuals who are able to work.

*Question. May we have the statistics on the number of persons receiving old age assistance in Weber County, in Ogden, and in the model cities target area?*

Answer:

(a) Statistics. There are currently 507 individuals receiving money payments as old age recipients. These individuals reside in the community. 67 are confined to skilled nursing homes. 201 are confined to intermediate care facilities. Approximately 100 are receiving assistance with drugs only.

(b) 49% of the old age recipients reside in the target area.

(c) According to a report from our Research & Statistics Division dated July 1, 1968, of a total of 4,540 welfare recipients residing in Weber County, 3,742 or 82.4% reside in the city of Ogden.

I hope the above information will be of some value or assistance to you.

Senator Moss. I thank the other members of the panel, Mr. Watts and Mr. Felsted. We do appreciate having you come and give us this information. We appreciate it.

Our next bit of testimony has to do with health services, and we have two fine medical doctors who will discuss this with us; Dr. Moncrief and Dr. Castle.

Dr. Moncrief is representing the Weber County Health Department, and Dr. Castle is the coordinator of the Intermountain regional medical program.

I am very please to welcome both of you gentlemen here to testify.

I read the article of Dr. Castle regarding the Intermountain regional medical program, and was so impressed by it, I placed it in the Congressional Record, where it was printed and widely read. It certainly was outstanding, and I wanted to commend Dr. Castle for that very fine article.

Whoever would like to proceed first, I would be glad to hear from either one of you.

Dr. Moncrief, would you like to begin, and then follow with Dr. Castle, unless there is some reason to reverse it?

#### STATEMENT OF IRVEN H. MONCRIEF, M.D., WEBER COUNTY HEALTH DEPARTMENT

Dr. MONCRIEF. Senator Moss, members of the committee, and ladies and gentlemen, I would like to make one correction in my statement that I submitted—the response following question—and it is the identification of the Public Law 89-749, which is mistakenly written here "Public Law 89-739."

Senator Moss. Thank you.

Dr. MONCRIEF. This is coming to me with a great deal of interest, because I am involved in the health office and am the director of the county group health department.

In the public health area we are primarily concerned with delivering health services where either professional groups or vested institutions cannot ordinarily do this.

We are in a position in the Weber County Health Department—we are located geographically on its meridian and its easternmost boundary—we are frequently solicited for health services from people in the target area.

Many of these people are elderly. The administration of public laws that relate to health programs are concerned, from our standpoint, primarily with the utilization of title 19 and title 18 benefits.

We have within this community or this county a county hospital which is dedicated primarily to the care of the elderly, and integration of title 19 and title 18 benefits for these people.

It is frequently found that these two federally assisted and sponsored medical programs are quite restrictive, and recently we have noted that especially in title 18 areas, this has become increasingly so.

Medicare benefits have become less as far as the administration from our regional directors are concerned, and the utilization review has become more restrictive. Therefore we do have more problems in delivering health benefits to the elderly.

We therefore have undertaken a program of coordination between Weber County Health Department and Weber County Hospital, and also the two vested institutions delivering health services to private hospitals—to utilize as adequately as possible the title 19 and title 18 moneys that are given to the recipients of these two programs.

One point I wish to make in my statement to the committee is that the accurate administration of public health programs by interested people and the cooperation by the community—the practicing physicians and vested institutions—of delivering health services can definitely be proven to be economical and to be able to deliver better services for less money in areas where the services are greatly needed and otherwise would not have been had by the recipient.

#### VACUUMS IN HEALTH SERVICES

As a health officer, I am in a position to observe this area quite closely. It is often discouraging not to be able to deliver health services where you see health vacuums exist.

We all have the motivation—those of us who are pragmatically interested—in this problem. We could hope that certain amounts, Senator Moss, that there could be an effect, and those others involved in this program to maybe jog loose a little money so we can produce health services—perhaps a neighborhood health center, which I think this area sorely needs—and where we do not have to watch apathetically tolerate their infirmities because they cannot receive medical attention.

Thank you.

Senator Moss. Thank you, Dr. Moncrief. I am sure it is of the greatest frustration to a medical practitioner to be unable to administer to people who need some medical attention but because of a

lack of funds or a lack of facilities or organization, in some way, the services cannot be brought to them.

I think you said there is no medical health center here in the city, for example. This is certainly a lack, and something that ought to go into the planning in a model city plan, and it should deserve the attention of the whole area here.

We appreciate your testimony and appreciate the fine work you are doing here in Weber County.

Are there any questions?

Mr. ORIOL. In your prepared statement you have a comment about the need for an educational program to help people get medical assistance.

Is this something you envision the model cities program could play a part in?

Dr. MONCRIEF. Yes. As I stated, this is recorded in my statement—it isn't always the delivering of health services to the elderly—is not always due to the apathy on the part of practitioners or the lack of institutions—it is a lack of education on the part of the recipients.

Many people do not have the knowledge to go about getting medical services—and especially in this age group—and of course directly proportional to their age.

As they become older and the infirmities become greater, receiving medical help is impaired because they are not intelligent—they are losing their faculties as far as thinking is concerned—and this is one point that is strongly emphasized in the chronic disease institutions, such as we administrate in this county, where it becomes very important in order to even sustain these people in institutional care areas that we have to be more meticulous in watching out for their welfare, and do their thinking for them.

Senator Moss. Thank you very much, Dr. Moncrief.

(The prepared statement follows:)

PREPARED STATEMENT OF IRVEN H. MONCRIEF, M.D., HEALTH OFFICER, WEBER COUNTY HEALTH DEPARTMENT, OGDEN, UTAH

GENTLEMEN: The following is in reply to the questions submitted relative to the U.S. Senate Special Committee on "Aging." This hearing is to be conducted in Ogden, Utah, the topic of which is "Usefulness of the Model City's Program to the Elderly."

*Question No. 1:* What are the available health services to elderly persons in the model city target areas? If they are, in your judgment, inadequate, how could the model city's program have been used to supplement them?

I would like to say in answer to this question, that there are no direct health services delivered to the elderly in the model city target area in Ogden, Utah. The elderly that reside in this area, solicit medical care services from physicians and medical institutions in the same manner that the rest of the community do.

In my judgment, I believe there is some degree of inadequacy of delivering health services to the elderly in the target area. This is in part, due to lack of health education on the part of the recipients, and, also, complemented by the fact that many of these people are on a rather low socio-economic status. There have been some health services rendered to these people through the Weber County Health Department by the Health Officer. This, however, is fragmentary and no formal program to deliver health services to the elderly from the target area exists as such.

The model city program could be used to supplement health services for the elderly by the implementation of a neighborhood health center. This could be accomplished by utilizing the existing Weber County-Ogden City Health Department facilities or the construction of a new unit placed elsewhere within the target area.

There is an abundance of clinical material I am sure could be dealt with from a health administrative area that was centrally located within the target area itself.

*Question No. 2:* Are the Medicare and Medicaid Programs increasing the number and quality of health services available to the elderly in target areas? If not, what recommendations do you have for change?

My answer to this question is that the Medicare and Medicaid programs have substantially increased the availability of health services to the elderly in the target area. The utilization of these programs, however, deserves constant surveillance and administration from a medical standpoint to justify the usage of these public funds.

The Weber County Health Department and the County Hospital have worked in the past very closely to correlate these two programs and many of the recipients of these two health care services are elderly people from the target area.

It has also been the policy of the Weber County Health Department and the County Hospital, to correlate with the two vested hospital institutions in order to more efficiently utilize public monies in the administration of these two health programs.

At times it is, however, difficult to find physician services for recipients of Medicare and Medicaid for elderly people of the target area. This is not always due to the lack of physician response or apathy on the part of the physicians themselves, but is contributed significantly by the fact that these people are often not educated as to how to go about getting medical assistance. I would suggest that a good improvement could be made in the delivering of health services to the elderly from the target area by utilization of health education directed towards both the recipient and the physicians delivering the services.

Many physicians are reluctant to utilize Medicare and Medicaid programs because of the involvement of the people who are not able to process their own claims, thus making it complicated for the physician himself to act as the book-keeper and collection agent for a patient who is receiving limited medical benefits.

It has not been difficult to demonstrate that intensive and purposeful administration of a federally assisted health program can be workable and benefit considerably the elderly and produce a great savings to the government when this effort is centralized and there are people who are willing to administrate the program itself.

*Question No. 3:* What coordination did you envision between the health components of the model city's program and other federally assisted health programs such as, Partnership for Health?

The answer to this question is not readily available because of the fact that no health components in the model city's program as relates to this target area, exists as such.

Federally assisted health programs do exist and are functionary within a target area, however, these are confined to the Weber County Health Department which is located within the target area itself.

The Weber County Health Department does receive federal funds through the State Health Department to assist in the programs that are existent within the structure. Wherever possible, coordination is maintained between the administration of patients hospitalized within the two vested institutions and under the direction of the Health Officer. These people are programmed into the Weber County Hospital which utilizes an extended care facility program to shorten acute hospital stay. Implementation of Medicare and Medicaid is frequently performed to deliver this service. In addition, there does exist an Arthritis Clinic, a Migrant Health Program which has been functionary during the past season, a Tuberculosis Clinic, a Mental Health Clinic, a Home Health Agency, involving physical therapy, and a Dental Clinic, all exists within the Health Department. All of these functions are partly sustained by federally assisted programs.

*Question No. 4:* For our hearing record, may we have a list of federally assisted programs at work in the Ogden area for the elderly?

As stated above, no direct program exists to deliver health services to the elderly in the target area. There is, however, a high degree of integration through the Health Department and the Weber County Hospital to serve the people in this area.

The Clinic units mentioned above, and particularly the Home Health Agency, which is a visiting nursing service, are all functionary through the Weber County Health Department.

Utilization of Title 19 and Title 18, medical benefits are frequently initiated for elderly people upon their request directly from the Health Department.

Under Public Law 89-739, under section 314 D, we do receive some monetary assistance from the federal government. This money, in part, sustains our operation and it can be said that the federal government participates to a certain extent in all of the clinical services mentioned above.

As the Health Officer and Director of Health for this county, and sitting in a position to observe frequently the geographic and socio-economic status of the target area, I would say that there is definitely a need for improvement in delivering health services to the elderly. This would, I believe, best be accomplished by the establishment of a neighborhood health center.

If the model city's program has facilities for this type of planning, I feel that it would be justified to include this type of operation.

There is at present, a community health survey in the process of being accomplished which will yield a vast amount of additional information I am sure will further justify the need for improving the delivery of health services to the elderly.

Senator Moss. We will now hear from Dr. Castle, the coordinator of the intermountain regional medical program.

**STATEMENT OF C. HILMON CASTLE, M.D., COORDINATOR, INTER-MOUNTAIN REGIONAL MEDICAL PROGRAM, OGDEN, UTAH**

Dr. CASTLE. Thank you, Senator Moss. I appreciate the opportunity to be here and hear about problems that are quite relevant to the program for which I am coordinator; namely, the intermountain regional medical program.

Also I am glad to have the opportunity to mention this program to people in this audience, and to you, so you all will know about it. I think it is a program that should and certainly is intended to work with any new health care program that is developed in this country especially in the killer disease areas: heart disease, cancer, and stroke, and other directly related diseases.

If any of you happen to be interested in more details, which I won't give this morning, and would like to see the article to which Senator Moss referred, I would be delighted to provide you with copies.

The Intermountain regional program is quite a new program. It has resulted from legislation that was passed by the 89th Congress—this piece of legislation has been welcomed by people who are concerned about the quality of health care in this country and about the fact that there are advances which are being made in medicine which are not being used in the field; advances which are not being practiced by some of the professionals. This was one of the many stimuli for passing this bill.

It is a good bill. It is being hailed and welcomed by the health professionals themselves. I don't think there is any problem with people thinking it's not a good instrument for improving patient care.

We began in Utah with the regional program involving not only the entire State of Utah, but also a portion of the five surrounding States. We began officially on August 1, 1966, when we received funds for planning.

In April 1967 we moved into the operational phase, long before we completed all of our planning. We are trying to do planning and operations hand in hand, hoping that we could do a better job of both if we did them simultaneously.

Since April 1967 we have been conducting specific projects—15 in number—directed toward improving health care in those major diseases that I have just mentioned.

This program does not provide health services directly. It is designed to work with health professionals and the institutions already in existence, in assisting them in improving what they are doing.

A primary responsibility of the intermountain regional medical program is to get all of these groups in the health professions and institutions really to work together and be concerned about the overall problem, rather than just the ones they are finding in their own institutions.

The University of Utah is the grantee institution for this program, but the policymaking and guiding hand for the program comes from a 30-member regional advisory group from the community in which the proper elements are represented.

#### CONCERN WITH THE IMPOVERISHED

We have a specific task force in the regional advisory group who are concerned about the impoverished and are concerned about the elderly and what this program specifically should do for this group over and above its overall purpose.

As I say, we are just beginning this program—we consider it very new—and we consider that we have a lot more to do before we can consider it a complete program.

I do think it could work well with the model cities program and certainly the concepts conveyed are similar. Although we must centralize some health services, for example those that require special care and are terribly expensive, there is no question but that we must move our early detection diagnosis and follow up patients in the community and have outreach programs similar to what has been mentioned this morning.

I think if we did have a model cities program anywhere in this region, that the model cities program and the regional medical program could work hand in hand and complement each other. I think the major problem, at least with some of the people in the impoverished group has been pointed out here time and time again—that is, how do they get into the existing health care system?

How do they get that high-quality care we already have in some places into their community?

I think if a model cities program did develop, improving transportation, social services, patient education, awareness of disease detection programs in the community, we certainly could exploit and utilize those benefits that are coming from this other federally funded program.

I think we have the structure in the bill of the model cities program and also the regional medical program, and in the structure of comprehensive health planning within this State to insure that there is coordination as these programs develop, I see no conflict or difficulty. The details of just how we will complement and how we will work together must be worked out, but I see nothing but benefit coming from all of these programs; that is, if they can be brought to the community.

Senator Moss. Thank you, Dr. Castle. I am glad to have your analysis and your assurance that there doesn't seem to be any conflict between what we are trying to do in model cities and your develop-

ment of the regional medical program. In fact, they could dovetail and work together very well.

That is what we had hoped would be the case, and I am glad to have your comment on it, because of the fine work you are doing already with the regional medical program.

And if we can develop the model cities planning and get a model cities operation going, that would fit in then with the type of work that you are supervising in the intermountain area.

I appreciate your testimony, and I compliment you again on the very fine article that I mentioned earlier. I thought it was excellent.

And I appreciate, Dr. Moncrief, your being here.

Do you have another comment?

Dr. MONCRIEF. I thought I would render some additional information because it has been spoken to previously, and that is the process of community health survey, and determining the social-economic standards in the target area.

Now, we are in the process at the moment of going to school—using Salt Lake County as the prime county in the State—to determine what the community health levels are. But it is a tier project. It is funded by HEW, and Weber County gets its second crack at it.

This is, of course, the prime thing—the stumbling block—that all of us have that have to administrate the public law and programs—is not to have the data that we need in order to justify utilizing the public moneys.

We can, through a comprehensive health program of planning now, utilize the 314-E and 314-D sections of Public Law 89-749 as soon as we can get this information, because it does justify the use of the money.

So it is available, and we can get on it.

Senator Moss. Thank you. I do hope that we can get that done, too.

Are there any questions?

Thank you very much, gentlemen. We appreciate your testimony. (The prepared statement follows:)

PREPARED STATEMENT OF C. HILMON CASTLE, M.D., COORDINATOR,  
INTERMOUNTAIN REGIONAL MEDICAL PROGRAM

I am Dr. C. Hilmon Castle, Coordinator for the Intermountain Regional Medical Program for heart disease, cancer, stroke, and related diseases. This program began officially, August 1, 1966, when funds for planning were obtained and in April 1967, operational pilot projects were initiated. Although we have 15 specific projects, we are in the beginning stages of the program which is improving health care in the major "killer" diseases through development of cooperative arrangements among institutions, organizations, agencies, and programs concerned with these diseases. The IRMP does not provide health services directly, but rather works with the health professionals to help them provide more and better services to those who need them. Since the Regional Medical Program has a mandate to do the best job possible with the resources in the region, we have a particular responsibility to coordinate our efforts with existing programs and facilitate the development of new ones which are likely to improve health in the region. The Regional Advisory Group of the IRMP has a task force specifically charged with determining what emphasis and mechanisms should be applied for impoverished groups such as the elderly, in our communities. We wish to combine whatever resource we have with others to do a better job. I believe the Model Cities Programs could be quite helpful in improving health care in the communities in which they are located. Even if we utilize optimally all of these programs, I believe our health needs will still not be adequately met.

I believe with the requirements in both the Model Cities and Regional Medical Programs and the structure for Comprehensive Health Planning in Utah, we have the framework on which coordination of these programs can be accomplished, and I believe each program would be helpful to the other. The details of how this would be done will require further deliberations with those responsible for each program.

Senator Moss. We will move on to the area of employment and education now.

We will ask Mr. Jack Judkins, the executive secretary of the Cooperative Area Manpower Planning System; and Dr. Rulon Garfield, director of educational services of the Ogden City Schools if they would come forward, please.

Mr. GARFIELD. Senator Moss, with the approval of the majority council, we brought Mrs. Mause Yamaguchi with us today to help us make our presentation.

Senator Moss. Very good. We are happy to have you, Mrs. Yamaguchi, and pleased that you could come to be with us.

Would you like to proceed first—no? All right. We will have Mr. Garfield first. You will make your presentation, please.

#### **STATEMENT OF RULON GARFIELD, DIRECTOR, EDUCATIONAL SERVICES, OGDEN CITY SCHOOLS**

Mr. GARFIELD. You have been presented by me a written statement which I hope will be placed in the record. It is very short.

There are three or four points that I would like to speak to from the written statement.

Senator Moss. It will be there in full.

(The prepared statement follows:)

#### **PREPARED STATEMENT OF RULON R. GARFIELD, DIRECTOR, EDUCATIONAL SERVICES, OGDEN CITY SCHOOLS.**

It is a pleasure for me to testify before the United States Senate Special Committee of the Ageing, concerning the usefulness of the Model City Programs to the elderly. It has been suggested that perhaps I should address my remarks to certain questions, and I am pleased to do that.

The Model Cities program, in my opinion, would do much to promote educational opportunity for elderly persons in Model City neighborhoods. This, of course, is directly proportionate to the plan that is established for Model Cities. If the Model Cities Program is planned properly, I believe, it should include substantive social solutions in addition to physical reconstruction. A great social solution that needs to be focused upon is taking advantage of the number of years many people have as they grow older to make a substantial contribution to society. Part of the solution must be programs that provide the elderly an education for living. Just as the education for a six to seventeen year old is to prepare for total living, education also must be presented to the elderly to help them prepare for total living as they grow older.

Educational opportunities should include employment capabilities, but should not be limited merely to vocational preparation. The education for living of an elderly person might well include opportunities to spend leisure time meaningfully, civic and social contribution, and the special opportunities to grow in knowledge, which parenthetically is not limited merely to younger people.

To prepare for employment opportunities educational programs must be developed so that marketable skills may be developed or improved to meet the needs of the dynamic society that the elderly face.

Also, as we attempt to solve employment capabilities for the elderly, one must recognize that perhaps there are un-thought-of vocations which might emerge in the future, and for which training will be needed. Directions these un-thought-of

vocations may take that the elderly might have special ability for are beginning to emerge in areas such as Foster Grand Parents program, companion programs such as promoted by the Ogden City Schools, consultant services to take advantage of the expert training and experience of the elderly, part time administrative responsibilities. Further, one must recognize the Model Cities neighborhood may not be coterminous with the elderly persons neighborhood for the elderly are scattered throughout the city.

The Golden Hour Center and other community centers such as the Marshall White Center must be used in developing educational programs for the elderly. The time is long gone when education is something that happens within the four walls of the classroom. Other facilities including the Golden Hour Center should be used. Model Cities should provide funds so that educational programs could be conducted within the Golden Hour Center for this education for living.

Ogden is especially fortunate in having a Golden Hour Center for the elderly, where people feel very comfortable receiving educational opportunities within the center, rather than returning to an Elementary School, and it should be utilized.

Mr. GARFIELD. I would like permission to present Mrs. Yamaguchi to help present the point of view that I represent.

This point of view may be somewhat different than others expressed. We do it humbly, merely as a matter of expressing a different dimension.

The first point I would like to highlight is the fact that if we want to make a model cities really worthwhile we must go beyond physical reconstruction. We must put into the program substantive social solutions—what I call substantive social solutions—which would include, educational programs, health programs, and other programs that have been talked about—one of which would be education for living for elderly people.

We would believe, also, that in these substantive social solutions and in this education for living, we need to train people for vocations in the dynamic society in which we live.

#### A "PREJUDICE" AGAINST THE EDERLY

The second point is the fact that we have talked a lot about the problems of the elderly, but one of the problems that we have is a basic prejudice against the elderly. We feel that they are too old to make significant contributions. Of course, they can make tremendous contributions, perhaps in unthought-of vocations of the future, such as foster grandparents, companions, consultants.

We should make certain, however, this education for living does not include only vocational training, but also cultural experience, leisure time opportunities, how to make social and public contributions, and so forth.

The third point is that we need to make sure in the model cities program that there is coordination written into it. I believe Dr. Moncrief just said that there is no medical program facility in Ogden. I don't find it that way. I find the Dee Hospital and the St. Benedict's Hospital to be very fine medical facilities for many indigent people for whom I have had responsibilities.

But of course we need to coordinate. I believe that model cities must put the focus on the coordination of activities.

I believe also that there has to be a spillage effect. I don't know how to call it by any other name, but Mrs. Jones indicated that 48 percent of the people who receive welfare—who are elderly—live in the model cities neighborhood.

What about the other 52 percent who live outside the model cities neighborhood? I don't think that the elderly are found—apparently

this study reveals it—just in the model cities neighborhood. And so we have to have this spillage factor in the program so that the benefits of model cities can spill over to people outside of the neighborhood—the so-called model cities neighborhood.

Now, for some human testimony about this, and to be able to see it as a person, I would like to ask for a few moments for a very fine friend of mine, Mrs. Mausa Yamaguchi.

Senator Moss. Mrs. Yamaguchi, we are pleased to hear from you. Would you please speak close to the microphone so that we may hear you.

#### STATEMENT OF MRS. MAUSA YAMAGUCHI

Mrs. YAMAGUCHI. Senator Moss, committee members, and ladies and gentlemen, Mr. Garfield didn't give me much notice about giving this little talk, but I will do the best I can.

I am Mausa Yamaguchi, a widow 61 years of age and a graduate of the Manpower Training Institute.

My husband died in 1965 after a year's illness, and I found myself with a small business that had more or less diminished, because I had not been able to attend to it because of my husband's illness. After his death I tried to keep it going, but found lifting cases of canned goods, et cetera, was more than I could do.

Profit from the business was not enough to meet living expenses and I knew I had to get into some other line of work. The fact that I had taken a business course before I got married and never put it to use, wasn't much help after 38 years.

A friend told me about the Manpower Training Institute and said that they were getting ready to start another class. She suggested I go and apply for enrollment, which I did.

You have no idea what a relief it was to find I could go back to school and train for gainful employment, and at the same time receive enough compensation to meet living expenses. That panicky feeling just melted away.

The ladies who attended MDTA were widows like myself, divorcees with dependent children, or ladies whose husbands were too ill to work. Upon graduation, I went to work at the Internal Revenue Center as a tax examiner. Many of the other ladies also found employment there as clerks, typists, card punch operators, and warehousemen. Practically all of the graduating class found immediate employment.

I am going to digress here for just a moment. While I was working at Internal Revenue, often at the lunch table or the coffeebreak, people would talk and I had many women say that they thought it was really terrible that the Government was spending so much money paying people; in other words, to go to school.

I told them that I totally disagreed with them, because I happened to be one of the fortunate ones who had been able to take advantage of this training, and that I had worked and studied hard to train myself for this employment.

I think we made an estimate one time of the amount of money the graduates would earn in only 1 year and found it would amount to almost as much as it cost to educate us.

## AN OPPORTUNITY TO MAKE A LIVING

I am sure all of the ladies were as grateful as I was for the training that gave us the opportunity to make a decent living.

It is cheaper to train these people who cannot afford to train themselves than it is to let them become wards of the county or State—restore their pride by making them productive citizens who can live without fear.

I did not make permanent status in our area this past year, and so was laid off briefly. I hope to be called back soon after the first of the year.

A few days ago I applied at one of the better department stores as a salesclerk for holiday work. I was told that they preferred experienced sales personnel. One certainly cannot get the experience one needs unless allowed to work. Preference is always for the young, and I am certain they have to start without experience.

The public is being educated to use the handicapped, which is wonderful, but I think they should also be educated to use older citizens.

I hope that the few things that I have told you will help in some way so that you will understand the need to help the untrained. I shall forever be grateful for the help I received.

Thank you.

Senator Moss. Thank you, Mrs. Yamaguchi. That is a very inspiring story, really, to have you tell us about going back to school and getting some training and then being able to utilize that training in your employment at IRS. I hope you will return there right after the first of the year.

What you pointed out is what is so hard for us to get through sometimes to people who feel that Federal money is spent recklessly and thrown away when you say that those who get training and therefore can get back to work and become self-sustaining can by their income begin to pay their share of the taxes which in turn pyramids well beyond what was laid out in the first place, and rather than to have just perpetual welfare grants.

Now, it is not that welfare isn't needed, there are people who are unable to work, and either the very young and those who are crippled or otherwise limited, and we must have welfare grants for those people.

But people who are able to care for themselves should be given the training to do that, because not only do they then become productive and contribute as all other citizens do to the payment of taxes, but as you say, it restores this feeling of independence and security that is so important to all of us.

And I am very pleased to have you tell us your story of how you were able to get training and able to get back to work when you could no longer proceed with your store work which became too heavy for you to keep up.

I am glad that Mr. Garfield brought you here today to tell that story. I think it makes an excellent part of our record.

(The chairman, in a letter written shortly after the hearing, addressed the following questions to the witness:)

1. Your statement referred to "companion programs such as promoted by the Ogden City Schools." May we have additional details on the purposes and methods to be employed in such a program, together with some discussion of how the model cities program might be helpful toward meeting such objectives?

2. What are your suggestions for overcoming the difficulties implicit in your statement that one must recognize the Model Cities neighborhood may not be conterminous with the elderly persons' neighborhood, for the elderly are scattered throughout the city?

3. It has been said that the elderly resist the idea of "going back to school" for educational programs. How could this attitude be overcome, even in a setting as advantageous as the Golden Hour Center?

(The following reply was received:)

OGDEN CITY SCHOOLS,  
*Ogden, Utah, November 20, 1968.*

DEAR SENATOR MOSS: I am pleased to reply to the questions about which you needed greater clarification. We have had a companion program in the Ogden City Schools for many years. We recognize that in many disadvantaged homes, particularly negro homes, there is a lack of a substantial male image, also, there are substantial homes where there is a lack of companionship. These parents are too concerned about bridge, golf, etc., to develop very many relationships with their children. We have a "Little Brother" program going where in we select companions who are older boys and young men who serve as companions to someone in trouble. They successfully act as a tutor and companion in helping the person achieve more in school.

The fact that Model Cities neighborhoods are not conterminous with elderly persons neighborhoods; for the elderly are scattered throughout the city, can be handled very simply. In the Model Cities legislation a spillage factor must be written in which merely states that while the core of the program will be in the neighborhood the benefits of it may spill over to other neighborhoods who have similar problems, or to homogenous groups such as the elderly who need to be served.

I believe that the attitude of resistance of going back to school for the elderly will not be overcome until the going back to school becomes meaningful, that it really prepares the elderly for living. I see no problem to getting them to return to school if they are being trained for a vocation for which they can make a significant contribution to society. Programs that are as meaningful to them as programs in reading are to my seven year old, must be given them.

I appreciate very much the opportunity of testifying before the committee. It was a compliment to me, but more important than that I would hope that what you have said was underscored by me, which is that Model Cities legislature is going to be meaningful only when it includes more than mere physical reconstruction but, must offer programs that will solve social problems.

Sincerely yours,

RULON R. GARFIELD,  
*Director, Educ-Services.*

Senator Moss. Now we will have Mr. Judkins, who is the executive secretary of the Cooperative Area Manpower Planning System.

**STATEMENT OF JACK JUDKINS, EXECUTIVE SECRETARY,  
COOPERATIVE AREA MANPOWER PLANNING SYSTEM**

Mr. JUDKINS. Thank you, Senator Moss, and staff.

I appreciate this opportunity to be able to testify today. The words "Cooperative Area Manpower Planning System" is an awfully long title for any committee, and so it has been cut down and called CAMPS.

I would just like to explain briefly what CAMPS stands for and why I am testifying here today.

But first may I say that I have a prepared statement and would like to have it entered into the record.

Senator Moss. That will be done.

(The prepared statement follows:)

PREPARED STATEMENT OF JACK JUDKINS, EXECUTIVE SECRETARY OF THE "CO-OPERATIVE AREA MANPOWER PLANNING SYSTEM" (CAMPS)

1. OBJECTIVES OF CAMPS IN OGDEN AND ITS PROGRESS THUS FAR

The main purpose of CAMPS is to provide a vehicle for cooperation among agencies providing manpower services to the end that better coordination and more integrated programming will result in elimination of duplicative efforts and more effective service to the public. It is a process to meet manpower problems by way of linkages between the operating programs and better coordination of manpower services.

By Executive Order No. 11422, CAMPS has been designated as the vehicle to carry out coordination of all government and non-government agencies given legislative responsibilities under manpower programs to help the disadvantaged, unemployed, underemployed and other needy individuals to secure adequate employment.

2. HOW CAMPS IS COORDINATED WITH THE "MODEL CITIES" PROGRAM

One of the main features of Model Cities is the problem of manpower, to seek ways and means of increasing employment and reducing unemployment, especially with the "disadvantaged." This is the objective of CAMPS, and as such CAMPS is the designated vehicle to coordinate all manpower programs, so that the most mileage could be made of the resources available and provide linkages between agencies, so that individuals can receive the greatest amount of service without duplication and overlap.

3. OPPORTUNITIES FOR INCREASING THE NUMBER OF JOBS FOR MIDDLE-AGED AND ELDERLY PERSONS IN THE TARGET CITY AREAS THROUGH THE MODEL CITIES PROGRAM

From the manpower standpoint, Model Cities would have given the local area a strong manpower component in the form of the "Concentrated Employment Program" (CEP). The CEP's program provides many avenues of training and industrial development which are not available to us at this time. We have found through experience that if we have an adequate training program we can move a significant number of disadvantaged and unemployed people to the "Job Ready" status and obtain employment for them which meets their economic needs.

The CEP's program would have been especially helpful in solving employment problems of the aging, as we have found that many people have to "retool" their qualifications four to five times in their working life to keep abreast of technological advances and occupational changes.

4. ADVANTAGE OF TRAINING THE OLDER PEOPLE AT THE GOLDEN HOUR CENTER

One of the problems involved in helping the older person obtain work is properly motivating the person to accept additional training that will qualify him for current employment opportunities. There is constructive and positive motivation in a group of your own peers where common problems exist and discussions can be held on these problems. Group motivation then would have been the main advantage to training at the Golden Hour Center. In addition, however, the facilities of the Golden Hour Center are very conducive to training this group of individuals.

5. JOB OPPORTUNITIES TO THE ELDERLY IF TRAINING IS PROVIDED

Job opportunities can be found in each major occupational group for the elderly, if they are qualified to compete for that job. More specifically for our local demand, we have a large clerical work force which takes a substantial support effort in providing employers with sufficient qualified clerical help. We are sure that if the elderly were qualified in this occupation, that numerous job opportunities would be available.

The service occupations, especially in medical services, would provide numerous jobs if people were trained. A survey conducted by the Dept. of Employment Security in 1967 showed thousands of job opportunities in the form of expansion

and replacements for people if they are technically qualified to meet this labor demand. In addition, there is a growing need for executive housekeepers in hotels, motels, hospitals, nursing homes, etc. The aging could fit well into this labor demand.

Some of the best salespeople are those mature individuals, and many requests the Ogden Employment Security Office receives is for an older salesperson.

The semi-skilled occupations are also fruitful, as many men and women can be trained to be helpers or assistants to the skilled worker. Also, the field of buildings, machines, and grounds maintenance provides opportunities for many.

Mr. JUDKINS. We found out there are many agencies who are working with manpower problems; many going in different directions having duplication and overlap.

It was decided on a volunteer basis about 2 years ago that at the Federal level there should be some coordination, and this coordination should come on down to local levels.

So on a volunteer basis the organizations got together to eliminate this duplication and overlap and try to do the best we can with all our manpower programs.

Since that time, last August, we have had an executive order which now officially directs all Federal agencies with manpower programs to work together. This is designated on down to local levels, and this is why we have CAMPS in the local area.

Now, the reason why I am here today is that CAMPS would be the manpower arm of our model cities program if we got one. The objectives of the model cities program are the same as the objectives of CAMPS; that is, we want to coordinate and correlate services so that we can give the best training, the best services available to the people—to the disadvantaged, to the underemployed—to help eliminate the levels of unemployment and to try to increase employment and give people work that will sustain them economically.

Now, the great advantage that we can see from model cities is the concentrated employment program that would have come as a result of model cities. This is known as CEPS.

If we could have received model cities, we would have had the CEPS program which gives us a larger latitude and ways in which we could go for training.

Specifically, this would have helped the aging people because we need a training and education component.

We find that in the lifetime of people, because of changing technology and occupations, they have to—what we would characterize as “retool” themselves.

They will have to do this four or five times to be prepared to carry on in their occupations.

#### TRAINING COMPONENT NEEDED

We need a training component to do this. At the present time we do not have the component necessary to train the people that we want to, especially in the aging group, to motivate them, to educate them so that they are qualified to accept employment in the jobs that are available.

We have had our Manpower Development Act, and it has been one of our most successful programs in the area in training. Our problem is that the funds are being siphoned off each year so that we have less and less money for manpower development and training in our area.

This is the result of many things. One would be that much of the money has gone into national contracts and into the CEPS program where model cities has been awarded.

So locally here we have fewer and fewer opportunities to train in a program that has been proven, such as we have just had testified to here by our witness that the Manpower Development and Training Act program has been highly successful, and we feel that we are limited each year by the decrease in the amount of funds that are coming to us.

As an alternative we try to go to other programs, and we have put in an application for Operation Mainstream, which had a tremendous amount of community support, and this was turned down, and other projects that we would like to see funded—these have been turned down for various reasons.

But what we are saying here is that had we received model cities, we would have got the CEPS program, and would have had a good training component.

Now, one of the things that was asked in the questionnaire that was given to me is: What job opportunities are available for the aging?

My answer to this is there are job opportunities in all major occupational fields for the person that is qualified to receive these opportunities. But they must be qualified. This is where we need our training component. This facility here would have been an excellent place to hold training, because it would have provided training for the people within their own age groups, and this would have been very helpful, because we need a stimulus or motivation to get these people back into the mainstream, so that they feel they are a part of the labor force and will want to participate, and there is an opportunity for them.

So we would feel this facility here would have been an excellent place to hold this training.

#### JOBS IN MEDICAL FIELDS

Now, there are job opportunities in our medical fields that are especially good at this time. We have—when I say “we,” I mean the Department of Employment—made a recent survey and found that there are thousands of jobs that will be developing in the medical service field, and if these people were qualified to accept them—these aging—the opportunities would be unlimited to the aging.

There are, especially, opportunities in the semiskilled fields and we feel in the sales field, also—if the people are trained and know how to accept this employment and how to perform.

This is a problem; which comes first—the chicken or the egg? People say they want experienced salespeople. We can have a training component to train these elderly people, if we had received the CEPS program, or the funds through MDTA.

This is about all that I would like to say at this time.

Again I think that this testimony you have received today has been very good and on a very high level, and I hope some good will come out of these hearings.

Senator Moss. Thank you, Mr. Judkins, for your very fine testimony, and for pointing out that if you could get the model cities

grant, that would enable you to proceed with your training in a wider area and with more emphasis than you are able to do at the present time.

But you have already had considerable success in training, as Mrs. Yamaguchi is an example.

We appreciate that very much, and your contribution to the work should help us arrive in trying to get the model cities effectuated here, as well as other places that are now still waiting for it.

Any questions?

Mr. ORIOL. Just one.

Mr. Judkins or Mrs. Yamaguchi, the training that Mrs. Yamaguchi received was through the Manpower Development Institute, and was part of the MDTA Department of Labor program?

Mrs. YAMAGUCHI. Yes, sir.

Mr. ORIOL. And that program is no longer in existence?

Mr. JUDKINS. We have the MDTA Training Act here in the area. We only have 75 slots to train people in in this area at the present time.

We looked at our files at the Ogden Employment Security Office the other day, and we have over 400 people that want this training already.

This does not include all of the other people that are in other programs that should motivate—migrate into the MDTA program.

So you see, 75 slots in relationship to 400 people that want it immediately is very slim.

Senator Moss. Thank you very much, Mrs. Yamaguchi and gentlemen, for your helpfulness and for testifying before us today.

(The chairman, in a letter written shortly after the hearing, addressed the following questions to the witness. Questions and replies follow:)

DEAR SENATOR MOSS: The following is additional information for the hearing records in answer to your questions:

First, "What are the added services that would be possible under the 'Concentrated Employment Program' that a model cities program would make possible in Ogden?"

May I take the liberty of furnishing you material from the CAMPS Interagency Cooperative Issuance No. 69-2, dated March 19, 1968, which details the "Concentrated Employment Program (CEP) and the services available from CEPS.

Second, "Would I establish income levels before individuals could receive training or would I provide training without an income test?"

I would not make income levels a test for training the aging. I base this mainly on the fact that the aging already have a built-in disadvantaged problem which is serious enough to create a large barrier to their employment. It is a significant task to motivate these people into the proper training without placing additional road blocks in front of them.

Third, "Who would provide the training I called for?"

From my past experience, I have found that a cooperative program between the Department of Labor and the Department of Health, Education and Welfare (HEW) is the most successful. The Department of Labor can best give guidance as to the occupations in which individuals should be training and HEW is already established to handle the training.

I hope this additional information will be helpful to you.

Sincerely,

JACK E. JUDKINS,  
*Executive Secretary.*

[Enclosure]

## E. CONCENTRATED EMPLOYMENT PROGRAM (CEP)

### 1. INTRODUCTION

The Concentrated Employment Program was initiated late in FY 1967, at the direction of the President, to bring together in one unified effort all the various manpower programs administered by the Department of Labor which can help people in the worst areas in both urban and rural America.

The Concentrated Employment Program sets up procedures for seeking out the disadvantaged unemployed, counseling them and providing health and remedial education services and manpower training in order to enable them to find meaningful employment. To accomplish this, CEP, under the direction of the Manpower Administration of the Department of Labor, combines the optimum mix of resources from several separately authorized and funded programs into a single project with a local sponsor. This concentrates available manpower resources on a specifically defined target area so as to produce an appreciable effect. Nevertheless, agencies operating in a CAMPS area are expected to maintain their efforts in the non-CEP parts of the area.

Sponsorship of a Concentrated Employment Program is presumed to lie with the local Community Action Agency. The State Employment Service, as presumptive deliverer of manpower services, is responsible for providing manpower services, such as outreach, intake, counseling, referral, followup and job placement, through the Human Resources Development Program. Department of Labor programs which are integrated to achieve the concentration of resources needed for a successful CEP include MDTA, Neighborhood Youth Corps, Operation Mainstream, New Careers, Comprehensive Work and Training, Work Incentive (WIN), ES-HRD and the new JOBS program. In addition, linkages with programs of other agencies are sought to provide a truly comprehensive approach to solving complex manpower problems.

### 2. PROGRAM GOALS<sup>1</sup>

The 21 Concentrated Employment Programs funded in FY 1967 will serve an estimated 56,000 people at a cost of about \$99 million. Table 1 lists the amount each area received. These Concentrated Employment Programs will be continued and will be refunded, with such revisions as may be necessary in FY 1969.

By the end of FY 1968, Concentrated Employment Programs will be designated in an additional 45 urban and 10 rural areas to serve approximately 60,000 people. Funding levels under the CEP contract, which are to be established in negotiations with the sponsor, may average about \$2 million per area.

In addition to the funds provided under contract, resources of related programs will help support the CEP. These are: the Employment Service's Human Resources Development Program and the President's new \* \* \*.

\* \* \* \* \*

### 7. PROGRAM EMPHASIS

The Department of Labor has placed the highest priority on the Concentrated Employment Program and the provision of adequate resources to fund them. The CEP is considered the best approach available to: (1) provide the critical mass of resources needed to make an impact on severe employment problems of ghetto residents and rural poor; (2) offer the variety of services and flexibility needed to solve the individual problems of ghetto residents; (3) simplify funding and administration of manpower programs.

Central to the CEP concept is the emphasis on "no dropouts." If a participant is unsuccessful in one phase of the program, he will be worked with, coached and encouraged to enroll in some other phase. An intensive individual approach is carried out through a central intake and orientation center, easily accessible to area residents, where registration, counseling and testing, development of individual employability plans, and orientation will be provided, and from which participants will be referred to work and training programs or to permanent jobs.

<sup>1</sup> CEP targets for FY 1968 and 1969 are subject to the satisfactory working out of a program with a suitable local sponsor.

The center will offer these supportive services, even though in some instances the service may not be located in the center:

Intensive, aggressive, and concerted outreach and recruitment among the target population.

Individual employability planning, developed for each participant including all the steps necessary for total preparation for work.

Job orientation with instruction in grooming, health habits, job hunting, budgeting, consumer education and work attitudes.

Continuous counseling and coaching including coaching during the first stages of permanent employment so that at every point along the way to stabilized employment the individual is given the support he needs in order to succeed.

Skill training and basic and vocational education programs adequate to meet the needs of the target population.

On-the-job training on work experience in employing establishments.

Linked medical, social and other services operating in or near the target areas. Servicing agencies are encouraged to outstation personnel at CEP centers or nearby facilities to provide services and expedite referral for such services.

Job development and placement services for those who are immediately ready for employment and for those who have received the required services. Emphasis is placed on the development of permanent, competitive job opportunities in the private sector.

Post employment follow-up and recycling of those who fail to adjust to their jobs.

Another central program emphasis of the Concentrated Employment Program is the improvement of the physical and social environment in the home and geographic target area through linkages with programs addressed to housing, family relations, child care, health, transportation and community improvement. To achieve such linkages, the CAMPS committees must coordinate the programs of each agency as they relate to improving the lives of target area residents. Linkages between CEP and the programs of the Departments of Housing and Urban Development, Health, Education and Welfare, Commerce, the Office of Economic Opportunity and the Civil Service Commission are outlined below.

Senator Moss. Our final witness is Mr. Ferdinand E. Peterson, chairman of the Utah Council on the Aging, and he is going to talk primarily about the coordination with State agencies.

Mr. Peterson, we are very happy to have you, and we will ask you to come forward now.

#### **STATEMENT OF FERDINAND E. PETERSON, CHAIRMAN, UTAH COUNCIL ON AGING**

Mr. PETERSON. Senator Moss, I am happy to be here today, and to listen to these various testimonies that have been given.

First of all, I would like to compliment all of those who have testified here at this meeting this morning. Their insight and their depth of understanding and their expression of need for full and wholehearted cooperation in this program is extremely encouraging to me as the chairman of the State committee.

I would like to inform all of these people sitting here that in our organization we operate on a very limited budget, and all of the members of the board contribute their services voluntarily.

We have just one paid director and two secretaries. All of the rest of us are nonpaid employees. But the interest that is exhibited by these people has been great and influential throughout the State, and we have, as you have evidenced here in Ogden, a marvelous organization and in other cities throughout the State we have similar organizations for the elderly, such as this.

I feel that if nothing other than the good feeling that is generated here and the desire to cooperate for the benefit of the people of the State of Utah, and especially of Ogden, is a resultant, that this hearing today has been extremely beneficial.

I have submitted to you, Senator Moss, and your staff members, our paper which we would desire to be entered in the record as our statement, and I would like too, for the benefit of those people assembled here who do not have access to this, emphasize some of the points that we made in the statement to you.

Senator Moss. You may do it that way, sir.

(The prepared statement follows:)

PREPARED STATEMENT OF FERDINAND E. PETERSON, CHAIRMAN OF THE UTAH COUNCIL ON AGING

Honorable Chairman, Senator Moss and other members of the Senate Subcommittee on Aging, Mayor Wolthius and other dignitaries:

I feel very honored this day to be given the opportunity of representing the Utah State Council on Aging at this Hearing. Before making any remarks specifically related to the Model City Program, I would like to mention that we, in Utah, are very pleased with the Older American Act, and particularly with Title III which makes money available in block grant form to be used by non-profit private and public agencies to develop programs of benefit to the older Utahns. We have found that the block grant form has proven much more valuable than the direct grants that are administered from Washington.

Twenty projects have been funded through Title III funds in Utah since the approval of the Utah State Plan. While we are relatively new in some respects, we feel that we have made remarkable progress and growth, and partially, this has been due to the fact that many devoted and interested citizens have volunteered so much of their time and talents. In Utah, we also have two Foster Grandparent Programs which have proven to be very beneficial, both to the older segment of our population who serve as foster grandparents, and to the children they serve. We would like to encourage the expansion of these programs and the development of similar programs in other parts of the State where the need exists.

We sometimes get the feeling, although I have no supporting data to justify this, that the Intermountain Area is often overlooked by funding agencies in favor of those areas that are more highly industrialized or are closer in physical proximity to our National Capital. Personally, the Council feels that wherever possible, we should move toward decentralization of federal programs. The bloc grant program, allowing the State the right as well as the responsibility, to make decisions within the broad intent of Congress, permits the utilization of funds to better meet the needs of the older people on a local level. Generally, the State is in a better position to understand local sub-cultures and also is in closer contact with local governments and private individuals in their state. Specifically, regarding the Older American Act, I feel that Titles IV and V of this Act could be more effective if some provision could be arrived at whereby additional granting powers of funds could be given to the states, or if this is not feasible, then decentralize these powers to regional federal offices. Currently, we have one program operational in Utah funded under Title IV grant funds.

A number of other individuals have made application for Title IV and Title V grants. I do not wish to discuss whether or not these other projects should have been funded, but I do wish to mention that many of the applicants were disappointed and at times, tended to develop very negative attitudes toward the Federal Government for delays in acting on the application, and particularly in poor communication that often occurred in terms of what was happening to the application. I feel that a program that is decentralized, with the funding agency located in closer physical proximity to the people they serve, could avoid many of the problems of communication and misunderstanding. Unfortunately, our grant systems of funding grants from a centralized national office is tending to produce a nation of professional grant writers who are knowledgeable about the expectations and the biases of specific funding agencies. Those communities in our country who are unfortunate to the extent that they do not have access to these grant writers very often find their applications turned down because of the fact

that too much emphasis is placed upon the application and material contained therein, rather than on a thorough investigation of conditions underlying the request for the grant.

My comments and suggestions regarding the Older American Act should in no way be construed as criticism of the Act in general, nor interpreted in such a way as to imply that we have not been satisfied in our working relationship with the Administration on Aging. Generally, we have received excellent support and cooperation from the Administration on Aging, both on a national and regional level. The suggestions made, I feel, would only improve what is currently an excellent program.

The Council on Aging has been very impressed with the Senate Sub-Committee on Aging and with the work they have completed to date. We also, at this time would like to compliment Mayor Wolthius and other members of the City Commission for their far-sighted planning with regard to the older residents of Ogden, as evidenced by the recently-completed Golden Hours Center. We feel that the Center provides excellent physical opportunities for program development for their older citizens, which development currently is in progress.

At this time, we would like to concur with those who have testified regarding the importance of the Model City Program to the Ogden area. One of the ramifications that follows rejection of a Model City application is the fact that much federal funding for a variety of purposes, is somewhat dependent upon whether or not a city has received a grant for Model City planning. We have a feeling that Model City areas and needs of aging therein are being given top priority funding by federal agencies, with other areas being considered only to the extent that sufficient funds are available after funding the Model City area.

Those individuals who prepared the application for the Model City Project in Ogden, and likewise for an application which had been submitted previously in the Salt Lake Area, are to be complimented for their dedication to a cause, as well as for the many hours they have devoted in preparation of these applications. I realize that those who have spent the time and effort required in writing and re-writing applications are prone to become very discouraged after an application for funding is denied.

I would like to suggest that when developing plans for an application for funding for a project in those areas where there is a local Council on Aging, the chairman or director or other members of the staff of this council should be included in the Planning Committee. I understand that there were several individuals involved in developing the Model City application in Ogden who are knowledgeable about the elderly, and perhaps little additional information could have been offered by the local Council; however, any proposal such as developing new neighborhood centers, health facilities, etc. should be coordinated with on-going programs. A representative from the local Council on Aging would provide additional information regarding long-range planning that may be going on in the area of serving the elderly.

The State Council on Aging is concerned regarding the overall development of programs throughout the State to serve our older citizens and stands ready at any time to provide information, consultive services, or where applicable, funds to assist both governmental and non-profit private organizations in developing programs and needed services. The State Council on Aging did not have the opportunity to review the application for Model Cities until a copy was requested in preparation for this Hearing. We think that where the aging citizen is to be concerned, we should be consulted prior to submitting the application. It was noticed that data regarding the older people (Part II, Page 18 of the Model City Application) were very sketchy and information could have been provided by both the local Council and the State Council on Aging which perhaps would have strengthened the application.

May I also mention that the State Council on Aging has enjoyed excellent support from our Governor and from other State agencies, as well as from many local county and city government and private agencies throughout the State.

The needs of the older Utahans, as in other states, vary, and because of our unique sub-culture, may have differing needs in some respects, from the needs of those older people in other parts of the country. We do know from studies that have been made, as well as from the personal experience of many people serving the elderly, that there is much that remains to be done to provide older people with available alternatives to enable them to fulfill a meaningful, satisfying life in their later years. The State Council on Aging is committed to this end.

I thank you.

Mr. PETERSON. First of all, we feel that the intermountain area is oftentimes overlooked by the funding agencies in favor of those areas that are more highly industrialized or more populous areas, or are closer to the physical proximity of our National Capital.

Second, we feel that wherever possible we should move toward decentralization of Federal programs, that block grants allowing the State the right as well as the responsibility to make decisions within the broad intent of the Congress and which would permit the utilization of funds to better meet the needs of the people on the local level.

Generally, the State is in a better position to understand the local subcultures, or is in closer contact with local government and private individuals of the State.

Because of this better understanding of the problems, and being closer to it, we feel that we can better administer these grant funds that are given to us.

Another comment taken from the statement is that the Older American Act is in no way construed, in my criticism, as an outright criticism of the act, nor should it be interpreted in such a way to imply that we have not been satisfied.

In our working relationship with the Administration on Aging, generally, we have received excellent support and cooperation from the Administration—both on a national and a regional level.

I would like to suggest that when developing plans for an application for funding of a project, in those areas where there is a local council on aging, the chairman or the director or other members of that staff of that council should be included in the planning.

#### NEED FOR STATE REVIEW

To our sorrow and regret, we find that when this plan was submitted, we were not contacted as a State agency for any information. We could have supplied information to those making this plan that would have made it much clearer. I would like to cite one or two cases:

In the statistics profile that you submitted to us we found that your figures—or the figures submitted—were inaccurate, that in some cases information was stated as unknown. These facts are available. We have them in the State office, and they have it in the office locally in Ogden.

We think it is unfortunate that a plan of this kind, and an application for this planning, should go in to you without being thoroughly studied and complete and full information given to you so you could base your judgment on the facts and figures that could be submitted. We are sorry for that error.

We would hope that the local agencies and the State agencies would be consulted and brought into these planning sessions prior to the submission of the application for a planning grant.

The State council on aging is concerned regarding the overall development of programs, and this has been brought out by those who have testified.

We are not only concerned with those who are advanced in years, but we are concerned with every American citizen who might live within or close to this area, but especially to our older citizens who stand ready at anytime to provide information and consultant services, or where applicable, funds to assist both governmental and

nonprofit organizations in developing programs for the needed services to these people.

The State council on aging did not have an opportunity to review the application for model cities until a copy was requested prior to this hearing. And, we think, where the aging citizen is concerned, we should be consulted prior to submitting the application.

Now, in summary, we should like to compliment all of those who have taken part here today. We think that this deserves even better study in depth, and we are in favor of anything that will carry out the objectives of a program that would provide adequate income, to better physical and mental health, suitable housing, opportunity for employment, retirement and health in honor and in dignity, and the pursuit of meaningful activities in life that would enrich these elderly people.

Senator Moss, we consider it an honor to be invited to attend this meeting, and we would like to state that if we can be of any help, our office is ready to cooperate with, to assist, to consult with and help in any way in the planning of these programs for the benefit, especially, of the people with whom we are most concerned—those of advancing years.

Thank you.

Senator Moss. Thank you very much, Mr. Peterson, for your very fine testimony.

Your statement in full is in the record, and I am happy to have you point out what amounted to a deficiency in the submission of the application here on the model cities in that your council had not been informed, and the matter had not been coordinated with you.

That probably indicates the reason that this Special Committee on Aging has gone out to find out about model cities planning to see if our elder citizens have been properly included in this planning, and, although, we find they were included all right here, they had not touched base with the State agency which should have been obvious, and we would undoubtedly call attention to the fact in our report that in all model city planning, wherever there is a State council on aging, it certainly should be consulted and its facilities utilized—because the objectives are the same.

We are trying to get for our elderly people the opportunities that they deserve to have, the type of housing—but most of all—this feeling of involvement and usefulness that elderly people—not just elderly people—that's what we all need. We all need involvement, and a feeling of usefulness, and there is no cutoff time where you can say a person does not need that.

But, unfortunately, we have allowed that sort of cutoff to come for some of our older people, and we must find out how that can be restored and how their usefulness can be restored.

I do appreciate your testimony and the very fine job that your council does, as you pointed out—the volunteer work—to help, and we appreciate the time that you give and all of the members of the council.

Mr. PETERSON. Throughout the State we find that we have excellent cooperation from the city and county governments, and from the organizations that we have set up in the various cities and counties in the State.

The rapport that we enjoy is superb, and we have excellent cooperation from the other State agencies in the State of Utah. All of the departments work with us, and we have representatives from these various departments on the board—from any organization that might feel that it could make a contribution toward the benefit of the elderly, we solicit and ask for their aid and their assistance in developing these programs,

Senator Moss. Well, I am happy to have you report that. I do think we have an intense and great desire to cooperate and coordinate our efforts, and it is just a matter of being able to see the whole picture and put it together that enables us, then, to do the most effective job within the State and nationally with the involvement that we have with the Federal Government.

I appreciate it. I think you have made a very fine summary witness for us to bring together a fine hearing that we have had here this morning, and I want to express my appreciation to all of you who have appeared.

I think we have made a very meaningful record that will be helpful to the committee as it prepares its report.

I am most proud that we have been able to do this in Ogden, here in Utah, and I had insisted that this community would be one where we could get a cross section of a middle-sized city of our country and to have them tell us in that middle-sized city what the problems are.

I am afraid that because of the very intense problems that we have in our big cities and our central crowded areas, that we tend to concentrate entirely on them, and the problem may not be as severe in the smaller city, but the problem is there, nevertheless, and the people that are affected by it deserve every bit as much consideration as those do in the big cities.

What we want to have is a balanced picture—a balanced record—to come before the committee, and you have helped us get that balance.

I appreciate the attendance of those who have sat here this morning and heard the testimony. It indicates your interest, your desire to inform yourselves, and in turn to help in any way, I am sure, to resolve some of these problems that we have.

It has been a good hearing, and I do thank you all, and I thank again the Golden Hours Center here for the facilities where we could conduct the hearing.

The hearing will now be in recess to be called in another city at later date.

(Whereupon, at 12:30 p.m., the subcommittee recessed, subject to call of the Chair.)

## APPENDIX

### ADDITIONAL MATERIAL FROM WITNESSES

#### ITEM 1: STATEMENT OF MARGARET E. JOHNSON ACSW, EXECUTIVE DIRECTOR, COMMUNITY COUNCIL OF SOCIAL SERVICES

##### I. The major problems of the elderly in the Ogden Model City area:

A. Shortage of purchasing power. Fixed incomes have been dealt a body blow by inflation so that independent individuals find food, clothing, shelter, religious and social participation, cost of health services, and recreation increasingly hard to budget. Discretionary dollars are no longer available.

B. Housing for the single unattached individual is very costly. Vacancies are increasingly hard to find. Ogden's vacancy rate in 1964 was 17%; in September of 1968 this rate had dropped to less than 02%. The healthy elderly individual confronted with the need to make new living arrangements faces an almost impossible task.

C. Uncared for low grade health problems sap energy and add to the stress of living, such as foot problems, badly fitted dentures, poor level of nutrition, pro-lapsed conditions, bowel troubles. Because these conditions do not make one bed-fast they are endured because the necessary treatment cannot be financed out of the tight budget. Major health problems of less than a crisis nature are also endured because of the absence of the dollars to pay the deductibles, and the hospital costs prior to reimbursement by Medicare. The cost of drugs and medications is yet another problem.

D. Loneliness, lack of human contact, the not-belonging any more, make for a bleak round of days for far too many of our elderly.

E. Religious and ethnic cultural isolation. We need to know more about the needs *in* and the dimensions *of* the problem in each group. There is some indication that the smallest group of ethnic elderly would be Negro, the Mexican-American would be about twice as large with women predominating in both groups. The white catholic elderly is significant especially if we include the elderly with Spanish surnames. There is no indication that religion makes for common needs or any similarity in ability to use services. The Spanish speaking catholic elderly, however, is a group needing special consideration. The non-Mormon protestant elderly may be about 30 to 40% of the total elderly in Ogden, while the largest group will be L.D.S. (Church of Jesus Christ of Latter-Day Saints).

Among the non-Mormon and L.D.S. elderly there are some common denominators that inhibit the use of services. These stem from the nearness in personal experience of the pioneer or frontier past that has put such great value on "making-do," acceptance of inconvenience, ability to do without, postpone so-called luxuries, and generally to leave the material expressions of the affluent society to the "young folks." Religious persecution and discrimination was not unknown by many of these elderly. These memories, or pressures of family associations, keep full and free non-religious social life at arms length. It will take time and skilled social group work to remove these road blocks to full utilization of recreation and leisure time services.

II. Had Ogden received the Model Cities grant I would have hoped that innovation money could have been used to:

A. Recruit, train, and place for use throughout the city a dozen or more vigorous elderly persons, representative of the ethnic and religious groups, to seek out and establish relationships with non-participating elderly persons for the purpose of bringing them into the mainstream and out to where the services and opportunities are. This work would need to be highly individualized and in some cases would be very slow as traditional attitudes about independence, "making-do," acceptance of one's lot in life, resignation to circumstances, resistance to change, give

place to new attitudes on: who uses public services, the right and privilege of recreation and non-productive use of leisure hours, being a volunteer with something to give to the community.

B. Lacking a concentrated area of need large enough to make a *Meals on Wheels* operation profitable I would like to see subsidized demonstration projects for meal service in any agency where elderly persons congregate: i.e. Golden Hours Center, Veterans Hall, etc. Elderly would be employed to do meal preparation. The Deseret Industry plan of meal service with few modifications might be the design of the first effort.

Has consideration been given to serving meals at cost, or as partial payment for service, to those elderly persons doing volunteer service at the State Industrial School, School for the Deaf and the Blind, and with Headstart programs serving meals?

C. Craft and Gift Shop where the home bound and other elderly would have a year round market for their products. The success of the annual sale of articles made by the home bound jointly sponsored by J. C. Penney's and the Shut-Ins Association could give a local pattern for a demonstration designed to prove that the Ogden elderly could operate a small business for profit. The project might employ a knowledgeable elderly person to administer the operation and market the products. A three-year subsidized project should be able to establish the fact that such a cooperative marketing plan would work.

III. Changes in Federal programs that would be useful to Ogden would provide:

A. Access to the demographic information on this area that is available in Kansas City and/or Washington, D.C. but not available locally. Full and free access to all available data would make project writing less frustrating and more specific.

B. Cities of less than 100,000 have planning resources but these are characterized by limited staff, and a budget that does not permit time out for lobbying and political watch-dogging of every project proposal. If local planning staff could function as consultants to traveling project writing specialists we might be able to more effectively compete in the federal funding race. Local planners should be producing ideas, not rewriting and re-submitting some new formula for possible approval.

C. The total geography of the corporation, rather than targets areas, needs to be a part of the plan for smaller cities. Even in some of our newer residential developments there will be an isolated case of real need. The target area concept does not fit our stage of development. Our rural non-farm past is too close and our metropolitan-industrial future is not yet with us.

D. Better coordination with regional offices could be immediately helpful if:

- (1) Regional representatives were more mature and had some training and experience in community organization for social welfare. The success of local negotiations where we have found such competence is evidence to support this need.
- (2) If regional-local communications were full and free and directed toward "helping" much frustration would be saved.
- (3) Funding must be reliable and not left to whims of sudden change.
- (4) The time factor must be recognized as of the same importance as guide lines.
- (5) Some place someone on the grant awarding team must know that "feelings are facts" and must be recorded in any data tabulation.

**EXHIBIT A: ADDITIONAL INFORMATION FROM MARGARET E. JOHNSON, ACSW,  
EXECUTIVE DIRECTOR, COMMUNITY COUNCIL OF SOCIAL SERVICES**

NOVEMBER 19, 1968.

DEAR SENATOR MOSS: I am pleased to supply the additional information requested in your letters of November 4 and 12.

*Question 1.*—Your statement makes reference to the "Deseret Industry plan of meal service." For our hearing record, may we have additional details on the existing plan and your proposals for modification?

The Deseret Industry is a sheltered workshop at 2048 Washington Boulevard, Ogden, owned and operated by the L.D.S. (Mormon) Church for its aged and handicapped, members judged eligible for such employment. There are some 125-130 persons in the program with most of them 65 years of age and over. A few are over the age of 90. Most are widows, a few are widowers and live alone with little motivation to prepare a hot meal when they get home at night. The management serves one complete meal at noon to all employees.

Meat and potatoes at 45 cents; cooked vegetable at 10 cents; salad and dessert at 15 cents; 6 ounces fruit juice at 5 cents; canned fruit at 10 cents; two large home baked rolls and butter at 10 cents.

Mr. George McCrone, Assistant Manager, reports that "breaking even on food costs" is their budget target.

*Question 2.*—As I mentioned to Mr. Gardner, I would also like you to provide additional information about difficulties encountered in access to demographic information on Ogden "that is available in Kansas City and/or Washington, D.C. but not available locally." This is a subject of some concern to me.

Although Ogden is in an area in which Standard Metropolitan Reporting is used in the data gathering phase of the decennial census it is not the recipient of the print-outs or other tabulations of data on each census tract as is available in Hartford Connecticut; Cleveland, Ohio; Los Angeles, California.

Tabulations, by *census tract*, on income, marital status, religion, education, economic status, are not available to the non-governmental agencies. For example, Ogden Employment Security Office is able to get census tract information from its state office; public schools from the State Board of Education. Private agencies are blocked because even our public libraries are without the appropriate references by *census tracts*.

The analysis of families with Spanish surnames, which included Utah, was not available to us on even a loan basis.

*Question 3.*—I would like to have additional discussion of this sentence from your statement: "If local planning staff could function as consultants to traveling project writing specialists we might be able to more effectively compete in the Federal funding race."

So much time and effort has gone into the "wheel spinning" operations to get the language into proposals that fits the vocabulary of the grant review boards (or desk) that local interest is lost or dissipated. It would save time and dollars, I believe; if trained project writers were brought into a community to collect the "ideas" and proposed plans for achieving goals and then to draft, on the site, the proposal that would represent the grass roots and be in agreement with guidelines and current directives. Unclear sections could be discussed until a mutual understanding was reached. One writer plus stenographer could do the job in three days in our area.

*Question 4.*—Would you care to give the Committee some additional commentary on your statement that "if regional-local communications were full and free and directed toward 'helping' much frustration would be saved."

This question is related to #3 and is one of the problems encountered by local people trying to second-guess the project reviewers' intentions. Feelings have been rubbed raw in a few exchanges as the local people tried to write and rewrite a plan that no longer moved in the direction of the local goals. There were times, especially when we were trying to get a much needed homemaker service off the ground, when the exchange of information was not helpful and seemed to be a deliberate misuse of facts or a calculated withholding of information. This has been most frequently related to those projects that had very short preparation periods and were submitted to get funds that would be, or were rumored to be, available on a first come basis. Communication really broke down.

Project writing should not be used as a staff training tool. It is the target group and the community that suffers. The price is too high.

These comments are submitted in the hope that they will clear the way for better and more helpful relationships between local boards, regional offices and Federal departments.

Sincerely,

MARGARET E. JOHNSON, ACSW,  
Executive Director, Community Council of Social Services.

**ITEM 2: LETTER FROM J. P. HANSEN, DIRECTOR, FINANCE DEPARTMENT, CONTRACTS AND INTERGOVERNMENTAL RELATIONS, SALT LAKE COUNTY, SALT LAKE CITY, UTAH**

Dear SENATOR MOSS: Mr. Vee Call and I attended the recent subcommittee hearings which you conducted in Ogden relating to the Model Cities Program and its relationship to the problems of the aged and aging. While we were in attendance several statements were made by representatives of the city of Ogden relating some rather negative experiences which they had with the responsible federal officials during the course of application preparation. Although we were not scheduled to testify we did discuss with your aide our feelings in respect

to the Model Cities Program and the role which various federal agencies played in formulating a Model Cities Program for inclusion in an application. He suggested that we write to you regarding our feelings and stating our experiences for possible inclusion in the record, because our experience differs somewhat from that related by Ogden.

I feel the record should be made clear that, so far as Salt Lake County's experience with various Federal Government agencies in the formulation of our application, we found without exception that all agencies and representatives were totally helpful in answering questions which we propounded and "brainstormed" our conceptual program during the initial phases. The experience and judgment which they displayed was of immeasurable value in formulating our model cities concept.

It should be noted that the nature of the Model Cities Program, being totally unlike other federal programs, renders the proper role of the Federal Government in preparation of an application to a minimum level—and quite properly so. The emphasis in a model cities concept is on innovation and programs uniquely suited and applicable to local problems, theoretically free of the bureaucratic guidelines which must accompany all other applications. Therefore, for federal representatives to take the initiative in providing leadership for preparing and submitting an application for Model Cities could have been self-defeating so far as the model cities concept is concerned, at least as we interpret the model cities concept to be.

We spent several very profitable sessions with representatives of the HUD Model Cities regional office out of San Francisco, who provided valuable insights and information during the formulation of our application. On several occasions we were visited and encouraged by staff representatives of HEW out of Denver, who discussed with us in detail every aspect of our application and provided very useful and significant information relating to possible results of concepts which we were proposing.

Given the nature and experimental basis of the Model Cities Program it is our feeling and belief that the responsible federal agencies could not have demonstrated more effective and realistic cooperation than they did.

It is sincerely hoped that this letter will be of benefit to you in evaluating the effectiveness and proper role of the Federal Government in preparation of model cities applications.

Respectfully,

JIM P. HANSEN,  
*Director.*

### ITEM 3: STATEMENT OF LLOYD J. NEUFFER, OGDEN, UTAH

DEAR SENATOR MOSS: If there had been time for everyone to speak at the hearing in Ogden, Utah, on "Usefulness of Model Cities Program to the Elderly", October 24, 1968, I would have said the following:

Comments I would like to make at the hearing held at the Golden Hours Center, 650 25th Street, Ogden Utah on October 24, 1968.

(1). Include coverage of medicine in Medicare Medical Insurance program the same as provided for doctors office calls.

(2). Include coverage of Chiropractors services the same as provided for Medical Doctors in spite of unreasonable opposition of the MD's, and the AMA.

(3). Increase the amount of earnings allowed for social security benefits from \$1680 as at present to \$3000.

(4). Stop granting social security benefits to persons who have *not* contributed to it.

I am age 66 and have been retired for 4 years, receiving Social Security benefits to which I contributed for about 20 years.

Sincerely,

LLOYD J. NEUFFER.

ITEM 4: ARTICLE BY LARRY MERRILL, ASSOCIATE DIRECTOR,  
UNITED COMMUNITY SERVICES, SAN BERNARDINO, CALIF.

IN SAN BERNARDINO, CALIFORNIA . . . A "SYSTEMS APPROACH" TO  
SOCIAL PROBLEMS\*

(By Larry Merrill)

*"As we move closer and closer to human beings, human life, and to its goals, we find that we are dealing progressively with more and more difficult problems. We're very good at hardware and tactical problems and starting well-defined research and development programs. We're lousy at strategic and philosophical problems. We need to put all of our social scientists, sociologists, psychologists, all our 'people-oriented' people to work on these problems. I see a very long and difficult road ahead."*—Joseph H. Engel, incoming president, Operations Research Society of America. From *The New York Times*, March 24, 1968.

Each year charitable organizations raise more and more money, and each year the costs of services spiral while much of the community remains unreached, unaffected and uninvolved. The executive fights the dilemma of the best possible use of available funds in his natural desire to improve programs. But can any executive director today make the right decisions for thousands of citizens without being sure what those citizens want, what they think is important, and which services they believe are most urgently needed?

The social welfare planners of San Bernardino, California think not, so they pioneered a new attack on the community's problems. The results of their efforts now are beginning to materialize.

San Bernardino named its attack "Priorities Project." When fully under way, it will allow the community, for the first time, to identify problems, develop programs to meet them, and then purchase agency services to work the community-developed programs.

Using a cross-section of community volunteers meeting in committee, the program also should identify services and sources of services available from public, voluntary, religious, fraternal and civic organizations; provide a means to identify service voids or duplication; and develop a workable plan to implement programs.

On the surface, it is not a new idea, but the technique used to develop the general program and implementation is new to the social welfare field. San Bernardino's United Community Services enlisted the aid of TRW Systems, an aerospace-oriented firm which plays a key role in the development of the U.S. space program. TRW agreed to donate the services of three of its analysts—a systems engineer, a sociologist and an economist—and with their aid, a "systems approach" was applied to the community's social problems.

The systems approach looks for the "over-view" of any problem and then applies the following resource management tools to find the problem's solution: definition of goals and objectives; identification and definition of constraints; identification of total resources required and available; identification of success criteria; preparation of a plan of resource allocation, including tasks to be accomplished, task assignment, schedules, resources, organization structure, program implementation and evaluation.

The planning of the Priorities Project actually got under way in 1965 when the UCS board of directors declared the citizenry was entitled to plan its own future. This declaration initiated long-range planning which ended with the development of the Priorities Project. The TRW plan called for three phases of procedure with specific time allocations within a 12-month period beginning in January 1967. Phase one included the development of a *community profile*, which is a composite of the community's geography, ecology, and population distribution and composition by age, income and other meaningful variables that define the community. A graduate student from the University of California at Riverside assisted the TRW staff in compiling this profile from census tracts of the U.S. Department of Commerce and the San Bernardino County Planning Commission.

Next, a survey questionnaire designed jointly by TRW and UCS was used to determine the social services available and utilized in the community, and their sources. All service agencies in the area, regardless of whether they were affiliated with UCS, were included in the survey. Volunteers from the UCS Budget Committee and 30 Loma Linda University student nurses assisted in this phase of the project.

\*See letter from Dean A. Gardner to Senator Moss, p. 259.

In February, the Planning Division had been reorganized for maximum representation from all UCS communities. Its 35 members, well qualified by their familiarity with the community as well as by their leadership status and educational and professional background, identified 88 social problems currently existing in the community. Utilizing a ranking instrument based on a statistical technique developed by TRW, they ranked the problems in order of their impact on the community. TRW then made a composite, utilizing the individual rankings.

From this composite, the Planning Division selected four highly ranked problems, which were recommended for immediate study in an effort to arrive at potential solutions. Criteria for the selection included the probability of success, the cost involved, and the presence of the problem throughout the UCS area, which includes the communities of San Bernardino, Rialto, Highland, Crest Forest, Loma Linda, Colton, Grand Terrace and Bloomington-Crestmore. The four problems were: lack of volunteer leadership, unemployment of minority groups, emotional problems of adolescents, and park and recreation facilities.

The greatest mobilization of volunteers in the project then took place. It was widely considered, because of the socio-economic, professional and ethnic representation, to be the greatest depth of volunteer service ever realized in the community. More than 200 volunteers eventually were engaged in developing programs of action to resolve the four community problems chosen for the pilot program. This was the second phase of the Priorities Project.

The work of the four ad hoc committees was compressed into a two-month period. After initial orientation sessions devoted to the TRW techniques of problem analysis, the committees split into subcommittees for research on their problems. Next came the compilation of their findings, utilizing TRW systems techniques for outlining an action program.

The program outlines they developed revealed the effectiveness of the committees themselves. Some of the members were serving for the first time on a community project. Others, experienced in specific interest areas of community service, were participating for the first time in a project for the betterment of the total community.

Some had to be convinced that their opinions and experience really were wanted, and would be utilized. Others suspected tokenism, fearing they had been invited to serve because of the prestige their names might lend to the project, while only rubber-stamp approval of a previously planned program was required.

Most individuals soon recognized that these fears had no basis in fact; many tirelessly demonstrated dedication to the common goal. Their extensive research, study, exchange of ideas in committee sessions, and personal sacrifice accomplished the abundance of work required to meet time deadlines. Chairmen found their members excited at the prospect of pioneering on a project that they had come to realize would use the opinions, experience and vision from their particular environment in bettering the whole community.

The committee structure and systems approach served as an excellent vehicle for getting people from divergent backgrounds to mix and work together. New lines of communication within the community were opened and others strengthened to such an extent that some project leaders considered that a major breakthrough in community relations had been achieved.

The chairmen estimated that committee and sub-committee meetings averaged two hours in length with 71 sessions attended by an average of 14 persons, for a total of more than 2,000 man-hours of volunteer effort in the two months devoted to planning the problem-solving action programs.

When the programs had been designed and prioritized by the ad hoc committees, they were reviewed by the Planning Division, and a general program was initiated to provide for their implementation and control, and for the continuance of the community planning process. In addition, the San Bernardino County Council of Community Services has been merged with UCS to unify planning; management tools have been developed to facilitate the organization and operation of UCS, including standards of accounting and systems management; significant community support for the Priorities Project has been secured from business, the professions and government; and potential resources outside United Crusade funds have been identified.

A San Bernardino Crisis (Suicide) Intervention Center has been formed by the San Bernardino Mental Health Association as a direct response by a UCS agency to a program need evolving from the Priorities Project.

What will happen in the future? UCS intends to continue Priorities Planning, using the systems approach, and has initiated the implementation of a park and recreation program plan and resource acquisition for other detailed program development. The questions social welfare executives are asking today may well be answered tomorrow by San Bernardino's efforts.