

AVAILABILITY AND USEFULNESS OF FEDERAL PROGRAMS AND SERVICES TO ELDERLY MEXICAN-AMERICANS

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

PART 4—WASHINGTON, D.C.

JANUARY 14-15, 1969



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AVAILABILITY AND USEFULNESS OF FEDERAL PROGRAMS AND SERVICES TO ELDERLY MEXICAN-AMERICANS

TUESDAY, JANUARY 14, 1969

U.S. SENATE,
SPECIAL COMMITTEE ON AGING,
Washington, D.C.

The special committee met at 10 a.m., pursuant to call, in room 4232, New Senate Office Building, Senator Ralph Yarborough presiding.

Present: Senators Yarborough and Hansen.

Staff members present: William E. Oriol, staff director; John Guy Miller, minority staff director; Patricia G. Slinkard, chief clerk; Margaret Brady and Mary Lou Dennin, assistant clerks.

OPENING STATEMENT BY SENATOR RALPH YARBOROUGH, PRESIDING

Senator YARBOROUGH. The Special Committee on Aging on the "Availability and Usefulness of Federal Programs and Services to Elderly Mexican-Americans" will come to order.

The U.S. Senate Special Committee on Aging—having conducted three field hearings on the subject of "Availability and Usefulness of Federal Programs and Services to Elderly Mexican-Americans"—will take testimony today here in Washington, D.C., from Federal officials and others who will help us conclude our study.

Our hearings began on December 17 in Los Angeles and continued on the following day in El Paso, Tex., and on the third day in San Antonio, Tex. The testimony from those hearings—together with replies to questions put to many individuals by mail—are helping us fulfill three basic objectives:

1. To gather information on unique problems that may persist among elderly Mexican-Americans despite establishment of programs meant to alleviate those problems among all members of our population;

2. To learn about communication problems that may result in denial or diminution of benefits or services to which elderly Mexican-Americans are entitled, and

3. To receive and weigh suggestions for making Federal programs more adaptable to meet special circumstances and needs.

There is no legislation before this committee today. We are on a factfinding mission about the elders within a large minority of Americans who live for the most part in the Southwestern States of this Nation.

By undertaking this study, we have no wish to isolate them or in any way suggest that they are uniform in their problems, achievements, or in their thinking.

Nobody knows better than I that Mexican-Americans are proud individuals, jealous of their privacy, and rich in heritage. They want no special consideration or welfare thinking directed at them.

But they are also citizens of a Nation which has declared that all Americans have an equal right for equal opportunity and lifetime fulfillment. Just read the Older Americans Act passed in 1965, and you will see that we as a people are pledged to help aged and aging Americans either to establish or to maintain secure and satisfying lives. That pledge applies to all older Americans, including members of minority groups.

And yet within recent months, the Senate Special Committee on Aging has become more and more aware of intense problems faced by the elderly minority groups of this Nation. The chairman of that committee—Senator Harrison A. Williams of New Jersey—asked me to conduct the study related to Mexican-Americans. I gladly took on that responsibility because I believe that sometimes we must look at problems faced by people because they happen to be members of one group or another.

That is exactly what we did in 1967 when we considered my bilingual education bill. That bill is now law because we insisted that the entire Nation become aware of the grave difficulties faced by young Spanish-speaking people in many parts of the Nation. Once we had the facts, the momentum for the bilingual bill was irresistible.

As I said earlier, we have no legislation before us now because we are still at the study stage. But, after looking over our research findings and reviewing the testimony taken at the three earlier hearings, I am ready today to make a few observations that may lead to legislation or other actions later on.

THREE KEY OBSERVATIONS

The first is that it would be a national scandal if the next few years should bring any reduction in Federal efforts on behalf of all Mexican-Americans, including the elderly. It has taken our Government too many years to get this far, but now at least our policymakers are aware of longstanding injustices and inadequacies, and they are taking steps—sometimes halting steps—to cope with them. In terms of civil rights for Mexican-Americans, job opportunities for Americans, the war against poverty among Mexican-Americans, in social services and economic security for the elderly Mexican-American in particular, there can be only one direction now, and that direction is forward.

Second, it appears to me that there is a clear need for more bilingual specialists in government programs meant to be of help to the elderly and others. At our San Antonio hearing, we heard an old gentleman who told us, in Spanish, that his food needs were great, but that he was ineligible for the food stamp program because he was single—he lived alone. At the same witness table were other Americans who—because they speak only Spanish—had other misconceptions about federally supported programs meant to help them. How does accurate information reach isolated people in poverty neighborhoods? Perhaps

we need some kind of legislative mechanism for increasing the number of people with bilingual skills in programs meant to give service to those most in need of it.

I might add at this point that one witness declared in Los Angeles that less than one-quarter of 1 percent of the employees of the Department of Housing and Urban Development are Mexican-American. We have a witness from HUD today and I'll look forward to her comments on that statement.

We also have a representative of the Social Security Administration with us and I hope that he will comment upon another complaint made at our earlier hearings—that some individuals must pay for the services of an interpreter at some social security offices.

I have a third major observation and it deals with health services for persons with very low incomes. We hear a great deal of talk these days about programs intended to put all Americans into the "mainstream of medical care." And yet, even with medicare, we find that many elderly Americans are still haunted by the old, persistent realities of financial disaster caused by medical costs. We heard again and again at our hearings about the problems caused by limitations of medicare benefits, especially on prescription drugs. It is often difficult for people with very little income to pay the medicare deductibles and they are hesitant to claim any benefits at all.

We have a long way to go in providing health services for the poor without a welfare stigma. I commend Wilbur Cohen, our outgoing Secretary of Health, Education, and Welfare, for refusing to allow a rise in the premium rates under part B of medicare. Congress and the new administration must now face up more directly to the questions of rising medical costs.

I mentioned the war on poverty a few moments ago, and my fourth observation deals with that program. Limited and imperfect as it is, the Office of Economic Opportunity must not now be ripped apart and distributed in bits and pieces to other Federal units.

The only way we will preserve a national push against poverty is to keep a spearhead of some kind. At our hearings, we heard from people in OEO-funded programs who were providing services that no one else had even seen a need for. They were finding isolated elderly people in need of medical treatment and social services. They were helping rural Mexican-Americans to get into town so that they could buy food stamps. They were working to help the elderly Mexican-American in one community to get representation on an advisory board for public housing, and elsewhere they wanted to establish a program to provide legal assistance to the elderly Mexican-American.

Will this kind of interest and dedication persist if the OEO is dismantled? I doubt it.

There is much more to say. In San Antonio, for example, owners of old homes in one poor part of that city were told that they must move out to make way for new schools in a model city neighborhood. The fight on that issue is intensifying because many of the homeowners are elderly Mexican-Americans who simply do not want to move from friends and neighborhoods they have known for decades. There is concern in the same city about the relatively low number of elderly Mexican-Americans residing in high-rise public housing.

I have received a statement from Senator Harrison A. Williams, Jr., chairman of the committee, which I would like to insert into the record at this time. Senator Williams has other commitments this morning and could not be here. I ask that this be inserted in the record as though read.

**STATEMENT BY SENATOR HARRISON A. WILLIAMS, JR., CHAIRMAN,
SENATE SPECIAL COMMITTEE ON AGING**

Senator WILLIAMS. Senator Yarborough, on behalf of the Senate Special Committee on Aging, I want to take just a moment to thank you for conducting this study of Federal programs and elderly Mexican-Americans.

With your characteristic energy and compassion, you have once more rendered a service on behalf of Mexican-Americans, that giant minority group of the Southwest.

You have also provided the committee and the Senate with insights and information that will be useful as we consider governmental response to problems faced by all elderly Americans, whether they are Spanish surnames or not.

Unless government and its representatives are capable of adapting to unique needs or circumstances faced by Americans in all parts of the Nation, our efforts will be limited and ineffective.

It is clear, I think, that too many Americans are now faced with what has been called triple jeopardy. They suffer from grave disadvantages because they are elderly, they are poor, and they belong to a minority group.

As usual, Ralph Yarborough has made himself an "ombudsman" for those whose voice might not otherwise be heard.

In future studies of the elderly in minority groups, the committee will have a fine example to follow.

I want the senior Senator from Texas to know of my personal appreciation for his efforts and his achievements.

Senator YARBOROUGH. Thank you very much. Since the witnesses have 10 minutes apiece, we will ask you, if you have a longer statement, to observe the 10-minute limit, and then put your whole statement in the record, because we want to hear from all the people who will join in the roundtable discussion.

Do you all have before you a list of individuals who will submit 10-minute statements and then the panelists who are here? Does everyone have this list?

I think having all of you with so much expertise in so many different fields together to hear each other, will all the evidence we gathered in the field, great good could come from these hearings.

We had similar hearings for a bilingual educational bill I had the privilege of introducing in January of 1967, which was the first bill of its type ever introduced in the Congress of the United States. We saw it enacted into law in December of 1967, but to do that we had hearings in Los Angeles, and in New York City, in which both Senator Javits and late-Senator Robert Kennedy participated, hearings in Washington and a number of Texas cities.

The record built up was overwhelming. It has been poorly funded to date, but we have the law, and if we get the Government will to

solve the most difficult problem in education we have in the United States with the most disadvantaged people in the United States, in the educational field, we will make real progress in this country.

We hope some justice in the treatment of elderly Mexican-Americans can similarly result from these hearings.

We welcome Senator Hansen of Wyoming as a member of this panel and we are glad he can be here. He is interested in this problem. I don't know, Senator Hansen, the extent that you have this problem in your State. I do know it is in the State of California.

Senator HANSEN. Let me say, we have three important minority groups in Wyoming—Indians, Spanish-Americans, and Negroes. I think—I am not certain that I know precisely what the numbers are. We have about two and one-half times as many Indians as we have Negroes in Wyoming. I suspect we have probably as many people with Spanish surnames as we have Indians.

I am just guessing now. I would be interested to see the figures. We are much interested and I am delighted to be here.

Senator YARBOROUGH. I know some of our Texans with Spanish surnames visit Wyoming each year. They follow the shearing season north and shear your sheep.

Thank you for being here, Senator Hansen.

Senator Montoya of New Mexico is greatly interested in this problem and sent notice he will come as soon as he can.

We will begin with this panel. The first witness on the panel is Hon. Vincente Ximenes, Chairman of the Inter-Agency Committee on Mexican-American Affairs. Before this position Mr. Ximenes rendered great service to the Government in Panama and held different governmental positions.

I knew him in the earlier years when neither of us were in Government, in the American G.I. Forum.

Mr. Chairman, will you proceed.

STATEMENT OF HON. VINCENTE T. XIMENES, CHAIRMAN, INTER-AGENCY COMMISSION ON MEXICAN-AMERICAN AFFAIRS

Mr. XIMENES. Mr. Chairman, I appreciate the opportunity to appear before you today and I wish to thank you and Chairman Williams and the other distinguished members of the Special Committee on the Aging for focusing on the elderly Mexican-American.

I would like to begin with an actual case of the kinds of problems encountered by elderly Mexican-Americans. Mr. Ignacio Duarte, and his wife Juana, are 79 years of age, and live in Tucson, Ariz.

When urban renewal began in Tucson, they were not certain as to whether it was a good thing or not. They did not really understand much about it nor was it fully explained to them. They were naturally apprehensive. As it turned out, urban renewal was less than kind to Ignacio and Juana Duarte.

Their home in the barrio was appraised at \$4,750. The cost of a less than comparable home was \$7,250. Their monthly income is \$144 and Ignacio is completely incapacitated. Their new home is 4 miles from the center of town. Whereas they had to go 4 blocks for their medicine before, they now must go 2 miles.

They are no longer near church or familiar shops, to say nothing of their neighbors who knew them well and often lent a helping hand. The difference between what Ignacio Duarte was given for his old home and the cost of the new home had to be paid in cash as no one was willing to extend credit to a man Ignacio's age—with an income of only \$144 a month. He, therefore, gave up his savings.

This is an actual case. He lives in Tucson. I talked to him on Saturday. It gives you an idea of the kind of problem that some of the older people, Mexican-Americans have to go through.

About 2 years ago, in Alamogordo, N. Mex., a group of businessmen began planning a business district urban renewal proposal. They were advised that final approval might depend on whether or not a residential rehabilitation section was included.

As an afterthought and without prior consultation of the Spanish-speaking community, the south side of town was included in the proposal. It was only after the fact that those, whose lives will be affected by the renewal program, learned of the impending activity.

I can give you a whole series of case histories of this type in which the Spanish-speaking community were not consulted. I am reminded of one in Mercedes, Tex., where out of 324 people who are going to be affected, 150 are migrants who are picking beans someplace up in the north, and at the same time a decision is made to incorporate them into a particular proposal without their knowledge, without their consent, and without even a hearing.

These are typical cases of the kinds of problems encountered by all Mexican-Americans, not just elderly.

One cannot really separate the aged and their difficulties for their situation is an extension of the kinds of problems they have met all their lives. The unemployment rates for the Spanish surnamed, in the barrios, were found to be almost double the national average in 1966. The subemployment rates in the barrios of Phoenix and San Antonio were found to range from 42 to 47 percent.

STATISTICS FOR THE SOUTHWEST

In the five Southwestern States, the 1959 family income under \$3,000 of urban Spanish-surnamed families was 28.5 percent in Arizona; 17.5 percent in California; 28.3 percent in Colorado; 33.1 percent in New Mexico; and 47.3 percent in Texas. Overall, 30.9 percent of the urban Mexican-American families in the southwest had incomes under \$3,000.

In the Midwest, in east Chicago, 22.3 percent of the Mexican-American families have an income of less than \$3,000.

Given statistics such as these, it is impossible to imagine that the aged have problems either less severe or so different from the rest of the Mexican-American population.

For too many years the available Federal programs, designed to help our citizens, have not reached the Mexican-American at any age. The child who cannot keep up with his class because of the language communication is hurt just as surely as his grandfather, who does not understand all the benefits to which he is entitled under social security.

It was for this reason that the inter-agency committee was created and given the specific responsibility to work with the Federal agencies and departments to make the programs more relevant to the needs of

the Mexican-American. We are not a program agency in that we do not ourselves make grants or sponsor programs.

Our role has been one of sensitizing the established agencies, with program responsibility, to the needs of our community and supplying the information necessary for administration and planning of such programs. We have given technical assistance to agencies in the form of community contacts and by performing the role of community advocate.

During the cabinet-level hearings held in El Paso in October of 1967, several recommendations were made which relate to the elderly Mexican-Americans:

The most often cited need was for more bilingual and bicultural employees within the Federal agencies. This is a recommendation that applies to all ages of Mexican-Americans, but it becomes even more important for the elderly in view of the fact that they are the ones who, most likely, do not speak English, do not know how to write, are timid about approaching a Government office and need very personalized assistance in claiming their benefits or obtaining any other assistance that they may be entitled to.

Following this line of thought, recommendations were made regarding the simplification of procedures that must be followed to obtain assistance from the social security offices or welfare offices.

Extending from the above was the recommendation that more information be supplied to the elderly regarding programs which might be of help to them. This would include Spanish language pamphlets explaining programs, spots on Spanish language radio and TV stations, and, more important, person-to-person contact.

It was suggested that greater participation of the Spanish-speaking, including the elderly, in decisions which affect their lives become a working part of each program. Whether it be public housing, urban renewal, model cities, nursing homes or medical care, the elderly should be given an opportunity to state their own opinions and evaluate the best solutions.

NUTRITIONAL COMMODITIES

It was recommended in El Paso that better and more nutritional commodities be included in the commodity distribution program and that the administration of the food stamp program be changed so that relatively large sums of money are not required to purchase food stamps on a monthly or bimonthly basis.

Dwelling on the first recommendation that more Federal positions be opened to the bilingual and bicultural, the Committee on Mexican-American Affairs spent much effort and manpower in counseling with the personnel heads of the various departments as well as with the Civil Service Commission. We have had excellent cooperation and, although there remains much more to be done in this field, we have made considerable progress.

During the last 3 years, the number of Mexican-Americans in Federal Government has doubled, although the trend in Federal employment was downward.

The ability to speak the Spanish language is now a consideration in many positions in the Federal Government. In July of 1968 the

Civil Service Commission issued to all agency heads a Federal personnel manual letter which stated in part:

Agencies may request selective certification of eligibles having bilingual ability when the position to be filled regularly involves dealing with individuals who communicate customarily or primarily in languages other than English.

In carrying out our objectives of opening Federal employment to the Spanish-surnamed, our committee has not only consulted with the departments and made recommendations as to which areas are in need of bilingual employees, but we have furnished them with technical assistance in the form of names of talented Mexican-Americans who would be an asset in their operations. We have furnished community contacts, lists of local leaders of Mexican-American organizations, et cetera.

INCOME MOST VITAL

Income is the most vital necessity of the elderly. And the Social Security Administration is the most widespread source of such income. Therefore, I would like to discuss some of the joint efforts which we have initiated.

A systematic outreach program was initiated by the Social Security Administration. The lead program, which Commissioner Ball will describe, I believe, at greater length, is intended to reach the elderly in the barrios through Spanish-speaking aides from the community who are to find out whether or not all who qualify for social security benefits and medicare are actually participating in such programs. It is a unique program, perhaps the first of its kind in the Mexican-American community.

Factfinding meetings have been held in Los Angeles, Pueblo, Colo., Phoenix, and Albuquerque. These meetings were planned by the Social Security Administration with the aid of the interagency committee. A number of specific suggestions and recommendations have been received through these meetings and are now under consideration. We are planning a series of other such meetings throughout the Nation to acquaint the people with social security programs, including medicare and medicaid.

Moving to another program which has significance to the Mexican-American elderly, I would like to discuss the model cities program discussed on that date are doubly applicable to the elderly in the Mexican-American community. Most of the elderly are homeowners, dilapidated housing though it might be. It is theirs and they have lived in their neighborhoods for many years.

Whereas it was reported that the proportion of elderly in most model cities areas was not as high as in the city as a whole, I believe that in the Mexican-American community you will find a high concentration of the elderly in the target neighborhoods. The elderly are the ones who have remained behind.

MODEL CITIES PROGRAM

In keeping with our committee's objective, we felt that model cities presented an opportunity for our community to come in on the "ground floor" of the planning and designing of the program as well as in the

competition to be selected as a project site. This was one of the first opportunities the community has had to enter into a program before it becomes rigid and fixed.

My staff, therefore, worked closely with the Department of Housing and Urban Development in the development of model cities projects. There are 15 cities with Mexican-American populations ranging from 10 percent to over 50 percent which have been selected. These include Eagle Pass, San Antonio, Austin, and Laredo, Tex.; Trinidad, Denver, Pueblo, Colo.; Albuquerque and Santa Fe, N. Mex.; Fresno, San Diego, San Francisco, San Jose, and Los Angeles, Calif.

We believe that the integrated services and rehabilitation offered through the model cities program holds great hope for the elderly Mexican-American. For the model cities program fulfills another need and that is for community participation. It is one of the few programs in which community participation is a cornerstone and, therefore, one of the most vital to the community.

I would like to turn to the situation of the Mexican-American migrant farm workers in the Southwest and in the Midwest.

In Michigan, for instance, a Mexican-American migrant worker with an expired driver's license could not renew it because the license bureau could not accept answers in Spanish and the test was in English. These problems have been historically resolved by blaming the Mexican-American for his lack of education. They have called him "ignorant"—not "useless" because he is needed to pick beets and vegetables in Michigan—just ignorant.

The fact is that the ignorance is with the other person who claims to be qualified to serve people, usually has a college degree and yet cannot communicate with a person who only has a first or second grade education. I sometimes ask who the illiterate is in a case such as this.

One solution I would recommend, that would immeasurably help the Mexican-American elderly, is that our educational system turn out graduates literate in more than one language.

I would further cite the many instances in which migrant workers leave to work the crops and return home only to find that their homes have been designated as condemned areas under urban renewal programs.

I do not have figures at hand to show the percentage of those who are over 62 and in the migrant labor force, but I am familiar enough with the situation to know that many are elderly and that furthermore, many of the elderly still have dependent families.

The migrant is severely hampered by the fact that earnings less than \$150 do not have to be reported and employment of less than 20-days' duration also does not have to be reported.

NO NLRB PROTECTION

Further, the migrants—who are not included under the National Labor Relations Act—do not have the organizational power with which to insist that employers report all the earnings that, by law, should be reported.

The committee strongly recommends that the necessary changes be made lowering the amounts which are exempted from reporting

and that the Congress again undertake to bring the migrant farm-worker (many of whom will end up on old-age assistance) the protection of the National Labor Relations Act.

In closing, I would like to discuss one other important element: Food programs.

For most of the elderly Mexican-Americans, the very basics of life are sometimes uncertain. Yet several counties, in which the Mexican-American population ranges from 10 percent to over 80 percent, do not have any type of food program in operation. As of November 1968, there were three such counties in California, two in Colorado, and 34 in Texas.

However, sometimes even food stamp and commodity programs are not sufficient, for, of the 28 counties with large Mexican-American populations designated as "hunger counties" by the Citizens' Board of Inquiry into Hunger and Malnutrition, nine have the food stamp program, 17 have commodities programs and only two have no programs at all.

In these counties one can be sure that elderly Mexican-Americans form a sizable group. They have few ways of earning extra income to supplement their social security benefits or old-age assistance and it is they who have the gravest transportation problems in acquiring their daily needs.

GENERAL OBSERVATIONS

I would like to end with some general observations regarding the Mexican-American elderly:

The main problem of congressional legislation as it affects the Mexican-American elderly is ignorance and prejudice on the part of many local authorities who administer the programs.

Too many gatekeepers, as I call them, at the end of the pipeline assume the role of funneling resources in a way that causes the high ideals of the legislators and the Federal executive to be questioned by the Mexican-American who is supposed to be the beneficiary.

In the Federal Establishment, President Johnson recognized the need to assist the Mexican-American and, consequently, in June 1967 he created the cabinet committee that I chair. The objectives of the committee indicate the need to sensitize the Federal bureaucracy toward responding to the legitimate demands of the Mexican-American.

In summary, we were able to effect significant long-range changes in many department, agencies and bureaus. Yet what we have been able to change is overshadowed by all that remains unchanged and unresponsive.

Senator YARBOROUGH. I join with you in commending the President in establishing this Inter-Agency Commission on Mexican-American Affairs. And I congratulate you on what you have done as chairman of that cabinet committee in this period of a year and one-half and on this paper.

One problem that I did not mention in opening that you mentioned here is urban renewal. The cities are beautified. We have a beautiful area, but many elderly Mexican-Americans gave up their homes. They had comfortable homes they could live in the rest of their lives and they were forced to give them up and could find no other place to live.

Now we have the model cities program. In San Francisco it was agreed that the same thing would happen to them. The Federal Government would put up a lot of money and a portion of the city would look more beautiful, but the homes for people were not there at prices they could afford.

We must not let urban renewal turn into programs dispossessing the elderly, getting rid of them, and there is a danger that some of that has crept into these programs, consciously or unconsciously.

I think those starting now on the model cities program should ask themselves, is this a way to get rid of the elderly whose modest homes we do not like here in this part of the city, or are we really going to give them justice, too?

The elderly Mexican-American suffers most because of the communications barrier.

(Supplementary statement of Hon. Vicente T. Ximenes follows:)

SUPPLEMENTARY STATEMENT OF HON. VICENTE T. XIMENES
REGARDING CITIZEN PARTICIPATION IN FEDERAL PROGRAMS

Citizen participation in federal programs must be built upon three premises: (1) that high level policy-makers throughout the federal departments and agencies will become sensitized to the large Spanish-surnamed segment of our society; (2) that bilingual and bicultural persons will be employed wherever and whenever possible to meet the needs and demands of the constituency they must serve; and (3) that technical assistance will be provided to citizens groups from the inception of a program to the implementation of such program.

The first two elements are generally accepted although not yet fully implemented. A great many responsible officials are unfamiliar with the Mexican American community—its history in the development of our country, the reasons for its being left behind in employment, income, and education, and its numerical importance within our population. Most federal officials don't know that the poorest large cities in the Nation are San Antonio, El Paso, and Corpus Christi. Consequently, every federal program should perhaps have a standard clause indicating that all minority groups should participate in programs equally or in proportion in any given city.

The second element, that of seeking out bilingual and bicultural employees, is becoming integrated into our federal employment procedures although special recruiting and placement efforts are still required and will continue to be for some time to come. The process has been initiated and, unless there is a loss of interest within the government, further progress may be expected.

The third basic principle is of the greatest importance and is also the source of the greatest misunderstanding and controversy. Unless we are prepared to provide technical assistance to the Mexican American community—and to all underprivileged groups—we can forget the euphemism "citizen participation." This may be taken to apply to programs for the old, the young, or the middle-aged. Participation and involvement does not magically evolve from a series of public meetings or from the naming of a citizens' advisory committee which serves, at best, as a messenger between city officials and target area residents and, at worst, as window dressing for the program. The basic cry against full citizen participation has been that most of the poor are not prepared to make decisions on complex matters. We can use this argument to continue their exclusion from programs which affect their lives or we can educate and inform them so that they will be prepared to make judicious decisions. In many instances, citizen participation—even in programs in which it is an integral part, such as in the Model Cities concept—may not work well because there is a breakdown between intent and reality. The Community Action Program of the Office of Economic Opportunity was built on the very principle of bringing the poor into direct participation in the programs. But, here also, one of the most necessary elements was largely neglected: technical assistance to and orientation of the population intended to be brought into maximum feasible participation.

We are attaching, as an example, a proposal for technical assistance which we believe will begin to fill this gap for the Mexican American community. This

proposal was prepared by the Hispanic American Community Development and Planning Corporation at our request. The proposal has since been submitted to the Ford Foundation which, at the moment, is not overly receptive to funding it.

Technical assistance, we have found, is necessary not only to inform citizens about programs but to explain the type of services they provide. Citizens are hungry for this type of information presented in a clear and forthright manner. Technical assistance should also include effective training programs which can prepare citizens to serve in various programs such as Community Action Programs, Urban Renewal Programs, etc.

OUTREACH PROGRAMS NEEDED

Every program should, essentially, have built into it an outreach program to orient and educate the citizens. This is especially true in the complex programs like Model Cities. The Inter-Agency Committee participated in Model Cities review teams at which cities were recommended and ultimately selected. The selection of a city with a heavy Mexican American population is not the end of our job, however. In Wichita, for example, the citizens have not been made familiar with the technicalities of the program and of the decisions which must be made and, therefore, their participation is meaningless. Too often, city governments influence the selection of those who will serve on citizens' committees; too often the same faces appear on all the action committees; and too often these project area committees are left foundering in bewilderment after they are formed. Even where neighborhood elections are allowed, such as in the District of Columbia, participation appears to be marginal due to a lack of effort to provide some of the technical tools necessary for an understanding of objectives, goals, and implementation of projects.

We would suggest that a citizens' orientation, based on town meeting groups, be set up in each program target area, assisted from the very beginning by a community technical assistance group, to organize and familiarize the community with regard to the program. This phase should precede the formation of formal citizen representative committees. Such groups should have the liberty of calling upon various local, state, or federal agencies to be associated with the program for briefings. It is envisioned that some degree of technical assistance—independent from local political influence—would be needed throughout the community orientation, planning, and implementation stages of the programs. Additionally, or in conjunction, a paid, independent citizens' advocate should be employed throughout the length of the program in order to listen to and then articulate complaints or suggestions to the proper officials. The need for such an advocate becomes obvious in programs such as adult basic and vocational education—in which the elderly do participate—when the students sincerely feel that the curriculum has little usefulness for them. They go to those who are directly administering the programs and very frequently get little if any action. There must be some means of redress open and we would recommend that a citizens' advocate be built into the "system" and fully explained in the initial stages of the program (class in this case). In fact, each federal agency (in this instance, the Department of Health, Education, and Welfare) should have a person in each regional office whose responsibility would be to listen and act upon the problems of the citizenry and whose prime objective would be the representation of the citizens' interest.

FOOD STAMP CANVASSING

Other examples of what might be done to bring federal programs closer to the people they serve include the current project within the Department of Agriculture. Teams of local citizens are being hired to canvas neighborhoods regarding food stamp programs. These teams, by taking the programs to the people, are encouraging participation and resolving program-related problems. This approach should be encouraged. Our own Committee has worked up a proposal, a copy of which is enclosed, which would put a veterans affairs center or storefront office in the lower income neighborhoods. These offices would work with local civic and Mexican American groups to coordinate programs and to help reach all those who are eligible to receive veterans benefits. This approach at better communications between federal agencies and local citizens can easily be carried over to other program areas such as health and social security.

Cooperatives are excellent vehicles for citizen participation and could, in many cases, replace other types of programs we have now which allow for participation

in only a nominal way. I believe experience has proved that cooperatives are an excellent way for people to put together their ideas and efforts to provide themselves with products, services, and other economic and social benefits they need. All forms of cooperatives are needed for Mexican Americans. In fact, I would strongly recommend that a federation of cooperatives be established for Mexican Americans throughout the Southwest and that the Cooperative League of the United States, the Department of Agriculture, Office of Economic Opportunity, and an organization such as the Hispanic American Community Development and Planning Corporation join in this undertaking. Cooperative housing, particularly, includes a built-in requirement for citizen participation as well as giving pride of home ownership and economic benefits. The Foundation for Cooperative Housing should be encouraged to work directly with the Mexican American community. Such an effort could be initiated for \$250,000 and with normal Congressional appropriations for the Department of Housing and Urban Development. Cooperative housing, as well as other cooperative efforts, are particularly valuable for participation by the elderly.

ACTIVITY PROGRAMS

Finally, more programs should be developed which will enable elderly persons to participate actively. In this regard, the foster grandparent program has been of tremendous value for the elderly in that they do give of themselves rather than merely receiving a check. The program, incidentally, has not received future funds and is scheduled to terminate at the end of this fiscal year. More of these programs should be developed specifically for the elderly including some tailored for the Mexican American elderly. Additionally, more use should be made of mobile units in appropriate programs. Mobile units, for example, could easily be adapted on a broad scale throughout the Southwest for distribution of food and other services to the elderly. Arrangements could be made, for example, to have the latter record—at their leisure—the old Spanish folk stories and their personal memories of times past. Thus the elderly could earn at home and, simultaneously, help in preserving part of a culture and history that will otherwise be lost.

Senator YARBOROUGH. The next witness is Hon. Raymond Telles, Chairman, U.S. section, United States-Mexico Commission for Border Development and Friendship.

Ambassador Telles was mayor of El Paso, Tex., the first person of Mexican-American extraction ever to be elected mayor of El Paso. Since that was my home city for 3½ years, we are accustomed to call him "mayor," but I will call him by his title today.

The Ambassador's brother's testimony was very cogent testimony at El Paso, Tex. His brother is a county commissioner at El Paso, representing the poor wards of the city.

You may proceed.

STATEMENT OF AMBASSADOR RAYMOND TELLES, CHAIRMAN, U.S. SECTION, UNITED STATES-MEXICO COMMISSION FOR BORDER DEVELOPMENT AND FRIENDSHIP

Ambassador TELLES. My good friends, Senator Yarborough, Senator Hansen, honorable members of this committee, ladies and gentlemen, it is a pleasure to be here and to be given an opportunity to tell you something of the work and objectives of the U.S. section of the United States-Mexico Border Development Commission—which is known as CODAF.

I understand that this committee is interested in our economic and social development program along the border and, in particular, how our programs in the fields of health, training of subprofessional work-

ers, development of employment opportunities, and city planning may benefit the elderly.

I should like to respond to these interests by clarifying first the nature and objectives of the U.S. section of the United States-Mexico Border Development Commission.

CODAF, created by the Presidents of Mexico and the United States in their meeting in April 1966, was established formally through an Exchange of Notes with the Government of Mexico on December 3, 1966. It is an organization composed of two national sections dedicated to the economic and social development of the 2,000-mile-long border area, population 6 million people, through cooperative action.

The U.S. Section of CODAF has a small staff engaged in liaison work between the Mexican Section and Federal agencies of the U.S. Government which are directly responsible for economic and social programs along the border.

The CODAF, as such, has had no funds for operations and thus no projects of its own. CODAF's activities are designed to benefit all segments of the population on both sides of the border. The focus is regional although it is evident that since Mexican-Americans predominate in the area, many of the benefits which derive from our work will accrue to them—and to any age group among them.

Accordingly, the Special Commission, which I now have the honor to address, may wish to refer to the work being carried out by such agencies. I should like to add, however, that in our analysis of border problems and in our attempts to identify projects to improve conditions in the area, we have held hearings all along the border and taken other steps to induce responsible agencies to devote greater resources to and focus their attention on the needs of the area.

Much of CODAF's attention has been given to the serious public health problems in the border area. As you know, the Border Health Association, in cooperation with the Pan American Health Organization, has for years been working on a variety of health problems, including tuberculosis.

Since its inception, CODAF has facilitated and encouraged closer contacts between Mexican health authorities and our public health service. Our concerns include, but are not limited to, tuberculosis, air pollution, environmental sanitation, training of various levels of professional and auxiliary health workers, health education, waste disposal and sanitary facilities, control of the aedes aegypti mosquito, maternal and child health, et cetera.

This work is now firmly underway, and I am pleased to state that agreement was reached in Mexico City in December 1968 that further binational committees on specific communicable diseases, such as the Tuberculosis Control Commission now functioning in the El Paso-Ciudad Juarez area, be supported and promoted by the national sections of CODAF.

It is our intention and the intention of the HEW, which participated in the recent meetings in Mexico City, to support the agreement reached with Mexico and to press on with necessary implementation which is now getting underway.

EXAMPLES OF BINATIONAL WORK

I think I should give appropriate emphasis to other aspects of our work. Specifically, Mexican and U.S. sections of CODAF also agreed in December 1968 to exchange information and organize a demonstration project in air pollution control in the metropolitan area of El Paso-Ciudad Juarez.

Air pollution control along the border is, of course, a prime example of the need for binational cooperation and the role of CODAF.

Another example of binational cooperation is the proposed Nogales sanitary landfill project. The Mexican section of CODAF endorsed the project in December, and we are looking for early progress on this matter which awaits formal notification of approval by the Mexican Government.

Both national sections of CODAF also endorsed a workshop to be held in February in Tijuana-San Diego on housing sanitation. I think this is another important area which cannot but benefit the Mexican-Americans living in substandard houses along the entire border.

The workshop will be attended by Federal and State health officers, by city representatives, by representatives of the Pan American Health Organization and, we understand, a high-level representative of the Governor of California.

As indicated previously, the CODAF, as such, does not have the authority or funds to carry out any projects, but we are pleased that we have been able to focus attention in an international forum on the need for training auxiliary and subprofessional workers in environmental and personal health services. We are convinced that this will serve to stimulate and accelerate efforts on the U.S. side of the border, as well as in Mexico, in this field.

During the last meeting of CODAF in Mexico City, December 1968, the Commission specifically endorsed such training and the appropriateness of binational training efforts.

Specifically, we endorsed a meeting in the border area, with participation of the United States-Mexico Border Public Health Association's Committee on training and education and the appropriate personnel from both Federal and local governments, to consider expansion of current binational training programs and the feasibility of developing binational centers for health training in the border region.

I do not, however, wish to neglect in this presentation the emphasis which the CODAF has placed on the need for economic development of the border area and the urgency of reducing the widespread and serious levels of unemployment and underemployment.

Soon after its formation, the CODAF Secretariat recognized that reduction of unemployment, especially among the disadvantaged Mexican-American communities, is the key to progress in the border area.

Accordingly, the CODAF's staff has worked closely with HEW, the Department of Labor, OEO, the Department of Commerce (EDA), and other agencies to define the problems and to determine what these agencies could do—in concert and individually—to provide training, housing, relocation allowances, et cetera, which will enable the unemployed and underemployed to prepare themselves better for jobs along the border and elsewhere and to obtain the

mobility grants which enable them and their families "to go where the jobs are." Thus emphasis has been placed on preparation of the worker to enable him better to compete in the U.S. economy.

We have not, however, specifically addressed ourselves in this context to older workers although retraining naturally tends to involve a larger percentage of such workers.

These efforts have been coupled with our close working relationship with the EDA, designed to encourage a better use of Federal and local resources, human and financial, into projects to increase employment.

I should like to leave with you a document prepared by the EDA—in collaboration with CODAF—which establishes economic development policies for the border areas served by EDA, the Agency which is specifically vested with responsibility for economic development in areas of significant unemployment.*

Also, I shall leave with you a list of ERA-supported projects which are designed to create employment directly or indirectly by attracting private investment.*

I should also like to cite a study recently completed by Robert Nathan Associates for the EDA and CODAF which examines the potential for industrial growth along the border. Similarly, CODAF has worked through EDA and another contractor, Checci & Co., in a study to identify the possibilities of tourism in the south Texas area. This study may serve as a model for similar studies elsewhere.

CODAF has also initiated, through the EDA and the Departments of the Interior and Agriculture, studies which will provide some basis for projecting employment in agriculture and extractive industries.

TOURISM REPORT

The tourism report noted previously is not yet available to us but we understand that it is optimistic that tourism can provide greater employment. We fully expect that older Mexican-Americans will find greater opportunities within the tourism framework envisaged. In this connection, I should also cite the many discussions we have had with Mexican authorities to promote tourism by citizens of both countries along both sides of the border.

Within the context of social and economic development planning along the border, we have found that urban planning conferences—spanning the border and embracing many "twin" communities have an important place in our work.

Urban development conferences have been held with the sister cities of Laredo-Nuevo Laredo, Nogales, Arizona-Nogales Sonora, Mexicali-Calexico and Brownsville-Matamoros and are being planned for all other twin border communities.

As a consequence of the meetings held in Brownsville-Matamoros, we are now witnessing the development of a pilot urban development program in that area, a project in which CODAF takes a great deal of pride for it represents almost a historic breakthrough.

The plan is for Mexican and United States efforts to be commingled in a single effort aimed at the urban problems of what is, after all, a

*Retained in committee files.

single urban complex divided by a boundary—Brownsville-Matamoros.

The specific terms of reference and priorities for the work to be undertaken will be developed shortly when the representatives of our two countries meet in the area and will be developed by these planners themselves.

HOUSING TO BE STUDIED

However, I believe that concern for the housing problems of the elderly constitutes an integral part of sound urban planning and will be among the subjects studied. I shall, moreover, be certain to call the matter to the attention of those concerned and inform them of the interest of this special committee therein.

Mr. Ximenes mentioned the model cities program. The Commission is recommending the model cities program. I believe, however, it is worth noting here that the HUD has actively participated with CODAF in an effort to expand housing programs along the border and that it has specifically, in some instances, addressed itself to the problems of the aged.

For example, in Marfa, Tex., where the local housing authority has proposed a program that would reserve 150 units for the elderly, similarly, 80 units for the elderly are under construction in Mercedes.

I also think the special committee will be interested to know that CODAF has collaborated with the city of San Diego in a series of unique bilingual hearings for residents of the San Ysidro area which adjoins the border with Mexico.

These hearings provided the city's leadership with opportunities to exchange views on significant problems with residents of the San Ysidro area, most of whom are Mexican-Americans.

Among the items covered were housing, educational matters, community services and facilities, border crossing facilities and transportation. Housing problems were stressed in view of elimination of some housing due to new freeway construction.

City officials are now reviewing possible additional programs to alleviate problems of the residents, and the U.S. section of CODAF is following up to identify possible Federal-local programs and funds which could assist city officials.

I think it will be of interest that we have recently established offices in Laredo, El Paso, and San Diego in order to have a representative who can meet locally with officials and the public on matters of concern to them in which they might be assisted by our Commission.

I should like to state in closing, our section of the United States-Mexico Border Commission is ready and willing to be of assistance to your committee at any time. I would like to thank my good friend, Senator Yarborough, for the privilege of appearing before this special committee and giving me the opportunity to make the work of my organization known to the many distinguished persons here today.

Thank you very much.

Senator YARBOROUGH. Ambassador Telles, this is a very informative report. I want to commend the President of Mexico for establishing this Commission and you for accepting this ambassadorship.

I know many of your friends who know of your great success in Costa Rica wanted you ambassador to a larger nation and wondered if this was a lesser assignment. We say it was not. It was a great promotion because of the success that this Commission has attained.

As one who lived in El Paso, Tex., for 31½ years and has some familiarity with border problems, I see what great work you have done. I commend this Commission and recommend to the incoming administration that they keep this Commission and keep this work going forward.

Each Nation in the past has shoved the border off, and I think this joint effort of both Nations to make the border a showplace is a very commendable thing. We have made great progress in our relations with our nation to the south because the population has grown so rapidly along the border and because the interchange of tourist travel is so great between these nations. This is fine governmental progress to have met.

Senator Hansen.

Senator HANSEN. Thank you very much. I do have one question. I thought you gave at least a limited endorsement to the model cities program, referring to the number of apartments that were to be made available in these two areas for those persons who were displaced by some of these programs.

I gathered from the excellent statement given by Mr. Ximenes that it was his observation that oftentimes some of these urban renewal programs had actually put old people out of their homes, and the awards made by the Government had been less than enough for them to buy comparable housing in other areas.

Do you find any basic difference of point of view between your observations and those of Mr. Ximenes?

RELOCATION PROBLEMS

Ambassador TELLES. Not at all, Senator. In fact, I certainly agree and concur with the statements of Mr. Ximenes in that connection. It is a serious problem, relocating persons of limited income to other areas and expecting them to find new homes. We have had this experience in several other instances.

For example, in the instance which displaced possibly 2,500 people from the south part of El Paso. Many of those people were quite concerned with the appraisal of their homes and property and fortunately, as I understand it, that particular problem was resolved through appropriate legislation.

But, you do have this problem, Senator, and one that anyone dealing with urban development should be aware of and should be quite concerned about because you do have a large number of citizens, as Mr. Ximenes stated, that are not able or capable financially to go out and relocate and buy a new home.

Senator HANSEN. Before another committee last year we received testimony indicating that not only is great injury done to people whose homes are taken from them, but as well to people who may be engaged in a business operation in rented property.

With an extension of a new highway or an urban renewal program, oftentimes little consideration is given to the person whose lease is

canceled out. He may be given some remuneration but oftentimes he is cut off completely from the clientele he had.

If he is an elderly person, likely he is dependent upon a group of old friends near him, and if he is forced to relocate and go somewhere else, he no longer has the rapport he had.

I was quite impressed with the problem that would be faced by a person in this situation. Do you find this same thing true insofar as Spanish-American people?

Ambassador TELLES. Yes, Senator. I find this a problem not only today, but it has existed for many years. As mayor of El Paso I was faced with that situation. In our efforts to do away with slums, it was very difficult to relocate these people, because you could remove them from their present homes or rented tenements and the problem, of course, would be in attempting to find equal or better housing at a reasonable cost to these people.

Now, Senator Yarborough also knows that during my administration as mayor of El Paso, between 1957 and 1961, my administration not only advocated but obtained approval of construction of housing for the elderly. And today we have a very fine high-rise building with apartments for the elderly in El Paso.

From what I understand and hear, it is doing a very fine job and the only problem is we need more.

Senator HANSEN. I think sometimes we can be concerned with the fair market value or intrinsic worth of a piece of property—usually fair market value—and fail to appreciate at all the income-producing potential that comes from a location of a person who is among his own friends.

You can think of an average, typical person going into another area where he encounters others not like him and his problem, I should think, would be less than would be the problem of a Mexican-American person who finds himself in with another group who may not be exactly like him.

And faced with the problem, then, of trying to establish a business, this would be a very impossible obstacle.

NEW HOME PURCHASE DIFFICULT

Ambassador TELLES. There is no doubt that the inability of these people to either purchase another home—or people in business—that it is a problem for those people that are responsible for urban development or for doing away with slums.

It is a tremendous responsibility they should be aware of. Unfortunately those that are responsible in many cases have certain laws to go by. They are, of course, restricted to certain policies and therefore, even though they personally would like to do something to help these people, they are unable to do so which means we need special legislation to take care of these special cases.

Senator HANSEN. Thank you.

Mr. XIMENES. May I make one point here. There are other things other than economic factors that are involved here which make the Mexican-American very angry. That is that he is left out of the decisionmaking process that takes place in any community.

Senator HANSEN. You said maybe he is up north picking beans while the hearings are held.

Mr. XIMENES. And there are other cases when he is there and he is ignored. There are other kinds of problems that have nothing to do with the law but just being sensitive to his needs.

In Mercedes, Tex., a lady's home was condemned. She paid \$6,500 for the house. As soon as she received the \$6,500 for the house which she had, the Welfare people came in and said, "You no longer are entitled to welfare," so they cut her welfare check out.

Now, she has \$6,500 in her hand and no home. She has to rent, so she spends \$6,500. Now, she has no home. These things are ridiculous to happen, because a person who is sensitive enough to know what the law is, is not going to put this lady in that position.

So, these are things the local authorities ought to take care of and not allow these things to happen to the Mexican-Americans.

Senator YARBOROUGH. I want to raise another point here. Where they built the housing for the elderly in Los Angeles intending to relieve the situation of some of the Mexican-Americans, they built it miles away. To build it cheaply they built it miles away from where these people live. To uproot them at their age, they would not go, if they had any other place on earth they could go.

San Antonio had the first of these high-rise apartments, one of the most beautiful. We have Miss Marie McGuire here who is the leader of this movement in America. It has been very beneficial to the elderly, but for the Mexican-American elderly they are not comfortable in the high-rise apartments because they have not lived in high-rise buildings.

I would like the experts in this field to give consideration to building housing for the elderly, say row houses, to see if it could be cheaply enough done. I think the Mexican-Americans would be more adaptable to that kind of housing than the high rise.

The figures are astounding, in San Antonio, how few would apply and how few want to live in the high-rise buildings. They would rather be close to the land that they love.

I will say to the panel, I am working on getting an extension of time, to resume hearings at 9 or 10 in the morning. I want to ask of those testifying in the panel how many could be here at 8 in the morning, or rather raise your hand if you cannot be here, of you who are to testify. I can at least set continuation of this from 9 to 10 in the morning.

We are seeing if we can get more time today. I feel the other members of the committee are in the same situation I am in. We go into a session at 12 today in the Senate with a number of rollcall votes, with sharply divided opinions of the parties, and we are all called to the floor by our respective leaderships. So, we cannot have the hearings after 12.

Who cannot be here in the morning at 8? Raise your hands. Mr. Bechill and Mr. Greenwood from Texas.

We are going to reach you, Mr. Greenwood, Mrs. Clopton is with you. I think we will finish the testimony, but the discussion we won't. Could Mrs. Clopton stay to represent you tomorrow if you have to go back?

Mr. GREENWOOD. Yes, sir.

Senator YARBOROUGH. How about you, Mr. Bechill. You are next, but could you have a representative here? Could you have your second-in-command here?

Mr. BECHILL. Yes, sir.

Senator YARBOROUGH. You are next, Mr. Bechill. Proceed.

STATEMENT OF WILLIAM D. BECHILL, COMMISSIONER, ADMINISTRATION ON AGING, SOCIAL AND REHABILITATION SERVICE, U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. BECHILL. Mr. Chairman and members of the committee, I appreciate this opportunity to appear before the committee as it concludes its study of the availability and usefulness of Federal programs and services to older Mexican-Americans.

At the outset, Mr. Chairman, I would like to commend you and the chairman of the committee, Senator Harrison A. Williams, Jr., of New Jersey, for the strong advocacy each of you has given to upholding the rights of minority groups in general and to the particular needs and problems of the Mexican-American. You have done much to point out the problems of discrimination and exploitation that exist and have supported progressive legislation to correct and attack such injustices.

I have followed the field hearings which you conducted in Los Angeles, El Paso, and San Antonio with a great personal interest since I am not satisfied that we have done all we might have done to improve our planning and programing for this group of the older population.

These hearings have further documented the magnitude and scope of the needs faced by the older Mexican-American for improved income, better and more appropriate housing, increased availability of necessary health and social services, transportation, and greater opportunity to participate in community life.

Frankly, I believe that many of these needs can only be met through the enactment of additional legislation and I will have some further comments on this point later in my statement. However, it is also clear that much could be accomplished now through thoughtful administrative action. There are several areas of potential action suggested by some of the points which were highlighted in the testimony and other materials already submitted to the committee.

The first of these problem areas is communication. Although Spanish is the major language spoken by the older Mexican-American, the agencies that are responsible for delivering services generally are not bilingual. In the programs under the Older Americans Act and in other Federal programs, we must do more to encourage the employment of bilingual staff.

Along these same lines, more needs to be done to increase the understanding of staff people who are working with the older Mexican-American.

The Administration on Aging is currently reviewing the possibility of funding a short-term training program under title V of the Older Americans Act to increase the effectiveness and understanding of public and private agency personnel in working with the older Mexican-American.

PROTOTYPE FOR TRAINING

We are interested in developing a prototype for short-term training that, if successful, could be carried out in any part of the Nation where there is a heavy concentration of Spanish-speaking older people.

In addition, our staff has been working with the Department's Office of Spanish-Surnamed Americans on publications that should be translated into Spanish.

The first of these will be our Consumer Guide for Older Persons. We also plan to work with other Federal and State agencies in developing appropriate radio and TV programs in Spanish—a point that was highlighted in the study made in Lubbock, Tex., under a title III grant made to the Texas Technological College by the Texas Governor's Committee on Aging.

Another area closely related to communication where special efforts are needed is the encouragement of additional information and referral services that effectively reach the older Mexican-American. Several of the projects funded by the State agencies on aging have featured this type of service to the older Mexican-American.

The national demonstration program, Project Find, conducted under an OEO contract by the National Council on Aging, has also served to dramatize the importance of this kind of service being more broadly available to older people generally, but particularly to those who are poor or socially isolated.

The unique problems identified in lack of availability of services to the older Mexican-American need to be attacked by improving programming and planning to insure more convenient location and accessibility of services and facilities. The strategic location of multipurpose senior centers as well as one-stop information and referral centers and other facilities in the actual neighborhoods where the older Mexican-American lives is something that the Administration on Aging, State agencies on aging, and local agencies need to give much more attention in the future.

I believe that another major problem faced by many older Mexican-Americans is lack of adequate diet and nutrition. It is a problem that largely stems from the gross poverty in which so many older Mexican-Americans live currently and it is multiplied by a lifetime that has often lacked any of the usual opportunities that most of us take for granted.

NATIONAL NUTRITION SURVEY

The Administration on Aging, along with other agencies in the Department of Health, Education, and Welfare, is now helping to finance the National Nutrition Survey, requested last year by the Congress. The Survey, now being conducted under the direction of the Public Health Service, should generate specific information on diets and malnutrition level among Mexican-Americans.

Some 3,000 people of Mexican-American descent are included in the Texas sample. Of these, about 300 are people age 65 and over. An additional number will be included in the California part of the survey. When available in its final form, the survey should be helpful in determining both additional administrative and legislative action which

should be considered by the Federal Government in meeting the nutritional needs of the older Mexican-American. That survey with results will be presented in the Senate in testimony later this week.

In response to your letter of December 30, Mr. Chairman, I will be submitting a detailed description of individual projects and activities undertaken in recent years which have a direct or indirect relationship to the needs of older Mexican-Americans. These will be properly summarized showing the types of programs that have been developed under the various titles of the Older Americans Act.*

It will also include information on the foster grandparent program which the Administration administers under an OEO contract. Older Mexican-Americans have been active in serving as foster grandparents under the program in various children's institutions and facilities.

For instance, in the Houston foster grandparent project, 35 percent of the foster grandparents are Mexican-Americans; in the San Antonio project, 46 percent; and, in the New Mexican project at Las Lunas Hospital and Training School for the mentally retarded child, 80 percent of the foster grandparents are Mexican-American.

Any expansion of programs like foster grandparents and other programs where older people provide person-to-person services would open up additional opportunities for elderly Mexican-Americans as well as other older people interested in community service.

Under our responsibilities for social services in the old-age assistance program, the Administration on Aging is currently revising the existing policies. This revision, which is subject to further review before issuance, is designed to add additional service areas to those now required as well as to simplify existing policies.

In those States which have implemented the public welfare service provisions, we hope that the new policies will increase the present levels and scope of service available to all recipients, including the Mexican-American.

Finally, as referred to earlier in my statement, many of the needs of the Mexican-American aged are of such severity that they can only be answered by additional legislation. While I am not in a position to recommend specific proposals today, I do believe that congressional attention should be given to several areas in this session including:

SUGGESTED AREAS OF ATTENTION

1. Improvements in social security benefits to levels of greater adequacy with particular emphasis on increasing the minimum benefit level and across-the-board increases for all beneficiaries.
2. Consideration of legislation designed to provide comprehensive health insurance for the aged under medicare with particular reference to placing the medical insurance part of the program on a prepayment basis.
3. Exploration of either a 100-percent federally financed old-age assistance program or strong Federal standards to insure a uniform and equitable program of financial assistance and eligibility determination.

*Retained in committee files.

4. Increased support for model cities and other programs designed to improve the housing and physical environment of both urban and rural areas.

5. Extension of the Older Americans Act provisions to assist States and communities in developing needed community services and extension of the present foster grandparent program and other programs similar to it.

Again, Mr. Chairman, I would like to emphasize my strong personal interest in improving the position of older Mexican-Americans in our Nation. I would be glad to provide any additional information or assistance to the committee and its staff that you feel would be helpful.

Senator HANSEN. Thank you very much, Commissioner Bechill. We appreciate your testimony.

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

1. What is the status of the "short term training program under Title V of the Older Americans Act to increase effectiveness and understanding of public and private agency personnel in working with the older Mexican-American?" May we have for the hearing record, additional details on the objectives and proposed method of operation for this project?

A grant of \$14,549 under Title V of the Act has recently been awarded to the Western Center of Culver City, California, for such a program. In cooperation with the Mexican American Opportunities Foundation of Los Angeles, the Center will carry out during the Spring of 1969 a sensitivity training program involving 60 persons who will represent health and social service agencies, older Mexican-Americans, and staff members of community organizations indigenous to the Mexican-American community in Los Angeles. Under experienced trainers, participants will examine attitudes that influence the provision or receiving of services, develop plans for achieving organizational change in programs serving older Mexican-Americans, and identify skills that need to be further developed by professional personnel in working with the older Mexican-American.

The training program will consist of an initial four day session with follow-up at intervals of two and six weeks to assess its effects on participants. Video-tape materials will be utilized. These will be on bilingual sound tracks so that they can be easily adapted into other places in the nation where similar programs might be undertaken.

It is our hope that this project and its results will be a prototype that could be replicated elsewhere. When completed, I hope that it can receive widespread dissemination among interested community organizations representing the older Mexican-American as well as public and voluntary health and social agencies.

2. Congressman Roybal suggested at our hearings in Los Angeles that a regional conference in the Southwest might be a good follow-up action to our hearings. What are your views on this proposal? Could funds under the Older Americans Act be used for this purpose?

I believe Congressman Roybal's suggestion is an excellent one. I further believe that the initiative for such a conference should come from the Administration on Aging. I will recommend that such a conference be scheduled, to my successor who will be assuming office next month. It would provide an excellent opportunity for State agencies on aging to join together to improve their present programming for the older Mexican-American. The State agencies could utilize that portion of their Title III allotments designated for State plan administration to underwrite their travel and participation at a regional conference of this nature. Reimbursement would be at the rate of 50 percent Federal matching.

3. Will the AoA interpret the data on elderly Mexican-Americans interviewed for the National Nutrition Survey and make recommendations for dealing with problems discussed in that survey?

Yes. At the present time only preliminary data is available from the National Nutrition Survey. The Administration on Aging is represented on the Survey's Advisory Committee and will be provided with the appropriate data needed to

make recommendations regarding the administrative and legislative action which should be considered by the Federal Government in meeting the nutritional needs of the older Mexican-American. We will keep the Committee on Aging informed of the progress of this Survey. We believe that the final data obtained by the National Nutrition Survey will provide an excellent basis for future administrative or legislative action to attack the problems of malnutrition among Mexican-American and other older people identified in the Survey.

With regard to Senator Hansen's request concerning whether or not a comparative summary is available which would show the amount of Federal payments and services to older Mexican-Americans as compared to other ethnic groups in the older population. I have found that this type of data is not presently being compiled. However, a start in this direction was authorized on January 17, 1969, by former Secretary of Health, Education, and Welfare, Wilbur J. Cohen when he requested each operating agency in the Department to select one of its programs to be used as a pilot for identifying the ethnic composition of those receiving services.

Senator HANSEN. Next to be heard is Mrs. Marie McGuire, Special Assistant for Problems of the Elderly and Handicapped, Department of Housing and Urban Development.

Mrs. McGuire, we will be pleased to hear from you.

STATEMENT OF MRS. MARIE MCGUIRE, ASSISTANT FOR PROBLEMS OF THE ELDERLY AND HANDICAPPED, DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

Mrs. MCGUIRE. Thank you for your interest of so many years and your very helpful involvement in our housing programs for the elderly.

With me this morning is my deputy, Moses Gozonsky, and John Buggs, Deputy Director of the Model Cities Administration, who is available to answer questions.

Given the brief period available for an oral statement, I would like to speak primarily to your several questions with respect to the special housing problems of elderly Mexican-American people.

I also have with me summary data in which the committee may be interested on the HUD programs that respond to the needs of this particular group. I am sure this can become part of the hearings and part of the record.

Senator HANSEN. Without objection it will be part of the record.¹

Mrs. MCGUIRE. My statement indicates that through September 1968, HUD programs, which provide financial assistance for specially designed rental housing for the elderly, had made net commitments for over 260,000 dwelling units, involving a total public and private investment of over \$3 billion. When all of these units have been completed, they will house around 325,000 senior citizens.

In addition, other hundreds of thousands of elderly people live in HUD-assisted housing where families of all ages live. In public housing alone, we estimate that as of June 1968, there were 350,000 elderly, both in specially designed and regular units.

These data show the dimensions of our rental housing programs for the elderly nationally. In Arizona, California, Colorado, New Mexico, and Texas, we had made total net commitments through September 1968 of over 42,000 dwelling units for the elderly. Of these

¹ See app. 1, p. 425.

42,000 units, nearly 15,500—37 percent—were committed under the public housing program.

It might be noted that among these five States, California, Colorado, and Texas have provisions for referendums on the development of public housing. California law requires such referendum while Colorado has a provision for referendum by petition only. Texas provides for referendum if called for by the governing body of the locality or by petition.

In addition to the special programs for the elderly and handicapped, HUD administers a wide range of other programs which benefit the elderly as well as families of all ages. These include, for example, FHA's nursing home program, rent supplements, the new mortgage assistance programs, model cities, neighborhood facilities grants, home rehabilitation programs, relocation payments, sales housing and others.

In the 1968 Housing Act, the problem raised here this morning by two witnesses was responded to by the Congress by recognizing that the payment for homes acquired by the local public agency through urban renewal, model cities, or through other federally assisted HUD programs, often was not enough to defray the cost of replacement housing. Therefore, the Congress, in its wisdom, made it possible to pay an additional amount up to \$5,000 to provide assistance to a displaced owner-occupant to purchase and occupy a suitable standard replacement dwelling.

The Congress also increased the amount of the additional relocation payment for families and elderly individuals and also made handicapped individuals eligible.

Let me note briefly that the 1960 census indicated there were a total of about 3.5 million persons with Spanish surnames in the five Southwestern States of Arizona, California, Colorado, New Mexico, and Texas. Of these 3.5 million, about 209,000 were 60 years of age and over. Adding the 105,000 who were then 55-59 and who would now be over 60, the elderly would amount to 314,000 (less deaths since the census).

Thus, while our Mexican-American population is a small percentage of the total and of our elderly, they are a large number in absolute terms. Like all others, their concerns are our concerns.

Without long and intensive research, it is not possible to answer definitively how the wide variety of HUD-financed projects are accepted or used by our Mexican-American elderly. It is evident, however, that they use housing for the elderly far less than others in proportion to their numbers.

I think a number of interrelated factors are involved in this, many of which are mentioned by Dr. Frances Carp in her report titled "Factors in Utilization of Services by the Mexican-American Elderly." Such factors include lack of information about their availability and inability to communicate because of language barriers, a preference for home ownership, lack of income, dissatisfaction with locations of projects, unwillingness to move into high-rise buildings, a preference for living in multigenerational households, prejudice from and against Anglo society and others.

There could be increased use, I think, if more projects were developed within areas of Mexican-American concentration, rather than

on the fringes of such areas, or outside of them. But to the extent this is done, patterns of separation from the rest of the community would tend to continue.

Decisions on where to locate involve a number of value judgments. Perhaps what we need are more projects, some for those who prefer to live in areas of concentration and other where there will be more opportunities for a mix of ethnic groups and more exposure to other cultures and habits.

However, based on findings such as Dr. Carp's, housing for the elderly also might not appeal to the majority of older Mexican-Americans because of old customs and habits which are still important to them. For example, the great majority of Carp's respondents could not think of any conditions under which they would apply to live in a residence limited to old people. On the other hand, when asked what they thought about housing for older people only, the large majority responded favorably. Apparently this was a good idea only for other people. Only 17 respondents of the 100 questioned could conceive of applying for housing only for senior citizens.

I think it well worthwhile to note the particular reasons they gave for not applying. The largest percentage, 43 percent, said they had no need to move and that they had their own homes. Twelve percent were satisfied with present living conditions. Ten percent had to look after unmarried children or grandchildren living with them. Nine percent did not want to live alone and said they needed someone to take care of them if they were sick. Eight percent wanted to be near children and family so the children could visit or help them when necessary. Seven percent wanted to be independent of government.

Carp points out that the elderly Mexican-Americans in her survey were well informed about public housing, with 21 percent having applied for admission at one time or another, and with 15 percent then living in public housing for all age groups. However, those who were interviewed were better informed about public housing, per se, than about the two projects for the elderly only.

Carp's data suggest that the low application rate for public housing among Mexican-Americans is a characteristic only of their elderly, and not of their younger members. Further, it appears that the relative disinterest relates far more to housing for the elderly only than to projects for all age groups.

For example, in contrast to the 21 percent of her interviewees having applied for public housing, only 3 percent of the applicants for occupancy in San Antonio's Victoria Plaza before construction was completed were Spanish named, although the 1960 census reported 50 percent for the area.

NEW HIGH-RISE IN SAN ANTONIO

With regard to Villa Tranchese, the newer high-rise project for the elderly in San Antonio, only 20 of the first 500 applicants had Spanish surnames. This small percentage of applications from Mexican-American elderly occurred despite a site much closer to areas of Mexican-American concentration, the inclusion of special design features which were intended to respond to their cultural background, habits of interaction, and desires for privacy.

Further, according to Carp, there were diligent attempts throughout the years of preparation and publicity to inform the Mexican-Americans about the project by the Housing Authority, the Community Welfare Council and the Senior Community Services.

To summarize, I think all of us would agree that more emphasis and special attention is needed to communicate the availability of programs, housing and other facilities to our Mexican-American elderly.

In the final analysis, this must be a local responsibility, rather than a Federal one. We want to cooperate, but we believe what also is needed even more, is the day-to-day effort and involvement on the part of local government, local public and private agencies and the local citizenry.

Another question raised was the problem of rents in public housing being too high for some low-income elderly. Unfortunately, it is and always has been true that some people are simply too poor to live in public housing.

The problem exists because, although the capital cost of low-rent housing is borne principally by the Federal Government, operating expenses must come primarily from rental income. Because of this, local housing authorities cannot rent all its dwellings to members of the lowest income group.

In 1961 Congress authorized the payment of an additional subsidy of up to \$120 per year for each unit occupied by the elderly, if necessary to meet operating expense deficits. This additional subsidy does help local authorities to rent some units to lower-income families at lower rents than would be possible otherwise. This is helpful, of course, and we are pleased, too, that Congress also authorized similar payments for the handicapped in 1965 and just this past year authorized this operating subsidy for large families and families of unusually low incomes.

However, I must admit this additional subsidy is not always sufficient to house the number of very low-income people that we would like to house in public housing.

RENT SUPPLEMENTS AND PUBLIC HOUSING

The two housing programs, of course, which are intended to and do serve the low-income groups, including the elderly, are public housing and the rent supplement program.

It is difficult to generalize as to which can provide the greatest assistance to low-income families in a particular situation. Many factors enter into comparisons between the two programs and each would have to be analyzed in connection with a specific case.

In the final analysis, either incomes of the poor have to be increased by higher social security or various welfare payments, paid employment, or other means, or Government subsidies in the housing field have to be increased, if we are to reach more of the lowest income elderly.

With regard to the fourth question, our policy does permit local housing authorities to acquire and rehabilitate housing which can be amortized in less than 40 years, if a 40-year period is not reasonable because of such factors as the condition of the housing, plans for use of the land and other reasons.

However, in cases where it has been impossible to establish that the economic life of a proposed rehabilitation project would be less than 40 years, we have recommended that the 40-year period be used. It may be that there has been some misunderstanding of our policy, however, and we have asked for a further review of this matter and will be pleased to report our findings before your record is closed.

We do have an administrative requirement that rehabilitation projects have a total development cost of at least 10 percent less than new construction. We believe this minimum saving should be present if we finance the rehabilitation of older housing with potential high maintenance costs instead of using the same funds to obtain the advantages of new construction.

I also would note that approval for rehabilitation is not limited to masonry or semimasonry housing, and frame homes have been included in rehabilitation projects, including some in our Forth Worth Region.

As we mentioned in our recent report to your committee, HUD is striving to achieve a balance in the use of funds related to the total low-rent housing need, with particular concern for the needs of large families with very limited financial resources.

LOW-INCOME NEEDS

Therefore, we are encouraging local housing authorities to be aware of the total needs of the low-income population, and to include a balanced program in their applications, with a reasonable proportion of housing both for families and the elderly. Such balanced programs would receive priority in processing under the proposed policy.

The number of dwellings for the elderly should not decrease, but rather should increase as the total public housing program increases. The 1968 Housing Act authorizes \$400 million in additional funds for public housing through fiscal 1971. This is expected to permit another 375,000 units to be developed.

The end-result of this effort toward a balanced program, plus a larger program overall, should be to assure that housing for the elderly will bear a reasonable relationship to the total low-income housing needs of the community.

Now, to comment on your final question. Based on my own experience, and on testimony given to this committee previously, I agree with many of your witnesses that special efforts to inform the Mexican-American elderly about the availability of housing and efforts to locate such housing in familiar bilingual neighborhoods close to their children could be expected to enhance its acceptance and use by elderly Mexican-Americans. There is no impediment to the achievement of these goals, except those involved in the cost of special design features intended to appear particularly to these elderly people.

I doubt that local housing authorities or other sponsors would be able to afford sufficient staff to meet individually with the Mexican-American elderly to inform them about such housing.

Under these circumstances, considerable reliance would have to be placed on other family members, church, civic and other groups, and volunteers to carry out the necessary communications effort.

With regard to using more acceptable sites, such as those in or near city centers, a major problem is cost. Such sites, all too often, simply will be prohibitively expensive to use for low-rent housing, except where high density is achieved through high-rise buildings. High land costs also are a barrier to low-rise structures which Mexican-American elderly seem to prefer. Cost factors also are likely to limit severely the use of genuine, rather than pseudo-Mexican-American design.

However, I think research and demonstration projects involving better planning and more effective communication techniques might provide a solid base to determine how to achieve better utilization among our Mexican-American elderly.

INTEREST IN HOMEOWNERSHIP

Because there is great interest among Mexican-Americans, including the elderly, in homeownership, and because many live in sub-standard housing, I believe efforts to encourage rehabilitation would be well received. Our direct loan and grant program for home rehabilitation can be helpful in some instances, as can FHA's 221(h) program and the new FHA section 235 program with its mortgage assistance provisions which make possible effective interest rates as low as 1 percent.

Today federally assisted housing, particularly in city centers, must be responsive to the city's general plans and goals for its future. At the same time, public officials and local citizens should be sensitive to the wishes and well-being of our various ethnic groups and, to the degree possible, see that programs reflect the aspirations of people they are developed to serve.

Thus, more anthropological, social and cultural research in relation to ethnic group living patterns is needed, if traditional values are to be retained and reflected in the rebuilding of our cities. I recall when beginning a housing program on Indian reservations, that those needing housing said over and over to us, "We want to live as the white man lives."

If there were architectural or social patterns of importance in relation to shelter, the prospective users seemed to be unaware of them, or put little emphasis on them. However, I believe we can assume that building more housing in familiar neighborhoods, close to families and needed facilities, plus face-to-face communication would increase use and satisfaction with the housing among our elderly Mexican-Americans.

A study of nursing home needs in relation to Mexican-Americans and encouragement of sponsors also seems to be indicated. I also would like to see more neighborhood health centers developed with Spanish-speaking staff available, both for treatment and case finding.

Senator YARBOROUGH (presiding). May I interrupt. I believe you said you could come back tomorrow.

Mrs. McGUIRE. Yes, sir.

Senator YARBOROUGH. You have an excellent statement. I don't want you to put it in the record. I want you to read it.

You note I have been absent. There have been developments in the other committee I was to chair in the morning. There was a post-

ponement of this session. So we will resume this hearing here at 10 o'clock in the morning and we will have more time to devote to it in the morning. Often there are so many good situations, I don't want to close it up and say, "Throw your statements in the record."

Mr. Bechill, I have had time to read your statement. You have a positive legislative recommendation. We will ask the panelists to take copies and read it and we regret you cannot be here tomorrow. Maybe that 10 o'clock will help you.

Mr. BECHILL. I think I will be here in the morning.

Senator YARBOROUGH. I ask you to postpone that, Mrs. McGuire, for one reason only. We have only one witness now who could not be here tomorrow. He is from a distance away, from my home State and since you formerly lived in that State, I hope you will yield to Mr. Hess.

Mr. Hess, can you be here tomorrow?

Mr. HESS. Yes, sir.

Senator YARBOROUGH. We will start at 10 tomorrow and I promise more time than today.

Proceed, Mr. Greenwood.

Senator HANSEN. If I could interrupt, I meant to ask Commissioner Bechill a question² which I assume might very probably require a little research, if I may pose that now.

Is it possible to obtain some indication of Federal interest in elderly Mexican-Americans through a summary of Federal outlays and efforts for various minority groups?

For instance, how much does the Federal Government spend for Mexican-Americans as compared with Indians? Would you be kind enough to see if you could find any summary on that? I recognize that much of this information may not be available, but would be most appreciative of any data you can supply.

Senator YARBOROUGH. I am glad you raised that, Senator Hansen. Do you have data where you can tell what the payments to Mexican-Americans are, in the field of social security and welfare in comparison with Anglos and so forth?

Mr. BECHILL. We will make an effort, because I think that is a valid question, but the stumbling block I had in preparing for this hearing is that there is really very limited data of the kinds you are seeking.

But I will do what I can to provide the information that is available and point out what the limitations of the data are.

Senator HANSEN. If I may make an observation, is a part of the problem in trying to get an answer in this the difficulty in identifying what groups people may represent?

Mr. BECHILL. Yes, sir, we all use various reporting systems. And unless your reporting system centers in on such variations as nationality, background, ethnic origin, et cetera, you are not going to pick up the kind of precise information that you need.

Most of the information that is currently available on the Mexican-American is largely what you can extrapolate from the census, which is as you know 8 or 9 years old. But we will make an effort with the limitation.

² See response to question, p. 355.

Senator YARBOROUGH. We have been trying to get a question put in on this next census questionnaire and we have been unable to have it done up to this time—the Director expresses sympathy—“What language is spoken in the home of the person? What is the language spoken?”

We have appealed to higher authorities.

Mr. XIMENES. That question is going to go into the 1970 census and we are going to get information now, not just from the five Southwestern States, but nationwide, which we did not have before. We are going to go behind the name now.

Senator YARBOROUGH. I appealed directly to the President on that. But I did not know the result. It will be very helpful in the future.

Thank you.

We are cutting down on Mr. Greenwood's time, but I want to develop, we took testimony that Los Angeles, El Paso, and some of other cities indicated the average Mexican-American lives about 10 years less than the average Anglo in those same cities and the testimony was based on the fact that there is poor care.

Mr. Greenwood.

STATEMENT OF S. R. GREENWOOD, CHAIRMAN, GOVERNOR'S COMMITTEE ON AGING, STATE OF TEXAS; ACCOMPANIED BY MRS. CARTER CLOPTON, EXECUTIVE DIRECTOR

Mr. GREENWOOD. I am S. R. Greenwood, president of Temple National Bank, Temple, Tex., and appear here as chairman of the Governor's Committee on Aging. With me is Mrs. Carter Clopton, executive secretary of our State Committee on Aging.

We would like to have the record held open, if it is appropriate, for an addendum to our statement which we have made available today. We have additional data which we think would be highly advantageous.* Certain questions have been proposed to us and we will make appropriate comments concerning these questions, Mr. Chairman, one of which relates to our State Committee on Aging, and I believe we are the only ones who are represented here today.

Our committee has made great strides in the last several years now in our programs relating to the elderly. Without any apologies we think we do, indeed, take the lead among the States in the programs which are now underway and the large number of elderly citizens which we are reaching in our State.

LIMITED SERVICE TO MEXICAN-AMERICANS

We think that directly or indirectly, almost some three-quarters of a million of our senior citizens are feeling the effects of our programs. I must unhappily announce, however, that some less than 1,000 of our Mexican-American friends and elderly citizens are directly affected by these programs.

Now then, the problem ahead of us and what must we do to solve it?

To talk to that, I do want to leave the emphasis on the fact that the committee on aging for the State of Texas is certainly cognizant of these problems and is doing as much as time, personnel and funds will allow us to do.

*Retained in committee files.

In compiling this statement we have contacted agencies and other sources which are primarily concerned with delivering services to the Mexican-Americans. The Department of Mental Health and Mental Retardation has furnished us the following figures:

Estimated total Texas population.....	11, 262, 002
Estimated total of all groups 65 years plus.....	1, 013, 429
Percent of all groups 65 plus.....	9
Estimated total of Mexican-Americans in Texas.....	1, 598, 322

The following figures were compiled by the office of the Governor's Committee on Aging:

Estimated number of Mexican-Americans 65 plus.....	68, 728
Estimated percent of Mexican-Americans 65 plus.....	4. 3

The following facts are furnished by the Department of Public Welfare:

Total number 65 plus receiving old-age assistance.....	36, 177
Percent of Mexican-Americans are on old-age assistance.....	16
Average grant.....	\$60. 19
Maximum grant.....	\$110

Senator YARBOROUGH. Just a minute. You say the percent of all 65 plus is 9 percent, percent of Mexican-Americans is 4.3 percent? Presumably that 4.3 percent were included in reaching the 9 percent. You say all groups are 9 percent?

Mr. GREENWOOD. Yes, sir.

Senator YARBOROUGH. So if you subtract the Mexican-Americans who are over 65 and took the other elements of the population only, you would have over 9 percent of the rest of the population over 65, wouldn't you?

Mr. GREENWOOD. That is correct.

Senator YARBOROUGH. So you would have over 10 percent probably, over 65, while only 4.3 percent are Mexican-Americans over 65?

Mr. GREENWOOD. That is correct.

Senator YARBOROUGH. That is the experience they had in Los Angeles or El Paso, one of them. I believe that testimony was from New Mexico, too.

Will you proceed.

Mr. GREENWOOD. Thank you.

I think this very vividly points up the factor and the need for health programs that relate themselves to our Mexican-American elderly citizens.

NURSING HOMES UNUSED

Some concern has been expressed over the fact that nursing home services are not being used by Mexican-Americans. Unless there is a heavily concentrated Mexican-American population, we find no Mexican residents or very few in homes.

When we questioned Mr. Watt Hornburg, director of Nursing and Convalescent Homes, State Department of Health, he replied and I quote:

Because of socioeconomic condition and philosophy in Texas, many of the younger family members are reluctant to place older members in nursing homes because of dependency on the pension of the older members to supplement their family income.

Also in the area of public housing, much has been said here today concerning the public housing and participation by the Mexican-American and I will not labor this point, but only say that our study also points up the very facts which have been made here today.

For instance, we have a high-rise apartment which is right on the periphery of the Mexican-American community. Applications were made available throughout this community and I think that there are—

Senator YARBOROUGH. Pardon me, Mr. Greenwood. I hate to stop you in the middle of your statement, but as chairman of the committee I am forced to go to the floor. I have looked through this statement and I want Mrs. Clopton to be prepared to read it in full in the morning. It is not long and we would like to hear it all.

I commend you. I think this is the first survey that actually spelled out this problem in Texas.

I commend you for having compiled this information.

Mr. GREENWOOD. We recognize your problem and we think we have a part of the answer.

Senator YARBOROUGH. I want to hear this statement in full.

The hearing is recessed until 10 o'clock tomorrow morning.

(Whereupon, at 12:05 p.m., the committee recessed, to reconvene at 10 a.m., the following day, Wednesday, January 15, 1969.)

AVAILABILITY AND USEFULNESS OF FEDERAL PROGRAMS AND SERVICES TO ELDERLY MEXICAN-AMERICANS

WEDNESDAY, JANUARY 15, 1969

U.S. SENATE,
SPECIAL COMMITTEE ON AGING,
Washington, D.C.

The Special Committee on Aging met at 10 a.m., pursuant to recess, in room 4232, New Senate Office Building, Senator Ralph Yarborough presiding.

Present: Senator Yarborough.

Staff members present: William E. Oriol, staff director; John Guy Miller, minority staff director; Patricia G. Slinkard, chief clerk; Margaret Brady and Mary Lou Dennin, assistant clerks.

Senator YARBOROUGH. The Special Committee on Aging will come to order.

We will proceed on the hearings of the availability and usefulness of Federal programs and services to elderly Mexican-Americans.

I want to express my appreciation to the witnesses and to the panel. As you know, we had yesterday morning set apart for this. We didn't finish. So we postponed it to today.

I had the committee hearing, which was set for 10 a.m. to 12 noon today postponed to tomorrow and allocated 10 a.m. to 12 noon today to finish this hearing.

You know the old adage: man proposes and God disposes. In Washington you have to add one other thing, higher authority disposes, too. So I must be at the White House at 10:45 for an official signing of a measure there and will be forced to leave this hearing.

We have a number of Senators on this subcommittee. We are seeking to get one of them to come and take my place. If not, we have an arrangement made by which the staff can continue this panel. Mr. Oriol over here is staff counsel, Mr. Miller is minority counsel.

We had three Senators here yesterday in toto. Senator Montoya of New Mexico planned to come but was called away by his committee. Having had three yesterday, I expected others to come today but the staff is authorized to continue because the Committee on Aging is not a legislative committee, it is an investigatory committee.

The recommendations we make we send over to the legislative committees.

Mrs. McGuire, you testified yesterday. I rather abruptly asked you to break your testimony so I think you should be called on first this morning. And then Mr. Greenwood was interrupted, too. Mr. Hess was here. Now Mr. Hess, do you have to leave before this indicated time?

Mr. HESS. No.

Senator YARBOROUGH. That will finish the statements. Then we will go to the panel.

Mrs. McGuire, if you can summarize briefly for us what you read yesterday and then proceed with reading, that will be helpful to refresh our memories. If you will just briefly summarize without reading what you have said in the first part of your statement.

STATEMENT OF MARIE MCGUIRE, SPECIAL ASSISTANT FOR PROBLEMS OF THE ELDERLY AND HANDICAPPED, DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT—Resumed

Mrs. MCGUIRE. Mr. Chairman, we were talking generally about the use of HUD housing programs, and the availability of these programs to Mexican-American people.

I believe you raised the question also as to the sufficiency of staff of Spanish-speaking people in the Agency and asked that we have an answer about that situation this morning.

Before finishing what I was saying yesterday, let me say to you that as of December 1967, the number of Spanish-American employees in HUD was 129 or 0.93 percent.

In addition, as a result of working in conjunction with the Interagency Commission there is a very detailed outline of personnel actions that are now taking place to increase this number.

I will be very glad to give the committee an outline of what HUD is doing to increase the number of Spanish-speaking employees.*

Senator YARBOROUGH. You may file that. We will not close the record today. You may file that to be added to your statement.

Mrs. MCGUIRE. Fine.

Yesterday we were discussing the housing programs for Mexican-Americans, particularly whether those of low income who are applicants for public housing were making full use of the program.

We indicated that we felt they were not, that there was a great gap between the housing available in some places and the use of it and also, of course, in many places where the need was grievous there was no public housing or other housing for low-income people.

We had started to discuss at the interruption point, Mr. Chairman, a number of suggested factors for research. I have very little more to add to what was said yesterday in this area but I am indicating that we are suggesting a study of nursing home needs in relation to Mexican-Americans and encouragement of sponsors also seems to be indicated.

NEIGHBORHOOD HEALTH CENTERS

I would like to see more neighborhood health centers developed with Spanish-speaking staff available both for treatment and casefinding.

Such centers could be extensions of hospitals, but would be far less costly and more acceptable.

They also could be the focal point for neighborhood campaigns against epidemics of diarrhea, provide instruction for home delivery of babies, and be a haven of support for the elderly.

*See app. 1, 425.

Such centers might also include recreational and cultural programs in addition to health services.

If the wonderful arts and crafts emanating from the Mexican culture are not to be lost forever, I think it is imperative to emphasize such programs in these centers, and also to try to encourage younger Mexican-Americans to learn such arts.

Neighborhood centers do appear to be a most effective way to communicate with elderly Mexican-Americans, and indeed, the poor of any age or cultural background.

Personal care homes for the elderly, located in reasonable proximity to their children's homes, might relieve younger Mexican-American families of heavy burdens when frail or only partially ambulatory older family members are living with them.

In all likelihood, they would improve medical and other services, diet and general rehabilitation efforts, and often make long and costly hospital stays unnecessary, and also prolong their lives.

Today, we do not have a clearly identified personal care home program, although there is no legal impediment in some of our programs for such homes.

The fact is, however, that if such homes are to serve the low-income frail elderly who do not need full medical care in a nursing home, funds must be made available to provide staff and service.

Research is needed to determine the types of services and staff required before the cost of building and occupying such facilities can be determined accurately, and basic data are probably available from privately sponsored care homes.

SERVICES TO RURAL ELDERLY

It is all too obvious that research also is needed to determine how best to deliver services to the rural elderly.

Another crucial concern involves the large number of older people who are forced to remain in State mental institutions only because there is no place for them in the community.

We do not know the number of elderly Mexican-Americans in the mental institutions in Texas, but in a recent study of such facilities in the State, it was found that 25 percent of the patients were 65 years of age or over, out of a total of around 15,000. The ethnic groups included Anglos, Mexican-Americans, and Negroes.

The study showed that 25 percent or over 3,800 persons, could be released; 32 percent, or nearly 4,900, could be transferred to facilities such as nursing homes, day care hospitals, and halfway homes.

Only about 43 percent, or 6,600 of the patients really were found to be in such conditions as to warrant being retained in the institutions.

Research to determine what is needed to return these older people to a normal environment in their own communities is certainly recommended.

Then, community action to provide the facilities and the services needed should follow as quickly as possible.

I do have a statement here on model cities activities as related to elderly Mexican-Americans and Mr. Buggs is here to participate in the discussion to follow.

Senator YARBOROUGH. I am going to ask the chief counsel of the special committee to go into that fully because there was great apprehension in San Antonio because the model cities program there which would embrace an area now occupied by over 100,000 people would result in the dispossession and homelessness of a large number of those simply because they would not have money to go buy a house.

It depends on the factors not within my control at all but if I can get back in time I will come back to the discussion. I will return as soon as the White House function is over but we do not know how long it will last.

Proceed.

Mrs. MCGUIRE. That ends the prepared testimony that we have on the housing program, Mr. Chairman.

Senator YARBOROUGH. That is the response you are talking about here appended to the statement.

Mrs. MCGUIRE. Yes.

Senator YARBOROUGH. We will go into that further. You did not intend to go over that this time?

Mrs. MCGUIRE. No.

Senator YARBOROUGH. You are deferring that to questions?

Mrs. MCGUIRE. Yes, sir.

Senator YARBOROUGH. Thank you very much, Mrs. McGuire.

Mr. Greenwood, I am very glad that you were able to rearrange your schedule also so that you could give your paper because it has a great interest for me personally, of course it happens to be my home State.

You have some data there that I don't think any other agency of the State government of Texas collected before your agency collected it.

Will you please proceed with your paper.

STATEMENT OF S. R. GREENWOOD, CHAIRMAN, GOVERNOR'S COMMITTEE ON AGING, STATE OF TEXAS—Resumed

Mr. GREENWOOD. Thank you very much, Mr. Chairman.

Also a word of appreciation for carrying these hearings over to today so that we might all have an opportunity to firsthand and personally express our views concerning this very vital issue.

Briefly, yesterday morning we discussed what our State agency was doing in connection with the program for the elderly in the State of Texas and most especially as it concerns itself with the Mexican-Americans.

If I might just digress for a second and say that aside from the commendations which we noted in your behalf yesterday, we would be less than fair if we did not say a word for Commissioner Bechill and his association and the splendid, splendid cooperative efforts they have given in so many instances in assisting us to have such a worthy program in the State of Texas.

Also yesterday, we mentioned the total number of people in the State of Texas over 65 and then more especially those of Mexican-American descent.

This was some 70,000 people. We noted that indirectly or directly some 750,000 of our senior citizens are feeling the effects of our pro-

grams but unhappily reported that less than a thousand Mexican-Americans are concerned with the program for the elderly.

Senator YARBOROUGH. Mr. Greenwood, while you show that estimated total of Mexican-Americans in Texas, there is one 1,598,322. We just generally say in round numbers say 1,600,000. While 40 percent of Mexican-Americans in America live in California and 37.9 percent in Texas, our numbers in Texas are a much higher percentage of our total population in Texas than the California total is of their total population because they have around 20 million people in California and we have a few over 11 million.

So although they do not engross quite as many Mexican-Americans as California, they are an important segment of our population because they are a much higher percentage of our population.

Mr. GREENWOOD. Indeed.

Senator YARBOROUGH. Thank you. Will you proceed.

Mr. GREENWOOD. Yes, sir.

We also mentioned briefly the matter concerning nursing homes and how these are being used by the Mexican-Americans and the fact that a very small percentage of them go into these homes.

And also I quote from Mr. Hornburg of the State Department of Health:

Because of socioeconomic conditions and philosophy in Texas, many of the younger family members are reluctant to place older members in nursing homes because of the dependency on the pension of the older members to supplement their family income.

Then we noted also along with others who have testified here the matter relating to public housing and the fact that there are high-rise apartments available but are not being taken advantage of by the Mexican-Americans.

More particularly, we mention Lakeside in Austin which is on the periphery of the Mexican-American community. Applications were made available to these people but not in an instance did any of them take advantage of it.

Then also the fact that low-cost housing units, a number that were designed for the elderly, only a small percentage of 2.5 of older Mexican-Americans occupied these units.

PREFERENCE FOR FIRST FLOOR

It was also revealed that all preferred the first floor and many did not use the entire space allocated for them.

Quite frequently all occupied a single room.

Then I think we turn to another matter which is of vital importance to us and that is concerning trained Mexican-American social workers, the difficulty in which we find ourselves in obtaining such assistance.

For instance, in the city of Houston only 10 were available to work with Mexican-Americans.

Now, obviously, this is an area in which we need to direct much attention and which we will speak to in just another moment.

Senator YARBOROUGH. In other words, you did not have the Mexican-American trained social workers who were qualified to do this work?

Mr. GREENWOOD. That is correct.

Senator YARBOROUGH. The shortage that we mentioned earlier in other fields of government, lacking trained personnel among the people who best understood and could best draw out the information needed.

Mr. GREENWOOD. Yes, sir.

Senator YARBOROUGH. Thank you, sir.

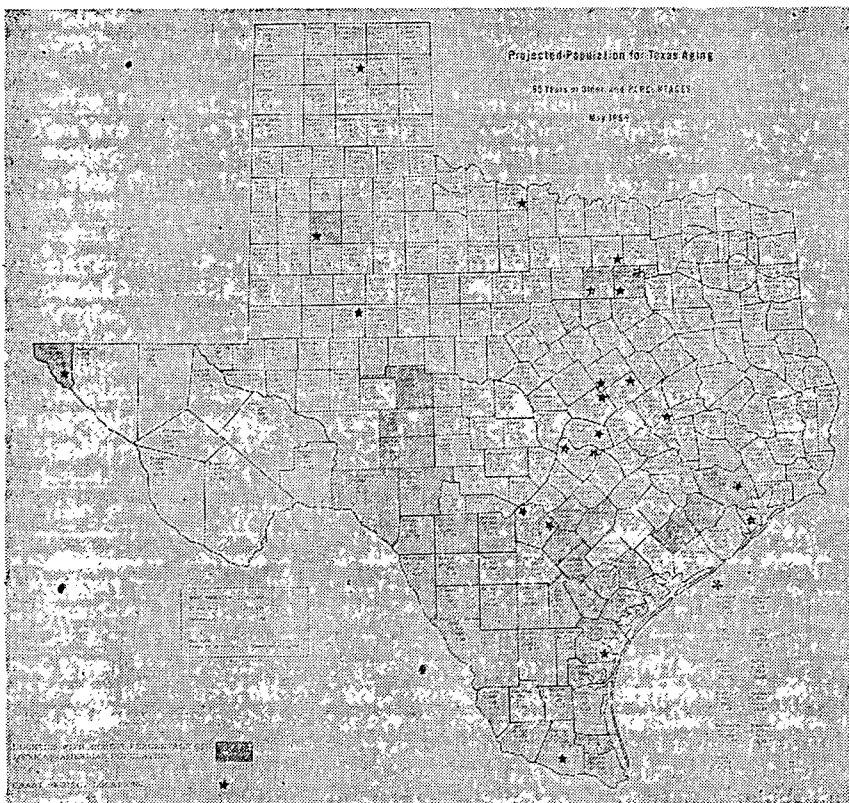
Mr. GREENWOOD. In response to your question concerning the older American-supported projects directly related to the elderly Mexican-Americans, presently we do have 25 title III projects operating in the State of Texas which I think is a high figure for all of the several States.

Nine of these projects are located in highly concentrated Mexican-American areas. We will attach as an exhibit a map which designates these centers and which very vividly points out that we have in fact concentrated a great number of these projects in the—

Senator YARBOROUGH. Mr. Greenwood, if you have a copy of it I would like you to file it with the reporter. We can print maps with our reports. I will order that map to be attached as exhibit 1 to Mr. Greenwood's statement.

Mr. GREENWOOD. Thank you very much, Mr. Chairman.

(The map referred to follows:)



Senator YARBOROUGH. Proceed.

Mr. GREENWOOD. One of the projects as you know, Mr. Chairman, completely involves Mexican-Americans. That is our Report of Survey and Needs of Resources Among Aged Mexican-Americans which was prepared for the State Committee on Aging, with funds from title III, and was done by the Texas Technological College at Lubbock, a very splendid report which I think you have used to some advantage during the last several weeks.

Senator YARBOROUGH. Yes, we referred to that; that was a survey in El Paso; was it not?

Mr. GREENWOOD. Lubbock.

Senator YARBOROUGH. I was referring to one made by Texas Tech. Yes, we have used it; yes. The one I referred to in San Antonio was relocating the dispossessed elderly Mexican-Americans. That was the San Antonio report.

These have already been incorporated by reference to be used as reports. While we are talking about those reports, let me ask you about this map, exhibit 1.

What do the shaded parts represent?

Mr. GREENWOOD. This is where we have a heavy concentration of Mexican-American populace.

Senator YARBOROUGH. What do the stars represent?

Mr. GREENWOOD. These are projects.

Senator YARBOROUGH. You say heavy concentration in the shaded counties are what?

Mr. GREENWOOD. Mexican-American descent populationwise.

Senator YARBOROUGH. The area west of Pecos River has a heavy concentration, too?

Mr. GREENWOOD. Yes, they do. But percentagewise, Mr. Chairman, I think in actual number because of the sparsity of population there, there is not nearly as many as there are in the areas which are shaded.

Senator YARBOROUGH. What do the percentages represent? You have Webb County, you say 7.8 percent. What does that mean?

Mr. GREENWOOD. That is percent of senior citizens to total population.

Senator YARBOROUGH. I know the Spanish-speaking population in Webb County is overwhelming. We have a number of the counties where over 50 percent are Mexican-Americans. These represent solely to the number who are over 65 years of age.

Mr. GREENWOOD. Yes.

Senator YARBOROUGH. The percentages on the map do not indicate a breakdown between Anglos and Mexicans.

Mr. GREENWOOD. No, sir. That information is available. I requested yesterday that the record be held open. There are some other addenda we would like to make to our report and this could be a part of it.

Senator YARBOROUGH. The question raised in El Paso also indicated a relevance of education to the plight of the elderly, any of the elderly, the Mexican-Americans. It was exacerbated, of course, by the language barrier. The imbalance exists between counties as well as between States. You may continue.

Mr. GREENWOOD. Concerning the type of projects in the State, these range from five multipurpose projects, one on counselling, one on training, one on information referral, one on research which we just

mentioned with less than 1 percent participation by Mexican-Americans.

REASONS FOR NONPARTICIPATION

In the survey made by the State committee on aging, project records have given the following reasons for nonparticipation: (1) language barrier; (2) Mexican culture; (3) lack of Mexican-American leadership; (4) transportation; (5) programs not geared to meet the needs of Mexican-Americans; (6) lack of knowledge of attitudes and culture of Mexican-Americans by project directors.

I think these are matters which we need to give some consideration, thought in depth to, because this somewhat tells a story here of why we are not doing the job that we know we should be doing in the State of Texas.

As we move in through this report, I think we will come up with some answers, as to how we may overcome these reasons for nonparticipation.

This is not in defense of the State committee on aging that I mentioned to Commissioner Ximenes yesterday. His brother, Dr. Edward Ximenes, worked very closely with and is a member of the State committee on aging.

He likewise is very cognizant of what the State committee is attempting to do to reach these people.

Senator YARBOROUGH. How old is the State committee, Mr. Greenwood? When was it created?

Mr. GREENWOOD. May 30, 1965.

Senator YARBOROUGH. I commend the State on having one. I am glad it was created. I think in that short time it has made significant progress because Texas had not really turned its attention to this problem before at all.

I think getting the facts here is the first requisite for proper remedial action. You may proceed.

Mr. GREENWOOD. Programs geared directly to the Mexican-Americans operate in one of the centers where Spanish is spoken entirely. This is in Mercedes in the Queen City Retreat Center there. This is highly significant because this is the only actual participation of the group and the only interest displayed by them is in this one single program in the grant.

Although encouraged to participate in programs and activities of the center, they will not become involved with other groups, preferring to remain with their own.

One project director comments that Mexican-Americans have displayed some interest generally in the area of health programs.

I also would like to mention that for several months in one of our projects the board of directors has endeavored to secure a representative from the Mexican-American populace.

We know for a fact that until this date we have not been able to secure someone from the Mexican-American populace who would serve on the board. This goes back to a matter which Commissioner Ximenes made note of yesterday, that involvement is necessary by this community so that they can feel that they are having a part in the policies and programs which are being established.

LACK OF COMMUNICATION

It seems to me that somewhere in here we have a lack of communication because here is an instance where we have indeed attempted to secure this participation by the community but they have just neglected or have not had that sufficient interest to come and say, "Yes, we want to be part of this program in this community and are interested in getting involved in it."

Concerning question No. 3, Mr. Chairman, many difficulties that have been encountered by potential sponsors of projects that would serve the elderly Mexican-Americans in Texas are: (1) Lack of financial support for matching requirements, lack of in-kind resources, lack of leadership and knowledge in development of programs, and lack of community interest in development of programs for the elderly.

Our suggestions for some changes in the policies relating to these programs would be to lower the required amount of local support, particularly in specific poverty areas, involvement of political subdivisions at the county and city level that would relate themselves to more Federal and State aid used in initiation of programs in such areas and then continuity of these programs.

The law now requires that these programs be completed within a period of 3 years. We have some doubt that in fact programs of this nature can be completed within the 3-year period of time. Perhaps this should go on for 4 or 5 years.

The needs in these areas present to our agency almost insurmountable barriers because without money, leadership, interest and assistance, no direct services can be delivered to the low-income groups.

Concerning another one of your questions relating to research projects, our suggestions for research projects that will help provide information needed for public policy decision would be to conduct an in-depth study of living conditions of Mexican-Americans including but not limited to those of reforms, education, health, employment and housing.

This study should include a comprehensive look at all factors that have contributed to the present living conditions of this segment of the elderly thereby giving decisionmakers a necessary understanding in order to better shape public policy and build programs.

"MODEL PROGRAMS"

Concerning question number five, utilizing the tremendous amount of knowledge that has been acquired from your recent hearings and the findings that have resulted from these hearings, model programs in both rural and urban settings should be conducted demonstrating a full range of services required by Mexican-Americans whereby personnel working with this segment could become more knowledgeable.

Our own office survey has revealed the real lack of interest, knowledge and understanding of the Mexican-Americans by project directors.

Such model programs could bring about a change of attitude and new effective methods of delivering services and better understanding of the mores.

Concerning the use of title V funds for training, the use of title V funds for training personnel to work with Mexican-Americans is con-

clusively one of the fine contributions that could be made to improve and upgrade the living conditions of the elderly Mexican-Americans.

For instance, in San Antonio, Tex., alone, some 30,000 Mexican-Americans over 60 could be reached provided adequate funds and personnel were available.

These funds should be used not only to train bilingual personnel but also to train Mexican-Americans to work with their own people. Sharing the same background and culture, they are more cognizant of the needs of the Mexican-Americans. They realize the value placed on heritage, their loyalty to the Spanish language and to the larger family unit, their lack of education, their reluctance to reveal their problems, health, economic, and so forth, to outsiders.

The Mexican-American is unique in the fact that he has remained true to his culture which results in isolation from the mainstream of life.

The Mexican-American worker could alleviate some of the problems by developing, expanding, and encouraging the use of all types of services in a manner acceptable to the elderly because they too represent this very excellent and fine tradition.

Title V funds we think play a vital part in this ongoing program to solve a part of these problems.

Now it has been implied and presumed that perhaps title V funds should be used for long-range educational purposes—when I say long-range, I mean 2 years—where academic requirements are such that it requires that you attend a college which is conducting such programs.

We question whether or not this in fact is the case, more particularly when we relate it here to this problem concerning the Mexican-Americans.

For instance, theory is one thing and it is fine, it has a place, but we feel that the practical aspect should be applied by people who have been working day-to-day in these projects and have been successful and who at the same time can train bilingual personnel in a short-course type of program.

"THE PROBLEM IS TODAY"

We need to get to the problems of this program now. Tomorrow and next week and next year are too late. The problem is today.

We need to face up to it and move right into it. If we can utilize title V funds for such short courses where there are people, where there are centers which can conduct these in a week or 2 weeks and bring people in from all over the State and train them and get them back out to work with the Mexican-Americans, then I think that we have begun to solve a part of these programs.

Senator YARBOROUGH. Mr. Greenwood, I want to congratulate you on your determination to do something now about this. This Committee on Aging, full committee, is chaired by Senator Harrison Williams of New Jersey. He set up this special hearing for me to conduct and authorized it. Now he has been very active and energetic in this program on the aging.

It has been my honor and privilege to work with him. We work together on the Labor and Public Welfare Committee where he is one

of the three ranking majority members. That is the legislative committee. This is the investigatory committee. We make recommendations over there. He is the principal author. I am a coauthor of that Older Americans Act of 1965 and all amendments.

I am glad to have this report right from one of the States that is more affected, I think, on a percentage basis—in gross numbers, California is most affected—in this particular field of Mexican-Americans.

I have read the rest of your statement. I only say that because I see you are commenting on the Older Americans Act.

I have cut it pretty thin now to get to the White House by a quarter to 11.

I am taking your statement with me, Mr. Hess. I will read it in the taxi on the way there. I hope to have it read by the time you finish it. Mr. Greenwood has not finished. I only explain because of the absolute necessity of going. Mr. Oriol requests I read Mr. Sanders' statement from SBA dated yesterday, the 14th, which he has handed in. Mr. Hess will come first and then Mr. Sanders.

Thank you all. If we finish at the White House, I will come back immediately. If not, the staff has been working on this, not only this but all the subcommittee hearings of the full committee and they have worked and compiled statements and they are thoroughly conversant with this. In fact, they have briefed it to us. They will explore it with the full panel. We want a complete record.

We are very grateful for you panelists for coming back. We think it is very important or we would not have devoted another morning on this. I pushed a Cabinet officer off until tomorrow but I can't push the President off.

Mr. GREENWOOD. In closing, we would like to emphasize the far-reaching effect on the Older Americans Act. This enabling legislation has cut across all boundaries. It has created an awareness and it has displayed a necessity for developing programs for this particular segment of our population, and it has gone far in promoting a better life for the elderly of our country.

It is true much remains to be done but we are grateful for this beginning. Thank you very much for allowing us to be a part of these hearings.

Mr. ORIOL. Once again, I would like to echo the Senator's thanks to you and to indicate that several of the points you raised about possible action under the Older Americans Act have been raised with the Administration on Aging.

Commissioner Bechill has indicated that our final record will have comments on that.

Thanks once again.

Mr. Hess, you have been very patient.

**STATEMENT OF HON. ARTHUR E. HESS,¹ DEPUTY COMMISSIONER,
SOCIAL SECURITY ADMINISTRATION, DEPARTMENT OF HEALTH,
EDUCATION, AND WELFARE**

Mr. HESS. Mr. Chairman, I am Arthur E. Hess, Deputy Commissioner of Social Security.

¹ See supplementary statement, app. 1, p. 432.

I appreciate the opportunity to appear here today. The Social Security Administration recognizes that there are special problems in providing service not only to the elderly, but also to the disabled, the widowed and the orphaned among the Mexican-Americans and we have directed special efforts toward meeting these problems.

As this committee is aware, benefits under our program are available to those who qualify on the basis of objective conditions of eligibility—thus benefits have always been payable without regard to race, color, creed, or national origin.

I should add the Social Security Act does have a residence requirement applicable in very limited circumstances to certain uninsured individuals, that is, persons who have not worked long enough or not worked at all under the program. These special limited residency requirements apply in connection with the special benefits at age 72 and with medicare eligibility.

The statute, however, has no provisions which are directed specifically toward the Mexican-American communities or other ethnic groups.

There are, however, certain aspects of the program which are of particular significance to all individuals who have low incomes.

IMPACT OF SOCIAL SECURITY

The social security program in the United States is based on the general principles that there should be a relationship between work and eligibility for benefits and also a relationship between the amount an individual earns and the amount of benefit payment income to him or to his family when his earned income ceases.

In our social security system eligibility requirements have been minimal for those already old in the early years of the program; benefits represent a higher proportion of previous earnings for the low earner than for the high earner; and payments to a family are greater than to a single worker.

There have been many liberalizations in the social security cash benefit and other aspects of the programs through the years which have substantially reduced the number of Americans in poverty. Over 10 million people are lifted above the level of poverty as the result of receiving social security benefits.

These include benefit increases, liberalized eligibility requirements, additional benefit categories and coverage of the risks of total disability and illness in old age.

While the liberalizations in the social security program have not been specifically directed toward the elderly Mexican-Americans, they have been directed toward problems of poverty and insecure income and they do have a significant impact on cash income to families in these communities.

We tried to get some of the information you asked for yesterday. I have provided for the record some data illustrative of social security payments being made to beneficiaries in areas where there is a high concentration of Mexican-Americans in the population.

I will present for the record a table¹ which is illustrative for selected Texas counties with 50 percent or more Mexican-American population.

¹ See app. 1, Exhibit A, p. 427.

While we cannot provide a breakdown of beneficiaries by ethnic groups the figures do reflect the social security benefit income going to these communities and it is fair to assume that a substantial portion of this income is being received by Mexican-Americans.

Also, the question was raised yesterday about the life expectancy of Mexican-Americans over age 65.

LIFE EXPECTANCY DATA LIMITED

While we cannot provide data on the life expectancy of Mexican-Americans, we would like to point out that many of the social security benefits are payable to individuals under age 65; for example, mothers and children's benefits, retirement benefits under certain circumstances to men at age 62 and women at age 60, benefits to disabled widows and widowers at age 50, and payments to eligible individuals who are forced to drop out of the labor market because of disability at literally any age.

Without going into detail I would like to mention that the Secretary of Health, Education, and Welfare has just received the report of the Advisory Council, called for by the Congress in the 1967 amendments to the Social Security Act, which proposed that medicare be extended to certain disabled persons.

The Secretary has now made a recommendation to the Congress to this effect. On the basis of the recommendations of the Task Force on Prescription Drugs, the Secretary has also recommended the coverage of certain prescription drugs under medicare.

Mr. ORIOL. May I interrupt at this point, Mr. Hess.

In Los Angeles, a witness who was quoting from a survey indicated that that survey said the life expectancy among Mexican-Americans is about 57.2. Others have raised the question what good is medicare for large numbers of people in this group if the average life expectancy is 57.2.

Now you indicated that it is being recommended now that disability—medicare—be extended to people under age 65.

Mr. HESS. Under medicare for the disabled?

Mr. ORIOL. Yes. Could there be perhaps some new interpretation of what the word disability means? It need not be total physical ability, need it?

Mr. HESS. Yes. That is possible. As a matter of fact, in the letter which I will be glad to give you for the record that the Secretary sent when he transmitted the Advisory Council's report to the Congress,¹ he pointed out that in addition this Advisory Council has recommended that older disabled workers should qualify for medicare protection on the basis of less severe disability than is required under present law for eligibility for cash benefits.

Insured workers aged 55 to 64 under the Council's recommendation would be eligible for medicare if they are so disabled that they can no longer engage in substantial gainful work in their regular occupations or in other work in which they have engaged with some regularity in the recent past.

In other words, the import of this proposal would be for persons who are, we might say, prematurely aged, and this might include in-

¹ See app. 1, Exhibit B, p. 428.

dividuals whose life expectancy was going to be cut short because of chronic illness and serious disability at age 55 or later.

If they met our total disability requirements they would, of course, go on the cash disability rolls. But this council recommendation is to qualify persons for medicare who do not quite meet the requirement for cash disability benefits but who have what we call an occupational disability—an inability to continue doing their regular work.

Mr. ORIOL. I might add that the Lubbock survey in Texas pointed out that of the 300 or so Mexican-Americans interviewed for that survey, I think about 90 percent indicated that they felt that they were old before 60.

So this might add to that.

Mr. HESS. Yes.

Mr. ORIOL. Thank you very much.

EFFECTS OF MEDICARE

Mr. HESS. Turning now to the medicare program, this has been one of the most significant advances in the history of the social security program as it relates to all of the aged.

We were impressed and concerned by the testimony before this committee in its field hearings which indicated that the deductible and coinsurance features of medicare are operating to work a hardship on low-income groups.

Without denying the importance of this problem, it is also a fact that medicare has in the short period of 3 years financed innumerable medical services in these communities and made possible access to quality care where serious financial barriers previously stood in the way.

There are a number of considerations that bear on the question of possible elimination or reduction of the deductible and coinsurance provisions.

Chief among these is that these provisions for cost sharing make it possible to provide the present scope of benefits at a much lower cost to all enrollees who pay monthly premiums. It is estimated, for example, that in order to eliminate the deductible and coinsurance from part B—supplemental medical insurance provisions—while retaining the same coverage the monthly premium would have to be about doubled. To eliminate the deductible alone would mean about a 40-percent increase in the present premium.

So it gets to be a question of whether or not there are additional funds available, whether the people who are covered by the program want to pay more and, if so, does it go to reducing the deductible or providing drug coverage or providing some other change in the scope of benefit.

This is really a question of priorities.

It was also recognized, however, when the Congress passed this program in 1965, that there are individuals who have difficulty in budgeting for any medical expenses and for them a deductible and coinsurance amount and the payment of a monthly premium can pose a real problem.

To partially meet this problem a complementary Federal-State medical assistance program was enacted (title XIX) under which the Fed-

eral Government makes matching funds available for the States to help people who cannot pay the deductible and coinsurance amounts, or cannot cover other medical expenses not covered under title XVIII.

There are provisions which when applied to Mexican-American and other poverty groups tend to mitigate and sometimes even eliminate the effect on the individual of the deductible and coinsurance features of Medicare.

"BUY-IN" ON MEDICAID

I have in mind, particularly, the provisions under which States may "buy-in" for medicare for cash assistance recipients under State welfare programs and for individuals who are "medical indigents" under title XIX medical assistance programs.

In these States the premium obligation is assumed by the State and in most instances the deductible and coinsurance amounts are paid by the State when an individual receives covered services.

In the five States—Arizona, California, Colorado, New Mexico, and Texas—which have the largest concentration of Mexican-Americans, all except New Mexico have a "buy-in" agreement and pay the monthly premium.

In California, Colorado, and Texas, the part A and part B deductible and coinsurance amounts are also paid by the State.

Only the part A deductible is paid by the State in Arizona.

While New Mexico does not have a "buy-in" agreement and does not pay the medical insurance premium, it does pay the deductible and coinsurance amounts for welfare recipients. See the chart reflecting medicare enrollment data for these five States.¹ Enrollment in all States except New Mexico equal or exceed the national average.

THREE MAIN SOURCES OF INCOME

The three primary sources of income for the elderly Mexican-American are generally described as social security monthly benefits, old-age assistance and other public assistance.

If this is so, a substantial part of the Mexican-Americans over 65 can avail themselves of services covered by medicare without cost.

Thus, it would seem that any pattern of infrequent utilization may in large part be the result of a scarcity of medical facilities and programs in a particular area and also of the failure to effectively penetrate the communications barrier caused by language and cultural differences in the community.

The Social Security Administration is continuing to study the problems of the deductible and coinsurance as well as other problems in making medicare easier to understand and use.

We believe the "communications barrier" is perhaps less of a problem now than it was a few years ago insofar as delivering the full range of social security services to the Mexican-American communities is concerned. But we are not complacent. Our efforts to overcome the barrier are and will be continuous.

The Social Security Administration has printed its extensive informational materials for the public on all aspects of the program in Spanish as well as in English. Copies of social security Spanish public

¹ See app. 1, Exhibit C, p. 429.

information materials together with a listing of our Spanish-language publications and films have been furnished to the committee.

Mr. ORIOL. We will have the list included in the record. The list alone is about four pages.¹

Mr. HESS. With the excellent cooperation of local Spanish-language communications media our local offices make extensive use of newspapers, radio, and television to provide social security information to our Spanish-speaking population on a regular and continuing basis.

Last year to increase the effectiveness of our Spanish public information program a Mexican-American public information specialist and writer was added to our headquarters staff.

Mr. ORIOL. Was that in Baltimore?

Mr. HESS. Yes.

Mr. ORIOL. It is not in the Southwest?

Mr. HESS. No. The central staff, primarily for policy purposes and for review of activities. The actual day-to-day activities are very much in the hands of the district office managers and their staffs. They have many people on their staffs who have continuing close relationships with the radio and TV stations and who in fact put on daily and weekly programs in Spanish.

Much of it is produced locally and executed locally. But this specialist now will look to the balance and the policy and the technical and language validity of what is being done.

In an effort to bring our service closer to people we selected a number of metropolitan areas throughout the country during the past year where we have had large district offices and we have opened satellites to these offices in certain neighborhoods that we felt were not closely served. We plan to open many more.

BILINGUAL STAFF AT OFFICES

Several of these branch offices are located either in or very close to Mexican-American communities and have been staffed with all or substantially all bilingual employees.

The East Los Angeles, San Antonio, Dallas—West—and the San Fernando branch offices are of this kind and are already open.

I might say at this point I am distressed and at a loss to explain the basis for the testimony in San Antonio that suggested any number of persons were refused an interview in their own language in the San Antonio district office.

It is, of course, possible that there may have been individual instances when a bilingual staff member of that office was not available for an interview at a particular time.

However, the San Antonio office has for years been staffed and organized so that a member of the public can come into the office, be welcomed, referred to a technician and his business conducted in Spanish.²

In the few instances where a bilingual technician is not available, a qualified interpreter from the staff who has other duties also is readily available to assist in the interview.

¹ See app. 1, Exhibit D, p. 430.

² Letter from Commissioner Ball, app. 2, Exhibit A, p. 441.

In the main office in San Antonio there are 17 bilingual interviewers in the office who actually interview in Spanish and 18 well-trained interpreters available.

The branch office, serving a concentrated area of Mexican-American population is headed by a Mexican-American officer-in-charge and six of the other seven employees are Mexican-American.

The seventh is also bilingual. More than 90 percent of the interviews in the branch office are actually conducted by the staff in Spanish.

I visited this office last fall. While this branch has admittedly only been opened this past year it is a matter of great pride and esprit de corps both to the staff and to the community that we now have a facility right in the barrio.

Virtually all district and branch offices around the Nation which serve large Spanish-surnamed American communities have bilingual employees on the staff although not in every public contact position.

We especially need more bilingual employees among our traveling field representatives and we want more bilingual employees in all public contact positions in these offices. Not only in these offices in the Southwest but throughout the United States.

Our recruitment efforts to get them are continuing. Interest in recruiting Spanish-surnamed Americans is not limited to service in these offices. However, the need for bilingual employees is most critical in these locations.

However, these efforts have been hampered by budgetary restrictions and recruitment difficulties.

SPANISH-SPEAKING RECRUITMENT SPECIALIST

We have recently established a new position of Spanish-speaking recruitment specialist which we expect will provide additional skill for our recruitment, employment and placement of Spanish-speaking Americans.

To supplement the present bilingual staff, the Administration, where its own bilingual staff is not available, will secure interpreters for claimants and in some locations is securing Spanish-speaking training for its non-Spanish-speaking employees.

This language training, while not a substitute for bilingual-bicultural staff, is expected to enable us to provide better service now to our Spanish-speaking population.

Mr. ORIOL. Mr. Hess, in addition to recruitment, do you have a training program?

Mr. HESS. Yes; for all our recruitment we have an extensive in-service training program.

One aspect of the training program which is of considerable interest now is that in many of the offices where we have the Spanish-speaking community of some significance to the area, the offices have, and many of the members of the offices who are not bilingual have undertaken on their own, after hours, Spanish-speaking courses.

They are trying to make themselves better equipped for the job.

Mr. ORIOL. Have you ever made a special effort perhaps to get the elderly to counsel other elderly?

Mr. Hess. We are planning to experiment with this on a pilot basis now. We have not really got anything going that we can point to yet but we are working out a pilot project for this very purpose.

Mr. ORIOL. We would be very interested in having the details of that.

Mr. Hess. I will mention in a few minutes some types of projects which we have had which have largely used young people up to this point, but it would be feasible and we are going to try to use some of the elderly in this same sort of situation.

I will skip over the testimony that has to do with our bilingual staff activities and the meetings we have had with the Mexican-American communities during the past year.

We have had several meetings where they were open to the public and we asked the people to come in and tell us like it is and they have been very helpful.

I will also in the interest of time, skip through some of my testimony which I would like to, however, have in the record, that has to do with the ways in which we are utilizing our computer capability to identify persons who may be potentially eligible.

I will skip also some of the description of the pinpointed contact programs that we have and simply mention again the Operation Medicare Alert which we had at the time of the original medicare enrollment. This was a cooperative program with the Office of Economic Opportunity throughout the country but very heavily in the areas of the minority population.

It is perfectly possible, as some of the testimony I believe indicated, that some of our mass mailings in English only, mass mailings that were to go to the whole 20 million aged and where we could not through the computer and address process differentiate and have separate mailings for Spanish-speaking persons—went to people in the Southwest who could not themselves read English. The reason we had a separate mailing in Puerto Rico was that we were able to assume that everybody with a Puerto Rico address would profit from a Spanish-speaking pamphlet.

HOUSE-TO-HOUSE CONTACTS

But we followed up very quickly in the Southwest with house-to-house contacts through operation medicare alert with distribution of Spanish pamphlets and with radio and TV and other programs. I think again that our capability in the last couple of years breaking down this communications barrier has been greatly improved as a result of the experiences that we have had and as a result of the hearings you have been holding and thanks to the people in the Mexican-American communities who have come forward in response to our request for help.

Let me say just one thing in closing about the excellent cooperation we have had from Commissioner Ximenes and his staff.

Last summer, as a result of the suggestion of the Inter-Agency Committee on Mexican-American Affairs that a survey be conducted to find out whether Mexican-Americans were actually receiving social security benefits for which they might be eligible, a house-to-house survey was conducted in Mexican-American communities in 18 cities.

A similar program was conducted, primarily in disadvantaged areas, in 30 other cities.

The surveyors were chosen primarily from the neighborhoods surveyed and, typically, were bilingual. Residents in approximately 41,000 Mexican-American households were interviewed.

We found 7,493 persons receiving benefits and new entitlement to benefits was established in 154 households where there were persons not previously reached.

This is a ratio of four-tenths of 1 percent of new entitlements to household interviews held. We are gratified by these results because they do indicate the success of our regular-ongoing contact programs.

Even though the "paydirt" in terms of new eligibles was low in these surveys there were several very meaningful by-products of this doorbell project last summer.

EFFECTS OF "DOORBELL PROJECT"

First of all, meaningful summer employment was provided for 151 Mexican-American young people which for some of them made possible or made easier a return to school in the fall.

For some it developed for the first time a real interest in a possible future career in the Federal service.

We are keeping in contact with these people during the winter months. I think we will find some of them will want to become full-time Federal career people when they get through with school.

Of great importance was the fact that through the contacts of these young people with family, friends, and others, they were able to provide in these Mexican-American communities a much fuller appreciation and explanation about benefit rights and services which many will claim in the future.

In Phoenix, out of 13 youthful opportunity employees we used in the program there five were school dropouts, two were probationers.

At the end of this summer all 13 of them returned to school.

We are hopeful that this summer we will again be able to employ young people representing various ethnic groups to carry out a number of projects. In designing these projects we will be giving special consideration to the points brought up in these hearings.

May I make a brief reference to several of the activities of our Bureau of Federal Credit Unions in Mexican-American communities.

FEDERAL CREDIT UNIONS

In the past 3 years, the Bureau of Federal Credit Unions has organized 25 Federal Credit Unions serving Mexican-Americans. These credit unions provide social and financial services to approximately 100,000 Mexican-Americans who previously did not have this type of assistance at their disposal. They are, of course, locally owned and operated and are self-supporting.

A number of special training programs concentrating on consumer education and financial counselling have been held during 1967 and 1968 in which significant numbers of the students were Mexican-Americans.

A 4-week project moneywise consumer education program is now being scheduled for southeastern Texas for approximately 35 indigenous Mexican-American leaders.

This has been a rather limited description of some of the activities engaged in by the Social Security Administration in its efforts to serve the Mexican-American communities and particularly the elderly.

I can assure this committee that there is a firm commitment of this administration to providing the highest quality of service.

Mr. ORIOL. Mr. Hess, thank you for a very comprehensive statement.

As you have indicated, the final record will have an even more comprehensive presentation from Social Security.

I also would like to observe that we have met directors of social security districts and local offices in the field and they are very much personally concerned with making the kind of response you have described.

I would like to ask you though, in this study in Lubbock, one of the major findings was that the elderly there just simply did not know about the medicare and social security benefits.

Did you have a field survey in Lubbock and did that indicate any other kind of information?

Mr. HESS. We tried to correlate our field activity with the respondents in this survey because we wanted the district office to go back and try to specifically help or serve the respondents who indicated that they had no knowledge of the program.

I can't really comment on the implications of this either for the survey or for the scope of the activity which we undertook because I haven't gone fully into it.

I simply must say for the record that we have some problems with the conclusions of that study on these particular points because in an effort to contact these individuals, out of 48 respondents we were able to find and contact only 28.

Twenty-three of them turned out to be enrolled in medicare and the other five were slightly under age 65, they were not 65, which would not necessarily invalidate the conclusion about their knowledge of the program but they were not yet eligible and, therefore, had not been exposed to some of the—

Mr. ORIOL. Were they thinking about social security?

Mr. HESS. That I can't say.

As I say, I am not questioning at all the validity of the conclusions or the responses of those we found.

It is simply that of the group that presumably the study said were 65 and over and missing benefits, we found that 23 of them were enrolled and five were not yet age 65.

The other thing that is more difficult to comment on, and I simply mention it, is that we were unable to contact 20 of the group in the study for reasons that we will put in the record.

On several of them an address was the problem—it was an address we couldn't locate or we could not locate the person at the address given.

A few others we were not able to contact but the district records show at least two of these persons were, in fact, on our medicare rolls.

Mr. ORIOL. Perhaps we will get in touch with the people who conducted the survey.

Mr. Hess. I think it would be of real interest if we could pursue this a bit more and try to correlate the results.
(The statement referred to follows:)

PREPARED STATEMENT OF ARTHUR E. HESS, DEPUTY COMMISSIONER OF SOCIAL SECURITY

Mr. Chairman and Members of the Subcommittee, I am Arthur Hess, Deputy Commissioner of Social Security. I appreciate the opportunity to appear here today. The Social Security Administration recognizes that there are special problems in providing service not only to the elderly, but also to the disabled, the widowed and the orphaned among the Mexican-Americans and we have directed special efforts toward meeting these problems.

As this Committee is aware, benefits under our program are available to those who qualify on the basis of objective conditions of eligibility—thus benefits have always been payable without regard to race, color, creed or national origin.¹ The statute has no provisions which are directed specifically toward the Mexican-American communities or other ethnic groups. There are, however, certain aspects of the program which are of particular significance to all individuals who have low incomes.

The social security program in the United States is based on the general principle that there should be a relationship between work and eligibility for benefits and also a relationship between the amount an individual earns and the amount of benefit payment income to him or to his family when his earned income ceases. In our social security system eligibility requirements have been minimal for those already old in the early years of the program; benefits represent a higher proportion of previous earnings for the low earner than for the high earner; and payments to a family are greater than to a single worker.

There have been many liberalizations in the social security cash benefit programs through the years which have substantially reduced the number of Americans in poverty.² These include benefit increases, liberalized eligibility requirements, additional benefit categories and coverage of the risks of total disability and illness in old age. While the liberalizations in the social security program have not been specifically directed toward the elderly Mexican-Americans, they have been directed toward problems of poverty and insecure income and they do have a significant impact on cash income to families in these communities.

I have provided for the record some data illustrative of social security payments to be made to beneficiaries in areas where there is a high concentration of Mexican-Americans in the population. While we cannot provide a breakdown of the beneficiaries by ethnic groups the figures do reflect the social security benefit income going to these communities and it is fair to assume that a substantial portion of this income is being received by Mexican-Americans.

While we cannot provide data on the life expectancy of Mexican-Americans over age 65, we would like to point out that many of the social security benefits are payable to individuals under age 65; for example, mothers and children's benefits, retirement benefits under certain circumstances to men at age 62 and women at age 60, benefits to disabled widows and widowers at age 50, and payments to eligible individuals who are forced to drop out of the labor market because of disability at literally any age. Without going into detail I would like to mention that the Secretary of Health, Education, and Welfare has just received the report of the Advisory Council, called for by the Congress in the 1967 amendments to the Social Security Act, which proposed that Medicare be extended to those receiving cash disability insurance benefits. The Secretary has now made a recommendation to the Congress to this effect. On the basis of the recommendations of the Task Force on Prescription Drugs, the Secretary has also recommended the coverage of certain prescription drugs under Medicare.

MEDICARE DEDUCTIBLES, CO-INSURANCE

The Medicare program has been one of the most significant advances in the history of the social security program as it relates to all of the aged. We were

¹ The Social Security Act does have a residency requirement applicable in limited circumstances to certain uninsured individuals in connection with benefits at age 72 and Medicare eligibility.

² See the chart which summarizes the results of this benefit leads program, appendix 1, social security benefits.

impressed and concerned by the testimony before this Committee in its field hearings which indicated that the deductible and co-insurance features of Medicare are operating to work a hardship on low-income groups. Without denying the importance of this problem, it is also a fact that Medicare has in the short period of 3 years financed innumerable medical services in these communities and made possible access to quality care where serious financial barriers previously stood in the way.

There are a number of considerations that bear on the question of possible elimination or reduction of the deductible and co-insurance provisions. Chief among these is that these provisions make it possible to provide the present scope of benefits at a much lower cost to all enrollees who pay monthly premiums. (It is estimated, for example, that in order to eliminate the deductible and co-insurance from Part B (supplemental medical insurance provision) while retaining the same coverage the monthly premium would have to be about doubled. To eliminate the deductible alone would mean about a 40 percent increase in the present premium.) It was also recognized, however, when the Congress passed this program in 1965 that there are individuals who have difficulty in budgeting for any medical expenses and for them a deductible and co-insurance amount and the payment of a monthly premium can pose a real problem. To partially meet this problem a complementary Federal-State medical assistance program was enacted (Title XIX) under which the Federal Government makes matching funds available for the States to help who cannot pay the deductible and co-insurance amounts.

There are provisions which when applied to Mexican-American and other poverty groups tend to mitigate and sometimes even eliminate the effect on the individual of the deductible and co-insurance features of Medicare. I have in mind, particularly, the provisions under which States may "buy-in" for Medicare for cash assistance recipients under States welfare programs and for individuals who are "medical indigents" under Title XIX medical assistance programs. In these States the premium obligation is assumed by the State and in most instances the deductible and co-insurance amounts are paid by the State when an individual receives covered services. In the five States (Arizona, California, Colorado, New Mexico and Texas) which have the largest concentration of Mexican-Americans, all except New Mexico have a "buy-in" agreement and pay the monthly premium. In California, Colorado and Texas the Part A and Part B deductible and co-insurance amounts are also paid by the State. Only the Part A deductible is paid by the State in Arizona. While New Mexico does not have a "buy-in" agreement and does not pay the medical insurance premium, it does pay the deductible and co-insurance amounts for welfare recipients.³

The three primary sources of income for the elderly Mexican-American are generally described as social security monthly benefits, old-age assistance and other public assistance. If this is so, a substantial part of the Mexican-Americans over 65 can avail themselves of services covered by Medicare without cost. Thus, it would seem that any pattern of infrequent utilization may in large part be the result of a scarcity of medical facilities and programs in a particular area and also of the failure to effectively penetrate the communications barrier caused by language and cultural differences in the community. The Social Security Administration is continuing to study the problems of the deductible and co-insurance as well as other problems in making Medicare easier to understand and use. We believe the "communications barrier" is perhaps less of a problem now that it was a few years ago insofar as delivering the full range of social security services to the Mexican-American communities is concerned. But we are not complacent. Our efforts to overcome the barrier are and will be continuous.

INFORMATIONAL MATERIALS

The Social Security Administration has printed its extensive informational materials for the public on all aspects of the program in Spanish as well as in English.⁴ With the excellent cooperation of local Spanish language communications media our local offices make extensive use of newspapers, radio and television to provide social security information to our Spanish-speaking population on a regular and continuing basis. Last year to increase the effectiveness of

³ See the chart reflecting Medicare enrollment data for these five States. Enrollment in all States except New Mexico equal or exceeds the national average: appendix 1, p. 429.

⁴ Copies of social security Spanish public information materials together with a listing of our Spanish-language publications and films have been furnished to the Committee; appendix 1, p. 430.

our Spanish public information program a Mexican-American Public Information Specialist and Writer was added to our headquarters staff.

In an effort to bring our service closer to people we selected a number of metropolitan areas throughout the country during the past year where we have had large district offices and we have opened satellites to these offices in certain neighborhoods that we felt were not closely served. We plan to open many more. Several of these branch offices are located either in or very close to Mexican-American communities and have been staffed with all or substantially all bilingual employees. The East Los Angeles, San Antonio, Dallas (West) and the San Fernando Branch Offices are of this kind and are already open. I might say at this point I am distressed and at a loss to explain the basis for the testimony in San Antonio that suggested any number of persons were refused an interview in their own language in the San Antonio District Office. It is, of course, possible that there may have been individual instances when a bilingual staff member of that office was not available for an interview at a particular time. However, the San Antonio office is so staffed and organized that a member of the public can come into the office, be welcomed, referred to a technician and his business conducted in Spanish. In the few instances where a bilingual technician is not available, a qualified, well-trained, bilingual interpreter from the staff is readily available to assist in the interview. In the main office in San Antonio there are 17 bilingual interviewers in the office who actually interview in Spanish and 18 well-trained interpreters available. The branch office, serving a concentrated area of Mexican-American population is headed by a Mexican-American Officer-in-Charge and six of the other seven employees are Mexican-American. The seventh is also bilingual. More than 90 percent of the interviews in the branch office are actually conducted by the staff in Spanish.

NEED MORE BILINGUAL EMPLOYEES

Virtually all district and branch offices which serve large Spanish-surnamed American communities have bilingual employees on the staff although not in every public contact position. We especially need more bilingual employees among our traveling field representatives and we want more bilingual employees in all public contact positions in these offices. Our recruitment efforts to get them are continuing.⁵ However, these efforts have been hampered by budgetary restrictions and recruitment difficulties. We have recently established a new position of Spanish-Speaking Recruitment Specialist which we expect will provide additional skill for our recruitment, employment and placement of Spanish-speaking Americans.

To supplement the present bilingual staff, the Administration, where its own bilingual staff is not available, will secure interpreters for claimants and in some locations is securing Spanish language training for its non-Spanish speaking employees. This language training, while not a substitute for bilingual-bicultural staff, is expected to enable us to provide better service now to our Spanish-speaking population.

Our local managers and regional supervisors have been working closely with local Mexican-American leaders and organizations in a number of communities and we find that their assistance is an invaluable aid in reaching Mexican-Americans with social security information. In several areas open meetings were held where minority persons were invited to tell us how our services served—or failed to serve—their needs. These contacts have provided valuable information on the problems and needs of the communities and they are assisting our offices in establishing more effective two-way communications with our Spanish-speaking public. We intend to increase these community activities.

The Administration has not limited its activities to providing information and to making service available. It has for some time through a number of special techniques been seeking out those individuals who may be entitled to benefits and who have not claimed them.

IDENTIFICATION PROGRAMS

We have an extensive on-going nationwide program utilizing our computer capability which identifies persons nearly age 65 who have not filed a claim but are potentially eligible for cash or health benefits. A similar process is used

⁵ Interest in recruiting Spanish-surnamed Americans is not limited to service in these offices. However, the need for bilingual employees is most critical in these locations.

each year to identify and contact older persons who failed to file for supplemental medical insurance benefits during a previous initial or general enrollment period. (We are right now, again, in such a general enrollment period.) Almost 98 percent of all persons attaining age 65 are identified by these programs. Several smaller groups of people who became eligible through recent amendments, e.g., disabled widows, minor children not previously entitled, and persons disabled before age 31, have also been identified to the extent we could by the similar use of computers. After these individuals are identified they are contacted by their local social security offices by telephone, written communication or in person.

These pin-pointed contact programs are, of course, supplemented by widespread publicity and other saturation techniques. For example, special efforts were made in connection with the Medicare program. Operation Medicare Alert, a cooperative project of the Office of Economic Opportunity and the Social Security Administration, was conducted throughout the country during the original Medicare enrollment. As a part of this project teams of older persons, indigenous to the communities, were employed to inform the elderly, particularly in poor urban and rural areas, about the new benefits available under hospital insurance and other provisions of the Social Security Amendments of 1965. These teams contacted individuals on a door-to-door basis, distributed materials, organized and publicized meetings, and otherwise assisted the Administration in enrolling individuals for hospital insurance. Special campaigns were conducted among the Mexican-American communities during the later Medicare enrollment period to provide understanding of the program and assist individuals with enrollment. Special programs will again be conducted during the open enrollment period which just started this month.

SURVEY IN 18 CITIES

Last summer as a result of the suggestion of the Inter-Agency Committee on Mexican-American Affairs that a survey be conducted to find out whether Mexican-Americans were actually receiving social security benefits for which they might be eligible, a house-to-house survey was conducted in Mexican-American communities in 18 cities. (A similar program was conducted, primarily in disadvantaged areas, in 30 other cities.) The surveyors were chosen primarily from the neighborhoods surveyed and, typically, were bilingual. Residents in approximately 41,000 Mexican-American households were interviewed. We found 7493 persons receiving benefits and new entitlement to benefits was established in 154 households where there were persons not previously reached. This is a ratio of four-tenths of one percent of new entitlements to household interviews held. We are gratified by these results because they do indicate the success of our regular, on-going contact programs.⁶ There were several very meaningful by-products of this project. Meaningful summer employment was provided for 151 Mexican-American young people which for some of them made possible or made easier a return to school in the fall. For some it developed for the first time a real interest in a possible future career in the Federal service. Of great importance was the fact that through the contacts of these young people with family, friends, and others they were able to provide in these Mexican-American communities a much fuller appreciation and explanation about benefit rights and services which many will claim in the future. We are hopeful that this summer we will again be able to employ young people representing various ethnic groups to carry out a number of projects. In designing these projects we will be giving special consideration to the points brought up in these hearings.

May I make a brief reference to several of the activities of our Bureau of Federal Credit Unions in Mexican-American communities.

In the past 3 years the Bureau of Federal Credit Unions has organized 25 Federal Credit Unions serving Mexican-Americans. These Credit Unions provide social and financial services to approximately 100,000 Mexican-Americans who previously did not have this type of assistance at their disposal. They are, of course, locally owned and operated and are self-supporting.

A number of special training programs concentrating on consumer education and financial counselling have been held during 1967 and 1968 in which significant numbers of the students were Mexican-Americans. A 4-week Project Moneywise consumer education program is now being scheduled for Southeastern Texas for approximately 35 indigenous Mexican-American leaders.

⁶ See the chart which summarizes the results of the benefit leads program, appendix 1, Exhibit E, p. 431.

This has been a rather limited description of some of the activities engaged in by the Social Security Administration in its efforts to serve the Mexican-American communities and particularly the elderly. I can assure this Committee that there is a firm commitment of this Administration to providing the highest quality of service.

Mr. ORIOL. I would like to thank the persons, the particular individuals who gave prepared statements.

We are now ready to make this into a round table discussion.

As each of the participants knows, the record is open for a complete statement which can be submitted at this time for the record or within 30 days after the hearing.

So each person will be heard from either today or in terms of a written statement giving comments that you might not be able to get to today.

ROUNDTABLE DISCUSSION

In a few minutes I will ask each participant who has not spoken yet, starting alphabetically with Mr. Burke here, just to identify yourself and maybe make a point that you would like to see discussed either today or later in writing.

But first I would like to throw open a question to the two representatives of national organizations representing Spanish-surname Americans and perhaps to Commissioner Ximenes, too, I could address this question.

It seems that there are three themes which have been expressed here. The first point was expressed most emphatically at our Los Angeles hearing and somewhat more in San Antonio which was the difficulties encountered by organizations of Spanish-surname citizens when they want to sponsor, for example, a housing project.

Another thing we heard here today was in trying to get response to programs authorized under the Older Americans Act in parts of Texas, that it was felt that there was a lack of Mexican-American leadership to take advantage of these programs.

And the third thing is how effective do you think literature in Spanish and other attempts to reach the Mexican-American community possibly through Anglo-American representatives are.

May I ask Mr. Pena to begin that discussion.

STATEMENT OF EDWARD PENA, DIRECTOR, LEAGUE OF UNITED LATIN AMERICAN CITIZENS, WASHINGTON, D.C.

Mr. PENA. Yes, sir, thank you very much for asking me to participate in the discussion.

I will take them in the reverse order.

First, the issue about Spanish-language publication. In many cases many of the Mexican-Americans in the Mexican-American community cannot communicate.

In the Mexican-American community there are varying degrees of ability to read Spanish. So, even to a lesser extent is the Spanish language publications a factor in the communications gap.

It is good in some cases because there are people who read good. But the effect is diminished. Not quite as many people who are Mexican-Americans can read Spanish as Anglos can read English, so you should not expect the same kind of response.

Secondly, I am critical of the agencies who publish a pamphlet in Spanish and use that to absolve themselves of all the responsibility that they have to communicate with the community.

In many cases a Spanish-language report is sent down to the radio stations or a publication is mailed and that is the end result of the total commitment to their responsibility to communicate.

That is the major criticism that our organization has of these agencies in respect to this one issue.

On the subject of housing—well, I am not too familiar with the Old-Age Act, and I don't have any idea what degree of success our organization has had in trying to develop programs for the aged in that area. But in respect of housing, the League of United Latin American Assistance has developed a number of housing projects in the Southwest.

NONPROFIT "CO-OP" DIFFICULTIES

We have just recently organized a nonprofit cooperative to develop housing. We have had a great deal of trouble with language with the Federal officials in the Housing and Urban Development Agency, primarily because we cannot communicate with them; even though we can all speak English or Spanish, it does not matter.

If they have communications—well, there are several reasons. One of them is that the man in charge usually disappears after a year or so. The policies that are explained to us when we begin a project are usually changed by the time we get into the project.

Secondly, the agency itself has, in my opinion, not been fully responsive to the efforts of Mexican-American organization trying to develop housing projects in the Southwest. I don't know the reason. Primarily I suppose it is because of the lack of people in the agency who feel any responsibility to react to pressures from the Southwest, from the Mexican-American community in the Southwest.

Mr. Oriol. Mr. Ramos, do you want to take that up?

By the way, I might say that we are now in a roundtable so that at any time any member of the roundtable may feel free to join in.

STATEMENT OF RODOLFO L. RAMOS, LEGAL ADVISER, G. I. FORUM

Mr. RAMOS. As the list of speakers indicates, I am an attorney here in town practicing in general practice here. It has been my privilege since 1960 to represent the Mexican-Americans in Washington in one position or another. At one time I directed a national office here in town which at that very inception saw that information concerning Federal programs was not reaching the Mexican-American community in the Southwest.

This was a major problem at that particular time. It is still a major problem. I do believe that steps have been taken to begin to alleviate this particular problem. I think the solution to this problem is not an anthropological study, as was suggested here by Mrs. McGuire yesterday, of these people. I think it is an excuse that we use to delay the effective implementation of these programs in our areas of concentration.

I think that the things we should study here really are the administrators of these programs. Certainly with all their responsibilities in

all these areas they should see that they have people who are knowledgeable in the anthropological and cultural and linguistic areas so that they would bring these people in, not necessarily because they are Mexican-American or because they are bilingual or because they are culturally knowledgeable, but because it would be beneficial to them in the implementation of their programs in our areas of concentration.

Certainly this would be productive to a much better implementation of these programs. That is the reason. Not because we are Mexican-Americans or bilingual, not because we were there, many of our families there, to receive the first Texans or the first New Mexicans or the first Californians when they got there.

It has been stated many times in the Congressional Record here that the draft boards have no difficulty in finding qualified Spanish-surname persons. As a matter of fact, they have done such a good job that we have a disproportionate number of Spanish-surname persons in the frontlines in Vietnam. And while we only comprise somewhere between 14 and 15 percent of the total population in those five Southwestern States, the death rolls in Vietnam of Spanish-surname persons amount to over 20 percent. So I think if the desire and will is there to communicate with the Spanish-surname persons, you can accomplish this. That is point No. 1.

OVERCOMING COMMUNICATION PROBLEMS

First, we must have a will and a desire to reach these people. Of course to have that will and that desire you must do away with all these other anthropological studies and problems that you may consider in communication. You have to find methods to overcome those obstacles, not to belabor them, not to waste the time trying to know all about them.

I think, getting into one of the three points you mentioned, the area of communication, the radio advertisement of these programs. Spanish-language transmissions, is one of the most effective ways of reaching the Mexican-Americans, particularly those who can only speak Spanish and read Spanish, one of the most effective ways. I think it is very beneficial that many of these prime materials that describe and give information about these Federal programs that they be translated into Spanish. I think that is very helpful for those people who might take their time in reading these materials.

Spanish is a language very unlike the English language in this respect, that every consonant and every syllable is spelled the same way every time. There are no spelling bees in Spanish. This is an obstacle and problem that we have created in the English language but this does not exist in the languages, particularly Spanish.

So a person who knows his A B C's can very slowly decipher written material in Spanish. But the older folks who can only speak Spanish can either go through it very slowly or this material can be read to them by one of their sons or daughters so they may be informed.

So I think to answer your question, it is most helpful. However, getting these translated materials to the appropriate people is a problem, a problem that needs study.

Now we pride ourselves on American know-how and all this business. Admiral Rickover one time said we don't have that know-how and in

this area unfortunately it is my impression, it has been my experience, it is my present observation, that the administrators don't have this know-how and that they need help.

Certainly they are not going to China, Germany, to get this help. They have it right in their backyard if they will only look and find it. First, they have to have this will to do it.

THE QUESTION OF LEADERSHIP

Now in the area of the lack of leadership within the Spanish-speaking community to head some of these efforts. Now I think definitely there is a lack of leadership in the Spanish-speaking community, but it is by their absence in these agencies, not that they are not in the community. There is a lack of leadership because they have not been hired to help formulate and run these programs in these agencies. There is leadership in the Spanish-speaking community per se.

Our particular organization has over a hundred local chapters in the State of Texas. We would like to cooperate with these agencies and we have in the past. However, it seems to me that these agencies with their millions of dollars or hundreds of thousands of dollars, who spend tens of thousands of dollars so that they may become informed on the problems of the Mexican-Americans, the anthropological problems or the cultural problems, I think they could use that money more effectively, more productively, if they would bring from within the organized Mexican-American organizations people who are knowledgeable in that area of consultants.

We have a number of offices in Texas that could be used for these purposes. If some of these people could be brought in as consultants, I think some of these problems might be alleviated.

In the area of housing problems and funding for programs for Mexican-Americans, in the first place over 2 years ago we brought to the attention of Secretary Weaver of HUD the fact that even his own staff in HUD in this town was missing a great opportunity to bring in this extra dimension of know-how by bringing in Mexican-Americans.

Their answer was that much of the hiring is done here in Washington and that we have very few Mexican-Americans in Washington. My reply to them was that the Bureau of Indian Affairs has a substantial number of American Indians here. There are very few American Indians in Washington, D.C., but they went out and affirmatively recruited people because they needed them and, No. 2, they wanted to have them around so that they could really claim to represent the American Indian here in the United States.

Now our organization right now has 20-odd projects submitted to HUD. Three in Texas. One in Kingsville, one in Robstown, and one in Corpus Christi.

Now in the housing area this type of housing has been very scarce for Mexican-Americans, very scarce. There seems to be this idea in the minds of the administrators, both Federal and local, that there is a lack of what they call leadership within the Mexican-American community. But judging from the effectiveness of their administration of those programs in our area and implementation—well, I don't want to get into a mudslinging fight, but there is much to be desired.

I think what we need is when we submit our projects you should consider them seriously and have in mind the fact that you are dealing with competent people in these particular areas.

70 PERCENT OF HOUSING SUBSTANDARD

In Robstown 70 percent of the housing for Mexican-Americans is below standard, far below standard.

Mr. ORIOL. Seventy percent?

Mr. RAMOS. Seventy percent of the houses. If you go into the Rio Grande Valley that figure might be even higher. If you look and check the number of projects funded by HUD in these particular areas, you will wonder why there is such a discrepancy. They are needed there but the programs are not there.

Also in the area of rest homes or homes for the aged, it seems to me as if housing for the elderly has been built in the State of Texas that is not for the Mexican-American elderly. I assume it is not even for the Negro elderly.

Actually the administrators have built homes to take care of their own. We are very hopeful that some understanding of this problem may correct it.

I notice the four items you wanted to mention today are new ideas as to how these programs could better be implemented. If you look in the State of Texas, you have a number of major cities, San Antonio with 40-some-odd thousand Mexican-Americans, Houston with 80,000, El Paso with 180-some-odd thousand, and the rest of 1 million and some odd Mexican-Americans live in cities that range in size from 2,000 to 15,000 people.

Now we have facts from the Census Bureau indicating exactly where they are, exactly what their age brackets are, exactly what their family income is, exactly what their educational attainment is. We have those and I can make those available, city by city, every place in Texas with over 200 inhabitants.

Now granted, and I am sure everyone will admit, that in the area of nursing homes Mexican-Americans are not getting their proportionate share of Federal funds that are spent to benefit them. It seems to me as if a new approach should be implemented.

If in a city of 10,000 people, 10,000 Mexican-Americans, you have no nursing homes, why not establish a center for services for the elderly in that one particular community so that your professionals, your social welfare workers and your other specialists will be within the community and that they may travel within that one barrio or section of the city and provide the same services for those people that are being provided for the elderly in the rest homes?

Also, if a family is caring for an elderly, why not provide for that family the equivalent of that grant that would be spent by the State or the Federal Government if that same person were in a nursing home?

Mr. ORIOL. Actually the grant would be much lower, because the institutionalization cost would be so much higher than what would be needed for home help here.

Mr. RAMOS. It would be much lower, there is no question about that. Another approach would be why in that same home, where the

elderly is being cared for, a room could not be decorated or built to house that particular elderly within that particular room.

Now there may be a lot of advantages in the minds of some people why the elderly should be separated from the rest of the community. This is part of our idea, it is part of the anthropological study that was mentioned here yesterday.

ROLE OF ELDERLY IN FAMILY STRUCTURE

But the elderly have a very useful purpose in the family structure. One of the basic problems in this country today is the disintegration of the family structure. Certainly people who are trying to keep their family structure together, closely knit, should not be looked down upon. If anything, from my point of view, it should be the other way around.

Now in conclusion I will just mention some of this Mexican-American talent or leadership that we have in this country, when presented to people who are not sensitive to our particular problems, may be frowned upon as idealist. But very quickly I will read a statement from an architect in Anaheim, Calif., Emanuel Mendez by name, in the housing area. He writes something like this:

The breakdown of the family unit in America has been lamented by all concerned over the length of American society. The stability of the family unit is crucial to the vitality of American society and way of life. Particularly has this breakdown been accentuated as America moves from the essentially agricultural culture of not too distant memory to the highly mobile industrialized urban culture of today. The family of our forefathers typically consisted of a father, mother, children, grandparents, aunts, and uncles all caring for and assisting one another. They came and lived under one roof or in close proximity. Each had his or her vital function to perform in the day-to-day living of this little family community. In the urban setting this family community has tendered to be fractured and dispersed.

This is one of the reasons why in the major cities you have such a volume of criminal activity, juvenile delinquency. This is part of the reasons that he mentioned here.

The urban family at best consists typically of parents and children only, parents for the most part working and the children for the most part left alone without guidance, without a grandparent or an uncle or anybody else that may show guidance to this particular individual. This situation not only limits the opportunity for growth of the individual to his fullest potential as a human being, not as a material person who is seeking things, but as a human being with certain values and brain, but challenges the very survival of the individual person's worth and dignity.

We propose—

and this is the crucial point and how it related here—

that housing units and projects rather than being built as crackerboxes or matchboxes with the only consideration being how many bedrooms does it have, his idea is to build these projects around family concepts of our fathers.

We propose that housing projects funded by Federal funds be re-designed to include the family community concept, thereby re-creating in the modern urban context the values of the free family community.

Now the 20 proposals, housing projects that I mentioned to you previously we are having a lot of difficulty getting funded because people have the idea that there is such a lack of leadership within the Mexican-American community that they cannot seriously consider funding programs submitted by Mexican-Americans, Corpus Christi,

Kingsville, Robstown. Our man is talking to the FHA man today in San Antonio on these particular three projects.

I think if we give consideration to the other individual, we try to understand the other individual, if we are administrators and hold our duties and our functions as administrators, professionals, that there will be no reason today to be talking of how a major segment of one of the minorities was neglected in one of these Federal programs.

ETHICS CODE FOR ADMINISTRATORS

I think that administrators have a duty as professionals. There should be a code of ethics, I maintain, for administrators that things like this would be frowned upon by a professional society of administrators. How is it possible that a person can come before this body and say he had no apologies for the implementation of his program in the State of Texas and in his own statement there is an indication that he is only reaching half of the Mexican-American elderly in that State? It is pretty difficult for me to understand.

Mind you, I am not a professional administrator.

I have one final item, and I would like this to be included in the record.

We have been talking of this alleged myth of lack of leadership, professionalism, among the Mexican-American community. Now one of our contentions here has been, first, that the administrators, for whatever emotional reasons they may have, have not been able to reach the Mexican-American community.

You might generalize however you want, but in any event on a professional level they have not met their professional responsibility of administering these programs for the Mexican-Americans.

Now one of my suggestions was, and it has been stated here by almost everybody who has testified, that there is a need to bring in Mexican-Americans or persons who are aware, be they bilingual, Mexican, whatever extraction they come from, but people who are aware and interested in implementing these programs in our areas of concentration.

Now some months ago the ex-Ambassador, U.S. Ambassador to the United Nations, he was a delegate, Dr. Hector Pegos from Corpus Christi, submitted a letter to HEW indicating that there was discrimination against Mexican-Americans in filling the policymaking positions of the Texas Welfare Department.

I have a list of all the professional people in that department. The reply that he received was that officials from HEW had talked to a person in the Texas Welfare Department who happened to have been a Mexican-American and they had discussed this problem and they had determined that there was no discrimination against Mexican-Americans in hiring in the Texas Welfare Department.

I am not a professional administrator, but of the 100-some-odd jobs there in that department that are crucial for the implementation of that program in the Mexican-American community, there is a lack of expertise, know-how, bilingualism, whatever you call it, that is necessary for the implementation of this program.

I think it is a problem that should be looked into and corrected.

With that I will conclude my statement.

Senator YARBOROUGH. The request is granted, and the letter will be filed for the record.*

Mr. RAMOS. Thank you, sir.

Mrs. MCGUIRE. Mr. Chairman, could I make some comment on Mr. Ramos' testimony?

Senator YARBOROUGH. Yes, certainly.

Mrs. MCGUIRE. I first want to say that I am well aware of the leadership as expressed in the State of Texas by the G. I. Forum. In my term of office in San Antonio we worked closely with these groups and on a voluntary basis, they gave us guidance and consultation in the development of our low-rent housing programs.

Also, I know you are aware that as a rule in most of the housing authorities in cities of heavy concentrations of Mexican-Americans, there will be one or more members from the Mexican-American community on the boards of these agencies helping to decide what proportion of housing will be built and what areas of the city would be most suitable.

I think we have to remember, Mr. Ramos, that while we can shudder over the fact that city upon city in Texas, that have poor people—you mentioned Robstown. I am very well aware of the situation in Robstown. We have to depend at the Federal level on local community sponsors requesting programs.

NEED FOR LOCAL ACTION

We cannot, for instance, as a Federal agency see to it that a housing authority is organized in any city or any town in the United States. This must be by action and decision of the local community. This also is true with regard to the nursing home program where there is a desperate need for nursing homes for low-income people.

Unless the sponsor in the local community accepts responsibility, very little can be done directly by the Federal Government.

In the State of New York, I believe they are considering a proposal whereby under certain conditions, the State would step in and do what is needed for the local community if the local community does not do it for itself. I don't know whether anyone would recommend this as a Federal activity. I very much doubt it.

I want to bring to your attention and read one paragraph which I think clarifies somewhat, at least, the situation with respect to the response of low-rent public housing to the need of the Mexican-American.

Mexican-Americans occupy today 36,247 of the 74,000 low-rent public housing units in the five States under discussion here.

Senator YARBOROUGH. Occupy how many?

Mrs. MCGUIRE. 36,247 of the 74,794 low-rent public housing units in the five States are occupied by Mexican-Americans.

Senator YARBOROUGH. Almost 50 percent.

Mrs. MCGUIRE. Yes. Which I think shows the responsiveness of the program, awareness of the need. Public housing opportunities are not uniform throughout the area, however. This is well recognized. Rates of participation vary from State to State.

In California 33½ percent of the public housing units have Mexican-American occupants even though Mexican-Americans are roughly

*Retained in committee files.

10 percent of California's population and roughly 20 percent of its \$3,000 per year income population, while in New Mexico, 75 percent of all low-rent public housing is occupied by Mexican-Americans who represent 28 percent of the State's population and 42 percent of its \$3,000 income group.

In most States, as in those cited above, the percentile of public housing occupied by Mexican-Americans exceeds considerably the percentile of poverty-level Mexican-Americans. Texas, however, is an exception. There, where 52 percent of the State's below \$3,000 income group is Mexican-American, public housing is only 43 percent occupied by Mexican-Americans.

I would be glad to put this paragraph in the record, Mr. Chairman, so these figures can be clear to you.

COMBINING RESEARCH AND ACTION

One further comment. The committee had asked me, along with other persons testifying here, to suggest areas of research. In response to Mr. Ramos' statement, let me make it clear that by no means would I say that we should stop activity or not increase it or stop building simply to make studies of any kind, whether they are anthropological or whatever. But I do think I should respond when these questions are posed as they have been posed at this hearing, such as to how far do you respect tradition; how much more acceptable will housing be if properly located and would these factors, if properly considered, lead to greater use than is the case now. All these serious questions do relate back, I think, to the basic characteristics of the family which you have very beautifully set forth here, and to how we should change the policies in housing to be more responsive.

I can agree with you that we should be more respective in terms of location and in terms perhaps of stressing rehabilitation. I would bring to your attention there are some five rehabilitation programs in HUD which could be used to finance a needed room, or which could do other things to make it possible for older people to live more comfortably with their families.

I also should like my associate who is with me, Miss Connie Downey, to respond to this because she has been aware of and involved in helping Mexican-American groups to develop proposals for housing. I suspect part of the problem is trying to close the gap between the ability to finance the housing, by whatever group, and the ability of those who need it so desperately to pay their share of the cost. I suspect this is the major problem.

If you don't mind, I would like Miss Downey to speak very, very briefly to this problem.

STATEMENT OF MISS CONNIE DOWNEY, DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

Miss DOWNEY. Thank you, Mrs. McGuire. I had the opportunity in the last year, thanks to Commissioner Ximenes, to meet with several Mexican-American groups.

Senator YARBOROUGH. I am not certain the reporter has your identification.

Miss DOWNEY. I am Connie Downey, from HUD.

Senator YARBOROUGH. You have worked with the programs and you have something to your personal knowledge?

Miss DOWNEY. The Secretary has appointed a task force specifically to deal with Mexican-American affairs. One of my collateral duties was to work with that task force. It was in that capacity that I had the contacts that I have had in the last year with several groups of Mexican-Americans from various parts of the Southwest and various organizations that have come to town and been directed to us through the Commissioner's office.

As I said, largely through Commissioner Ximenes, I did have the opportunity to take several would-be sponsors of HUD projects to the people in HUD whom we felt could most directly help them.

I think I can respond to a couple of the problems that Mr. Ramos pointed out. There are problems that exist in the administration of our program and they are problems even for honest and well-intentioned administrators. For instance, a great many of HUD's programs, and all of you who are familiar with the legislation will realize this, are designed to work through local government.

As all of us who are sympathetic with Mexican-Americans realize right off the bat, it is the local level toward which there exists a great deal of suspicion on the part of Mexican-American individuals and organizations. Anytime that a Mexican-American group is referred back to its local government or its local authority or its local county housing authority, immediately it looks to us as if to say, "Well, don't you realize that is part of our problem?"

And in fact, most of us who are sympathetic realize that, yes, that is part of the problem, which wipes out of consideration as a means of help a number of programs that HUD has which are designed by the Congress to help the disadvantaged but which, because they require local administration, Mexican-American groups have not felt were appropriate means of getting help. HUD has also a number of other programs in which Mexican-Americans felt they might be able to keep some control over helping themselves.

The architect in Anaheim, Mr. Mendez, who was quoted earlier, was part of a group who took a distinctly separate route of going to HUD's Research and Development funds specifically because they are funds that could be administered he felt, by a nonprofit organization, itself, rather than through a locality.

Unfortunately the HUD R. & D. funds are for research and development rather than pilot projects, and up to this point there hasn't been any way that we could define a project to be available for those funds. But, once we determined what Mr. Mendez and his group's reason for looking at those funds was, we found several other projects within HUD which the groups themselves could control and basically these are the 221(d)(3) housing projects which can be sponsored, not by local government or by any governmental agency but by a nonprofit sponsor.

NONPROFIT HOUSING ROUTES

To abbreviate this somewhat, the bulk of the groups which came to us and whom I took through the Department, we took on one of a

variety of nonprofit sponsor routes, whether it was 221(d)(3) or a combination of public housing program or combination of turnkey, spinoff to ownership, the whole intent was that the Mexican-American group, itself, and its members, would control the project, the land, the design, and so forth.

Now in every instance we were successful in reserving FHA funds if that was what was necessary, in paving the way for a regional office or the local FHA insuring office.

When one project got held up, because as you know FHA does not loan money, it insures loans, the group was not able to find a lender because it did not have any previous experience, we were able to in fact come up with a lender for them.

We did, I think it is fair to say, everything that we could do and in some cases beyond what we might have been expected to do, to bring each of these projects to fruition.

It is sad to say that not one of them has resulted in, as far as I know as yet, a single dwelling unit. It is only an educated guess, but I think the point at which they fell apart was that after the funds are reserved, after the lender has agreed to lend the money, then there are certain things that have to be done before the money actually changes hands and these things that have to be done cost money. They amount to architect's drawings, blueprints, and engineering studies. It is very, very difficult for any nonprofit sponsor to bring any housing project to completion without at least a 1 or 2 percent seed money.

Senator YARBOROUGH. Miss Downey, this is a very fine statement. I don't want to cut you off, we need all of this in the record. Could you condense and give us that in the record because we have a number of panel members who haven't been heard from. We are supposed to stop at 12 noon because the Senate goes in session, and this is the first day we can introduce bills. The House introduced many. We have a rule in the Senate we do not introduce bills until after the President's state of the Union message. I must be on the floor by 12 noon. I have to move fast. I am not going to shut this off at 12 noon. I have directed the staff to continue this hearing. Panel members have sat here 2 days. I think it is a good and comprehensive and informative hearing, and this is the reason we have been here twice the time allocated, 2 full days. These panel members have some information.

I am giving you authority, Mr. Oriol, if you have to, to divide this time and save some time for the panel members.

I am not cutting you off, Miss Downey, but explaining the situation.

Miss DOWNEY. I think I can sum up in approximately 60 seconds.

Senator YARBOROUGH. We will keep the record open. The Office of Economic Opportunity has a comprehensive evaluation of the poverty program underway in seven cities and Austin, Texas., is one of those cities. That is being done by Dr. Bill Haslett. In their studies they are to cover all ages and they are to center heavily on the Mexican-American population. It won't be ready by the time we close but for the first time we are going to have really a scientific examination and sampling in these seven cities of all ages of poverty. It is one of the most comprehensive surveys ever made. I personally was selected by the Senate yesterday, confirmed by the Democratic caucus, as Chairman of the Senate Labor and Public Welfare Committee, and

I did not accept that chairmanship for the purpose of stopping poverty programs. I will do something about poverty in America. It will continue, and we have not done enough.

I think it is attainable to end poverty in America, not a generation off or a decade off, but 5 years, if we really put our shoulders to the wheel and intend to stop it instead of saying we are making progress. There is a difference between saying we are making progress and making it. If we really want to put the billions in it, we can end poverty.

Mr. ORIOL. Commissioner Ximenes, the question was also addressed to you if you care to comment.

STATEMENT OF VINCENTE T. XIMENES, CHAIRMAN, INTER-AGENCY COMMISSION ON MEXICAN-AMERICAN AFFAIRS

Mr. XIMENES. Let me speak briefly and respond to your specific question without getting involved in many of the other things. On communications I would recommend what the gentleman from Social Security indicated they have done. There is no question about the success of that particular activity, the way they went about it.

Mr. ORIOL. Is this medicare alert or more general?

Mr. XIMENES. It is more than what he indicated there. There were people involved. They hired people. They put manpower and resources into their particular activity. They did not write about it. Now that is the difference between success and failure of a program that is applying manpower and resources so that the job can be done.

! Social Security did do it, and they are going to continue to do it. I will end with that.

Language, as I understand it, is no barrier to anybody and should not be, and if there is, hire a man. That is the answer to it. If anyone says we can't do it because of the language problem, well hire a bilingual person. That is the way to get over that one. I don't see any problem. I don't even think we ought to say language barrier, there is no such animal. If we have a problem, in 6 weeks a man can go and learn a language. There is no problem.

On the matter of organizations, what you heard is correct. We are weak on organizations. The G.I. Forum, MAPA, PASO, LULAC, are very weak, because of lack of resources. The kind of resources it takes to put a man on the road for a 6-month period to get a project moving is a very difficult problem for our organizations. We have to admit it. You have the right information.

On the matter of leadership, no, we have leadership, Mr. Ramos indicated as much and I agree 100 percent with him, we can find good leaders. Anytime anybody asks for qualified people, we can find them. I realize that there may have to be technical approval of particular projects, programs, and positions but we can find the leaders.

The kind of thing that disturbs me very much insofar as leadership and communications is concerned is exemplified in this publication that was quoted to you yesterday.

Mind you, I am not criticizing the person that referred to it because I know the tremendous job she did in San Antonio in public housing. I am very well aware of what she did in Texas.

I am looking at this particular publication written by Mrs. Carp and in the references there is not one single Mexican-American quoted, and they are dealing with Mexican-American elderly. Dr. George Sanchez in Texas, Dr. Galarza in California are people who have been working with the Mexican-American problem a long time. There is no communication evidently between what they are trying to do or between Dr. George Sanchez or Dr. Galaraz and the writers of the publication. If I had reviewed this publication I would have said it is not acceptable.

Mr. ORIOL. For the record you are referring to Factors and Utilization of Services by the Mexican-American Elderly by Dr. Frances Carp?

Mr. XIMENES. Yes

Mr. ORIOL. We have been in touch with her. We are asking for a letter for the record* and certainly will mention your comment just now.

Mr. XIMENES. I think that is all I want to say now.

On the matter of model cities program, there was a question brought up yesterday that I seem to have some qualms about the model cities program. I don't. I am interested in the model cities program. I am interested in the fact that they—the Mexican-American—have community participation in the program. I am familiar with all the ones that have been started.

San Antonio, I believe, is one of the better ones, even though you may have received some information that says there is some apprehension. I must say as far as the San Antonio model cities program is concerned, they have begun it in the way it should be begun. They have really gotten the people to participate in that particular program. I want to go on record as supporting the San Antonio model cities program in the event that you may have heard otherwise.

Mr. ORIOL. Thank you very much, Commissioner.

Now the members of the panel who have not been heard from yet. May I make this suggestion. We have about six members of the panel who have not been heard from. Why don't we just, each of those persons starting out alphabetically with Mr. Burk, just take 2 minutes now each to raise a point or two that you think should be considered at this hearing and then at the end of that I want to aim for a 12:30 or 12:45 cutoff, so after each of you has finished we will have a discussion on any point raised.

Mr. BURK. Would each person identify himself for everybody?

STATEMENT OF OTHIE G. BURK, VICE PRESIDENT, NATIONAL ASSOCIATION OF RETIRED CIVIL EMPLOYEES

Mr. BURK. Thank you, Mr. Oriol.

There was one portion of Mr. Greenwood's presentation that he did not mention that in my experience with civil service workers is a pertinent point, and that was on page 3 in which he said:

For six months a Mexican-American priest has been considering a position to serve as a representative on a local center board. Hopefully this would encourage more Mexican-Americans to participate, but as yet the center has received no commitment.

*See app. 2, p. 460.

To identify myself to the other members, I am with the National Association of Retired Civil Employees, which is concerned with the welfare of those retired civil service employees.

In working with some of these people who have problems, I note they always go back and consult their families and they always go back and consult their priest before a decision is made, and I think this is one very important thing. I think that I can give you most of my ideas, but I want to present a written comment in a little more detail. I do not have and yet have been unable to obtain the number of people who are employed in civil service positions. My own experience leads me to believe that most Mexican-Americans employed in civil service jobs will be found in the lowest levels of the wage scales. They are in this group because of a few problems. Communication difficulty in many cases. No more their fault than it is of the Anglos. Ability to read and qualify on civil service test for better jobs. Maybe this is the fault of our civil service test, I don't know. We are often unwilling to accept the difference in culture that makes May 5 more appealing to them than July 4.

These are small items. But they do result in their going into the lowest level of civil service work. Therefore, when these people become old and retired, they draw the lowest annuities. If they are allotted a portion of the annuity, survivor's annuity, it becomes still lower. And to those people who have a lower annuity, the retired Federal worker, they are excluded from many benefits and programs available to other low-income groups. They cannot receive surplus commodities and food stamps. They are not included in the medicare program.*

So, I would suggest briefly that Congress give some consideration to making the retired civil service worker eligible for medicare at age 65, same as social security recipients are now.

We might further consider that a minimum annuity established for the low-income civil service worker.

Thank you, Mr. Oriol, for the opportunity of making these remarks.

Mr. ORIOLE. It has been a pleasure to have you with us. We look forward to your complete statement.

(The statement referred to follows:)

PREPARED STATEMENT OF OTHIE G. BURK, VICE PRESIDENT, NATIONAL ASSOCIATION OF RETIRED CIVIL EMPLOYEES

Mr. Chairman, on behalf of the National Association of Retired Civil Employees I want to thank you for giving us the opportunity to take part in the discussion of problems facing the older Mexican-American.

I am unable to find the statistics I would like to have for this problem. I am unable to determine exactly how many of this ethnic group are employed by Government Agencies operating under Civil Service Regulations.

My own experience leads me to believe that most of the Mexican-Americans employed in Civil Service jobs will be found in the lowest levels of the wage scale. These people are in this group because of a few problems: Communication is difficult in many cases, probably no more their fault than it is that of the Anglos. Ability to read and qualify on Civil Service tests for better jobs is lacking, and the tests leave something to be desired. Then we are often unwilling to accept the differences in cultures that makes the fifth of May more appealing to them than is the fourth of July.

Because of their low salaries during their working life they will be among those who receive very low annuities. And if they allot a portion of the annuity to leave

*See supplementary statement of Mr. Hess, app. 1, p. 432.

a survivor's annuity it becomes still lower. In addition to the very low annuities for such retired Federal workers, they are excluded from many benefits and programs available to other low income groups. They are not qualified for the Medicare program under our present laws and cannot receive surplus commodities or food stamps, etc.

Congressional action to correct this problem would, of course, have to include those of other ethnic groups who happen to fall into this same situation. We suggest the Congress give consideration to making retired Civil Service workers eligible for Medicare at age 65 the same as other groups are now. We would also suggest that a minimum be established for Civil Service annuities as is now done for Social Security recipients.

Comments on the round-table discussion :

1. I called attention to the importance of a statement from page 3 of Mr. Greenwood's paper, and I quote, "For six months a Mexican-American priest has been considering a position to serve as a representative on a local Center Board. Hopefully this would encourage more Mexican-Americans to participate but as yet the Center has received no commitment."

I have worked with employees from this group who would not make a final decision about their work without first consulting with their families and with their parish priest. I think this is important.

2. The presentation by Mr. Dennis V. Fargas was, in my opinion, both profound and excellent. He quickly demonstrated a great part of the problem; communications. His facility in both Spanish and English is remarkable, in contrast to the difficulty Mr. Ramos sometimes had in choosing the proper word in English.

The other vital observation from Mr. Fargas concerns the fact that we may need to look to other areas to determine why the average age is only 57.7 years among the Mexican-Americans, when we consider the age of 65 as the normal retirement age.

3. Mr. Pena enlarged somewhat on the fact that many Civil Service tests require more education than many of this ethnic group have. Also that many Civil Service tests have no connection with the kind of work that will be performed by the successful applicants. It is a valid argument, which I have observed many times. Some persons who easily qualify on the tests cannot perform the work; while others who can do the work in a superior manner cannot qualify on the tests.

4. The testimony of Mrs. Mathiasen about the use of the older Mexican-American in the program in California is thought-provoking. If this could be done so remarkably well there, why is the pattern not used in other places? This fully demonstrated the validity of the observations of Mr. Pena, Mr. Ramos, and others regarding the cultural and family ties of this ethnic group. We would be well advised to consider making such an approach mandatory.

5. I was pleased to hear Mr. Miller's suggestion to reduce the need for "draftmanship" pointed out by Mr. Fargas. I think Mr. Fargas made a valid point but I think Mr. Miller suggested the proper solution to the matter.

Thank you for giving me the opportunity to express my views in this important matter.

SUPPLEMENTAL STATEMENT OF OTHIE G. BURK

Mr. Chairman, I have just received the latest copy of the Civil Service Commission Annual Report. Appendix G of that report carries a table showing Full-Time employees of the Federal Government listed by minority groups. This table includes the Spanish-American.

Generally this report supports my observation that most of this ethnic group is in the lower levels of the salary scale. In the GS scale of pay there are 9687 in levels 1 through 4 and only 11,763 in levels 5 through 18. In the PFS scale of pay we find 13,626 in levels 1 through 4 and only 1150 in levels 5 through 20. In these two large groups we find 23,313 in the lower levels and only 12,913 in the higher levels. Only about one third have been able to reach the higher levels of pay.

The table in Appendix G lists the employment as of November 30, 1968. I am convinced the employment as of that date reflects a much larger number in the higher pay levels than would have been found among those who are now among the group we are discussing, the Older Mexican American.

Thanks again for giving us the opportunity to join in discussion of this important problem.

STATEMENT OF DENNIS V. FARGAS, DIRECTOR, OFFICE FOR SPANISH-SURNAMED AMERICANS, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

(Participant begins his remarks in Spanish.)

Mr. ORIOL. May I interrupt there? I am not bilingual. Is there anyone here who can translate as we go along?

Mr. RAMOS. He is making a point.

Mr. FARGAS. Mr. Oriol, it is a pleasure to meet you in person. I have the honor to be here representing Secretary Cohen of the Department of Health, Education, and Welfare. As you have learned through the testimony of representatives of the operating agencies of the Department of Health, Education, and Welfare, Secretaries Gardner and Cohen have provided leadership to bring about a determined effort within the Department to respond to the needs of the total Spanish-speaking population.

This effort has not confined itself to the operating agencies. DHEW now has an Office for Spanish-surnamed Americans within the Office of the Secretary. It is the responsibility of this unit to serve as an "ombudsman" for the Mexican-American, the Puerto Rican, and other Spanish-speaking groups in our population. A key function of this office is to be a permanent secretariat to a standing departmental task force on Spanish-surnamed American affairs. Every one of the operating agencies in the Department is represented on the task force and participates in the development of departmentwide strategies and plans designed to improve our response to the problems of these groups in our population.

A great deal has already been said during these hearings with the view of identifying the needs of the Spanish-surnamed elderly. I believe that two additional points need to be stressed.

Aside from having Spanish-speaking staff within our operating agencies, which is familiar with, and responsive to, the particular needs of this population group, I believe it is equally vital that Federal agencies should move toward the provision of technical assistance to groups within the population who seek to develop their own proposals.

Mr. ORIOL. May I ask about that now. Technical assistance, do you mean program by program assistance or do you simply mean a group of experts, people with good working knowledge of how Federal programs work in general who can be sent to an area of need to give general counsel and perhaps technical legal services, or, where necessary, architectural services? What did you mean by technical assistance?

Mr. FARGAS. By technical assistance I mean the provision of personnel equipped to assist community groups in the practice of the art of grantsmanship.

Mr. ORIOL. Grantsmanship?

Mr. FARGAS. That is correct. It is a finely developed art. Given current practices, well established institutions or organizations become better established because they possess the knowledge necessary to practice the art of grantsmanship. If we are indeed to reach the communities and the groups which are not well established and which have a greater need for these programs, it has to be by providing them with assistance in writing proposals until they develop a capability to do this on their own.

TECHNICAL SUPPORT FOR GRANTEES

I don't believe that we have provided enough of this technical support to the Spanish-speaking communities as we have to the Negro community, who by now does have its own cadre of experts prepared to provide this service to their own community.

Another area which has already been touched upon needs to be explored a little more. We have already learned that part of the problem in the delivery of services to any age group within the Spanish-speaking population is that there is a growing alienation between this population and local, county, and State institutions.

Of all levels of government, perhaps the Federal Government is still the one in which the Mexican-American or Puerto Rican communities deposit their greatest confidence. These community groups have lost a great deal of their confidence in local levels of government. Consequently, they do come to Washington to seek relief and help.

As was pointed out earlier, when these community groups are told that they are to go back and work with and seek funding for their projects from local officials, the response frequently is "you are throwing us back into the pond of despair." Therefore to the extent that this problem could be given additional thought, I suggest that Federal agencies be given an opportunity to budget more moneys earmarked to fund demonstration projects, pilot programs, and research and development programs.

Mr. ORIOL. What happens when the demonstration is over?

Mr. FARGAS. It is the responsibility of agency personnel developing a specific demonstration project to design the program so that while certain unique features are incorporated and are indeed tested out, the basic design of that project fits in with existing programs as legislated and funded by Congress.

Mr. ORIOL. One variation of the demonstration is the establishment of a model program. It has been suggested that we have a model project demonstrating, let us say, the ideal way of getting needed services to elderly Mexican-Americans in a community. What do you think of this model approach?

Mr. FARGAS. I think this is the approach which I would definitely recommend. I am delighted to say, as Commissioner Bechill mentioned yesterday, that the AOA is the process of bringing about the development of this kind of model to operate within the community. I think once this is done, it will serve as a template which can then be applied to the communities throughout the country.

Mr. ORIOL. Thank you, Mr. Fargas.

Sister Margaret Flynn was with us yesterday representing the National Council of Catholic Charities. She is represented today by Mrs. Murphy.

STATEMENT OF MRS. MAGDALEN B. MURPHY, NATIONAL CONFERENCE OF CATHOLIC CHARITIES

Mrs. MURPHY. That is right. I have only a few comments to make primarily with regard to the human element. We believe that in any program, housing, medical, and so forth, a large proportion of the funds should be devoted to outreaching services and these outreaching

services should be performed primarily by people who are sensitive to the Spanish-speaking culture, the Spanish people, that the person should be bilingual; and that the services should be performed and given to the recipients in their own surroundings.

In other words, we believe that the culture of the Spanish-speaking American should be strengthened and not weakened. Because of this we believe that in any housing program about which much has been said today, the Mexican-American should not be expected to respond enthusiastically to some of our ideas, for example, high-rise apartments, when their culture demands something different.

We also believe that the Mexican-Americans should be protected from being "taken" by our ways. In other words consumer protection. This consumer protection should also be provided by the persons who are engaged in outreaching services.

Thank you.

Mr. ORIOL. Thank you.

Mr. Jeffreys, representing the National Retired Teachers Association and American Association of Retired Persons, you have been in some of the States under discussion today, I believe.

STATEMENT OF DAVID JEFFREYS, EXECUTIVE DIRECTOR, FIELD OPERATIONS AND DEVELOPMENT, NATIONAL RETIRED TEACHERS ASSOCIATION—AMERICAN ASSOCIATION OF RETIRED PERSONS

Mr. JEFFREYS. Yes, thank you, Mr. Oriol.

We are pleased to be represented at the hearings. I was thinking of the book which the Urban League published a few years ago entitled "Double Jeopardy", talking about the problems of older Negroes in America. Perhaps somebody can do a book on triple jeopardy, which would be the older Mexican-American in our society who has the third problem of a communications handicap.

Our two organizations of about a million and a half members do not have large numbers of Mexican-Americans in our membership. We have not done surname studies of our IBM records to find this out but I do know from observation that this is the case.

We are concerned about this problem, however, and again commend the committee for its interest.

Our organizations are concerned with the total financing of programs for older people in this country and also with the utilization by older people of programs which are designed to serve them.

I have been thinking here the last couple days about my own experience in New Mexico. About 15 years ago, when I was director of the State Society for Crippled Children and Adults, we tried to make services available to all people in the State who needed them, but we found a very low utilization on the part of the Spanish-American population of New Mexico, and also the Indian population.

Where services were physically available, we went out into all—I was about to say 31, but they added another county when they took barbed wire off Los Alamos, and we then had 32 counties.

We went to the counties with our services, but we still did not have great utilization by the Spanish-American or the Indian population,

because even though the services were physically available, to use a term of one of the researchers—people did not feel that the services were psychologically available to them.

This has a lot of significance, I think, for programs serving older people. They need to feel that they are their programs.

Our organizations have been critical of many of the programs in the country, because older people have not been involved in planning them, and hopefully, in operating them or carrying them out. Other people have planned them for older people.

I think this concept is even more important in programs serving minority groups within the minority group of the elderly. People in the Mexican-American population are perhaps not using services which are available because they are being made available through agencies which traditionally have discriminated against Mexican-American people, and therefore the older Mexican-Americans are suspicious about making use of these services.

I think all of us who work in the field, at the State or Federal level or in voluntary organization, need to try to help people to feel that these programs are truly their programs.

INVOLVEMENT IN PLANNING

Now, one way to do this, of course, is to involve the Mexican-American elderly in the planning and implementation of the programs.

Another is to work through some of the existing Mexican-American organizations.

We do not see too much of this happening in the field of the aged, but there are some very interesting things happening in New Mexico, and if you have not already received a statement from K. Rose Wood* in the State Program on Aged in New Mexico, we suggest that you do.

An interesting thing is happening in Taos County at the moment, using an existing organization of Mexican-Americans to carry out a title III, Administration on Aging, project.

I would like to second what Mr. Fargas said. There could be many more Mexican-American organizations involved here, if they had the technical assistance that apparently is available from his office in this very important area of grantsmanship.

"NO LACK OF LEADERSHIP"

I would like to say when we in New Mexico went out to involve Mexican-Americans in the crippled children program, there was no lack of leadership. When it was known we wanted to find them, it was there. No question about that. I think the same thing would be true in the field of the aged.

Then to touch on a point you mentioned, Mr. Oriol, and I think Mr. Greenwood did in one way yesterday, we are going to be coming to the point when title III grants are going to end, and there is not very much being done around the country in the localities to see to it that the projects continue once the Federal funds vanish.

Mr. ORIOL. You mean initially they funded it for 3 years?

Mr. JEFFREYS. Yes.

*See app. 2, p. 493.

We are concerned about what happens afterwards. I think we might find that there would be an even greater gap in some of the programs which might be funded in the Mexican-American communities, because there are not enough resources there to continue the program after the Federal funds go by the board.

Our organizations, of course, supported the amendment to the Older Americans Act, which would have made it possible to extend some of these programs beyond 3 years.

If that can't be done in toto, maybe it could be done in the way Mr. Greenwood suggested yesterday, that in distress areas, provision could be made to extend the Older Americans Act programs beyond the 3-year limitation, while we work to develop local financial support.

I think that concludes our comments, Mr. Oriol. We thank you again for the opportunity to be represented.

Mr. ORIOL. Thank you.

Mr. Marlin.

STATEMENT OF DAVID H. MARLIN, ASSOCIATE DIRECTOR, LEGAL RESEARCH AND SERVICES FOR THE ELDERLY, NATIONAL COUNCIL OF SENIOR CITIZENS

Mr. MARLIN. My name is David Marlin, Associate Director of a new program called Legal Research and Services for the Elderly, which is about to be inaugurated through the National Council of Senior Citizens under a grant from the Office of Economic Opportunity.

I would like to say something briefly about our program, specifically as it applies to Mexican-Americans.

First, I must say that I could talk at some length about what seems to be the dominant theme developed here in the last 2 days. That is what can be called the program gap—whether it is Federal, State, or local programs designed to improve the lives and conditions of persons—between the program administrators and those persons who supposedly are the program beneficiaries but in fact have great complaints about the operation of the programs.

In 1961 to 1965, I was a trial lawyer in the Civil Rights Division of the Department of Justice, then Assistant General Counsel of the Civil Rights Commission, an investigating body similar to this committee. Since that time, I have been involved in direct legal assistance to the poor.

That experience enables me to realize that the theme which has been presented in the last 2 days is one that occurs and recurs. Without even suggesting or taking sides on the issue, it is a fact that there are thousands upon thousands of poor persons in this country who do not receive the intended benefits. Many programs frequently do not work well, despite the best intention of dedicated officials, for example, those in this room who have the responsibility of carrying out programs.

This is a serious problem and I could not refrain from commenting on it. I have listened in the last 2 days with great concern. I hope that the programs we are inaugurating will have some beneficial influence.

Our program's premise is the same premise that the OEO Legal Service programs have been based upon during the last few years, that is, the great scarcity of lawyers in this country who are equipped to provide legal services to those persons too poor to pay for them.

There are more than 200 programs funded by OEO providing lawyers around the country. It has been clear for some time to top officials and private legal aid groups around the country that many, many more lawyers and millions more dollars are needed to meet the demand.

Our program, therefore, is a demonstration program concentrating on the elderly poor. The purpose of it is to help identify specific legal problems of the elderly and to help provide some solutions to them.

"A NEW BREED OF LAWYER"

There is a new breed of lawyer involved in these programs, dedicated to law reform and institutional changes that affect thousands and thousands of persons, instead of simply a case-by-case oriented program.

We will be funding two programs specifically connected with Mexican-Americans. One of them is a grant we have recommended to the Mexican-American Legal Defense and Educational Fund in San Antonio, an organization funded and established last year by the Ford Foundation.

They concentrate on Mexican-American problems in New Mexico, Colorado, Arizona, California, and to a lesser extent in the Midwest. They state they have approximately 300 Mexican-American cooperating attorneys.

M. ORIOL. This is in San Antonio, throughout the States?

Mr. MARLIN. That is correct. It is headquartered in San Antonio.

They have sent along some statistics which have been borne out by what others have said at this hearing. There are approximately 23,000 Mexican-American citizens over the age of 60 who live in San Antonio; 5,000 of them, approximately, receive old-age assistance. There are thousands of others in and around San Antonio whose incomes are below the level of poverty, who receive no old-age assistance, no social security, no Federal or State benefits of any kind, because many of them crossed the river many years ago without passports, and they believe they are here illegally, and they are afraid to apply for benefits which they urgently need.

They also inform us there are 63,000 Mexican-American farmworkers 65 years of age and older who live in the Southwest with annual incomes below \$3,000.

They outline some of the problems they intend to work on. Consumer protection is one, particularly heightened in the case of Mexican-Americans by the inability of many of them to read, write, and understand the English language, therefore, they can be taken advantage of, and this is a common problem.

One thing that came out in your earlier hearings, and has been mentioned over and over the last 2 days, is the bilingual problem that allegedly occurs in social security and old-age assistance offices. We

hope we will be able to provide some data on that and communicate it to Mr. Hess.

In housing problems, the legal defense fund intends to employ senior Mexican-American citizens who will be outreach workers and will be able to provide legal representation and advice.

ALBUQUERQUE PROJECT

Our other program affecting Mexican-Americans is in Albuquerque. This is chiefly an economic self-improvement program sponsored by the Legal Aid Society there in conjunction with the community project in Albuquerque known as the coordinated action for senior adults.

This program will provide pre-school programs in day-care centers operated by the elderly, and a variety of other business enterprises that will enable many elderly persons to be self-sufficient and to contribute needed services to the community.

Our intention and purpose is to provide lawyers who can represent the poor in the same manner that a large or giant corporation or any businessman, can hire legal counsel for himself. We want to supply legal advice and services to persons who can't afford lawyers, and who need them in order to establish these businesses and get them operating in a profitable way.

Mr. ORIOL. Mr. Marlin, may I answer that?

Perhaps we could have details of those programs submitted for the record,* but I did want to ask you, now this is still a proposal, or has this been funded?

Mr. MARLIN. It has been funded with respect to the National Council of Senior Citizens. There are 11 what we could call subgrantees, two of them are the ones I have discussed.

These subgrantees have all been recommended to OEO. We have every expectation and hope that they will be approved as recommended. They have already been, informally, but I guess I couldn't authentically say that they have been finally approved in writing.

We expect that any day, now, at which point the rest of the administrative necessities can be carried out. We hope that the 11 subprograms will be in operation certainly by the first of March.

Mr. ORIOL. At our hearing in San Antonio we learned of something that I am sure will come under discussion if this project is funded.

In this area, now threatened by model cities relocation, are people who purchased homes, or have small homes, almost cottages, 20 years ago, under something called purchase agreement. Now, we heard from one man who said that his mother bought a house 20 years ago at a total price I think of \$2,500. That was 18 years ago. She still owes \$1,900, even though she has been making monthly payments throughout.

So I refer this case to you.

Mr. MARLIN. Thank you.

Mr. ORIOL. Mrs. Mathiasen, representing the National Council on the Aging.

I think you know that in California we heard from a representative of the Project FIND in Santa Cruz County, which was an NCOA project, and they gave us very good testimony.

*See app. 1, p. 435.

I also would like to say one of the reasons for the interest of this committee in the minority group studies now underway is the fact that at your NCOA regional meeting, you within recent years have made a point of having these issues discussed.

So we are grateful for the help that we have received.

You are coming here with a new title today, aren't you?

**STATEMENT OF MRS. GENEVA MATHIASSEN, PROGRAM ADVISER,
NATIONAL COUNCIL ON THE AGING**

Mrs. MATHIASSEN. Yes. Since January 1, I have retired as executive director but will continue to serve the Council from time to time as program adviser.

I will speak on what we see as the significance of Project FIND as related to the Mexican-American problems, because we did have a good experience with a concentrated group of Mexican-Americans.

I think we have a very practical approach, and got some practical help to practical problems.

This project was a combined research and service program which I would commend highly in relation to dealing with the kind of groups that we are dealing with.

I think that it is often difficult to justify lengthy questioning to the kind of older people we were interviewing—and we attempted to interview every older person in a specified area. But if you can indicate that you are going to try to do something about the problems you find, it makes a very great difference in the kind of response you get to an 18-page questionnaire, for example.

The important thing I think that I would like to say about this is that we have had a very practical and direct approach. In Watsonville where there were many Mexican-Americans we hired an elderly Mexican-American as a project aide. The average age of all our project aides in Santa Cruz County was 70.

I don't think we were just lucky to find Joe Gaxiola, who was in his 70's. He is not exactly a person you would normally choose for directing this kind of program. He had worked in the fields until he was in his mid-60's, then worked in a cannery until he was compulsory retired. He started in as an aide, and soon was promoted to a supervisor of six other aides.

The point was that he was not only Mexican-American himself, he was an aged person, his life experience was similar to those he was interviewing and trying to help.

He confirmed our strong belief that we do not nearly utilize the potential of people who lack training of a formal nature, and people who are in the older age bracket.

For example, the aides had 10 days of training, but the people who did the training were people with whom they were going to deal with in practical problems, like social security, and public welfare. Therefore the aides knew what resources were available, and they were very clearly told what they could and could not do.

There were two trained social workers who served as supervisors and were available for consultation, but the direct contact with the older family was made by the older people who spoke the language, and were themselves representative of the Mexican-American group.

The leadership among the aides was remarkable, genuine, emotional leadership, which Mr. Gaxiola certainly represented.

“PERSON-TO-PERSON PROGRAM”

I think those two points are important.

The other point I would like to make is that I think there has to be an outreach, a person-to-person program. The people in Watsonville did not go to agencies; 75 percent reported no contact with a health or welfare agency during the past year. Even though some 57 percent, I think, were on social security, only 3 percent has had any direct contact with the social security office.

The printed materials are not enough. They have to have some kind of individual interpretation.

Just one other point. We believe there is a great future in the employment of older people in public service of this kind.

In one of our programs in the employment of older people in public service, Mr. Hess, we were experimenting with having them work out of a social security office, where they can do the kind of things that the social security personnel themselves can't do.

I think there is a good deal of material of a practical nature from the Watsonville experience that perhaps would justify some submission of further written testimony for the record.*

Mr. MILLER. Mrs. Mathiasen has commented on the use of older Mexican-Americans for leadership in community service projects such as that in Watsonville.

The impression I am sure Senator Yarborough, Mr. Oriol and I have gathered from our previous hearings has been the unique position occupied by the older person in the Mexican-American family, in contrast, unfortunately, to the position he sometimes occupies in the Anglo-American family.

I would appreciate a comment or two from one of the spokesmen of the Mexican-American group about other observations Mrs. Mathiasen made, of the great value of using the older person in this kind of work, particularly as applies to working in Mexican-American affairs.

Mr. ORIOL. Mr. Pena.

Mr. PENA. Yes, there is a very distinct characteristic which the older people enjoy in the Mexican-American community. This has formed part of many proposals on housing, for example, that have been submitted to HUD, to permit the older Mexican-American to stay around the younger generation.

Mr. Ramos alluded to a very distinct need in the community to have the older generation counsel and talk to the younger kids, whose parents generally are working parents.

I think it is very necessary that the new housing programs that are developed not segregate the older people from the community, but rather keep them so that they can become useful members, give them some feeling of participation and usefulness, and at the same time use a particular status of an older person to counsel and guide the youngsters in the growing stage.

Mr. ORIOL. Mr. Ramos.

*See supplementary statement, app. 1, p. 432.

Mr. RAMOS. One of the quaint characteristics of Mexican culture, or Spanish culture, or even Oriental culture, is that the older people, the older relatives, are revered, they are respected.

The people have gone through life, and in many instances point the way out of problems before the younger ones get into them.

No. 2 is this process of getting old is something, of course, that cannot be avoided by anyone, and it should not be a dread that once you pass the age of 60 or 65, you are going to be relegated to some forlorn place because of a lack of love and respect, and the other factors.

This does not, fortunately, happen in the Mexican-American community. There are many reasons for this: a cultural, No. 1, historic, No. 2, but the economics interlays. The older folks could not possibly move out to a different place. That is a consideration, a valid one, in an area in south Texas, where a family of five children, man and wife, together, make \$1,700 a year.

FAMILY TIES TO ELDERLY

This idea that I threw out a few minutes ago, of a separate room or a small home on the same lot for the older ones, is something that happened in my family, for example; nothing that I dreamed up, or nothing original, but it is something I picked up.

Now, it is most beneficial to the family unit to have the elderly.

In the first place, my mother never have permitted my grandmother to live somewhere else. No question about that. She felt a certain responsibility for the care of her mother. Of course we felt the same way toward grandfather.

She, on the other hand, wanted to remain. There is this human, what we call human affinity. It almost requires us to remain together while we are here on this earth.

It is a very valid consideration. There are cases where the elderly is so ill, so physically dependent, that it really becomes a major problem for the daughter or the son to care for that elderly, and at the same time meet all the responsibilities to their large family.

It would be in those cases where nursing homes, if available in close proximity, would be most helpful.

Mr. ORIOL. Would you say that these urban settings are imposing new and unusual strains on the traditional family pattern, perhaps?

Mr. RAMOS. The problems that arise because of an urban setting are overcrowding, because they continue to live under the same roof and in close proximity, and have continuously refused to go to rest homes.

There must be a compromise made, you see. The compromise seems to indicate there would be rest homes where they could live part of the time, but if it were in close proximity.

Mr. FARGAS. I have one comment, Mr. Oriol.

You are concerned here with availability and usefulness of Federal programs and services, and certainly you have gathered a great deal of testimony regarding factors that tend to reduce availability. You have touched upon some of the elements that induce usefulness.

There is only one criterion, I think, that stand out, and that is the 57.2 years versus the 65 years.

Now, we can talk until we are blue in the face about utilizing the elderly in the program so that, yes, their life is enriched. That is a

criterion for programs that are aimed at the elderly now, but the name of the game is, what do we do to bridge that gap between 57 and 65?

Mr. ORIOL. You are not speaking strictly in terms of health improvement. You are speaking in terms of lifelong fulfillment?

Mr. FARGAS. That is correct.

Mr. ORIOL. Do you have the answer to that question?

Mr. FARGAS. I do want to underline the fact that to the extent that our program criteria hinge around the 65 age limit, we have problems.

Mr. ORIOL. Especially since retirement age does seem to be getting lower for the general population, too. In other words, the 65 is getting more and more remote. Actual programing is difficult.

WHY IS AGE 65 A "MAGIC FIGURE"?

Mr. FARGAS. What I am saying is that since you are considering the usefulness of all this testimony for the purpose of redrafting legislation, since so much of your legislation has been focused on that magic figure, and availability of services when that magic figure is reached, and since so much of the insuring process of this country is focused again on that magic age, and since retirement is contemplated primarily taking place at that magic age, it seems to me that if there is going to be one lever that is going to cause a lot of changes, it is displacing that magic age somewhere along the line, that will make it a lot more meaningful for minority people who never get to that age at this point in time.

It will make it more meaningful for the total population, since we are vitally concerned about, by virtue of our tremendous GNP, we are concerned about making their later years far more meaningful, productive in terms of their own human development.

Hence, the great emphasis on recreation, et cetera, et cetera. So, this, to me, is the one pivotal point around which a great deal of change at least could be focused. Many of them have to do with administration.

Mr. ORIOL. We seem to get toward that point with our discussion of disability, and the possible new definition of it.

Perhaps this is one avenue.

I have seen three hands, Mrs. Mathiasen, I believe, Mr. Gozonsky, and Mrs. Clopton.

Maybe we could hear from them, and then see if anyone else would like to speak.

I am going to take advantage, though. I am going to ask you a question.

My reading of the testimony in Los Angeles indicated the social security came to Project FIND in Santa Cruz to help social security straighten out the problems encountered by those 2,400 people whose benefits were thoroughly mixed up, and because Project FIND was there, they could go to Project FIND.

So my question to Commissioner Hess is, Would this not be useful elsewhere; and to you, Mrs. Mathiasen, do you think this is good, too?

Perhaps you would like to comment first.

Mrs. MATHIASEN. Yes.

As I tried to say a while ago, we found out from medicare alert what the advantages of this kind of person-to-person, individualized contact did.

It was true, I think, that in the Mexican-American population there were particularly difficult problems about people not being able to authenticate age, or authenticate employment, or authenticate a lot of things.

It takes a lot of time, and it takes people who have the time, and are willing to take the time, to go through the process which I think social security offices are not equipped to do.

We hope that this very small demonstration may indicate that if the time comes when there are opportunities for more employment for older people in public service on a part-time basis, this will be one of the areas of service.

Mr. ORIOL. Commissioner Hess.

Commissioner HESS. We certainly will want to pursue the early and rudimentary activities that we have had in this area, both with NCOA, and also I wanted to respond privately, but I will do it publicly, to Mr. Marlin.

PROTECTIVE SERVICES

We have a good deal of concern now about the problems of older beneficiaries who need protective services, legal guardian or otherwise. We would like very much to relate to your project also in terms of developing some prototypes that we could then be sure we could take into other communities, either with the same organizations, or with any local organizations that can represent the older people.

Specifically, I am sorry to say on Project FIND, I cannot reply directly to this question, the status of the 2,400 people with their problems. There were a lot of problems, particularly with the medicare enrollment and the question of eligibility under public assistance of some of these individuals, getting the public assistance rolls and the social security rolls coordinated for the buy-in. Most of that has been resolved.

That is not to say, however, that the people, as you say, Mexican-Americans, don't have special problems.

I would like, if we find it useful, or think it would be useful, to be able to put something more in the record at this point in response to your question.

Mr. ORIOL. We very much would like to have that.

(The information referred to follows:)

First, with respect to the 2400 workers mentioned in the Los Angeles hearings, this was the situation. One of the field representatives from our Santa Cruz Office participated in a meeting with Equal Employment Opportunity people held in the City Hall at Watsonville. The purpose of the meeting was to explore opportunities for mutual assistance. The field representative urged the assistance and cooperation of the participants in getting the important message to the Mexican-Americans, particularly the migrant Mexican-Americans, of providing an employer with their correct account number, of insuring that social security deductions were made from their pay where the services are covered, and also of the desirability of checking their earnings record with social security periodically. He mentioned at this meeting the importance of the correct number in assuring that all of an individual's earnings credits are reflected on his account. He indicated that he was working on a listing of some 2400 names of individuals whose earnings had been reported under incorrect or incomplete social security account numbers and described the efforts undertaken to identify such individuals in order to insure that the credits are reflected on the proper account. No assistance other than educational assistance was provided for this identification of workers.

In a discussion with Mr. Dieppa who mentioned these 2400 workers in his Los Angeles testimony, Mr. Dieppa indicated the excellent relationship that existed with the Social Security District Office in Santa Cruz and his appreciation of the social security efforts designed to improve reporting and to protect the rights of individuals.

With respect to the information given at the Washington hearings relating to referrals made to social security of eligible individuals, we understand that the 374 figure furnished by Mrs. Mathiasen was actually the number of welfare referrals that were made and that during the period of over a year Project FIND did make 136 referrals to social security. These, however, cannot be equated with the number of individuals for whom first eligibility to receive benefits was discovered.

Mrs. Mathiasen mentions a project in which some older people are working out of a social security office. This activity is taking place with our Trenton, New Jersey office. It is under a Senior Community Service Program working through the Trenton Community Action Program. There are two older persons assigned to the district office who work at \$1.60 an hour, not to exceed 32 hours a week. These individuals are screening records at the Trenton State Hospital for possible disability benefit leads. We understand that the individuals are very capable. The project, however, started on January 6 and we are unable at this point to provide an evaluation of the project itself.

Mrs. MATHIASEN. We have some figures on that.

In this area, there were 242 reportedly "successful" referrals to social security which would imply that there were a number of people who were deserving either of medicare or social security benefits, who were not at that time receiving them, or who had other problems such as lost checks, et cetera.

I don't know about the 2,400. There were 2,583 referrals made by Project FIND to other agencies and organizations during the course of the project.

Mr. ORIOL. Did you have a comment you wanted to make before I asked you that question?

Mrs. MATHIASEN. I think I will skip it, in the interest of time.

Mr. ORIOL. Mrs. Clopton?

Mrs. CLOPTON. In defense of our Texas program, I do want to say we have great concern, we are not happy with that program, we are just beginning our program, hopefully.

Our great concern, of the lack of Mexican-American grants, lack of Mexican-American services to elderly people, and as this gentleman over here so aptly put it, we have had, and I can cite you Kinksville, Victoria, several places in the southern part of Texas where we have had grant application after grant application coming to us. We have had consultants go down.

First, I would like to say that it is awful hard to get a community interested in sponsoring a program for the elderly. They will go for the children—this is great. We have fought this several times, and to our chagrin, we had one written up. The girl who sold the children's program did a better job than I.

Consequently, we have had many problems of getting people really interested in programing in this area.

We have had three grants in our office that had to be turned down because of lack of grantsmanship.

This, we think, is a real needy program. We are interested, and I want to tell you at the end we are interested in the Mexican-American just as much as we are interested in anybody else, and our whole program, we hope, is just beginning, and it is not completed yet.

Mr. ORIOL. We do want to hear from Mr. Gozonsky.

Do you want to discuss this point?

Mr. RAMOS. It seems to me like we don't disagree, as far as the administrative problems that exist. I am, though, bewildered by the statement that you are just beginning. Actually, you have been in operation for a long time. That is just a point.

Now, it brings to mind this area of grantsmanship. Operation Headstart, when it was beginning, and we were researching this area, and we found out that they had less than a hundred applications for the whole country for areas with concentrations of Spanish-surname persons, our approach at that particular time was to acquire a simple application form that was made available by Operation Headstart.

As a result of our efforts, we had to postpone the deadline by which these applications could be received, presented over 2,000 of these applications throughout our areas of concentration, and as a result of this effort, and much to our criticism, we had a higher concentration of Operation Headstart programs in our areas of concentration than in any other place for any other ethnic group throughout the country.

Now, I agree with you and with Mr. Fargas that there have to be grants made out to the people who can provide these technical services in drafting their proposals, so that your office may be able to approve them.

That is a serious problem. I don't know whether your office would make those grants out or not. I am not aware of that. But this is a serious problem.

It would seem to me that this would be exactly the area in which you could emphasize whatever technical services you might have available to develop within and without your agency.

Mrs. CLOPTON. May I say we tried to?

Mr. RAMOS. You tried?

Mrs. CLOPTON. Yes, we tried.

Mr. RAMOS. If you tried and failed, why not get some people in there that perhaps could have more success?

That is just a political constructive recommendation.

Mr. ORIOL. Mr. Pena.

Mr. PENA. I just want to make a general observation.

It is always very reassuring to participate in a meeting of this kind, where Washington-based policymakers bound by the policies of their agencies try to make generalizations and weak excuses as to why it is that Mexican-Americans don't take advantage of the services that their agencies provide.

But seldom do they ever look at the real problem, seldom do they ever look within their own organizations, at the real problem.

I think there is a wide world of difference, and I am sure you found out in your hearing the difference between the policy that is expounded here in Washington and the actual practice that the agencies undertake down in the community.

I have never heard anybody say or admit, any Government agency say or admit, that some of their people down in the Southwest are not doing their job, you see, or may be a little bit prejudiced, or may be just stupid and ignorant.

“SERVICES . . . NOT BEING MADE AVAILABLE”

It seems to me that is where the major problem is. It is not that Mexican-Americans are not willing to take advantage of the services. It is just that the services are not being made available.

Now, the Government has a number of ways of measuring effectiveness in the jobs. The Social Security Administration, for example, says you have to do so many interviews a year, or hour, or day, or week, and that determines how effective you are doing your job.

It seems to me if you were to put that same kind of requirement on the administrator at the local level, saying, “You have got to deal with so many Mexican-Americans at a time,” or “You have to make the services available to so many Mexican-Americans at the time”; if you were service oriented, really, rather than measuring pieces of paper; if you were measuring the effectiveness of the program, and based on that measure the administrator would be graded whether or not he was doing the job; it seems to me many of these problems would disappear.

One of the basic problems that has been mentioned by all these sympathetic administrators is that they cannot find Mexican-Americans that are qualified to do the job. They are perfectly willing to find Anglo-Americans to do so, but Mexican-Americans have to be qualified.

Let me explain right now, in order to qualify for a civil service job, you have to pass a Federal service entrance examination, which has no relation to the job. You have to have some background in some academic subject in college that only generally relates to the type of job involved.

In all these applications, the civil service requirements say that the man must be able to communicate orally and/or in writing. That is the basis of whether a man is qualified to do a job for the Federal Government.

It seems to me that if, really, the Government is trying to perform a service, the Government ought to require these people to be able to communicate effectively with the people to be served, and that should be a basic requirement for any of these jobs that require frequent contact with the Mexican-American community.

Once you tell a man that, in order for him to get his five people on the staff, he has got to hire five people who can speak Spanish, he will find five people who can speak Spanish. If that is the basic requirement for the job, he will find them.

It is nice to know that there is some emphasis placed on hiring Mexican-Americans, hiring bilingual people in that they put a special recruiter, but you know what they are really doing is that they are getting the services of a bilingual person for free, because they hire a guy that can speak Spanish for the same salary that they can hire a guy who can speak both English and Spanish, and can do the job more effectively. It is actually another form of cheap Mexican labor.

CIVIL SERVICE CRITERIA REQUESTED

I would recommend to the Senator, and he is a member of the Senate Committee on Civil Service, that the Civil Service Commission make as a basic requirement to all jobs that require frequent

contact with the Mexican-American people that the applicants must be able to communicate effectively with the people to be served.

By doing that, he is upgrading the basic qualifications for the job.

I don't see any reason why service agencies should not be made more responsive to the people they are supposed to serve. I think this would be one way of achieving that goal.

Mr. ORIOL. Mr. Burk, who represents the Association of Retired Civil Service Employees was smiling. I wondered if he has anything to say at this point.

Mr. BURK. Not in particular, Mr. Oriol.

He enlarged a bit on the matter that I touched on, that the majority of our Mexican-Americans that I know about are in the lower wage levels of civil service employment. This is partially due to the fact that they can't pass the examination for the higher levels.

Mr. ORIOL. What do you say of that examination?

Mr. BURK. I think he is exactly right on it.

Mr. ORIOL. I will turn the meeting over to Mr. Gozonsky right now.

Mrs. MATHIASSEN. I have one quick comment relating to what you said about family relationship.

One of the things that few among the Mexican-Americans asked help for was in recreation. They seemed to meet their social needs within the family, church, and close circle of friends.

Two things they seemed to need urgently were eyeglasses and teeth.

I think if we learn to concentrate first on what are known to be real needs, we make better impact.

Mr. ORIOL. Mr. Gozonsky.

STATEMENT OF MOSES GOZONSKY, DEPUTY ASSISTANT FOR PROBLEMS OF THE ELDERLY AND HANDICAPPED, DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

Mr. GOZONSKY. I would like to make two comments, Mr. Oriol.

Number 1, I think it would be important to note that there is a program in the 1968 Housing Act which provides for non-interest-bearing loans to nonprofit sponsors of housing which can be made to these potential sponsors, and I think this program, when it is sufficiently funded, will lift a great amount of the burden for many groups, inasmuch as we have found over the years that a lot of potential sponsors would be excellent sponsors, but they did not have the seed money necessary to go ahead with the planning, the architect's drawings, buying options on land, and so on.

So, to the extent that the funds are available now, they will help some projects this year.

I think the legislation called for something on the order of \$71½ million to be authorized this fiscal year, but the actual appropriation was only a half million dollars.

The other point I would like to make is in regard to comments here in reference to the average life expectancy of Mexican-Americans being only 57 years.

Perhaps what we really ought to do is to turn to the root causes. I don't know what they are specifically, but I would guess at least that they have their roots in the very early ages, and in what happens to infants and young children of Mexican-American origin.

By the time they are 50 or so, it really is too late to do anything about their life expectancy. I would think this ought to be of very major concern to all of us.

Mr. MILLER. Not to minimize that point, but to return to your first point and discussion of this new program, are not the people still going to be confronted with this word "grantsmanship," even in that kind of program? Is it not a rather imperative thing that people at all levels of government take a hard look at possible ways to remove the premium placed on grantsmanship skills through some sort of simplification in the way that these grants are considered and acted upon?

I think this is particularly important in housing, for example, but it is true in the other areas as well.

Is this not, in your judgment a valid point?

Mr. GOZONSKY. I would think so.

Mrs. MURPHY. On the grantsmanship, I am the grants consultant at the National Conference of Catholic Charities, and I am somewhat knowledgeable.

It seems to me that an immediate solution probably would be for some of the agencies to conduct institutes on filling out grant forms, and things like that for organizations likely to apply for grants and thereby train them in the art of grantsmanship so that they would not have to hire outside experts.

When Government agencies want to buy something, they send out competitive bids. They could do something like this when they see the need for certain programs or projects. Oftentimes it is very hard, even though you have a lot of talent within your organization to come up with something that will strike a responsive chord in a Federal agency at a particular moment.

It seems to me, therefore, that the agencies could circulate proposals among the organizations which they think could do a job, and say, "I think we should do such here, I think we should find thus-and-so—would you be capable of doing it?"

Mr. ORIOL. In other words, a number of organizations submit their proposals to do this thing.

Mr. MILLER. However, you would limit that particular type of approach, I gather, primarily to the grantsmanship involved in studies and research projects.

Mrs. MURPHY. Yes.

Mr. MILLER. Whereas the thing I was directing my question to most particularly was the elimination of redtape to minimize the grantsmanship in service programs.

Mrs. MURPHY. Especially in the housing field, because you need a lot of seed money to get a housing project going.

Mr. ORIOL. May I note for the record, Mr. Burk and Mrs. Clopton nodded "yes" when Mr. Miller asked the question, when we were discussing this point with Mr. Fargas, before it was suggested that the people seeking grants be given technical assistance by experts who know how to make the best possible use of the program.

So instead of reducing programs, eliminating redtape, by all means, but giving help where it is needed to make full use of the program might hit the mark.

Mrs. Clopton.

Mrs. CLOPTON. I would think so.

Relating to that, other than the grantsmanship and complications of writing a grant, and some of you, I am sure, have had grants made, applications change time and time again.

Other than so often, when we get this through, there is not enough matching in kind. There is not enough resources in the country. Even after we have tried, and after we have gotten a grant written, when we go back, there is not enough going to meet Federal requirements, and in kind resources within the community for matching funds, or sufficient resources for continuing of the project, as we were discussing just now.

This is another concern. I think that definitely should be considered in a discussion of what is the requirement for matching in kind, and in kind resources.

Mr. ORIOL. Mr. Gozonsky.

"PACKAGE" CONSULTANTS AVAILABLE

Mr. GOZONSKY. In terms of developing applications for housing projects, there are provisions in our direct loan program of housing for the elderly, and I think now in the various FHA programs, employment of consultants or "packages" who are skilled in the requirements, who are familiar with all the requirements both in the Federal and local level, and this is a type of provision which would be available to members of Mexican-American organizations who do have these skills in order to develop the projects, and I think it is also true that you can't really expect that the lending or granting of a \$1 million or \$7 million fund is going to be an easy, simple process.

I think we all need to try to make it easier, and make the programs better understood by everybody. It is inherent in the development of a project which involves large amounts of money, and is going to serve over a long period of years, that there are problems which just can't be solved by a quick look and quick writing down of a number of words.

Mr. ORIOL. Comment from Mr. Marlin.

Mr. MARLIN. The Department of Health, Education, and Welfare has in the last few months inaugurated a program of providing lawyers to welfare recipients whose salaries are paid, and therefore made available by the Federal Government, to handle any problems of administration of a public assistance program.

I wondered if something like this would be considered in the terms of the grantsmanship we are talking about, if HUD should not make available those technicians, those lawyers to represent community groups, and represent other persons who are endeavoring to cut down the redtape and make the program work.

Mr. GOZONSKY. At least in the housing field, I think that almost invariably you will find that regional offices, for example, go to great lengths to help nonprofit sponsors better understand the applications and requirements, and not only understanding, but helping to develop the data which is necessary to support the applications.

I would say this is generally true.

What the individual experiences are, of course I can't tell. I would say that the regional offices do represent an ongoing resource in this area, and have, at least as long as I have been in the Department.

Mr. MARLIN. It is those individual experiences which determine whether or not the programs are really effective.

I notice from experiences in Washington, D.C., where nonprofit groups have attempted to secure mortgages, different forms of financing from the FHA and from other groups, that there are lots of problems in achieving those results.

So I wouldn't just assume that it is working out well, because I think in fact it isn't.

IMPASSE WITH HUD

Mrs. MURPHY. With regard to that, I would like to say we had an organization in Montana, I think, that was trying to get a Federal loan for a retirement home, and we finally had to ask Urban America to help them, because they had come to an impasse with HUD.

That organization provides services to organizations that want to develop housing projects.

Mr. GOZONSKY. We are working very closely with Urban America, I am sure as you know, in HUD.

The fact is that there aren't enough people in the regional offices to provide all the services that may be necessary. I can assure you that to the extent that they are physically able to do so, to handle the load, that they will cooperate with local groups.

Mrs. MURPHY. Oftentimes what is involved is a matter of principle, or a matter of policy, or a matter of law. In the case I cited, HUD said that the population could not support apartments that would rent for \$100 a month; they needed something cheaper while the organization thought the population could afford the higher rents.

Mr. ORIOL. Mr. Pena.

Mr. PENA. There were a great deal of things said yesterday and today which I would like to comment on, I would like to make one comment about one particular aspect of testimony presented by Mr. Greenwood.

He quotes a director of nursing and convalescent homes, a quote which I think is grossly unfair, and a gross overgeneralization. It does more damage to his position, and to the position of Mr. Hornburg, than explain the real problem.

He says:

Many of the younger family members are reluctant to place older members in nursing homes because of dependency on the pension of the older members to supplement their family income.

If that is the basic reason that these people were involved with the poor and aged on a daily basis, and if this is the only frame of reference that they can find why an aged is not placed in nursing homes or convalescent homes, we are way out of touch, I think, with the community.

We talked about the aspects, which I think are the more basic reasons, as to why the Mexican-Americans do not place their aged in nursing homes.

I would say that if there is any support to this position it is a very minor reason why the Mexican-American elderly are not placed in nursing homes.

He also says it was revealed that when Mexican-Americans occupy public housing, they all prefer the first floor, and many do not use the entire number of rooms allocated for them.

I think that the Mexican-American community ought to hit this man over the head. I can't understand how a man can stand here and tell Senator Yarborough that Mexican-Americans do not use all the space allocated under public housing, and then they come in here and say we can't find any kind of qualified Mexican-Americans.

What the hell makes him qualified to make such a statement?

That is the only statement I want to make.

Mr. RAMOS. You mentioned you have been unsuccessful in the Mexican-American community in grantsmanship.

As I said before, there must be something wrong, either in the community or in your office.

One of the recommendations that has been made here many times is why people who are knowledgeable or bilingual, who are sympathetic, be they Mexican-American or not, cannot be included in these staffs, so that at least you have the benefit of this extra dimension on your staff.

I would like to ask you directly whether or not you have in any of your staff this extra dimension of resource, No. 1.

No. 2, you mentioned, of course, that you were receiving a few of these applications, that you were having difficulty in finding qualified Mexican-Americans.

No. 3, that there are other problems why programs could not be granted, followed through, seed money, all these problems.

Of course, this is on the negative side. Now, what positive steps has your office taken to alleviate this gap in Federal moneys being available, and a few of these programs being available to Mexican-Americans?

Mrs. CLOPTON. We have a technical advisory board. We have consultants in sociology, consultants which we are very fortunate to draw from the schools and universities, who have gone to help in some of these areas.

Our staff is very limited, as everybody else's is, I am sure.

They have made it possible for us to draw on consultants in the State who are knowledgeable in this area, and this is one of the ways in which we function in trying to operate some of these Mexican-American programs.

Mr. RAMOS. The question is, do you have any Mexican-Americans now?

Mrs. CLOPTON. Not on the staff, no. We have Mexican-Americans working with project directors.

Mr. ORIOL. What is the size of your staff?

Mrs. CLOPTON. Three. One is an administrative assistant for the Older Americans Act, a program developer—

Mr. RAMOS. What positive steps are you taking to close this gap between the Federal funds being available, Federal legislation being there to help all elderly in Texas, and a lack of programs, or inability to reach and involve the Mexican-American elderly?

WOULD WAIVE MATCHING GRANTS

Mrs. CLOPTON. We are recommending at present that this in-kind matching be waived or lowered completely in specific areas, and that these grants would extend for 4 years.

That is our recommendation.

Mr. RAMOS. You have already indicated—I hate to be cross examining you—you have already indicated that there were a few of these programs that were reaching Mexican-Americans.

Now, your solution to that particular problem is that those existing programs be extended to a 4-year period?

Mrs. CLOPTON. To all the programs, and specifically this is our recommendation on this program, the Older Americans Act be extended to a 4-year program. We are recommending specifically that the length of the grant would be extended in these areas, if none other.

Mr. RAMOS. I fail to see the logic in that reply.

In view of the fact that you have already indicated that these programs are not reaching the Mexican-Americans, how would extension of those existing programs assist in closing the gap, to bring these services to Mexican-Americans?

Mrs. CLOPTON. Not these programs named. The programs that we are hoping to initiate, because there is not Federal in-kind, we do not have Federal in-kind resources to initiate a program in this area.

This is what we hope to do, to waive, to either waive in-kind resources, or to lower the in-kind resources in this area, so that we would be able to work it out.

Mr. RAMOS. Would it be possible to acquire from you in written form these positive steps?

Mrs. CLOPTON. Yes, we will be happy to.

Mr. ORIOL. I thank you.

I would like to note for the record that representing Ambassador Telles here today was Frank B. Dean, from the staff.

Did you have anything you wished to add?

Mr. DEAN. No.

Mr. ORIOL. I also would like to thank each of you, not for your patience, but for your involvement.

I really think that we had here the kind of exchange of ideas that must occur if we are all to progress to the goals that each of us wants.

I also would like to note at one point today, somebody called this a conference. I am glad that that occurred, because we did want the exchange of opinion and information that does occur at a conference, and that is why Senator Yarborough chose this format. But I would remind everybody that this was a hearing.

As a result of the hearing, a report will be issued, recommendations will be made, and those recommendations will be made by Senators who will be anxious to see that those recommendations are fulfilled.

I think Senator Yarborough has indicated his great interest in the subject today, and he I am sure will give personal attention to the recommendations that follow.

So I think each of you has participated in a definite, positive act today. I thank each one of you.

Mr. Miller, do you have anything else?

Mr. MILLER. No.

Mr. ORIOL. Does anyone else wish to add anything at this point?

Once again, thank you very much.

The hearing record will be open for a month for any additional written statement that you wish to add.

(Whereupon, at 1:30 p.m., the committee adjourned.)

APPENDICES

Appendix 1

ADDITIONAL INFORMATION FROM WITNESSES

ITEM 1. SUMMARY OF RECOMMENDATIONS BY HUD TASK FORCE ON EMPLOYMENT OF MEXICAN-AMERICANS*

EFFORTS TO INCREASE MEXICAN-AMERICAN STAFF IN DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT IN 1968

A. Make special effort when visiting colleges on HUD recruiting schedule to have as many Americans of Spanish surname on interview schedule as HUD recruiters should make special effort to convince students that career opportunities exist and inform them in considerable detail about steps necessary to acquire Civil Service eligibility.

B. Regional Offices should give special emphasis to high schools with heavy Mexican American enrollment, particularly in areas of considerable unemployment, to secure stenographers and typists for Regional Offices and Washington headquarters. Junior colleges in California also offer opportunities to recruit superior quality stenographers and typists of Spanish surname and should be a source of recruitment.

C. Employ as many Americans of Spanish surname as possible in Summer College Employment Program.

D. Use Youth Opportunity Programs to increase employment of Americans of Spanish surname and to make more members of Mexican-American community aware of employment opportunities in HUD.

E. To assist HUD in locating qualified Americans of Spanish surname for senior level positions, steps should be taken to establish a system providing steady flow of information to groups, organizations and to individuals of prominence regarding existing and anticipated job openings.

An important aspect of this program would include making certain the groups and individuals understand: (1) various kinds of vacancies occur from time to time but any one type may not exist at any given moment; (2) Civil Service eligibility on an appropriate register is a requirement for almost all HUD positions; and (3) appointment to positions is on a competitive basis rather than mere eligibility assures employment.

F. To assure that qualified and eligible Americans of Spanish surname be made known to appointing officials having jurisdiction over offices in which vacancies occur for which such candidates should be considered: (1) FHA Insuring Offices learning of qualified candidates would advise HUD Regional Office and FHA Central Offices; (2) Regional Office learning of such candidates would advise appropriate FHA Insuring Offices and HUD Office of Personnel; and (3) when HUD Office of Personnel learns of such candidates, Personnel Division of FHA and HUD Regional Offices would be advised.

G. Minimum goals for employment of Americans of Spanish surname be set for each office, but not quotas.

H. Add an employee to San Francisco and Fort Worth Regional Offices to coordinate all minority group employment.

REPORT ON TASK FORCE MEETING IN LOS ANGELES, CALIFORNIA, MARCH 1, 1968

Proposals made during the meeting included a suggestion that in-service training be used to attract Spanish-surnamed applicants. The Task Force

*See statement of Mrs. Marie McGuire, pp. 355-362, 366-368.

endorsed a proposal for a local television program to increase employment among this group. During the course of the meeting, a report was given on the various contacts made within the Mexican American community in the Los Angeles area, including Mexican American student associations and faculty on university, college and junior college campuses and Mexican American community organizations, agencies, and individuals in northern and southern California. The Task Force noted plans for a HUD recruiter to visit all FHA Insuring Offices in the Fort Worth Regional Office area to check on possible job opportunities for Mexican Americans. The Regional Office in San Francisco was asked for a report on Mexican American population in Reno, Nevada, Seattle, Washington, and Portland, Oregon, to determine whether recruitment efforts in those cities would be warranted. Several members of the Task Force were planning to attend the Mexican American Legislative Conference in Sacramento, California on March 8 and 9. Plans were to be made to develop a mailing list of Mexican American organizations which would receive additional recruitment material developed by the Task Force.

TASK FORCE MEETING IN EL PASO, TEXAS, ON MARCH 15 AND 16 DURING CABINET-LEVEL CONFERENCE ON MEXICAN-AMERICAN AFFAIRS

This meeting was held to: (1) obtain advice and assistance from the Pan American College faculty; (2) meet with students as a group and explain HUD's career opportunities; (3) interview interested students individually; and (4) administer the Federal Service Entrance Examination and make offers to qualified applicants on the spot. This site was chosen because of heavy Mexican American enrollment. In addition to assistance from faculty, Commissioner Ximenes's Committee and Ambassador Raymond Telles of the Mexican American Border Commission also provided aid. All graduating students of Spanish surname at the College were invited to a group meeting by book wire.

Suggestions derived from the meeting and recommended by the Task Force included the following: (1) it is desirable to start informing Mexican American students of opportunities in HUD and Federal Government earlier in college careers, including discussion at a freshman orientation course; (2) opportunities should be discussed in individual classes in such subjects as political science, sociology, accounting, etc.; (3) a speaker should be provided for the Junior Year Lecture Series; (4) meetings should be arranged during recruiting trips and at other times, if possible, with faculty groups; and (5) contacts should be developed with Fall Valley Conference of High School Counselors.

Faculty members wanted to become better informed to be able to give students better awareness of career opportunities in the urban field. They also suggested that a Mexican American recruiter would help students believe that opportunities were available. They also recommended emphasis on employment of Mexican American students and professors in HUD Summer College Employment Program as best salesmen of opportunities in HUD and advised employment of several Mexican American students in one location.

The faculty members believe too little consideration is given to parental influence on Mexican American students. To help overcome this, they suggest that brochures in Spanish should be developed for and aimed at parents.

TELEVISION

The Director of the Office of Public Affairs in the San Francisco Regional Office was trying to work out a plan to use television to acquaint the Mexican American community with career opportunities in HUD.

ATTENDANCE AT G.I. FORUM MEETING, CORPUS CHRISTI, TEXAS

The Task Force Chairman attended a meeting of the G.I. Forum in Corpus Christi, Texas, where he reported on HUD's employment accomplishments and future plans to seek an increase in Mexican American employment in HUD and discussed college recruiting plans which appeared to meet with considerable approval from those at the meeting.

NOTE.—Reports from campus recruiting representatives indicate much better current turnout of Mexican American students than in past efforts.

LOW-RENT PUBLIC HOUSING

PARTICIPATION

Mexican-Americans occupy 36,247 of the 74,794 low rent public housing units in the five states of this survey. Public housing opportunities are not uniform throughout the area however. Rates of participation vary from state to state. In California 33.5% of the public housing units have Mexican-American occupants (Mexican-Americans are roughly 10% of California's population, roughly 20% of its \$3,000.00 per year income population) while in New Mexico 75% of all low rent public housing is occupied by Mexican-Americans who represent 28% of the state's population and 42% of its \$3,000.00 income group. In most states, as in those cited above, the percentile of public housing occupied by Mexican-Americans exceeds considerably the percentile of poverty level Mexican-Americans. Texas, however, is an exception. There, where 52% of the state's below \$3,000.00 income group is Mexican-American, public housing is only 43% occupied by Mexican-Americans.

ITEM 2. MATERIAL SUBMITTED BY ARTHUR E. HESS,* DEPUTY COMMISSIONER, SOCIAL SECURITY ADMINISTRATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

EXHIBIT A. SELECTED TEXAS COUNTIES WITH FIFTY PERCENT OR MORE MEXICAN-AMERICAN POPULATION

AMOUNT OF MONTHLY SOCIAL SECURITY BENEFITS, FEBRUARY 1968

County	County population	Monthly benefits
1. Brooks.....	9,000	\$56,053
2. Cameron.....	151,000	916,102
3. Dimmit.....	10,000	56,562
4. Duval.....	13,000	80,677
5. Frio.....	10,000	69,775
6. Hidalgo.....	181,000	1,030,886
7. Jeff Davis.....	2,000	11,514
8. Jim Hogg.....	5,000	34,291
9. Jim Wells.....	35,000	209,238
10. Kenedy.....	1,000	4,443
11. La Salle.....	6,000	39,871
12. Maverick.....	15,000	99,641
13. Presidio.....	5,000	42,715
14. Starr.....	17,000	74,308
15. Webb.....	65,000	415,846
16. Willacy.....	20,000	98,222
17. Zapata.....	4,000	33,031
18. Zavala.....	13,000	63,754
Total.....	562,000	3,336,929

*See statement, p. 375.

EXHIBIT B. LETTER TRANSMITTING "ADVISORY COUNCIL ON HEALTH INSURANCE FOR THE DISABLED" REPORT TO THE CONGRESS

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
Washington, January 3, 1969.

HON. HUBERT H. HUMPHREY,
The President of the Senate,
Washington, D.C.

DEAR MR. PRESIDENT: I have the honor to transmit to you a report of the "Advisory Council on Health Insurance for the Disabled." The Council was appointed in 1968 as required by section 140 of the Social Security Amendments of 1967. As the law directs, the report includes the Council's findings and recommendations with respect to the unmet needs for protection, the cost of providing such protection, and methods of financing such protection.

In summary, the Council finds that a high proportion of severely disabled people are unable to obtain comprehensive health insurance protection and have an unmet need for such protection.

Therefore, the Council recommends that the hospital and supplementary medical insurance programs under title XVIII of the Social Security Act (Medicare) be extended to the disabled. The principle of Medicare coverage for the disabled is supported by a majority of 11 to 1. Eight of the 11 recommend that both parts of the Medicare program as extended to the disabled be financed through social security contributions and a contribution from general revenues. Thus, in the case of the medical insurance program the Council recommends, instead of the present method of financing on a voluntary, current-premium basis, the contributory social insurance method used in the present hospital insurance and social security cash benefits programs.

While 3 members recommend that Medicare protection be made available only after disability has lasted 12 months, the majority recommends protection for those whose disability has lasted for 3 months (regardless of how long it can be expected to last) and, in addition, for certain older workers (age 55 to 64) who meet a proposed "occupational" definition of disability. (Under present law, cash benefits are generally available to disabled workers under age 65 on the basis of a disability that has lasted at least 6 months and that can be expected to last for 1 year.)

I wholeheartedly support the recommendation of the Council to extend Medicare coverage to the disabled on a contributory social insurance basis. I recommend that this protection be made available to all disability cash beneficiaries under social security. I am also recommending that eligibility for disability cash benefits under social security be provided, as the Council has recommended that eligibility for Medicare benefits be provided, for those who meet a 3-month waiting period, without any prognosis requirement. Thus, under my recommendation, both Medicare and cash benefits would be payable on the basis of a 3-month waiting period and without any prognosis requirement.

The additional Medicare disbursements on behalf of beneficiaries under the proposal I recommend would be about \$2 billion annually in the early 1970's and the protection would go to roughly 2 million disabled people—workers, widows and widowers, and adults disabled since childhood. Approximately 70 percent of the cost of the proposal is for hospital and related coverage; the other 30 percent is for physicians' services and related coverage. The level-cost of this proposal is 0.66 percent of taxable payroll with the present \$7800 earnings base; if the base is increased in steps to \$15,000, the level-cost of the proposal would be lower—0.53 percent of payroll. I believe the additional protection is well worth the additional cost. I would hope that this additional insurance protection would further help to restrain the increasing costs of Medicaid and other welfare programs.

I recommend the favorable consideration of this proposal and prompt action by the Congress on this matter.

Sincerely,

WILBUR J. COHEN, *Secretary.*

EXHIBIT C. MEDICARE ENROLLMENT DATA FOR FIVE STATES

PERSONS ENROLLED IN HOSPITAL INSURANCE AND IN MEDICAL INSURANCE BY TYPE OF ENTITLEMENT¹ FOR SELECTED STATES AND SELECTED YEARS WITH CORRESPONDING ENROLLMENT

	Hospital insurance			Medical insurance			SMI/HI		
	July 1, 1966 6 months	July 1, 1967 6 months	July 1, 1968 ² 3 months	July 1, 1966 6 months	July 1, 1967 6 months	July 1, 1968 ² 3 months	July 1, 1966	July 1, 1967	July 1, 1968 ²
California:									
All enrolled.....	1,608,277	1,665,167	1,705,000	1,513,524	1,584,918	1,660,000	94.1	95.2	97.4
SSA.....	1,358,706	1,490,286	1,540,000	1,299,723	1,424,717	1,499,000	95.7	95.6	97.3
RRB.....	56,439	58,696	59,000	53,132	54,481	57,000	94.1	92.8	95.5
Other enrolled.....	214,277	137,991	128,000	181,133	126,914	127,000	84.5	92.0	98.9
Colorado:									
All enrolled.....	175,092	179,668	183,000	166,739	171,097	178,000	95.2	95.2	97.2
SSA.....	139,710	154,481	159,000	133,558	146,925	154,000	95.6	95.1	96.9
RRB.....	10,734	11,182	11,000	10,187	10,483	11,000	94.9	93.7	96.2
Other enrolled.....	28,295	17,758	16,000	26,518	17,306	16,000	93.7	97.6	100.0
New Mexico:									
All enrolled.....	62,181	64,879	67,000	57,188	56,888	61,000	92.0	87.7	90.3
SSA.....	47,631	53,402	56,000	43,811	48,492	53,000	92.0	90.8	93.5
RRB.....	3,925	4,066	4,000	3,574	3,682	4,000	91.1	90.6	94.1
Other enrolled.....	11,729	8,562	8,000	10,852	5,814	6,000	92.5	67.9	67.9
Arizona:									
All enrolled.....	120,746	130,892	136,000	113,115	121,765	130,000	93.7	93.0	95.8
SSA.....	102,180	116,508	122,000	95,859	108,629	117,000	93.8	93.2	95.7
RRB.....	6,780	7,311	7,000	6,307	6,693	7,000	93.0	91.5	95.1
Other enrolled.....	14,282	9,729	9,000	13,350	9,009	9,000	93.5	92.6	98.1
Texas:									
All enrolled.....	877,027	911,549	935,000	837,184	857,996	909,000	95.5	94.1	97.2
SSA.....	687,792	751,137	784,000	643,528	706,722	760,000	94.8	94.1	97.0
RRB.....	35,707	37,611	39,000	33,266	34,497	37,000	93.2	91.7	95.6
Other enrolled.....	173,412	134,268	125,000	170,799	127,777	124,000	98.5	95.2	99.1

¹ Persons dually entitled to SSA and RRB benefits are counted under both SSA and RRB entitlement.
² Data for July 1, 1968, recorded in thousands as it is provisional data based on a 3-month update.

³ Ratios determined from unrounded data.

EXHIBIT D. SOCIAL SECURITY ADMINISTRATION SPANISH INFORMATION MATERIALS
AND SPANISH-LANGUAGE PUBLICATIONS AND FILMS

SOCIAL SECURITY SPANISH PUBLICATIONS

Spanish publications in stock or under revision

OASI-21SP	Social Security and Your Household Employees. (Being revised.)
OASI-25dSP (10/66)	Information for Self-Employed Farmers. (Being revised.)
OASI-25hSP (5/67)	Social Security Record Book. (Migrant worker's record book.)
OASI-38cSP (4/64)	A Harvest of Hope. (Being revised.)
OASI-738SP (1/67)	Carry Your Medicare Card When You Visit A Doctor or are Admitted to a Hospital. (Posters.)
OASI-896SP (6/67)	Home Health Services. (Being revised.)
SSA-779PR (6/67)	Your Duties as Representative Payee.
SSA-1420PR (4/68)	Rights and Responsibilities.
SSI-10SP (10/67)	Joe Wheeler Finds a Job. (Being revised.)
SSI-14f (5/68)	A Message About Medicare for Social Security Beneficiaries Who Live Outside the United States.
SSI-14SP (2/68)	Your Health Insurance. (Being revised.)
SSI-15SP (7/68)	Social Security Information for Crew Leaders and Farmers.
SSI-29cSP (8/68)	Social Security—What It Means for the Parents of a Mentally Retarded Child.
SSI-35SP (10/68)	Your Social Security.
SSI-37SP (2/68)	How to Claim Medical Insurance Benefits.
SSI-39SP (9/68)	When You Enter a Hospital—How Does Medicare Help? (Being revised to show \$44 figure.)
SSI-40SP (9/68)	Outpatient Hospital Benefits.
SSI-43P (2/68)	A Brief Explanation of Medicare—Health Insurance for People 65 or Over. (Being updated to show \$44 figure and \$4 SMI rate through June 1970.)
SSI-48SP (10/68)	Social Security Cash Benefits for Students 18 to 22.
SSI-50SP (9/68)	Your Medicare Handbook.
SSI-54SP (12/68)	Payroll Leaflet: An Explanation of Social Security Deduction.
SSI-57P (7/68)	Check Your Social Security Account.
SSI-58SP (9/68)	Right to Question the Decision Made on Your Claim.
SSI-59SP (10/68)	Facts You Should Know.
SSI-855SP (2/67)	Social Security Benefits—How To Estimate the Amount—How You Earn Them—How Much Credit You Need. (Being revised.)

Spanish publications (new) in production

SSI-17	Special Information About Social Security for People Who Receive Cash Tips. (Being translated. English version enclosed.)
SSI-29	If You Become Disabled. (Due from GPO 1/14/69 English version enclosed.)

LIST OF SPANISH-LANGUAGE FILMS

A limited number of prints of the following films are available in some social security offices. None are available centrally. Periodic amendments to the Social Security Act have added new types of benefits and these changes are not included in these older films. A representative of social security should be present when the film is shown to provide up-to-date information.

1. Medicare—Color—16mm—10 minute—1966: By the use of symbols—a square for hospital insurance and a circle for medical insurance—this animated film explains the Medicare program for people 65 and over. It graphically shows how each is a separate part, with different benefits and services, but how they can be combined to provide broad coverage.
2. The Long Haul—Color—35mm & 16mm—15 minute—1963: This is the dramatic story of sardine fisherman Joe Ferrante and his fight to provide for his family in the wake of a crippling accident. It is a story of hope—as Joe fights back against injury as he once fought back against the cruel sea—and finds he has support he had not expected.
3. Amigo Mio—Color—35mm & 16mm—20 minute—1963: Jose Delgado was a farm worker. He was a good provider, but hadn't been able to save any money. It wasn't until his death that Jose's family and friends discovered that social security is not just for old folks. The film is introduced by the late Leo Carrilo.

The following films from the "Social Security in America" series are being dubbed in Spanish and should be available in March 1969.

1. San Juan, Puerto Rico—Color—16mm—15 minute—1968: A visit to old San Juan and to meet the family of a disability beneficiary. The birthday of the 18 year old daughter is the occasion to explain student benefits. Another birthday celebration in the country near Mayaguez, Puerto Rico marks the 100th birthday of a retired gentleman who served in the Spanish-American War. Retirement benefits are explained.
2. Interior Puerto Rico—Color—16mm—15 minute—1968: A look at the sugar cane fields in the valleys of Puerto Rico. Then a visit to the rural home of a young man and his family who are thankful for social security disability benefits. Then to the Puerto Rican town of Caguas, where we meet a widow and her family who are receiving survivor benefits.
3. Around Puerto Rico—Color—16mm—15 minute—1968: A visit to the coastal towns of Puerto Rico where palm trees and beaches attract the tourist. Everyday problems are also looked at, such as maintaining income when the head of the household dies or retires. The story of a young widow and her children reveals the value of survivor benefits. A student beneficiary at Ponce tells how social security student benefits help him remain in school.

**EXHIBIT E. SOCIAL SECURITY ADMINISTRATION SUMMER LEADS PROGRAM,
MEXICAN-AMERICAN COMMUNITIES**

	By district office— households interviewed	Benefit entitlements
Phoenix, Ariz.....	2, 836	1
Scottsdale, Ariz.....	548	13
Tucson, Ariz.....	668	6
Bakersfield, Calif.....	852	2
Berkeley, Calif.....	57	1
Fresno, Calif.....	1, 427	1
Los Angeles-Monterey Park, Calif.....	4, 891	12
Sacramento, Calif.....	538	3
San Diego, Calif.....	1, 681	5
San Francisco, Calif.....	1, 564	1
San Jose, Calif.....	1, 502	11
Stockton, Calif.....	530	6
Denver, Colo.....	3, 314	5
Pueblo, Colo.....	1, 686	2
Albuquerque, N. Mex.....	3, 432	9
Roswell, N. Mex.....	741	2
El Paso, Tex.....	3, 640	27
Lubbock, Tex.....	1, 461	9
San Antonio, Tex.....	8, 232	38

**EXHIBIT F. SUPPLEMENTARY STATEMENT OF ARTHUR E. HESS, DEPUTY
COMMISSIONER, SOCIAL SECURITY ADMINISTRATION**

MEDICARE AND FEDERAL EMPLOYEES

Active and retired Federal employees and their spouses are eligible to enroll in Part B of Medicare for medical insurance benefits, under the same requirements that apply to other persons.

Active and retired Federal employees and their spouses, like other persons, automatically qualify under Part A of Medicare for hospital insurance benefits, if they are entitled to social security benefits or are qualified railroad retirement beneficiaries. However, there is a difference applicable to active and most retired Federal employees and their spouses, as compared with others, if they are not eligible for social security benefits. The others can qualify for Medicare hospital insurance benefits if they meet certain requirements (including the requirement that an individual who attains age 65 after 1967, must have at least three quarters of social security or railroad coverage, whenever acquired, for each calendar year elapsing after 1966 and before the year he attains age 65). Federal employees and their spouses must meet these same requirements, but are subject to the following special exclusion :

An individual is precluded from entitlement to Part A under the deemed insured provision if he is covered by an enrollment in a plan under the Federal Employees Health Benefits Act of 1959 (FEHBA). In addition, the preclusion applies to an individual who was covered by such an enrollment on February 16, 1965, whether or not he is presently covered. It also applies to the individual who could have been covered had he or his spouse availed himself of the opportunity to enroll. The last preclusion is only applicable if the individual (or spouse) was in Federal employment after February 15, 1965. None of the above preclusions applies to where an individual's FEHBA coverage has ceased because such coverage cannot continue due to his or his spouse's separation from Federal service (or would have ceased had he had such coverage).

With a few minor exceptions, an active or retired Federal employee or his spouse who is precluded from entitlement to Part A of Medicare under the deemed insured provision by virtue of the above exclusion, is covered under a FEHBA plan unless the employee did not avail himself of opportunities to enroll or continue enrollment under such a plan after February 15, 1965.

An individual had to be in Federal employment after June 1960 to enroll in a FEHBA plan. Those individuals who retired before July 1960 have had an opportunity to enroll in a health insurance plan under the Retired Federal Employees Health Benefits Act of 1960 (RFEHBA). Coverage under such a plan is not a bar to entitlement to Part A under the deemed insured provision. Therefore, annuitants who retired before July 1960 are not subject to the exclusion described above, and can have hospital and medical insurance whether or not they are entitled to monthly benefits under social security.

Where an individual with Medicare protection (under Part A, Part B, or both) is enrolled under FEHBA or RFEHBA also, Medicare pays its benefits in full regardless of the other coverage. FEHBA plans, in general, reduce their benefits, where necessary, so that the combined benefits under Medicare and FEHBA do not exceed 100 percent of allowable expenses. The Uniform Plan under RFEHBA applies a similar reduction. The rules of the private plans under RFEHBA vary, but many of these plans are designed to complement Medicare coverage.

**ITEM 3. SUPPLEMENTARY STATEMENT OF GENEVA MATHIASSEN,*
PROGRAM ADVISER, NATIONAL COUNCIL ON THE AGING**

I am very glad, on behalf of the National Council on the Aging, to respond to your invitation to present written testimony supplementing my informal remarks at the hearings in Washington, D.C., on January 14, 1969, on the "Availability and Usefulness of Federal Programs and Services to Elderly Mexican-Americans."

The material I present here is based on information gathered from the final report of the Director of Project FIND in Santa Cruz County, California. This was one of twelve FIND Projects throughout the country, designed to research and document the unmet needs of the elderly poor by means of individual ques-

*See statement, p. 411.

tionnaire. The survey was conducted through house-to-house canvassing by elderly aides employed by the project. The age range of the aides was 61-80, with an average of 70. Some were themselves Mexican-Americans. Having discovered the needs, the aides made every effort to obtain help, either by referral or by direct service.

The questionnaires from all projects are now being processed at Duke University. However, with the assistance of Cabrillo College in California, 1,275 questionnaires—38 per cent of the total from Santa Cruz County—were tabulated and computerized. Therefore, it is possible to draw some implications of the special needs of Mexican-Americans based on objective data, supplemented by staff reports.

In the area of Watsonville, California, about one-fifth of the total population is Mexican-American. The percentage of elderly poor persons in the community is somewhat higher, and their situation is, generally speaking, more difficult than that of the population as a whole. The information was not tabulated by race or national origin, but the situation presented here may be considered as representative of, or slightly better than, that of the elderly Mexican-American population.

CHARACTERISTICS OF ELDERLY INDIVIDUALS IN THE WATSONVILLE AREA

Thirty-five per cent reported incomes of less than \$1,500; 70 per cent felt they could not get along on their income or could barely make ends meet. Forty-five per cent had less than 6th-grade education, and many had had no formal schooling at all. Two-thirds lived with either spouse or relatives, in housing that was often shockingly substandard. Though over one-third paid under \$45 per month rent and only 6 per cent paid more than \$105 per month, nearly one-third considered the rent "unreasonable" or "very unreasonable".

Twenty-seven per cent rated their health as "fair" and 34 per cent as "poor" or "very poor". The most frequent complaint was poor vision (67 per cent); 35 per cent reported needing glasses but not having them. (Eleven per cent named poor vision as a problem in getting meals.) Arthritis, dizziness, and swollen legs or feet were among the five most recently reported health complaints, and 58 per cent reported that they needed to see a doctor more often than they did. Poor teeth were another frequent complaint. Twenty-three per cent owned dentures and another 21 per cent said they needed them. Nearly one-fourth had never seen a dentist.

Although 60 per cent considered themselves retired, 18 per cent said they were unemployed and wanted work.

NEEDS AND SERVICES

For the whole county, the needs expressed most often were:

Type of need	Number of individuals	Percentage of total sample
Financial.....	991	29.8
Health.....	655	19.7
Transportation.....	447	13.4
Personal counseling.....	360	10.8
Recreation and social.....	313	9.4
Food.....	143	4.3
Employment.....	139	4.2
Housing.....	121	3.6
Homemaker-home health aide.....	109	3.3
Legal aid.....	66	2.0
Clothing.....	51	1.5
Home furnishings.....	46	1.4

Since the project was concerned not only with discovering need, but with attempting to obtain help whenever possible, considerable practical information was discovered about the availability of needed services. Of the 3,320 persons interviewed in Santa Cruz County, 1,554 (46.7 per cent) received one or more follow-up home visits, and 2,583 referrals were made to existing agencies and organizations. Since directors of the major health and welfare agencies were members of the project advisory committee, cooperation was excellent, and agency services were provided in 2,078 of the cases referred.

The greatest need was, of course, financial. More than 600 successful referrals were made to the Social Security office or to Public Welfare. Nearly half the referrals related to Medicare or Medi-Cal. California has a much better than average standard of Old Age Assistance, and there was an obvious desire on the part of the Public Welfare Department to administer the program well.

The major problems in both Social Security and Old Age Assistance were lack of knowledge on the part of the elderly people that they were eligible; inability to provide proof of age or other eligibility requirements; or even ignorance of the existence of such a service. There was considerable confusion about the difference between the two parts of Medicare and between Medi-Cal and Medicare. Only 12 per cent knew about the surplus food program, and only 2 per cent had received surplus foods.

Housing was a difficult need to fill. The supply of adequate housing at a cost the elderly poor could afford to pay simply did not exist. While a great deal of emphasis has been placed on public housing for the elderly, it must be recognized that many individuals in the lowest income groups cannot afford public housing, and that more effort at the federal and state levels to meet the housing needs of the poorest of the poor needs to be made. Another very great need, particularly noted in the Watsonville area, is assistance to keep rundown, personally owned housing in repair.

Because of the chronic high rate of unemployment in the county, elderly people were especially discouraged about seeking jobs. The project did, however, assist 49 persons to find full-time jobs and 52 to find part-time jobs. (Although there is no data on nature of these jobs or the rate of pay, a conjecture may be made that, if the jobs are calculated on the basis of \$1.50 per hour for a 35-hour week and the part-time jobs calculated at half-time, the total income received for a year by all the people combined would amount to \$204,750. The entire cost of Project FIND for the county was \$87,855.)

SUMMARY

The project clearly indicated the need for an ongoing, aggressive, outreach program to assist the elderly, especially the elderly poor—and even more the elderly poor in minority groups such as the Mexican-Americans. Lack of information or misinformation about available programs on the part of the elderly is one of the most significant findings of the project.

While there were needs for which no service was available for one reason or another, 75 per cent of those interviewed had had no contact with a health or welfare agency during the preceding year. Even if Social Security or OAA checks had not been received, there were many persons who did not know what to do or whom to contact.

Part of the problem lies in the invisibility and in the low expectations of the elderly poor, especially those in minority groups. An elderly Negro living in desperate straits in Florida said to a FIND aide, "I hope you can help me, but if you can't, I'll understand." Having been poor most of their lives, they do not anticipate that their lot might be improved in old age.

The Senate Special Committee on Aging has made a great contribution toward seeing that income and services for the aged are increased. Medicare Alert, Project FIND, and other outreach programs have demonstrated the need for another step: to make sure (1) that the benefits under federal law are indeed available throughout the land and (2) that the elderly who need them most are made aware of their existence and helped in whatever way may be necessary to take advantage of these benefits.

Elderly Mexican-Americans suffer from four handicaps that prevent their receiving their share of the nation's benefits. They are old, they are poor, they are members of a minority group, and often they are unfamiliar with the language. Based on the experience of the National Council on the Aging, we believe they can best be reached by persons of their own age and background. Such persons can be found and trained and, with a comparatively small amount of professional supervision, can render an essential service. At the same time, these persons may earn enough to lift themselves out of poverty.

ITEM 4. MATERIAL SUBMITTED BY DAVID H. MARLIN,* ASSOCIATE
DIRECTOR, LEGAL RESEARCH AND SERVICES FOR THE ELDERLY

LEGAL RESEARCH AND
SERVICES FOR THE ELDERLY,
Washington, D.C. February 18, 1969.

DEAR SENATOR YARBOROUGH: Thank you for your letter of January 29, 1969, concerning the recent hearing on Mexican-American problems held by the Senate Special Committee on Aging.

I am enclosing the work programs from the Mexican-American Legal Defense and Educational Fund in San Antonio** and the Legal Aid Society of Albuquerque, both of which are aimed at the legal problems of Mexican-Americans. I know of your special interest in this field.

Sincerely,

DAVID H. MARLIN.

[Enclosure]

EXHIBIT A. LEGAL AID SOCIETY OF ALBUQUERQUE—WORK PROGRAM

I. DESCRIPTION OF PARTIES.

(a) *CASA* (Coordinated Action for Senior Adults, Inc.) is a nonprofit, New Mexico Corporation operating in Bernalillo County, New Mexico. Among other things, it is organized to bring total community resources to bear on the problems of the elderly and to provide them with “**professional consultants on insurance, law, health, housing, employment, etc.**”

(b) *LAS*. The Legal Aid Society of Albuquerque, Inc. (*LAS*) was incorporated under New Mexico statutes in 1950 as a “not for profit” corporation.

“To secure justice for those who cannot pay the cost of legal services, to provide clinical experience for law students, and to study the problems of providing legal service to those who cannot pay the cost thereof, all to the end that no person need be deprived of legal assistance and thereby denied the equal protection of the laws.”

In September 1966 *LAS* operations were greatly expanded under an ongoing contract running between it and the Albuquerque-Bernalillo County Economic Opportunity Board (*EOB*) calling upon *LAS* to furnish the full spectrum of legal services (including advice, representation, trial and appellate services) to the poor residents of this area in all civil matters excepting in so-called fee-generating cases.

As of date hereof, the paid staff of *LAS* operate six (6) separate law offices in Albuquerque and it includes a full-time General Counsel (or Director), 8 additional full-time and 1 part-time attorneys, 4 full-time and 1 part-time law clerks (para-professionals), 9 legal stenographer-receptionists and 1 Chief Clerk. One of said 8 attorneys functions full time as “Trial and Appellate Counsel” to all other *LAS* staff lawyers and another conducts *LAS* research and law reform programs.

LAS operations are presently funded with an *OEO* grant of \$177,585.00, an Albuquerque *UCF* grant of \$24,407.00, “local (in kind) contributions” amounting to \$45,589.00 (consisting mostly of the contribution of professional time by 130 local private attorneys), and other miscellaneous funds in the total amount of \$1,731.00.

A 27-member Board of Directors functions as the policy making body for *LAS*. Eighteen members are presently selected by the membership of *LAS* (9 being nominees of the Albuquerque Bar Association) and 9 are chosen by the said *EOB* to represent the poor residents of Bernalillo County calculated to be served by said program.

II. CONTROL AND OPERATION OF THIS PROGRAM

A. In order to fully implement and give maximum effectiveness to the aims and purposes, in the premises, of *CASA*, the *NCSC* and *LAS*, this program will be conducted by the *LAS* General Council in pursuance hereof and within an itemized “Budget” (Exhibit No. 1 to this “Work Program.”)

*See statement, p. 408.

**See Part 3, p. 309. The work program from the Mexican-American Legal Defense and Educational Fund in San Antonio, submitted by Pete Tijerina at the San Antonio hearing, Dec. 19, 1968.

B. CASA and/or the NCSC may require monthly financial and status reports from LAS concerning the operation of this program.

C. Neither the LAS, CASA nor the NSCS will interfere in any way with a professional judgment (involving a lawyer-client relationship) of the program attorney engaged with implementation of this program under the direction of the LAS General Counsel.

III. AIMS AND PURPOSES OF THIS PROGRAM FOR THE ELDERLY POOR

- A. To explore and isolate desirable and attainable economic development projects for the elderly poor.
- B. To assist the elderly poor with organization and development of co-ops, buying clubs, and small businesses.
- C. To develop and conduct consumer education for the elderly poor. Consumer education would focus on two areas. First, it will concern the recurring consumer problems of the elderly poor. Second, consumer education will involve training in the area of economic development as a solution to the economic problems of the elderly poor.
- D. To survey and evaluate the skills, experiences and capacity of the elderly poor, relating to participation in the implementation of this program.

IV. IMPLEMENTATION OF THIS PROGRAM

A. This research and demonstration program will involve areas of economic development which require responses to the needs of the elderly poor and offer them the best chance of developing self-sufficient business enterprises.

1. *Pre-School Programs and Day Care Centers Operated by the Elderly Poor.*

(a) Need: The present CAP Program for Bernalillo County reaches less than 200 pre-schoolers and 200 day care children of the poor. The remaining 95% of low income children have no place to go.

The private pre-school programs and day care centers are filled to capacity. The total capacity of all these private centers is less than 300 children. So even those who can afford to send their children to private pre-school programs or day care centers have no place to send them.

(b) Resources: The lay advocates employed by this program will enlist the necessary elderly teachers and day care attendants to run these programs. The attorney, as house counsel, will do research, draft by-laws, and advise the group concerning the best organizational structure.

Mrs. Wayne Andrews of Albuquerque, the former Director of the Child Development Program of the CAP agency, has volunteered her services as a consultant. Mr. John Goldsmith, the Vista Supervisor for Bernalillo County, has also volunteered the services of some Vistas to assist in recruiting and training the elderly poor for these programs. The program will make use of the Education Department at the University of New Mexico to assist in implementing these projects.

(c) Demonstration: The program will demonstrate that the elderly poor can contribute to an important educational effort while also supplementing their incomes. It will serve to demonstrate a type of workable organizational activity for the elderly poor.

2. *Credit Unions.*

(a) Need: The elderly poor spend much of their resources (Social Security, limited savings, etc.) on high finance charges and interest rates.

(b) Resources: Mr. Roger Davis, the CUNA* International Specialist for the Southwest, has volunteered technical assistance to work with the program attorney to set up credit unions for the elderly poor. Church groups, businesses and upper income citizens will be solicited for initial capitalization.

The lay advocates will educate and stimulate the elderly poor to become members of such credit unions. The program attorney will solve the legal problems related to the structure and operation of the credit unions.

(c) Demonstration: Self-sufficient credit unions will be operated entirely by the elderly poor by the end of the "pilot" year. The Program will produce research papers demonstrating the effect of credit unions in alleviating the consumer problems of the elderly poor.

*Credit Union National Association.

3. *Grocery Buying Club.*

(a) *Need*: Due to lack of mobility, apathy and lack of consumer "know-how", the elderly poor are prevented from shopping for whatever bargains exist in a high-priced market.

(b) *Resources*: There are already vegetable, egg, apple, etc., production and marketing co-ops throughout New Mexico. This program will tie in with such existing co-ops. The lay advocates will seek out other producers and vendors, set up centralized distribution points, and secure members for the buying clubs. The attorney will serve as house counsel to these clubs, advising them concerning such matters as tax, insurance, contractual arrangements, etc.

(c) *Demonstration*: The program will demonstrate that the elderly poor can realize substantial savings on food bills. The program will encourage expansion of buying club membership and services. It will study possible expansion of the buying clubs into other business opportunities for the elderly poor, such as profit grocery stores, co-ops, shopping centers, etc.

4. *Medical-Dental Co-op*

(a) *Need*: The pressing health needs of the elderly poor are well known. Medicare and Medicaid have helped, but much remains to be done. The cost of drugs alone substantially decrease the monthly budget of the elderly poor. Of course, many of the unmet needs of the elderly poor are in the area of mental health, where the choice is usually institutionalization or no treatment at all.

(b) *Resources*: The program proposes to survey all available resources: doctors, psychiatrists, dentists; including those practicing, semi-retired, or retired. This project will be coordinated with the University of New Mexico Medical Center and Mental Health Unit. Among other things, this project will utilize services similar to the co-op Pharmacy in New York City or the Direct Drug Service in Washington, D.C.

(c) *Demonstration*: The program plans to set up different types of co-operative arrangements between elderly poor groups and doctors, nurses, psychologists and dentists. One plan will hire the services of the above on a pre-paid basis for a flat fee. The second plan will provide a reduced rate program in which the more medical services used, the less cost to the user.

The implementation of these contractual relationships will require substantial legal research, including the study of existing private insurance plans, medicare, medicaid, medical ethical codes and malpractice insurance. The program will explore the feasibility of creating a co-op drug service to supply drugs for the elderly poor of Southwest United States at cost rather than for profit.

5. *Agricultural Co-ops*

(a) *Need*: A substantial number of the elderly poor live in rural sections of Bernalillo County. Small farming is carried on in these areas. These farms attempt to sell their produce, vegetables, fruits, etc., in small road stands or at home. The problem is one of marketing a small production. Yet, a few miles away the concentrated urban population of Albuquerque buys these same items at retail prices from retail chains or small markets.

(b) *Resources*: Professor Gene Ott, an Agricultural Co-operative Specialist at New Mexico State University (with a branch in Albuquerque) has vast experience working with agricultural co-ops. He will provide valuable technical assistance to emerging farm cooperatives. The Extension Service of the Department of Agriculture is a source of technical support and financial assistance.

(c) *Demonstration*: The program will demonstrate that elderly poor farmers can be successfully organized into viable agricultural cooperatives. Together with the simultaneous organization of grocery buying clubs, the program will create a ready market for table fowl, eggs, chili, apples, etc., grown within and without Albuquerque city limits.

The program will build self-sufficient agricultural co-ops among the elderly poor that will develop markets not only among buying clubs, but in other centralized outlets throughout Bernalillo County.

B. The program plans to concentrate heavily on the five programs proposed above. Other programs, as listed below, of a lesser priority may be developed if facilities and time permit.

1. *Consumer (Non-Grocery) Buying Clubs*: Consumer clubs of the elderly poor for purchasing directly from the manufacturing outlets could be set up for items such as furniture, clothing, etc.

2. *Service Business*: Small groups of retired or semi-retired elderly poor can be formed into associations in which they will contract to furnish minor repairs, housecleaning, etc.

3. *Funeral and Burial Services*: The elderly poor could be organized to set up their own funeral cooperative or contract as a group with existing funeral services to alleviate "the high cost of dying."

4. *Laundry Co-ops*: The elderly poor have a great need for laundromats, yet very few are available to them.

5. *Merchandising Businesses*:

(a) *Arts and Crafts Co-op*: Elderly poor weavers, painters, jewelry makers, furniture makers, etc., will be able to set up a centralized location by pooling their talents.

(b) *Bakery*: The elderly poor with some initial capital will set up specialty bakeries in high density population areas.

(c) *Gas Station Co-op*: The program will encourage establishment of cooperative gas stations operated completely by the elderly poor to service residents of Bernalillo County.

C. *Consumer Education*.—The program will provide for recruitment and establishment of training classes to educate the elderly poor in the consumer area. These classes will work hand-in-hand with the development of co-ops and small businesses. For example, while the project instruction will be given the elderly poor concerning the true cost of credit from credit purchases, finance companies, etc., the program will discuss credit unions with low interest rates as a tool for the solution of credit problems.

D. *Utilization of Institutional Support*.—

1. *Home Education Livelihood Program (HELP)* is funded by OEO and the Ford Foundation to stimulate economic development in rural New Mexico. Its headquarters are in Albuquerque. The Director, Alex Mercure, has offered substantial help for this legal services project. HELP has agreed to conduct training sessions for the project staff. Such training is calculated to:

(a) interest the elderly poor in group education;

(b) stimulate and orient the elderly poor concerning the desirability of cooperative action in economic development areas;

(c) identify sources of funds for initial capitalization of small businesses, co-ops, etc., for the elderly poor.

2. *University of New Mexico Law School*.—A number of faculty members have offered their support for this program. Professor Robert Walker (who has worked extensively in the poverty law area and who has served as a consultant for the National Institute for Education in Law and Poverty) has agreed to supervise the participation of the law school (faculty and students) in this program.

Professor Robert Desiderio (who has just completed a law review article on Community Corporations in low income areas) has volunteered to assist the elderly poor in the formation of corporations, associations, etc.

Professor Henry Weihofen (a national authority on "law and psychiatry") is presently involved with the problem of the elderly in his capacity as board member of CASA.

Professor Fred Hart (who has written extensively in the commercial law area and has had substantial experience in creating and operating projects for special minority groups) has likewise volunteered to act as a consultant for this program.

3. *University of New Mexico Political Science Department*.—Professor Harry Stumpf of the Political Science Department is conducting a seminar on the effect of legal service programs for the poor. Professor Stumpf has spent an entire year under an OEO research and demonstration grant evaluating the effect of legal service programs in the California Bay Area. It is anticipated that Professor Stumpf will be available to do an evaluation of the Legal Service Program for the elderly in Albuquerque.

E. *Personnel*.—

(a) This program will operate one (law) office located in adequate space situated in Downtown Albuquerque, which is to be provided, rent-free, by CASA.

(b) This Program will be implemented (and supervised) by the General Counsel of LAS with staff employed by him with the approval of the LAS Board of Directors and in conformity with the appended Budget:

One Program Attorney (full time) who shall be a member of the Bar of the State of New Mexico. This Program attorney will be paid an annual salary of \$9,000.00. He will not be permitted to maintain a private law practice; one Chief Lay Advocate (full time); two (half time) Lay Advocates (aged not less than 55) to be paid at the rate of \$2.40 per hour; one Secretary-Bookkeeper (full time).

(c) Program personnel will be covered by Workmans Compensation Insurance, Health and Medical Insurance (both as presently provided all other LAS employees) and will receive annual and sick leave benefits to the extent now available to all other employees of LAS. The program attorney will be covered by professional liability insurance.

F. *Eligibility criteria.*—

(a) This Research and Demonstration Program is intended to provide effective legal services and representation in Economic Development matters to the elderly residents of Bernalillo County, New Mexico, who are too poor to procure and pay a private practitioner to provide such services. Applicants within the following categories will be deemed prima facie eligible for services:

1. Single applicants with an annual income (gross annual income less state and federal income taxes) of not more than \$3,000 per year.

2. Married applicants with an annual income (gross annual income less state and federal income taxes) of not more than \$3,900 per year.

The permissive income in either (1) or (2) above shall be increased by \$500 for each dependent.

The General Counsel will establish guidelines for the consideration of other factors which may in a specific case bear on the ability of an applicant to procure and pay private counsel (i.e., recent or prolonged unemployment, illness, advanced age, unusual financial obligations, or other catastrophe).

(b) As used in this contract and "Work Program," the term "elderly" means a person who has attained 55 years of age.

G. *Scope of legal services to be furnished and use of lawyers referral service.*

(a) This program is intended to make available legal services (including advice, representation, trial and appellate facilities as necessary) to the elderly poor of Bernalillo County, New Mexico, to the extent hereinbefore specified in Section IV "Implementation of the Program." It is not intended that this program will otherwise provide legal representation and advice. These services will continue to be furnished to the elderly poor by the Legal Aid Society of Albuquerque pursuant to its on-going contract with the Bernalillo County Economic Opportunity Board.

(b) Applicants (groups included) ineligible because of financial status to receive legal assistance under this program who wish a reference to a private attorney will be directed to the Lawyers Referral Service of the Albuquerque Bar Association.

(c) The integrity of attorney-client relationships created under this program will, of course, be respected and the program lawyer involved shall, in consultation with his client, decide all matters and issues consistent with good conscience and responsible professional judgment.

(d) This program will likewise provide for advertising its availability, desirability and utility to and for the elderly poor of Bernalillo County, New Mexico.

Appendix 2

ADDITIONAL MATERIAL FROM ORGANIZATIONS AND INDIVIDUALS

ITEM 1. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

EXHIBIT A. LETTER FROM ROBERT M. BALL, COMMISSIONER OF SOCIAL SECURITY TO SENATOR YARBOROUGH

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
SOCIAL SECURITY ADMINISTRATION,
Baltimore, Md., February 27, 1969.

DEAR SENATOR YARBOROUGH: During a recent visit of Hugh Johnson and Mrs. Sarah Juni of my staff with Mr. Gene Godley, it was suggested that we furnish your office with information about the proportion of bilingual staff members in our Texas offices and particularly in our San Antonio District Office.

Thirty-six percent of the staff of the San Antonio Social Security District Office is Mexican-American. In the principal office, there are 17 interviewers who are bilingual and actually interview in Spanish as well as 18 well-trained interpreters available. The San Antonio metropolitan branch office, which serves a concentrated area of Mexican-American population, has a Mexican-American officer-in-charge and 6 other Mexican-American employees. The eighth employee is not Mexican-American, but is also bilingual. A number of the non-bilingual employees of the San Antonio office, on their own initiative and their own time, are studying conversational Spanish in order to provide better service to the public.

In all our Texas offices as of November 30, 1968, out of a total 1,275 employees, we had 122 Spanish-surnamed Americans, 9.6 percent of the total. The number of these employees in the various grade levels are as follows: there are 59 employees in grades 1 through 4, 42 employees in grades 5 through 8, 18 employees in grade 9 through 11, and 3 employees in grades 12 through 15.

As you know, we are under rather tight hiring restrictions as a result of the Revenue and Expenditure Control Act of 1968. Not only are we without authority to add to our work force to meet increased workloads, but also we can replace only a proportion of the employees we lose through retirement, resignation, etc. This, of course, means that we have very limited opportunity to recruit trainees for our district offices. Nevertheless, we have managed to put together enough positions that can be filled to enable us to start a class of trainees on duty in our Dallas Region—a class made up wholly of people who are bilingual. These employees should help substantially meet our needs for more bilingual staff.

You may be sure that we will continue our efforts in this matter for we are very much aware of its importance to the whole job of providing the best practicable social security service in the Southwest.

Sincerely yours,

ROBERT M. BALL,
Commissioner of Social Security.

EXHIBIT B. QUESTIONS SUBMITTED FOR RESPONSE BY THE SOCIAL SECURITY ADMINISTRATION

I. For our hearing record, may we have a report on efforts made by the Social Security Administration to provide information and consultation to the elderly Mexican-American in States of the Southwest? What additional actions are needed? What has been your experience in enlisting elderly Mexican-Americans to provide information to other elderly Mexican-Americans?

The Social Security Administration has utilized many techniques and many contacts to furnish information on social security to the elderly Mexican-American. These include among others:

1. *Local Communications Media.*—Extensive use is made of English and Spanish news media to provide program information. Spanish language information releases are supplied to Spanish language newspapers on a regular basis and special releases are furnished to inform the public of changes in program, of open Medicare enrollment periods, etc. Bilingual flyers are distributed in the communities generally to provide a special message. Spanish language radio programs and spot announcements are being used regularly in a substantial number of the Spanish language stations in the Southwest. The radio tapes are prepared primarily by SSA Spanish speaking staff. The facilities of TV stations that broadcast in Spanish are regularly utilized.

2. *Work with Groups.*—Social security representatives attend many meetings and group gatherings to provide program information. The social security district offices are working closely with neighborhood action centers in many locations. These centers are used for meeting places and serve as a source of leads to prospective claimants. Social security training seminars have been held with Mexican-American community leaders in eight cities and more are being scheduled. Much security information is furnished to the elderly Mexican-American through the cooperation of church groups, Vista Volunteers, neighborhood groups, and community action programs and their community leaders.

3. *Leads Programs.*—Direct contacts are made with the elderly Mexican-Americans identified through regular or special benefit leads programs to inform them about benefits, take claims, etc.

4. *Illustrative Special Activities.*—In southern Colorado in six different areas special Spanish-speaking programs on basic social security benefits are being presented on a continuing basis to adult education classes. In California social security district office personnel working with other community leaders helped organize and establish bilingual Senior Citizen and Information Centers. Volunteers who serve in such centers were given social security training.

The Social Security Administration will continue to make every effort to provide meaningful social security information to the elderly Mexican-American. It will continue its present types of activities and look for others which may increase the effectiveness of the public information program. We want to further develop our relationship with members of the Mexican-American community, community leaders and community organizations. Working through these persons and organizations appears to us to be most helpful in accomplishing an effective information program.

We have had rather limited experience with the utilization of elderly Mexican-Americans to provide information to other elderly Mexican-Americans. Work with local community members and leaders and organizations has involved Mexican-Americans at all age levels.

II. At our hearings in California and Texas, we have received statements to the effect that:

A. Many Mexican-Americans most notably migratory farm workers, have received new Social Security cards when taking on new jobs, thus causing them to lose a sustained claim on benefits.

B. Many are unaware of eligibility for benefits, including Medicare. I would very much like to have your comments on the statements above. (I understand that the SSA has conducted a study of a report, "Survey of Needs and Resources Among Aged Mexican-Americans," published by Dr. W. G. Steglich and others on August 25, 1968. As you may know, this report indicates that aged Mexican-Americans in Lubbock, Texas, have little or no information about benefits due them under Medicare and Social Security.) I would like your comments on this finding.

(a) The Social Security Administration does have procedures to avoid the issuance of multiple account numbers and to mitigate any benefit disadvantage to the individual who has had earnings recorded under multiple numbers.

Individuals under age 17 who apply in person for an account number card at the social security district office are issued social security cards immediately provided the individual indicates that he had never previously applied for a number. If the applicant, applying in person, is age 17 or over an account number card is issued only if the district office interviewer is satisfied after interview that the applicant has never applied for an account number before. Otherwise, the application for account number is sent to Baltimore to be screened against the national records. All mail applications for original account numbers showing age 17 and over and in general applications for duplicate cards not accompanied

by the original card are also sent for such screening. This screening process will verify whether a prior account number was issued before a new account number will be assigned.

When it is discovered that an individual has multiple account numbers, all records are cross-referred to insure that future benefit payments will be based on all earnings posted to the multiple accounts. If the existence of multiple account numbers is not discovered earlier it is often discovered at the time a claim is filed.

The Social Security Administration has a form (7004) in Spanish and in English which is made available by district offices at places of employment, banks, meetings with migratory workers, and other places. By entering name, date of birth, account number(s) and address on this postcard type form, workers can obtain a current record of their social security earnings. With this information an individual can determine whether his record is correct. If it is not, e.g., his work for a particular employer was not reported, he should bring this to the attention of a social security office so that it can be corrected.

Since 1954 social security district offices have been engaged in public information and account number activities among migrant farm workers to advise them of their rights under social security. The Dallas social security region is currently cooperating with the New Mexico Council of Churches to improve the maintenance of the earnings records of migratory and seasonal workers (Project HELP-Home Education Livelihood Program). This group is largely comprised of individuals with Mexican-American heritage. These joint efforts are specifically concerned with the assignment of multiple account numbers and the reporting practices of the employers.

(b) Despite extensive public information activities, nationwide leads programs identifying individuals who are potentially eligible for cash benefits or Medicare, and special leads programs there are people who do not claim their benefits when first eligible. How many there are we do not know with certainty. In a survey of 41,000 Mexican-American households last summer (a sample, we believe, is representative of the urban population) we found 154 such people. This was four-tenths of one percent of the households interviewed. We will continue our efforts to try to locate every eligible individual at the time of first eligibility.

In the report "Survey of Needs and Resources Among Aged Mexican-Americans" the following questions were asked:

"Do you know of any government programs (city, county, State and Federal) that are specifically for old persons?"

"Do you know of any programs already in existence that will be useful for you? (Medicare, Medicaid, 'Meals on Wheels,' Old Age Assistance). Are you taking advantage of any of these programs?"

Forty-eight respondents, allegedly 65 or over, answered "no" to one of these questions. In an effort to provide social security information to these people the Lubbock Social Security District Office attempted to contact them. The district office was able to contact 28. Twenty-three were enrolled in Medicare and the other five were under age 65. They were unable to contact the remaining 20 for the following reasons:

Address is a vacant building.....	1
Address is a vacant lot.....	6
Impossible address.....	2
No one of sample name at address.....	7
Not at home after two attempts (district office records show two to be enrolled and one under age 65).....	4

III. What information do you have on longevity rates among Mexican-Americans? If, as several witnesses suggested, longevity past 65 is far less common among elderly Mexican-Americans than it is among the "Anglo" population, is Medicare coverage at age 65 as meaningful to them as to other members of the population?

We regret that we do not have information on the longevity rates among Mexican-Americans. Contact was made with the Division of Vital Statistics, National Center of Health Statistics in an effort to secure such data. We were advised that such data is not collected at the national level.

IV. As you know, the Committee on Aging has received much testimony about hardships imposed by the "deductible" and "co-insurance" features of Medicare to members of low-income groups. Witnesses at the California and Texas hearings

suggested, in fact, that such requirements may deter elderly Mexican-Americans from using the program. What is your reaction to this assertion?

A detailed response to this question is included in the statement of Arthur E. Hess, Deputy Commissioner of Social Security. In summary, the cost-sharing provisions under Medicare make it possible to provide the present scope of benefits at a lower cost. Many claimants are able to pay the small amounts involved, have complimentary coverage through private health insurance organizations which meet these costs, or have access to protection under Title XIX if categorically needy of medically indigent.

V. In testimony at the Cabinet Committee Hearings on Mexican-American Affairs during October 1967 in El Paso, Mr. Ed Idar, Jr., an attorney from San Angelo provided testimony about Social Security. Weighing admittedly limited information, Mr. Idar concluded that "there is a very substantial geographical area in West Texas with substantial numbers of Spanish-speaking population—and presumably 'Spanish-speaking claimants—which is not being adequately serviced by Social Security Administration personnel that can speak and understand Spanish, and this is the very area of the State that needs it the most."

I would like your comments on this statement and a report on any changes that may have occurred since October 1967.

There have been determined efforts in El Paso and other localities to increase the number of employees who speak in Spanish and English. However, we have had difficulty in recruiting bilingual employees for specific offices in this area. We are now trying to fill a special training class of interviewers with bilingual capabilities hopefully to increase the number of bilingual employees in the West Texas offices. Spanish language training for non-Spanish speaking employees is also being explored.

In the El Paso District Office itself approximately one-half of the employees are bilingual. When one of the interviewing employees who does not speak Spanish interviews a Spanish speaking individual, one of the office's Spanish speaking employees who is available acts as interpreter.

VI. What suggestions do you have for research projects that will help provide information needed for public policy decisions related to elderly Mexican-Americans?

The Social Security Administration has no research underway which would provide data on Mexican-Americans. Since the social security program is national in scope, data on special groups, if available, would not be of particular assistance in development of policy. We do not, therefore, have suggestions for specific research projects. We do, however, plan to undertake several studies which will involve the Mexican-American population and will be directed primarily toward their understanding and utilization of the social security program.

EXHIBIT C. LETTER FROM HARRY HOLLAND, DISTRICT MANAGER, PHOENIX, ARIZ.,
TO SENATOR YARBOROUGH

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
SOCIAL SECURITY ADMINISTRATION,
Phoenix, Ariz., March 17, 1969.

DEAR SENATOR YARBOROUGH: Our interest is high, indeed, it is paramount, on the problems of the older Mexican-American in our area. I am grateful for the opportunity to tell you of a couple of things we are doing here to help.

Last summer, we became disturbed because we felt that the language barrier as well as the natural reticence of the older Mexican-American might have kept him from taking advantage of his rights and privileges under the Social Security Program. Accordingly, we set up a project with the help of the Youth Opporers at a local high school and junior college. Throughout the course of the hot thoroughly canvass the entire south half of the city of Phoenix—the area in which the bulk of the Mexican-American people reside. These youngsters were supervised by two young men with Mexican-American background who are teachers at a local high school and junior college. Throughout the course of the hot summer, these youngsters faithfully rang every door bell, surveyed every household. At the end of the summer and the project. We did not find a large number of persons who had not filed at all for social security but did find a number of post-adjudicative problems which existed and needed straightening out to their benefit. This has now been done and we have found that the older Mexican-American in that sector of the city has benefited by this completed servicing.

Our second project is in process at this time. We are establishing a metropolitan branch office of the Social Security Administration in the heart of South Phoenix. This will be an on-going project and in effect a complete social security office for the persons living there. We expect that other agencies will follow this lead, as indeed some have already, and that the total servicing to the Mexican-American senior citizens will benefit.

I wish to congratulate you and your Special Committee for the fine work you are doing. We shall all look forward to deeper results as a consequence of your efforts.

I am grateful to Dave Jeffreys for giving me the opportunity of communicating with you.

Sincerely,

HARRY HOLLAND,
District Manager.

EXHIBIT D. WELFARE ADMINISTRATION, BUREAU OF FAMILY SERVICES, NEWS
RELEASE OF MAY 29, 1967

Approval of a \$207,000 Federal grant to help aged and disabled people in two Texas public housing projects was announced today by the Welfare Administration.

"I am pleased to approve this grant during Senior Citizens month, as it demonstrates the kind of protective care that all American cities should provide for their needy elderly citizens," said Acting Welfare Commissioner Joseph H. Meyers.

The grant is financing the second year of a demonstration program operated by the Texas Department of Public Welfare in the George Loving Housing Project in Dallas and the Allen Parkway Village in Houston. Social workers with offices in the projects provide skilled counseling and other social services to help the 1800 aged, blind, and disabled residents continue their independent way of life.

"Helping old or handicapped people remain in their own homes is not only humane, but it costs far less than caring for them in hospitals and nursing homes," Mr. Meyers pointed out.

Typical services provided by the demonstration program are:

A homemaker, visiting several times a week, cooks food that can be prepared and eaten easily by an old man with badly crippled hands who is living alone.

A social worker encouraged church and civic groups to set up a special bus service so elderly patients can get to the hospital for out-patient medical care. Previously they had to make several difficult transfers during the long ride on a city bus, and some old people lost their way.

A homemaker and a visiting nurse make regular visits to old people who are diabetic to help them follow the strict diets required by their illness. The nurse helped one elderly amputee obtain an artificial limb to replace one lost because he neglected his diabetic condition before he lived in the project.

Social workers have helped old people of Mexican descent learn enough English to qualify for citizenship and thus become eligible for Old-Age Assistance. Workers have also arranged to have Social Security and Medicare explained by local representatives of these programs.

The grant to the Texas Department of Public Welfare was made from demonstration project funds administered by the Bureau of Family Services for the Welfare Administration of the U.S. Department of Health, Education, and Welfare. The aim of the projects is to demonstrate new ways of providing services to needy people receiving public assistance.

ITEM 2. DEPARTMENT OF AGRICULTURE

EXHIBIT A. QUESTIONS FROM SENATOR YARBOROUGH AND REPLIES FROM THE
OFFICE OF THE SECRETARY

Question 1: The Food Stamp program came up for discussion at our earlier hearings, and I would like to have information on the following:

a. The effects of the new, broadened program—announced by you last month—on the usefulness of that program to the elderly Mexican-American of the Southwest, many of whom live on incomes of less than \$50 monthly.

b. The desirability of providing incentives for local authorities to establish mobile units for stamp purchases in rural areas.

c. Special problems that may arise under that program because of specialized diets that may be customary among elderly Mexican-Americans.

Answer: 1a. Yes. These modifications were announced in December to provide lead time to States to place them into effect by February 1.

The 1969 funding level would permit an earlier effective date.

The modifications are effective for all families with incomes of less than \$70 a month.

These families will be able to purchase stamps at a lesser cost and they also will receive a larger total stamp allotment.

Illustration of changes.—A family of four with an income between \$30 and \$40 a month now pays \$14 a month for coupons and receives \$42 in free coupons. When the change is effective that family will pay \$10 a month and receive \$52 in free coupons.

1b. By incentive, I assume you mean financial incentive. We do, of course, work with State and local authorities to encourage and help them to operate coupon sales facilities that are convenient to participating families.

Sparsely populated rural areas do present special problems. Frequently, mobile units or itinerant sales teams are a means of bringing coupon sales services closer to the participating families.

Under the Food Stamp Act, some Federal funds are available to assist States and localities in the cost of *certifying* families that are not participating in any type of welfare program.

But, States and/or localities must finance all the costs of issuing stamps.

If Federal funds were made available to help States and localities with some or all of the cost of issuing stamps, I believe it would be desirable to also set up some kinds of minimum standards so that the Federal funds do, in fact, result in improved issuance services for participating families.

I can see the difficulty of setting up Federal standards for issuance services that would be equally practical for a city such as Los Angeles and a sparsely populated, large, rural area in Texas.

I can also see that such Federal assistance might be costly. But, it certainly is an area that deserves further consideration.

1c. On the positive side, the Food Stamp Program does permit the participating family to exercise substantial freedom in choosing the foods he purchases because he uses the stamps to buy regular commercially marketed foods in regular retail stores.

In passing the Food Stamp Act, Congress did restrict the use of stamps in connection with foods that are identified on the package (in which they are sold) as being an imported food.

These restrictions basically apply to higher-cost, so-called, luxury imported foods. There have been few, if any, complaints to the Department that this restriction is difficult for participating families.

There is, however, a *general* problem with *all* elderly persons, especially if *they live alone or with other elderly persons*.

Their food habits have been developed over the years and it is difficult to get them to add new or unfamiliar foods to their diets, even when such foods are important for good health.

Many of the elderly who are alone are difficult to motivate—many are lonely, have a lack of appetite that goes along with reduced physical activity, etc.

Feeding in group situations or meals-on-wheels (where prepared meals are brought into the home) may be one solution.

Under the Food Stamp Program, we do enlist the cooperation of existing educational agencies (such as the Extension Service, public health nurses, home economics teachers) to cooperate in a supportive foods and nutrition education program for families that receive donated foods or food stamps.

A total of 10 million of Section 32 funds recently has been provided to the Federal Extension Service to expand its foods education activities among poor families. Nonprofessionals will be hired, trained and supervised by Extension Service nutritionists to work on a family-by-family basis with the poor in their own neighborhoods—to encourage their participation in USDA food programs and to help them use the donated commodities or food stamps to get maximum nutritive value.

By the end of this fiscal year, the Extension Service expects to have about 4,000 such program aides on the rolls, with areas in all 50 States.

Among some of the areas that will be included are: Urban areas such as Los Angeles and Oakland, California; in Taos, Rio Arriba and Santa Fe Counties in

New Mexico; in Bexar, Hidalgo and Lubbock Counties in Texas, as well as counties in southern Colorado, and areas in Arizona.

Question 2: As you know, I have a high regard for the Farmers Home Administration. The achievements of that program in Texas, under the direction of Lester Cappleman, have been impressive. Now I wonder whether the FHA might have recommendations for serving the elderly Mexican-American in rural areas of the Southwest, I would welcome some discussion about this question.

Answer: The Farmers Home Administration assists elderly people including Mexican-American citizens. The elderly are helped through the following types of FHA programs.

RURAL HOUSING LOANS

Rural housing loans are made in rural areas to buy, build, or improve housing. Eligible applicants include senior citizens who are 62 years of age and over who are able to care for themselves. Rural housing loans made to senior citizens 62 years of age or over totaled 2,030 or 4 percent of the 47,515 loans made during fiscal year 1968.

Farm ownership loans provide the land and improvement resources for applicants to remain in farming on a basis consistent with their capabilities. An analysis of farm ownership loans made during fiscal year 1968 shows that 11 percent of the 9,400 initial farm ownership loan borrowers, including Spanish-Americans, were 55 years of age or older at the time the loans were made.

The Farmers Home Administration has the assigned leadership responsibility for the organization and operation of Technical Action Panels. These Panels are made up of representatives of USDA agencies and of other Federal and State agencies whose programs and services are available in the area. TAP assistance to rural development groups that have benefitted the elderly including increased health services through Medicare; more stable basic incomes through Social Security benefits; better diets through improved and expanded food programs with food stamps and commodity distribution; improved housing to meet essential needs with modern low-cost individual homes and rental housing; expanded community services; improved recreation facilities; and increased opportunities for self-improvement through adult education and training programs.

Loans made in 1969 fiscal year for water and waste disposal, recreation, grazing, irrigation and drainage, EO cooperatives, and watersheds will serve 312,118 families or 1,564,190 individual people. Out of this number, we estimate that 374,425 will be individuals 55 years of age or over.

Since the inception the Economic Opportunity loan program in fiscal year 1965 under Title III (A) of the Economic Opportunity Act approximately 58,700 individual loans have been made for \$99,455,800. In fiscal year 1968 approximately 13 percent of the loans were made to persons 60 years or more of age. Of the total loans approved we estimate the approximately 8,000 have been received by persons age 60 and above.

During the 1968 fiscal year, approximately 52,000 operating loans were made. Of this number approximately 9,000 or over 17 percent were made to applicants who were 55 or more years of age.

Among Negro applicants receiving loans approximately 37 percent were 55 or more years of age, while among other applicants approximately 13 percent were in that age category.

Operating loans provide the chattel resources for elderly applicants to continue in farming on a basis consistent with their capabilities. These loans enable such applicants to produce sufficient income to meet their expenses, pay their debts and have an improved level of living as self-supporting citizens.

The Farmers Home Administration family service program is composed of 65 professional women trained in home economics and social work. They are located in the 112 counties having the lowest income.

The home supervisors work with over 5,000 rural families in assessing their needs and assisting them to best meet these needs. Among the families assisted over one-third are elderly.

Question 3: What services are now provided for the elderly Mexican-American in the Southwest by home economics specialists of the Cooperative Extension Service, Department of Agriculture? What opportunities do you see for additional services? Are bilingual specialists in short supply?

Answer: Extension home economists provide educational programs helpful to elderly Mexican-Americans. These include lessons in nutrition; food preparation; how to secure and use donated foods and food stamps; consumer education; money management and how to do simple home improvements for comfort

and safety. Home economists successfully teach senior citizens through bilingual program aides and volunteer leaders as well as through direct teaching.

Special Extension efforts have helped the elderly avail themselves of the assistance provided by other government agencies and nonpublic organizations such as nursing aides, Medicare, commodity foods, food stamps. A concentrated effort was made by Extension to enroll rural people over 65 in Medicare.

Many of the Mexican-American elderly remain a part of the family of younger relatives. Thus special programs with younger homemakers benefit the elderly. In addition to the subjects mentioned above, programs have dealt with understanding the aging process, the psychological and physical needs of the elderly and how to provide for these in the family environment. For example, Valencia County, New Mexico had programs for homemakers on nutrition for the aging, helping the aged feel and be useful, simple home nursing techniques, and simple home improvements for comfort and safety. These programs affected the care and attention elderly family members received.

Spanish language bulletins and radio broadcasts have been prepared. These have been especially helpful in Texas and California. Bilingual secretarial staff and volunteers have helped translate and proofread the Spanish publications.

Other government agencies have funded Extension programs to train and supervise homemaking aides, many of whom are bilingual. These have been very effective in El Paso and San Antonio, Texas; Adams County, Colorado; Nogales, Arizona. Many of the families worked with are elderly but no statistical count is currently available.

In November 1968, Extension initiated and launched an expanded Nutrition Educational Program for the poor, using paid aides. Plans of Work mention Mexican-Americans as target audiences in 44 of 51 counties selected for the initial effort in the five Southwest States (Colorado, California, Arizona, New Mexico and Texas). The few remaining counties selected are primarily Indian, Negro and mixed. The plan in these five States will be to hire nearly 800 program aides to reach about 34,000 low income families with nutrition education. No documentation of the number of elderly to be included is available at this time. However, these States are aware of the proportion of elderly among the poor in their selected sites and the elderly will receive attention.

Availability of Personnel

Trained home economists are in short supply for the job opportunities available. Bilingual Spanish-American home economists are insufficient to meet the demand. Nevertheless, the Extension Service has recently added a bilingual home economist in Rio Arriba County, New Mexico and will be adding eight to ten more home economists in Texas. A special effort will be made to secure those who are bilingual.

Based on achievements of the past we know that effective educational programs can be carried out through use of bilingual aides and volunteers. Resources, however, have not been sufficient to provide enough staff to reach all the families who could benefit.

ITEM 3. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT,
HOUSING ASSISTANCE ADMINISTRATION,
Washington, D.C., March 10, 1969.

DEAR SENATOR YARBOROUGH: As you know, during the January 14, 1969 hearing of the Senate Special Committee on Aging on the Availability and Usefulness of Federal Services and Programs to Elderly Mexican-Americans, there was a discussion in answer to your question about the amortization of low-rent housing involving acquisition and rehabilitation.

Since the hearing, we have learned that there has been some misunderstanding of our policy which permits financing of acquisition and rehabilitation projects in less than 40 years where it is clearly demonstrated that the anticipated useful life would not be consistent with 40-year amortization. As a result, we are communicating with each of our Regional Offices to affirm that this policy, which is contained in our November 12, 1965 circular, still is in effect.

I hope this will be helpful to you and to the Committee, and for your convenience, I am enclosing a copy of the circular.

Sincerely yours,

A. E. ROSFELD,
Acting Deputy Assistant Secretary.

[Enclosure]

**DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT,
PUBLIC HOUSING ADMINISTRATION,
Washington, D.C., November 12, 1965.**

To: Local Authorities, Regional Directors, Central Office Division and Branch Heads.

From: Marie C. McGuire, Commissioner.

Subject: Acquisition, or acquisition and rehabilitation, of existing housing.

Enclosed is a copy of a PHA release establishing procedures and standards and describing techniques to implement a program consisting of acquisition, or acquisition and rehabilitation, of existing housing by Local Authorities for use in their low-rent housing programs. This is the latest PHA release to implement the new approaches envisaged by Congress in connection with the Housing and Urban Development Act of 1965. (Our Circular of 10-6-65 explains the effect of the leasing authorization under the new section 23 of the USH Act, and another Circular of 10-12-65 explains the method of determining the amount of the fixed annual contribution under the new "Flexible Formula" for projects consisting of leased privately owned housing or housing acquired under the provisions of the attached procedure (see par. 18) for a term substantially less than 40 years.)

Acquisition of existing housing (with or without rehabilitation) is not a new field in this country or in the PHA-aided program, but has been done on a very limited basis thus far. Local Authorities have been acquiring FHA and VA defaulted standard housing, and both standard and substandard existing housing from private owners and doing the rehabilitation work by contract or with their own employees. However, the will of the Congress is that Local Authorities will strive to provide about 60,000 units in the next four years by this method. This major increase in emphasis will involve using existing techniques to the maximum and the development of entirely new ones. One such major new technique is spelled out in paragraph 6. This and other methods will be the subject of more detailed discussion and implementation in the future.

I wish to direct your attention to paragraph 8, and particularly to subparagraph c which enumerates the new aids provided under the Housing and Urban Development Act of 1965 to improve neighborhoods and provide open space, neighborhood centers, beautification assistance, etc. PHA staff will do its utmost to advise and help you in this regard even though the funds are not provided under the United States Housing Act of 1937.

The enclosed release will be incorporated in our permanent Manual system at the earliest possible date.

ITEM 4. OFFICE OF ECONOMIC OPPORTUNITY

**STATEMENT OF BERTRAND M. HARDING, ACTING DIRECTOR, OFFICE OF
ECONOMIC OPPORTUNITY**

All Office of Economic Opportunity programs are expected and required, under the EOA amendments of 1967, to involve, serve and employ older persons. To the extent that OEO programs are being conducted in communities having high concentrations of Mexican-Americans, it is unquestionably true that older Mexican-Americans are being served in proportions more than commensurate with their numbers. By their nature, certain types of broad-range programs designed to serve all age groups, such as Neighborhood Service Centers, Comprehensive Health Centers, Legal Services and the Emergency Food and Medical Services Program, tend actually to concentrate a large and sometimes major part of their services upon the aging members of the population.

GENERAL OEO PROGRAMS

1. *Neighborhood Service Centers.* Such centers are functioning widely throughout most of the Southwestern States having the largest aggregation of Mexican-Americans. Referral services and assistance to elderly persons with their Social Security, Medicare, housing and other needs is a universal feature of these centers. Low-income Mexican-American aides are employed by the centers to conduct this referral service and to reach out into the community to find persons needing such services.

2. *Legal Services.* Legal Services programs are operating in nearly all of the larger cities and in many of the smaller ones in the Southwest. In California the Statewide California Rural Legal Service program provides service throughout the agricultural valleys where most of the Mexican-Americans live. They all have bilingual attorneys and aides and devote a major part of their attention to Mexican-Americans and much of it to the older ones.

3. *Emergency Food and Medical Services Programs.* These programs are generally restricted to counties classified as relatively poor. In the Southwest they are confined primarily and almost exclusively to communities with large Mexican-American as well as Indian populations. Older persons as well as young children are prime beneficiaries of these programs.

4. *Migrant Programs.* OEO's special programs for migrant farm workers in the Southwest and the West are directed overwhelmingly toward the Mexican-American group. These include many programs as far north as Idaho, Oregon and Washington. These programs provide a wide range of services—education, health, housing and others which benefit the older as well as the younger members of the population.

5. *Health Programs.* The comprehensive Kalinowski health services program is conducting a number of activities and receiving a number of findings that involve Mexican-Americans.

A. Three OEO-aided comprehensive health services projects (Neighborhood Health Centers) are serving a substantial number of Mexican-Americans. These projects are in *Denver*, (Colorado) *San Luis*, (Colorado) and *Alviso* (California).

It is planned to provide continuing support for the development and conduct of these efforts until other sources of support (such as the State Title 19 programs and private funds) can maintain the effort. The first grant to Denver was made in 1965; the current grant is \$2,940,000. The first grant to San Luis was in 1968 and equaled \$542,000. The first grant to Alviso was in 1967; \$664,000 has been awarded to this project.

Many other communities with large Mexican-American populations have indicated interest in developing comprehensive health services projects. However, the limited funds available for the program has not made it possible to respond effectively to these needs. It would be desirable both to initiate additional projects similar to the Denver and Alviso efforts and to test innovative approaches, particularly in connection with rural problems and hospital outpatient departments. In recent months, special attention has been given to the planning of a project in *San Antonio*, involving the Community Action Agency, the University of Texas Medical School and other concerned groups.

B. Additional outreach efforts to bring elderly Mexican-Americans into the health care system are needed. These outreach services should be linked, wherever possible, to efforts that are also concerned with modifying the health care system so that it is more responsive to the needs of the users of services and is designed to provide comprehensive, personal dignified care. The most effective efforts are those that include outreach and care services in an integrated design so that those in need are sure to receive appropriate treatment and follow-up services. To the maximum extent, neighborhood residents (such as other Mexican-Americans) should be trained and employed to help provide these services.

C. The OEO-aided Neighborhood Health Centers are planned to offer comprehensive health services, including examinations, diagnosis, treatment, follow-up and rehabilitation. It is essential that this gamut of services be integrated so that identified health problems receive prompt and continuous care. This approach is basic to the concept of Comprehensive Health Services as it is set forth in our Program Guidelines.

Projects in many other areas have revealed serious untreated health problems, similar to the experiences in Alviso. These types of problems are inevitable under conditions where health services are inadequate and are not organized on the basis of the needs of potential users. As a result, poor persons tend to stay away from the health care system as long as possible; treatment is not sought until health problems are complicated and more likely to be uncorrectable.

Special efforts are also needed to assist Mexican-Americans to apply for and utilize the services to which they are entitled under Medicare. Special registration efforts are often necessary to ensure that the established requirements are met. However, it should be emphasized again that the entitlements to services financed by Medicare are only meaningful if the services are available and

accessible and are designed to meet the needs of users. In most poverty areas, this is not the case.

D. Special studies of the health problems of elderly Mexican-Americans served at Neighborhood Health Centers have not been made. If desired, we would be pleased to undertake such studies.

Elderly Mexican-Americans are likely to have experiences similar to other poor groups—many complicated health problems have developed due to the practices, discussed above, not to seek health services or to only seek them late in the illness because of the many barriers to obtaining such services. Barriers of transportation, language and manpower tend to be especially severe for these groups. These problems are illustrated in a film recently released by the Office of Economic Opportunity—"Not as a Privilege;" the film concerns a Mexican-American family in Denver.

Innovations at the Health Centers of special value to elderly Mexican-Americans are the employment of Mexican-Americans on the staff of the Center and the organization of necessary transportation services. These services help overcome two of the major barriers of the past.

If additional time were available, we would be pleased to undertake a study pinpointed more specifically at the experience of elderly Mexican-Americans at a number of locations.

Programs for Older Persons

1. *Medicare Alert.* This program was a nationwide OEO program. Because of the language barrier and unique problems of verifying age and other eligibility factors, the older Mexican-Americans had the most intense need for the kind of assistance provided, received major attention and were prime beneficiaries. While this program was a short-range one conducted during the early days of Medicare, the need continues and it is an important function of all Community Action Agencies to assist eligible persons to qualify for Medicare. In many instances, the indigenous, bi-lingual older persons trained for the original program have remained on the staff to provide this on-going assistance.

2. *Foster Grandparents.* This program, also referred to extensively in the hearing, was originated by OEO and continues to be supported by OEO funds. As reported by Commissioner Bechill, 35 percent of the foster grandparents employed in the Houston program are Mexican-Americans; in the San Antonio program 46 percent; and, in the New Mexico project at Las Lunas Hospital and Training School, 80 percent. Significant numbers are also employed as foster grandparents in programs in California and elsewhere.

3. *Senior Opportunity and Services Programs.* The OEO Amendments of 1967 provided for the establishment of a wide range of special local programs for the aged. A considerable number of these were funded last June and are just coming into full operation. In the Western Region, for example, programs were funded in Tucson, San Diego, San Bernardino, Fresno, Modesto, San Jose, Santa Cruz and other centers with large Mexican-American populations. Each of the grants contained conditions that Mexican-American and other minority groups must be employed, served and included on policy-making advisory boards. From its local initiative funds, the Eastland (Los Angeles) Community Action Agency commenced a project exclusively for elderly Mexican-Americans.

4. *Legal Research and Service for the Elderly Poor.* Under a new pilot program of legal research and service for the elderly poor, eleven projects are being funded by OEO throughout the Nation. Two of these, at San Antonio and Albuquerque, will serve older Mexican-Americans predominately. Others at Los Angeles and San Francisco are expected to serve substantial numbers of Mexican-Americans.

5. *CAP-VISTA Cooperative Aging Project.* Under a new arrangement between the CAP and VISTA programs, 120 VISTA volunteers are being placed on the staffs of local community action agencies to assist them in developing programs and expanding services specifically for the older poor. Approximately 25 percent of these VISTAs are assigned to Southwestern communities with high proportions of Mexican-Americans.

Numbers of Elderly Mexican-Americans Reached by OEO Programs

In terms of OEO dollars expended for the benefit of the elderly, a study prepared by my staff indicates a significant year-by-year increase both in actual amounts and as a percentage of total resources.

[Dollar amounts in millions]

	Expenditures for the aged		
	1967	1968	1969
Community action programs.....	\$36.3	\$45.7	\$57.1
Total OEO.....	59.0	64.9	76.5
Community action programs (as percent of total).....	4.5	5.3	6.1
Total OEO (as percent of total).....	3.5	3.7	3.9

We do not have the means presently of isolating precisely the dollars or percentages applicable to the older Mexican-American group, but research suggests that OEO programs reach approximately 125,000 of the older Mexican-Americans in the Southwest.

OEO 1968 Calendar-Year Report on Activities for the Elderly Poor

On December 31, 1968, I mailed to Senator Harrison A. Williams, at his request, a calendar-year report which broadly covered this agency's activities and plans for programs for the aging. While not specifically directed at programming for the Mexican-American or other minority groups, this description report may have relevance to the Committee's study of the elderly Mexican-Americans. Accordingly, a copy is attached, although it is possible that the report already is in the record.

The Cabinet Committee Hearings on Mexican American Affairs held in El Paso, Texas, October 26-28, 1967, brought to the attention of OEO many of the unique needs of the Mexican-Americans in the Southwest.

The many programs serving the Mexican-Americans in the Southwest are too numerous to mention at this time. However, highlighting specific Older Persons Programs is the main concern of these programs.

Of the 3½ million Mexican-Americans in the Southwest, according to the 1960 census, 314,000 are considered to be elderly. The average Mexican-American is considered to be old-aged at 57 years of age, whereas the average person in other groups is so considered at age 62. Many of these elderly Mexican-Americans who fall well within these age ranges are provided many OEO services.

As a result of the El Paso Hearings the following action was taken:

1. Mobile Information Centers have been initiated to provide emergency food, medical care and legal services to migrant families.
2. Head Start now requires a bi-lingual teacher or a Spanish-speaking adult in the classroom at all times. In many cases this person is an older Spanish-speaking person. (See pg. 14, Head Start Manual.)
3. Many legal service projects have been funded to serve the Mexican-Americans through direct grants or CAA's.
4. Migrant Title III-B grants are made to serve the entire community. However, projects such as the Economic Opportunities Development Corporation of Laredo, Texas, are to provide and improve stable employment for migrant workers, many of who are elderly.

ITEM 5. SMALL BUSINESS ADMINISTRATION

U.S. GOVERNMENT,
SMALL BUSINESS ADMINISTRATION,
Washington, D.C., January 14, 1969.

DEAR SENATOR YARBOROUGH: When I came over as Administrator of the Small Business Administration in July, 1968, the President urged that I set up a minority entrepreneurship program. Statistics showed that while minorities—primarily Blacks and Spanish-Americans—make up about 15 percent of the population, they only own from one to three percent of our businesses.

The minorities are now conscious that they are outside the American Free Enterprise System rather than exploited by it, and they demand to be let in. They are demanding not just a political voice but an economic stake which they can risk, to gain or to lose, in free enterprise and share in the adventure and rewards of a truly free society.

These conceptions gave birth last July to PROJECT OWN. It is SBA's most dynamic program, dedicated to making great increases in the number of minority entrepreneurs, all with the best possible training, in the shortest possible time. Because they are our two largest minority groups, PROJECT OWN has placed greatest emphasis on helping the Blacks and the Spanish-Americans.

Background on Project Own

The would-be minority entrepreneurs generally lack two fundamentals: capital and experience. Compensating for these two factors means providing capital on a different basis than for the more fortunate members of our society and providing management assistance and training to make up for the experience gap.

PROJECT OWN combines the efforts of government and the private sector, with the maximum feasible involvement of all levels of government, banking, industry, trade associations and community groups—in fact any person or organization that can add expertise, capital, training, supervision or other support to the program.

PROJECT OWN is in the best tradition of the American principles. It is not a government hand-out. It merely makes the assumption that a man's color or his accent or his poverty-stricken background do not necessarily mean that he has neither the will nor the ability to seek the possible solution to his plight. Supply him fairly with opportunity—in the form of capital and training—help him to help himself, and he will make his way.

The Small Business Administration provides overall direction. It selects the most promising types of business to be developed by minority entrepreneurs. It enlists the aid of banks by guaranteeing the loans made under Project Own and makes loans itself under its regular direct loan program. It assists financially in local and state development companies and in Small Business Investment Companies.

We have convinced the American Bankers Association that it should urge its members to relax their stringent loan requirements, and make loans to minority people more on character than on collateral. SBA itself has done so, and has itself also provided such additional aids as Blanket Loan Guarantees to speed up bank processing of loans, and its Lease Guaranty program to enable the new minority entrepreneur to operate in choice locations where his lack of a triple-A credit rating would have otherwise barred him.

Finally, SBA has sent 50 teams into 40 cities throughout the nation, which, with the active support of community leaders and organizations among the minorities, are recruiting, screening and helping members of these minority groups to become owners of their own establishments. Trade associations and other experts are providing high-level managerial training and SBA's own substantial management assistance organization is helping, along with trade group experts, to provide continuous counseling to the new businessmen as they encounter the difficulties and complexities of modern, competitive business.

The Minority Advisory Councils

It is abundantly clear that the days of the "White Man's Burden" are over. Self-help and self-determination, with the concomitant responsibility and dignity are the cry of the day. It was obvious that PROJECT OWN could never work unless the minorities themselves first bought the idea and unless they were brought into the planning, policy-making and outreach functions of the program. To this end, in August, I set up two minority advisory councils, one Black, one Spanish-American, composed of minority leaders and organizations from across the country. The minorities, heartened at the response of the business community and their government, were eager to cooperate. The three meetings of the Advisory Councils which we have had to date were extremely fruitful. I would be happy to provide you with minutes from these meetings if you are interested. I believe that these minority advisory councils are unique and that other government agencies could greatly benefit from setting up similar ones.

In the words of the Advisory Council members themselves, the purpose of the Councils is to establish nationwide minority forums and communication links which come together to provide a vehicle for informational input and output as it relates to Project Own and economic development in the Black and Spanish-American communities.

A vital part of Project Own is a city by city organization of the minority communities. In the cities where there are existing, strong, community organizations we have been able to work closely with these groups and have generally been able to make more loans, than in cities where the communities are not organized. The community organizations help us by doing outreach—making their fellow citizens aware of the Program and the new opportunities open to them. They help the minority loan applicants fill out forms and applications and in many cases bring them into our SBA offices, act as liaison between the loan applicants, the banks and the SBA offices, and help the applicants through the various stages of processing. It is our hope that in cities where there are

no existing organized minority structures, the Advisory Council members will help set up such structures. We also contemplate having small regional minority advisory councils to work with our regional directors reviewing progress with them, making suggestions on how outreach can be achieved and make suggestions on how the program can be made more effective on the local level.

Though in the initial stages the Councils have been meeting about every six weeks it has been decided that the full minority advisory councils will meet every three months to report to the Administrator and make reports and recommendations, and that they will meet by sub-committee once a month. The sub-committees are:

1. Organization and Communication 2. Political and Legislative 3. Individual Entrepreneurship 4. Community Economic Development

We are very pleased with the success of Project Own. In the belief that facts speak louder than words, let me give you some indication of its impact.

It was announced formally on August 10, 1968. In those 4½ months, we have made 1,821 loans to minorities for a total of \$37.3 million as compared to *total* FY 1968 figures of 1,676 loans to minorities for \$29.9 million. We have therefore more than doubled our annual rate of loans to minorities. It is significant that this has not been the detriment of our regular loan programs which increased 10 percent over the same six months. The reason for this is that we have been able to make this great impact through SBA guaranteed bank loans, rather than from direct federal speaking. To put this into perspective, one has only to take a look at December 1968 loan activity:

1. Minority loans more than tripled in both number and value over December 1967.

2. At the same time, the percentage increase over December 1967 for our overall loan program was 10 percent in number, 18 percent in value.

3. We are achieving this with less government money.

In December 1967, \$27.7 million in SBA dollars were required to do \$51.9 million in loans.

In December 1968, only \$19.5 million in SBA dollars produced \$61.2 million in loans.

As for the loans to Spanish-Americans; taking the 16 cities with the highest concentrations of Spanish-Americans and comparing the six months since the inception of Project Own with the same period in FY 1968 we find that we have made 199 loans as compared with 123 last year in the amount of \$4.2 million as compared with \$2.3 million. I am enclosing city by city detail for your information.

It is significant that while we have greatly improved our record with regard to loans to Spanish-Americans, impact has not been as great as with the Black Community. We feel that the key reason is the lack of city by city organization among the Spanish-Americans and we hope that our Spanish-American Advisory Council will help provide this organization so that impact can be further increased.

In regard to assisting elderly Mexican-Americans, there are several SBA programs that might possibly be brought to bear once action is taken locally by business groups or the community itself to form business entities that would qualify for SBA assistance.

As mentioned earlier in this letter, SBA teams in the area are actively trying to develop business opportunities and locate persons with entrepreneurial skills or potential. Most of the work these teams do will be done in connection with Project OWN.

However, in addition to Project OWN assistance, it might be feasible to use our Local Development Company program which is available to assist locally-organized corporations established to help small firms. The El Mercado shopping center in Los Angeles with which you may be familiar was constructed under SBA's Local Development Company program and houses Mexican-American operated stores.

We also have held discussions with the group called La Rosa in Phoenix, Arizona and are exploring the possibility of forming a Small Business Investment Company which could provide businesses in the area with equity capital and long-term loans.

Consequently there are a number of programs that could possibly be of assistance subsequent to action initiated locally by business groups or the community itself.

Sincerely,

HOWARD J. SAMUELS, *Administrator.*

EXHIBIT A.—ANALYSIS OF LOANS TO MINORITIES FOR SELECTED REGIONS JULY—DECEMBER 1967 vs. JULY—DECEMBER 1968

28-748-69-pt. 4-9

Region	Year to date	Total loans			Total minority loans			Spanish Americans			Total minority loans as percent of total loans		Spanish American loans as percent of minority loans	
		Number	Value	Average	Number	Value	Average	Number	Value	Average	Number	Value	Number	Value
0202 New York	67	185	\$5,254,000	\$28,400	49	\$628,000	9	\$74,500	\$8,277	26.4	11.9	18.4	11.9	
	68	283	7,577,850	26,776	165	2,611,600	42	502,800	11,971	57.8	34.4	23.4	19.2	
0555 Miami	67	293	10,143,000	43,617	56	874,000	46	754,700	16,406	19.1	8.6	82.1	86.4	
	68	268	11,198,600	41,785	79	1,850,500	52	1,114,900	21,440	29.4	16.5	65.8	60.2	
0707 Chicago	67	68	3,711,000	54,570	18	501,000	1	15,000	15,000	26.4	13.5	5.6	3.0	
	68	141	5,879,862	41,701	64	2,569,350	0	0	0	45.3	43.7	0	0	
1010 Dallas	67	60	3,529,000	58,816	15	48,000	1	3,500	3,500	25.0	1.4	6.7	7.3	
	68	73	2,498,740	34,229	17	206,000	3	45,000	15,000	23.2	8.2	17.6	21.8	
1071 Houston	67	98	4,181,000	42,663	15	174,000	3	47,700	15,900	15.3	4.2	20.0	27.4	
	68	142	5,189,600	36,483	34	420,000	2	11,500	5,750	23.9	8.1	5.9	2.7	
1078 Lubbock	67	110	4,151,000	37,736	6	125,000	4	119,000	29,750	5.0	3.0	66.7	95.2	
	68	63	2,119,950	32,120	5	48,000	0	0	0	7.5	2.3	0	0	
1081 San Antonio	67	63	2,611,000	41,444	11	280,000	7	124,500	43,500	17.4	10.7	63.6	44.5	
	68	74	4,101,135	55,420	21	638,000	15	553,700	52,216	28.3	15.6	57.1	83.0	
1082 Albuquerque	67	80	2,895,000	36,180	17	326,000	14	293,500	20,964	21.2	11.3	82.4	90.0	
	68	79	3,940,500	38,487	29	478,500	23	390,500	16,978	36.7	15.7	79.3	81.6	
1111 Denver	67	193	10,508,000	54,445	26	640,000	12	427,100	35,391	13.4	6.1	46.2	66.7	
	68	263	10,775,110	40,970	62	1,317,200	31	828,500	26,726	23.5	12.2	50.0	62.9	
1212 San Francisco	67	112	4,575,000	40,848	25	528,000	8	77,700	9,712	22.3	11.5	32.0	14.7	
	68	151	6,254,000	41,417	52	1,252,000	4	35,000	8,750	34.4	20.0	7.7	2.8	
1214 Los Angeles	67	130	5,272,000	40,553	43	955,000	8	103,700	12,962	33.0	18.1	18.6	10.8	
	68	139	7,671,600	55,191	67	1,866,600	14	471,800	33,700	48.2	24.3	20.9	25.3	
1254 San Diego	67	50	1,478,000	29,560	12	106,000	2	20,000	10,000	24.0	7.2	16.7	18.9	
	68	45	939,000	21,533	16	203,500	2	33,000	16,500	35.5	20.7	12.5	16.4	
1288 Phoenix	67	81	3,630,000	45,555	14	406,000	7	204,000	29,142	17.2	11.0	50.0	50.2	
	68	60	3,547,500	59,125	16	385,000	8	155,000	19,375	26.6	10.8	50.0	40.2	
0349 Cleveland	67	68	2,822,000	41,500	20	252,000	1	15,200	15,200	29.4	8.9	5.0	6.0	
	68	119	5,057,346	42,498	55	850,646	1	4,000	4,000	46.2	16.8	1.8	0.5	
0768 St. Louis	67	55	3,062,000	55,672	7	57,000	0	0	0	12.7	1.9	0	0	
	68	78	4,029,700	51,662	20	404,000	1	8,500	8,500	15.3	10.0	5.0	2.1	
0709 Kansas City	67	229	10,145,000	44,301	16	163,000	0	0	0	6.9	1.6	0	0	
	68	201	9,197,777	45,760	33	431,250	1	5,000	5,000	16.4	4.7	3.0	1.2	
Total	67	1,875	78,027,000	41,614	350	6,063,000	123	2,280,100	18,537	18.7	7.8	35.1	37.6	
	68	2,182	89,099,270	40,834	735	15,529,146	199	4,159,200	20,900	33.7	17.4	27.1	26.8	

EXHIBIT B.—TOTAL LOANS APPROVED VERSUS MINORITY LOANS APPROVED

MONTHLY COMPARISON OF FISCAL YEAR 1968 TO FISCAL YEAR 1969

FISCAL YEAR 1968

[Preliminary—Total SBA excludes disaster and investment; dollars in millions]

Program	July		August		September		October		November		December	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
Business (7):												
Total.....	798	\$40.7	954	\$45.6	806	\$42.5	781	\$38.6	816	\$41.9	811	\$41.6
Minority.....	25	\$.6	42	\$1.6	37	\$.8	31	\$.8	20	\$.4	37	\$1.6
Percent.....	3	1	5	4	5	2	4	2	3	1	5	4
EOL:												
Total.....	231	\$2.3	266	\$2.6	230	\$2.5	259	\$2.6	219	\$2.5	238	\$2.4
Minority.....	67	\$.7	91	\$.9	96	\$1.1	95	\$.9	91	\$1.0	79	\$.8
Percent.....	30	22	35	35	42	44	37	35	42	40	33	33
DBL:												
Total.....	19	\$3.0	27	\$2.4	26	\$2.3	32	\$3.6	25	\$1.6	43	\$2.8
Minority.....	3	.0	2	0	1	0	6	\$.5	2	\$.1		
Percent.....	17	0	7	0	4	0	19	14	8	6		
DCL:												
Total.....	6	\$1.1	20	\$3.7	65	\$8.1	22	\$4.3	35	\$5.3	40	\$4.7
Minority.....			1	\$.4	21	\$.9			5	\$.1	11	\$.4
Percent.....			6	13	32	11			14	2	28	9
Total loans.....	1,054	\$47.1	1,267	\$54.3	1,127	\$55.4	1,094	\$49.1	1,095	\$51.3	1,132	\$51.5
Minority loans.....	95	\$1.3	136	\$2.9	155	\$2.8	132	\$2.2	118	\$1.6	127	\$2.8
Percent.....	9	3	11	5	14	5	12	4	11	3	11	5

Program	January		February		March		April		May		June	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
Business (7a):												
Total.....	630	\$37.4	670	\$34.9	786	\$40.2	842	\$43.5	750	\$40.2	828	\$46.7
Minority.....	17	\$.6	21	\$.6	29	\$.8	41	\$1.7	24	\$1.0	39	\$1.1
Percent.....	2	2	3	2	4	2	5	4	3	2	5	2
EOL:												
Total.....	190	\$2.3	195	\$2.0	241	\$2.6	261	\$3.1	248	\$2.6	356	\$4.3
Minority.....	77	\$.9	98	\$1.1	113	\$1.3	114	\$1.3	127	\$1.5	171	\$2.1
Percent.....	41	39	50	55	47	50	44	42	51	58	48	49
DBL:												
Total.....	17	\$1.8	28	\$11.4	37	\$3.7	26	\$3.7	18	\$1.6	37	\$7.2
Minority.....	3	\$.1	2	\$.1	1	0	4	\$.3	2	0	2	\$.1
Percent.....	19	5	7	1	3	0	15	9	11	0	5	1

DCL:												
Total.....	32	\$4.0	24	\$3.4	18	\$3.2	60	\$4.5	22	\$3.5	72	\$6.7
Minority.....							9	\$.4	4	\$.6	15	\$.7
Percent.....							15	9	18	17	21	10
Total loans.....	869	\$45.5	917	\$51.7	1,082	\$49.7	1,189	\$54.8	1,038	\$47.9	1,293	\$64.9
Minority loans.....	97	\$1.6	121	\$1.8	143	\$2.1	168	\$3.7	157	\$3.1	227	\$4.0
Percent.....	11	4	13	3	13	4	14	7	15	6	18	6

FISCAL YEAR 1969

Business (7a):												
Total.....	669	\$33.7	747	\$35.6	902	\$52.6	859	\$44.0	755	\$44.0	784	\$44.2
Minority.....	25	\$.9	38	\$1.1	67	\$3.6	92	\$4.0	99	\$4.1	114	\$4.0
Percent.....	4	3	5	3	7	7	11	8	13	9	15	9
EOL:												
Total.....	245	\$2.7	304	\$3.7	321	\$3.5	498	\$5.9	401	\$4.7	343	\$4.3
Minority.....	120	\$1.6	155	\$1.7	189	\$2.3	328	\$4.0	280	\$3.3	274	\$3.5
Percent.....	49	59	51	46	59	66	69	68	70	70	80	81
DBL:												
Total.....	13	\$1.1	18	\$1.7	19	\$1.6	26	\$2.6	19	\$3.5	28	\$3.6
Minority.....	1	\$.2	1	\$.0	1	0	4	\$.1	1	0	3	\$.1
Percent.....	6	12	5	12	5	0	15	4	5	0	11	3
DCL:												
Total.....	26	\$5.8	29	\$3.8	45	\$5.9	31	\$3.1	32	\$3.1	86	\$9.1
Minority.....			2	\$.3			1	\$.4	4	\$.3	23	\$1.8
Percent.....			7	8			3	13	10	10	26	20
Total loans.....	953	\$43.3	1098	\$44.8	1287	\$63.6	1414	\$59.9	1207	\$55.3	1241	\$61.2
Minority loans.....	145	\$2.5	196	\$3.3	257	\$5.9	425	\$8.5	384	\$7.7	414	\$9.4
Percent.....	15	6	18	7	20	9	30	14	32	14	33	15

Note: Summary follows:

	Number	Amount
Fiscal year 1968 to date:		
Total loans.....	6,769	\$308.7
Minority loans.....	763	13.6
Percent.....	11	4
Fiscal year 1968:		
Total loans.....	13,157	623.2
Minority loans.....	1,676	29.9
Percent.....	13	5
Fiscal year 1969 to date:		
Total loans.....	7,200	328.1
Minority loans.....	1,821	37.3
Percent.....	25	11

ITEM 6. COLORADO STATE DEPARTMENT OF SOCIAL SERVICES

EXHIBIT A. STATEMENT OF ROBERT B. ROBINSON, DIRECTOR, DIVISION OF SERVICES FOR THE AGING

STATE OF COLORADO, DEPARTMENT OF SOCIAL SERVICES,
 COLORADO COMMISSION ON AGING,
Denver, Colo., January 21, 1969.

DEAR SENATOR YARBOROUGH: Thank you for including Colorado in your deliberations on the plight of the elderly "Spanish Americans" (Mexican-Americans) in today's society. I am certain Mr. Greenwood, Chairman of the Texas Governor's Committee on Aging, and Mrs. Carter Clopton, Executive Director, covered the subject matter completely.

However, I would like to add a few observations from the point of view of our State. There are approximately 180,000 persons over 65 in Colorado, and it is estimated that there are between 9,000 and 10,000 older Spanish Americans in this group, the majority of whom live in an area along the Colorado-New Mexico border, with other concentrations in Pueblo and Denver.

In working with these people, we have found lack of communication a major problem. And before communicating, a barrier has already been erected because we are not yet agreed as to how we wish to identify these elderly Americans. For example, in Texas, Arizona, and California, we hear the term "Mexican American." In New Mexico and Colorado many prefer "Spanish American" and we also hear in Colorado the terms "Hispano"—"Spanish Surnamed"—"Mexican American"—and "Latin American."

From here on, I would like to use the same question and answer format you proposed to Mrs. Clopton:

1. No comment necessary.

2. We have nine multi-purpose senior center programs in the State, seven of these supported through Title III of the Older Americans Act, and two through State Grant Funds. We do not require, or expect, our centers to indicate participation by race, creed or color, and they all comply with Title VI of the Civil Rights Act. Therefore, it is difficult to provide definitive answers as to participation by minority groups. We have one center in the southern part of the State which probably has 30% of its membership from the Spanish American community. In other centers there is a minimum of participation. One of the Administration on Aging projects in Denver, and the two State projects also in Denver, have a fairly high percentage (15 to 25 per cent) in comparison to the composition of the total community.

3. A major problem in the development of new programs to serve the elderly of our State, including this group, has been the lack of community funds and resources to meet the matching requirements under Titles of the Older Americans Act of 1965. If the current policy of *not being allowed to take credit for professional and non-professional volunteer time* had been in effect when we first began to develop programs in Colorado, I am positive we would not have all the centers and programs which are presently serving our older population. In three areas where the need is greatest, the funds are shortest. I am certain it was not the intent of the Congress to develop programs only in communities which could already afford to implement them themselves.

4. I believe any research project developed to provide information for public policy decisions should be related to all of the elderly, and if necessary, particular attention can then be placed on the older "Spanish Americans." I do not believe they wish to be treated any differently than any other older person in the community. Even in those areas where there is a preponderance of them, the total elderly population should be included in any research study. The inherent danger in the development of studies and programs which focus on only one group in the total community of older people, is that we tend to reinforce, rather than eliminate, the difference.

5. I feel any demonstration project designed around the full range of services required by the elderly Spanish American in either a small town or urban setting, should also include other groups of older people. We know the difficulties faced by organizations working with the elderly is that we too frequently do not fully understand their values, the subtle differences between their culture and our culture. Therefore, we try to impose our own values and culture on him.

I was not aware, for example, until I began researching this program, of the importance they attach to the family meal. When I was with the Housing Author-

ity, we had one project composed of approximately 50% Spanish American and 50% non-Spanish American. We did not understand why, when social events were held and "pot luck suppers" given, we had good participation by the older non-Spanish Americans, but rarely did a Spanish American elderly person come to the dinner. It is now evident they preferred to eat with their own family in their own home.

6. I strongly support the concept of providing Title V grants under the Older Americans Act to train bilingual personnel to help provide services and consultation needed by the elderly Spanish Americans. I think it is obligatory on our part to make every effort to reach these people.

In the preparation of this response, I conferred with Mr. Bernard Valdez, Manager of the Denver Department of Public Welfare and a leader in the Spanish American community. I specifically asked him what he saw as the major need for this elderly group. He indicated, and I concur, that there is a need for the development of facilities such as nursing homes and homes for the aging. We recognize that this might appear to encourage segregation, however, segregation of this type, of itself, is not bad. We have found that the older Spanish American is not comfortable in settings which are alien to his own culture. If homes of this type are to be accepted by the older persons, they must provide a setting where the language, the food, and the general atmosphere, is closely allied with that which they have been familiar most of their lives. We do a disservice to older people when we forcibly try to change their entire life style so as to conform with our own concepts of what we feel is acceptable in today's society.

Thank you for this opportunity to present my view to your Committee.

Sincerely,

ROBERT B. ROBINSON,
Director. Division of Services for the Aging.

EXHIBIT B. STATEMENT OF CHARLINE J. BIRKINS, DIRECTOR,
DIVISION OF PUBLIC WELFARE

STATE OF COLORADO,
DEPARTMENT OF SOCIAL SERVICES,
Denver, Colo., March 7, 1969.

DEAR SENATOR YARBOROUGH: I am pleased to add my comments to the United States Senate Special Committee on Aging study of "Availability and Usefulness of Federal Programs and Services to Elderly Mexican-Americans."

I concur in the statements made by Mr. Robinson, the Director of the Division of Services for the Aging, in his letter to you of January 21. I would like to add to this, however, a few points which were not covered in his letter.

The culture of the Spanish-American family appears to be such that some relatives of the older persons are reticent to placing them in a sheltered care situation when this is needed. There are several reasons for this reticence, one of course is the culture and the traditions of maintaining the family unit as long as possible; second, in our State there appears to be a strong economic reason in some cases, because the assistance check or checks for old age pension are a significant part of the total family income; and, third is the reluctance of the older persons themselves to move into a nursing home setting.

In the San Luis Valley, a five county area where there is a preponderance of the older Spanish-Americans, there are very few private nursing homes, and a minimum amount of public housing. In this same area we have a total estimated population of 3601 over 65, with 1970 of these people receiving old age assistance.

It appears to us that the food stamp program also needs some additional help. One difficulty older people face in this area is the distribution of food stamps. In the San Luis Valley there are few major communities, and stamps are frequently available at only one center. These older people lack transportation, and this is one of the reasons they are not utilizing this program to its maximum. A proposal for a Federal program might be the establishment of a pilot project to improve distribution. I have in mind a mobile unit which would cover the entire five counties, on a regular schedule, and sell food stamps at locations which would be convenient for the older person to get to. I do not feel it necessary at this moment to go into the mechanics of how this would be done, but we have given considerable thought to such a program, and believe it is feasible. Some of our counties are considering distribution of the stamps by mail. We will not know how effective this is until we have had several months experience.

We are pleased that the United States Special Committee on Aging is focusing attention on the problems of minority groups such as the Spanish-American popu-

lation in the southwest. At the same time we hope any recommendations that come out of the Committee will be of benefit to all older persons, and that pilot projects developed will be feasible for implementation throughout the country.

If I can be of further assistance to you in your study, please let me know.

Very truly yours,

CHARLENE J. BIRKINS,
Director, Division of Public Welfare.

ITEM 7. STATEMENT OF FRANCES M. CARP, PH. D., DIRECTOR, HUMAN DEVELOPMENT RESEARCH PROGRAM, AMERICAN INSTITUTES FOR RESEARCH, PALO ALTO, CALIF.

AMERICAN INSTITUTES FOR RESEARCH,
Palo Alto, Calif., February 26, 1969.

DEAR SENATOR YARBOROUGH:

* * * * *

I am delighted, of course, to try to make some contribution to this very serious problem. Enclosed are copies of three different statements I have drawn from the small study for various purposes. Please feel free to make use of them. At the moment I am working on a statement in regard to communication with elderly Mexican-Americans. One clear implication is that the best-hearted efforts to disseminate information among them may fail dismally. Communication requires use of channels "open" at the receiver's end, and to locate them is a difficult problem in this instance. This, I believe, is the place to start. Information dissemination is a more immediately approachable problem than attitude change, for example.

Thank you for including the letter from the San Antonio Housing Authority. May I say that I have the highest respect for the staff of that Authority. They have seen the need for research and even went out to find someone to do it in 1959, when they were going to open Victoria Plaza. In every way they have shown a sincere desire to have outside evaluation of their programs, in order that they can improve them. I feel honored to be associated with them in the research on applicants to Victoria Plaza and to Villa Tranchese. My contact has been with Mrs. Wacker rather than Mr. Jones. (Mrs. McGuire was Executive Director at that time.) It was a real disappointment to me that Mrs. Wacker felt she could not accept my invitation to serve as a consultant on the little study of Mexican-American non-applicants.

There is no question that the Mexican-Americans were different from the Anglo-American applicants. Of course they had not made the decision to move. That is why the study was done. It seems important, in any case, to learn more about why people decide to make such life changes, and in particular why they use or do not use community services they need. In this instance the decision to move followed ethnic-group lines to a rather disconcerting degree. In order to explore reasons for non-application it was necessary to talk with people who had not applied. Comparison with Anglo-American applicants was for the purpose of highlighting differences between applicants and non-applicants, and suggesting factors other than ethnic-group membership but possible related to it, which may influence utilization of public housing for the elderly. Neither group is "representative". *Both* are comprised of volunteers. The applicants voluntarily applied for the housing, and they also volunteered for the study.

The matter of home-ownership which Mr. Jones raises is an interesting one. Apparently Mexican-Americans tend to place higher priority on home-ownership. Other investigators have found this. Also, some applicants had sold homes or passed them along to their children, as part of the process of deciding to apply for public housing and insuring their eligibility. Therefore, the proportion of homeowners among the applicants is not a valid index of homeownership among Anglo-Americans in that age bracket.

I look forward to reading the record of the hearings. Please call upon me for anything I can do to help in understanding and solving the very pressing problem of integrating Mexican-Americans into the fabric of our society, and in finding ways the broader society can serve these deprived members.

Sincerely,

FRANCES M. CARP, PH. D.,
Director, Human Development Research Program.

EXHIBIT A. HOUSING AND MINORITY-GROUP ELDERLY

Building housing for old people, while quite a task, is only part of the problem of seeing that they are well housed. Any benefit to be derived from good housing comes from living in it, not from its physical existence in the community.

Unfortunately, those in greatest need may be least likely to utilize any service the community provides. This has been pointed out not only in regard to housing (Beyer & Nierstrasz, 1967; Carp, 1966), but also in regard to medical services (Eisdorfer, 1968; Ostfeld, 1968) and senior centers (Blenkner, 1961; Wilensky, 1961). Community resources may be particularly inaccessible to members of minority groups (Moore & Holtzman, 1965). Aged members of these groups are among the most deprived persons in our society (National Council on Aging, 1967), and therefore the most in need of housing and other services.

In San Antonio, Texas, in 1959-1960, Victoria Plaza, a high-rise public-housing apartment house especially designed for the elderly, was built. Before construction was completed there were approximately twice as many legally qualified applicants as there was space. However, only 3% of the applicants were Spanish-named, while the 1960 Census reported 50% for the area, and the Roman Catholic Archdiocese estimated 55% (Carp, 1966).

Recently a second high-rise public-housing apartment house for the aged, Villa Tranchese, was built in the same city. Every effort was made to attract Mexican-American applicants to it. The architects were directed in the design of the building to give special consideration to the cultural background of the Mexican-Americans and their habits of interacting with others. As a result, the architects devised a modern version of the "village well" on the basis of anthropological data which suggested that this would meet a vital social need and play an important socializing function for Mexican-American tenants. In recognition of the Mexican-American tradition of privacy for homes, apartments are secluded. In general, Anglo-American homes have exterior yards for the world to see; Latin-American homes are surrounded by solid walls which border the street and protect an interior patio for the family and guests. Consequently, unlike Victoria Plaza, Villa Tranchese has interior halls rather than open galleries, and window treatment is such that living space can easily be screened from the view of passersby.

Throughout the years of preparation for Villa Tranchese, community agencies sought diligently to inform and attract Mexican-American members of the community. Despite these efforts, Spanish-named applicants were few. Of the first 500 applicants for apartments in the new building, 20 had Spanish surnames. Spanish-named elderly persons comprise one of the least privileged segments of the population. In general, the Latin-American elderly in this country are poorly housed, and their incomes are inadequate to obtain standard housing through private means. Yet those in San Antonio, at least, do not avail themselves of special housing facilities which are low in cost.

THE STUDY

The determinants of this low utilization were investigated by interviewing 100 Mexican-Americans who probably would qualify for public housing for the aged but who had made no effective effort to secure it. All were members of the Spanish-speaking community, not persons who had moved to the "northside" and into the Anglo community.

Data were collected in interviews in the respondents' homes by bilingual interviewers who grew up in the Mexican-American community of San Antonio. The reasons for their non-utilization of housing services were explored with the elderly Mexican-Americans, and they were compared on demographic, biographic, and attitudinal variables with applicants to Villa Tranchese.

COMPARISON OF MEXICAN- AND ANGLO-AMERICAN SUBJECTS

As a background to understanding the differential rate of application for public housing for the elderly, the Mexican-American Ss were compared with applicants to Villa Tranchese. All Ss lived in the same metropolitan area and were 62 years of age or older. The two groups were identical in sex distribution and income.

All Anglo-Americans but less than two-thirds of the Mexican-Americans were citizens of the United States. Practically all the Anglo-Americans were born in this country. About 65% of the Mexican-Americans were born in Mexico, but

they had been in the United States most of their lives, the large majority for 50 years or more. No one had lived in this country less than 36 years.

Every member of the Anglo-American group was at least literate in English. Less than 10% of the Mexican-American group could speak, read, and write English; most were illiterate in Spanish. Nearly half the Mexican-Americans had no formal education; most Anglo-Americans had completed at least the eighth grade. About half of the Mexican-Americans who had attended school had done so in Mexico; the others had simply occupied space in a school in the United States until they could somehow avoid returning. Jobs during the working years had been at lower levels for the Mexican-Americans. Most had been unskilled laborers.

The Mexican-Americans had lived at their current addresses longer than had the Anglo-Americans, and the Mexican-American elderly were far more likely to own the homes in which they were living (about 60% compared to about 10%). Because of home ownership, the Mexican-Americans were paying less for housing. Perhaps as a consequence, they spent more on food.

The Anglo-American elderly were more likely to be living alone (60% compared to 25%). More than twice as many Mexican-Americans were living with their spouses. Twice as many Anglo-Americans were divorced or separated from their spouses. Six Anglo-Americans, but only one Mexican-American, had never married. Nearly 30% of the Anglo-Americans, but only about 10% of Mexican-Americans had no living children. Family size was larger for the Mexican-Americans (an average of 4.5 children compared to 1.5). More of the Mexican-American elderly lived in multi-generational families. Practically every Mexican-American considered himself or his spouse to be the head of the household, while the Anglo-American elderly in multigenerational households more often perceived himself as "living with" the younger family.

The Mexican-Americans reported seeing a doctor more frequently than did the Anglo-Americans. The groups were similar in regard to the number who received care from a private physician, but many more Mexican-Americans received medical care at a clinic. This difference may be due to the location of clinics. For clinic care, Anglo-Americans had to go to the outpatient department of the one public hospital, which was at some distance and high transportation cost for most of them. A wait of many hours to see a doctor or nurse was not unusual. On the Mexican-American side of town there were neighborhood medical clinics. One of them was mentioned by many as particularly accessible in psychological as well as physical terms. They felt that they received good medical care and, perhaps as important, that they were treated considerably as persons. The difference between Anglo- and Mexican-American elderly in use of medical services may reflect a difference in attitude toward health care. Typically, the Mexican-American professed to be willing to go without anything else in order to take care of his health. Certainly he took advantage of free medical services and low-priced medications available through clinics. Utilization of medical services may reflect a difference in health status between the groups. No medical examination data were available. Self-ratings of health were different. More Anglo-Americans rated their health as "excellent" or "good," while more of the Mexican-Americans rated theirs as "fair," "poor," or "very poor."

In summary, more Mexican-Americans than Anglo-Americans had married and more of their marriages had endured. A larger proportion of them had had children, and their families tended to be larger. Perhaps related to these family statistics, Mexican-American elderly were less likely to be living alone. A much larger proportion of the Mexican-Americans were foreign born. Though all had lived in the United States during most of their lives, very few could communicate in English, and many were "illiterate in two-languages." Education was much less for the Mexican-Americans, and the jobs they had held were at lower levels. Many more Mexican-Americans owned their own homes, and they had been living at the same addresses for far longer. Probably because of home-ownership, housing costs were lower for Mexican-Americans. Perhaps as a result, they spent more for food. The Mexican-Americans evaluated their own health less favorably than did the Anglo-Americans, and they saw a physician more frequently.

HOUSING

Another difference between the groups—the difference which stimulated this study—was in behavior with respect to public housing for the elderly. While all Anglo-Americans had applied for such housing, no Mexican-American had made such application. Comparison of current housing is difficult. The Anglo-

American elderly who lived with their children were the best housed, but they were dissatisfied with this living arrangement because of interpersonal conflicts—they felt they were imposing or being imposed upon (Carp, 1966). In regard to physical characteristics, the housing of the Mexican-Americans generally was less adequate than that of the Anglo-Americans. However, two-thirds of the Mexican-American elderly judged their present housing "very good," "good," or "all right," and only 15% expressed interest in changing it.

When asked the reasons for remaining in present housing nearly one-third said they were happy where they were and saw no reason to move. Wanting to remain in homes they owned was the reason given by an even larger number (45%). Most of the others mentioned proximity to the kin group, or not wanting to leave their neighbors. Two did not want to undertake adjustment to a different milieu. Only three expressed any feeling of "making the best of a bad situation." They could not afford anything else.

PUBLIC HOUSING

Obviously the majority of these elderly Mexican-Americans were not interested in different housing, either public or private. However, it is interesting to see how well informed they were about public housing. Fifteen percent were living in age-heterogeneous public housing, and 20% had applied for it at one time or another. However, 15% had never heard of public housing. Over one-third expressed interest in learning more about public housing. Often this seemed to express a desire to become informed about, rather than to secure, public housing.

Many of those who knew something about public housing had their knowledge first-hand by observing a public-housing facility (age-integrated) in the neighborhood. Other important sources of information were kin and friends who lived in public housing. (Nearly half of these people knew that their children or other relatives had made application for public housing and a third of them had children who were living or had lived in public housing.) Radio, television, and newspapers were much less important sources of information. No one had learned about public housing through magazines. Reading was minimal among members of this group; a large proportion of the newspapers and magazines they saw were from Mexico and did not include articles on United States public housing. These old people also preferred Spanish-language radio and television stations. They listened to and watched variety shows and detective and other adventure programs, not those which would give them information about community services.

HOUSING FOR THE ELDERLY

When asked what they thought about housing for older people only, the large majority (75%) responded favorably. Housing limited to old people was an excellent idea—for other people. "It's good for those who need it, but not for me;" "It would be good only for *very* old people, but not if people are still active as I am;" and "I'd rather have my own home. Even if it is a small shack, it's my own." Housing for the elderly might be very good for people who have to pay rent. It was pointed out also that: "When one is lonely and sad, you want to be around your own family." Public-housing facilities were thought to afford some protection from the "war gangs" in the neighborhood, and for that reason might be appropriate for old people who have no one to care for them.

Respondents were then asked if they could think of any conditions under which they would want to live in a residence limited to old people. Less than one in six could conceive of such a possibility. These few would apply for such housing only if the present home were lost, or the rent raised; only if the wife insisted; only if one became incapable of taking care of a house; only if it were not far from children, bus stops, or church. Some mentioned advantages of age-segregated housing: for comfortable surroundings and to be around older people, in order to be alone and have quiet, to have new housing with little maintenance, "for comfort, peace, and no worries about the monthly utility bill," and to get out of a bad neighborhood in which gang activities and vandalism were common. But the large majority could conceive of no possibility of their wanting to live in housing for the elderly. Most simply said they were too well satisfied with their present situations to consider such a possibility. Again, home ownership and the undesirability of moving away from other members of the family were important. A few men would not apply for public housing of any sort because they wanted to be "independent of the government." Two women disliked public

housing because of the neighborhoods in which it was built. They spoke of the "gangs and addicts" and maintained that they "would not be able to sleep" in such a neighborhood.

The elderly person was asked what his children would think if he moved to public housing for the elderly. A very large proportion (25%) said they did not know or chose not to answer. They indicated that this was an irrelevant question: whatever the older person's decision, the younger persons would accept it without question. An additional 20% said their children would be neither for nor against such a move—for the same reason. A third thought their children would be against such a move, and one-quarter thought they would be favorable to it. The children's reactions were perceived as primarily out of consideration for the parent's independence (60%) or comfort (15%) or to keep the parent nearby (25%). Children would not think of interfering in a decision to make such a move; however, they wanted him close by in case he became ill and because they wanted to see him often.

VICTORIA PLAZA AND VILLA TRANCHESE

Ss were then queried specifically about the two high-rise public-housing facilities for the elderly in San Antonio. Less than one-third of these older Mexican-Americans had ever heard of Victoria Plaza. Family members and friends were by far the most important sources of knowledge. What information the old people had was not extensive or accurate. They knew even less about Villa Tranchese, despite the special efforts of the community to inform and interest Mexican-Americans. Only five people had ever heard of Villa Tranchese. Family and friends provided what information they had. Direct observation, the primary source of knowledge about general public housing, was not available. These facilities were in parts of town into which they never went.

SUMMARY

It seems clear that one determinant of nonapplication for public housing for the elderly on the part of Mexican-Americans was satisfaction with the existing situation. These people did not want to move. The strongest ties to the present location were pride in home ownership and interpersonal bonds with relatives and friends. Relationships with younger family members were perceived as warm, considerate, and supportive, and the old people did not want to change this situation. Although houses were small and of poor quality, they assured privacy and independence. Home ownership created a favorable balance between income and cost of housing. This lack of desire may determine or be determined by the lower level of information about age-homogeneous public-housing facilities. To a considerable extent, difference in utilization rate between Mexican- and Anglo-American elderly probably reflects the culture differences of the two, rather than any characteristic of public housing. Speaking of the Anglo culture, Rosow (1962) writes that:

"The crucial people in the aging problem are not the old, but the younger age groups, for it is the rest of us who determine the status and position of the old person in the same social order."

Clark and Anderson (1967) suggest that the "alienation of the aged derives from the unique character of American society."

It is questionable whether the Anglo society provides as satisfactory a context as the Mexican-American for growing old. Despite their objectively poorer housing, the Mexican-American elderly were more satisfied with it—and with their lives in general. Particularly striking was the feeling of autonomy among the Mexican-Americans. Wide recognition is given to the strength of the need for independence and self-direction on the part of older persons in general today—and to the pervasive failure of the majority culture to meet this need. The Anglo-Americans in this study suffered severely from loss of autonomy; the Mexican-Americans did not.

On the other hand, the housing of the Mexican-American old was bad, and their information about alternatives provided by the community was almost nonexistent. One must wonder about the impact of effective information dissemination. Usual channels are not "open" on their end. If housing for the elderly were distributed through the city rather than concentrated in large apartment houses on the northside, older Mexican-Americans would know about it as a feature of their own neighborhoods. In addition to information value of such dis-

tribution, it would have motivational advantages for elderly members of this minority group. Moving into housing for old people would not require separation from family, old neighbors and old friends and, in general, a transplanting from familiar territory to the unknown and foreign land on the other side of town. If, in addition, home ownership were possible, the Mexican-American elderly might utilize and benefit from housing designed to meet his needs, without trading in his enjoyment of kin and neighbor, or his autonomy and feeling of personal worth.

EXHIBIT B. USE OF COMMUNITY SERVICES AND SOCIAL INTEGRATION OF THE AGED¹

There is growing concern with problems in regard to the use of services for old people. When services are provided many who need them do not use them. Many investigators have found this to be true with senior centers (Kutner, 1956; Downing, 1957; Wilensky, 1961, Rosow, 1967). A very small proportion of old people attend senior community centers. Ostfeld (1968) discovered an appalling amount of illness among old people who did not seek medical attention. My report to you concerns a group of old people who made no effort to move from shacks to low-rent apartments.

There is some possibility that those in greatest need of a service are least likely to obtain it. Blenkner (1961) suggested this in regard to senior center attendance. Your own Eisendorfer (1968) made the same point in regard to Ostfeld's data. The people I studied who did not apply for apartments in new, modern facilities were more consistently in substandard housing than were the applicants.

At least in regard to medical and housing services, minority-group membership may be involved. Among the old people Ostfeld studied who had not seen a physician, those with the highest rates of disease and medical risk tended to be the Afro-Americans. The study I am reporting to you today was done because 3% of the applicants for low-cost housing were Mexican-Americans in a community in which they comprise over half the population.

Another matter of concern today is the social integration of the aged. Rosow (1967) and many others are concerned with both the practical and the theoretical implications of the general devaluation and segregation of the old. Elder members of minority groups are perhaps prototypic of the alienated.

One way in which people may express their integration into or alienation from the broader society which surrounds them is by using or failing to use services they need, which are provided by that society. Expectation would be for the most alienated to make least use of community services. The pattern of behavior in regard to needed services suggests that their use reflects integration into the broader society, while failure to use them indicates alienation from that society.

Then, understanding of the determinants of service utilization may be important for two reasons: to see how services can be delivered to those who most need them, and perhaps to learn a little more about the forces of integration and alienation.

SETTING FOR THE STUDY

In San Antonio, Texas, in 1959-60, Victoria Plaza, a high-rise public housing project especially designed for the elderly was built. Before construction was completed there were approximately twice as many legally qualified applicants as there was space. However, only 3% were Spanish-named, while the 1960 Census reported 50% for the area, and the Roman-Catholic Archdiocese, which may be more accurate in this instance, estimated 55%. Ninety-seven per cent of the applicants were Anglo-Americans, though they are only about 35% of the population.

In 1967-68, a second high-rise public-housing apartmenthouse for the aged was built in the same city. After the experience with Victoria Plaza, there was some concern about lack of participation by Mexican-Americans, and a special effort was made to recruit them to Villa Tranchese. Environmental design was involved. To provide the privacy for homes which is traditional in Latin-American culture, the new building has inside halls, (Victoria Plaza has exterior, open galleries). Window treatment in Villa Tranchese permits easier and more complete regulation of visibility into apartments. Villa Tranchese even has a modern version of the old "village well," in the hopes that the opportunities for social contact it affords will be attractive and satisfying to Mexican-Americans.

There was also a concerted effort to inform the Mexican-American community about Villa Tranchese and to interest its members in making application for

¹ Supported by Administration on Aging grant no. AA-4-68-061-01.

apartments. This careful attention to physical design of the building plus the information and recruitment campaign did not have impressive results. Of the first 500 legally qualified applicants to Villa Tranchese, 20 had Spanish surnames—an increase from three to four percent.

The National Council on Aging (1967) among others has pointed to the dismal plight of elderly Mexican-Americans. In general they are severely deprived of the goods of present-day society and extremely alienated from it. The housing of many in San Antonio is definitely substandard. Their houses are old and small, and they lack modern conveniences. Particularly in regard to equipment for heating, many are not safe.

These people are not at all integrated into the broad society. This is shown in many ways. For example, in the group I studied, only a little over one-third were citizens of the United States. Nearly two-thirds had been born in Mexico, but all had lived in this country most of their lives: no one had been here as few as 36 years, and half had lived here 55 years or more. Nevertheless, the first naturalization had taken place only 25 years ago, and the majority of the foreign-born had never become citizens. Over one-third attended school in this country. At that time all instruction was in English and use of Spanish, even on the playground, was severely punished. Nevertheless, not a sixth of the group could communicate in the English language. All interviewing had to be done in Spanish.

The lack of integration into the "majority" culture of San Antonio was shown also in the "territoriality" of their behavior (Ardrey, 1966). These old people tended to confine their moving about to their own "home range." Many had never been "on the Northside" or downtown. During the collection of data a food stamp program opened up. The research lost an excellent interviewer because she felt it was more important to help people obtain food stamps. They were unable to manage by themselves, because it was necessary to go to the central downtown office. They did not know where it was, or how to get there. Even if they got to the office they could not cope, because no one spoke their language. This was truly an excursion into a foreign land, and they needed both a guide and an interpreter.

This was a group severely non-integrated into the contemporary society which surrounded them, and a group severely deprived in regard to housing. It seemed important to learn why they did not make use of badly needed housing which is provided by their community, and even urged upon them.

THE STUDY

One-hundred Mexican-Americans were located who probably would qualify for public housing for the aged.² Spanish-speaking interviewers who grew up in the Mexican-American part of town explored with them the reasons for their non-use of this housing. In addition the old Mexican-Americans were compared with applicants to Villa Tranchese on whom data were being collected at the same time. All Ss were 62 years of age or older. The groups were matched on sex and present income. They were sharply different, of course, in regard to such variables as education and socioeconomic status during earlier years. For example, work during the major working years tended to be in middle-levels of the job scale for Anglo-Americans, but at the very bottom for Mexican-Americans.

In general, reasons for the differential utilization rate for public housing for the elderly may include (1) satisfaction with present living situation, (2) information about the new residential possibility, and (3) attractiveness of the special residence.

DETERMINANTS OF DIFFERENTIAL UTILIZATION RATE

Satisfaction With Present Situation.—Data collectors rated the Mexican-Americans' housing as worse than that of the Anglos. The old people frankly described their houses as "shacks," but only about 15% showed any interest in moving. This must not be interpreted to mean that they liked to live in shacks, or that they did not know any better. They would have been very glad to have standard housing. Their satisfaction with the present situation had nothing to do with the physical environment but stemmed from ego supports and inter-

² Housing Authority standards for eligibility are complex. This study makes no pretense to determine eligibility for public housing, but selected as subjects person in an age range and income range similar to those which characterize legally qualified applicants for public housing on whom data were collected for another study.

personal relationships which it made possible. Their homes might be shacks, but they protected privacy and personal autonomy, provided for frequent contact with family and friends, and maintained contiguity to accustomed neighborhood institutions. The Mexican-Americans were less mobile—they had lived at the present address longer than the Anglo-Americans. Many more of the Mexican-Americans were home owners. They were proud of home ownership because it proved and prolonged their independence, and protected their privacy. They were aware of the economic advantage (Goldstein, 1968), and they much preferred investment in real estate to deposits in banks, which they distrusted.

Family ties were stronger and warmer among the Mexican-Americans. Twice as many Anglos were divorced or separated from their spouses. Many more of the Anglo individuals were living alone, and many more of the Anglo-American couples were living as spouses alone. More of the Mexican-Americans had children, their families were larger, and they saw them more often. Only two Mexican-Americans expressed any feeling that their children did not care enough about them, while this was a factor in public-housing application for the majority of Anglos.

Generally the Anglo-American applicants expressed the common feeling that they were devalued and unimportant, while the Mexican-American elderly felt that they were not only loved and valued but also respected. In the multigenerational family it was rare indeed for an elderly Anglo-American to perceive himself as the head of the household, but practically all Mexican-Americans so perceived themselves. Not one Mexican-American thought he was a burden to his children, while for the Anglo elderly this was an important factor in the decision to seek an apartment in the public-housing facility. The grandparental role was a rich one for the Mexican-Americans. They felt that their contact with the grandchildren was valuable to the younger generations. That is not to say that they did not enjoy it themselves! The Anglos generally expressed much less satisfaction. They often quoted the old bromide that they were glad to see the grandchildren come, and gladder to see them go. Under this pat answer there clearly was the feeling that their children did them (the grandparents) a favor when they arranged for a visit with the grandchildren.

Information About the New Housing.—Socially, though not physically, the Mexican-Americans had more satisfactory living situations than the Anglo-Americans. However, there is no way of knowing what they would have decided about moving to Villa Tranchese if they had known anything about that possibility. The information and recruitment campaign failed dismally. Only five per cent of the old Mexican-Americans had ever heard of it, and what those few knew was very meager.

Attractiveness of the New Housing.—Obviously, these people did not have enough information about the service to decide whether or not they wanted to use it, and the whole matter might be dropped there. However, if adequate information were available, certain characteristics of the service and of the community which provided it might be unattractive to elderly Mexican-Americans.

The location of the facilities may be a factor both in potential attractiveness and in current level of information. One reason they knew so little about the housing facilities was that they were outside the Mexican-American "territory" within which these people tended to remain. Had they known about the special facilities it is doubtful that they would want to move into them, because the move would mean leaving the "home range." Owned homes, long-familiar neighborhoods, proximity to families and friends were the important ties to the present situation, the reasons for overall satisfaction despite living in shacks.

One evidence of the effect of location on information and service utilization is the familiarity of most of these old Mexican-Americans with ordinary public housing, which is scattered through their own neighborhoods. Most knew a good deal about age-heterogeneous public housing, and some were living in it. These old Mexican-Americans also used—to a greater extent than their Anglo-American counterparts—senior center and medical services which were located within their own parts of town.

It was patently impossible to assess the attractiveness of the special design features of Villa Tranchese. Too few knew anything about the building. They were asked what they thought about a residence for older people only. The large majority thought it a splendid idea—for others. Very few could conceive of any contingency which would cause them to be willing to live in one.

It seems possible that these people did not think they were legally eligible for the special public housing, or that they felt excluded from it. Not one person

seemed to feel that he was not wanted, legally or otherwise, in public housing for the elderly. They did not believe lack of citizenship to be a bar, nor did they feel any prejudice against them. Remember, some of these people, and more of their children, were living in public housing. However, their feelings of exclusion from the dominant society were pervasive and bitter.

Also they openly and bitterly expressed to the Mexican-American interviewers their lack of respect for some aspects of the dominant culture. In particular they resented its effects on the young. Once young people came into contact with the "gringo" society, it was no longer possible for the elders to control them. They pointed out that this lack of control was not historically a characteristic of their own society. Another bitterly resented trait of the Anglo culture—and one more germane to the present discussion—was its ruthless invasion of privacy. You will remember that protection of privacy was an important source of satisfaction with present living situation. They were distrustful of social welfare programs in general because of the necessity to become "a case" in order to take advantage of them. There was some doubt that the benefits justify the surrender of independence and privacy.

DISCUSSION

Obviously, many inter-related forces are at work in determining the differences between Mexican-Americans and Anglo-Americans in use of public housing for the elderly. Though he lives in what is to him as well as to others a shack, the old Mexican-American is not seriously distressed about his living situation—largely because it provides him important ego satisfactions and interpersonal relationships. Clearly he does not know enough about public housing for the elderly in his community to know whether he would like to move into it. If he did know about the special housing, certain of its characteristics probably would have negative valence for him—again, for reasons of self esteem, privacy and autonomy, and supportive relationships with other people. Location of these facilities may be a factor both in his ignorance of them and their lack of appeal to him.

The Anglo elderly applied for apartments in Villa Tranchese to gain privacy and independence, to cease or avoid being a burden on their families, and because they could not contribute to others and therefore find meaning in their own lives—as well as to obtain physically adequate housing. Actually, a third were in good housing when they applied, but the interpersonal situations were intolerable. The Mexican-Americans felt they had privacy and independence, love and respect, and that they made meaningful contributions to the lives of other members of their families. So, one might ask, who is alienated?

Surely the elderly Mexican-Americans were almost totally isolated from the mainstream society. This study verifies the fact that elderly minority-group elderly are likely to be among the most alienated. They also support previous findings that those objectively most in need of a service may be least likely to obtain it. They suggest that even the best-intentioned information campaign may fail to reach the old member of a minority group. This may be accentuated when, as here, there is a language barrier. However, it is likely that this behavior is characteristic of minority-group elderly more generally. Usually they are in the working class. The behavior of these Ss in regard to service utilization is like that of any working-class group, only perhaps more extreme. Their ties with society are almost exclusively with their neighborhood (Rosow, 1967). Probably this "home range" behavior is reinforced by the feelings of prejudice from and toward the society in that foreign land across town.

The results suggest that new measures of communication must be opened up if the neediest are to learn about community services and if those most alienated from the larger society are to be made part of it. Because the minority-group elderly tend to be creatures of their immediate neighborhoods, provision of needed services and integration into the broader society must start there.

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EXHIBIT C. SOME DETERMINANTS OF LOW APPLICATION RATE OF MEXICAN-AMERICANS FOR PUBLIC HOUSING FOR THE ELDERLY¹

One problem with services to older people is the discrepancy between provision and utilization. Services benefit only if they are used. Physical provision of services does not guarantee their use. Utilization rate may not coincide with need. It has been pointed out that persons in greatest need of them may be unlikely to avail themselves of senior center activities (Wilensky, 1961; Blenkner, 1961), housing (Carp, 1966; Beyer & Nierstrasz, 1967), and medical services (Ostfeld, 1968; Eisdorfer, 1968).

The gap between provision and use of services, and the inverse relationship between need and service utilization may be accentuated for members of minority groups. Moore and Holtzman point out that: "Membership in racial and ethnic groups, distinctive from the majority population, serves as an important conditioning factor in access to an availability of cultural resources" (1965, p. 111). These authors were concerned with children and youth. Their point may apply equally well to the old. One important group is the elder members of the Mexican-American minority, "estimated at seven to eight million people, most of them in the Southwest and California" (The National Council on Aging, 1967). How do they use community services in proportion to their numbers in the population? If not, why not?

PREVIOUS STUDIES

The nonparticipant in any situation is less likely to be understood. He is not visible and therefore is not available for observation and inquiry. Most investigations into the utilization of services study users. Little is known about non-users.

Wilensky (1961) and others found that despite the claims for Golden Age Clubs, senior centers and similar programs as a cure for the loneliness and boredom of retirement years, a very small percentage of the aged attend them. Blenkner added the comment: "One receives the impression that those who do are less in need of organized, subsidized activity and attention than those who do not attend or belong to such programs" (1961, p. 419).

Ostfeld (1968) presented dramatic evidence of the high incidence of illness among the old and poor who do not seek medical attention, even when services are available. Ostfeld was not interested in rates of disease and disability. His study was not designed to probe the reasons for seeking or not seeking medical attention. However, he interprets his results to indicate that there are serious problems in regard to utilization of health services.

Factors affecting application for retirement housing have been studied in rather luxurious private retirement communities (Peterson & Larson, 1966) and in public housing for the elderly (Carp, 1966). The latter study includes unsuccessful applicants, but neither study deals with people who made no effort to live in special housing.

¹Supported by research grant No. AA-4-68-061-01 from The Administration on Aging. Invaluable consultants were Mrs. Norman Netter, President of the Executive Board of the San Antonio Senior Community Services and member of the Executive Board of the San Antonio Housing Authority and Mrs. Lester Swander, Executive Director, The Good Samaritan Center.

The present study investigates determinants of nonutilization of one type of service by seeking out persons who probably would qualify for public housing for the aged but who had made no effective effort to secure it, exploring with them the reasons for their non-utilization of this service, and comparing them with applicants for it.

BACKGROUND OF THE STUDY

In San Antonio, Texas, in 1959-60, Victoria Plaza, a high-rise public-housing project especially designed for the elderly was built. Before construction was completed there were approximately twice as many legally qualified applicants as there was space. However, only 3% were Spanish-named, while the 1960 Census reported 50% for the area, and the Roman Catholic Archdiocese estimated 55%. In other public-housing projects which were neither age segregated nor high-rise, the Spanish-named sector of the population was adequately represented.²

Recently a second high-rise public-housing apartment house for the aged was built in that city. A special effort was made to attract Mexican-American applicants. The architect was instructed to give special consideration to their cultural background, their habits of interacting with others, and their desire for privacy. One result is a modern version of the "village well" which was devised because anthropological data suggested it would meet a vital social need and play an important socializing function for Mexican-American tenants. In regard to homes, the Latin-American tradition is one of privacy. Houses in North America have exterior yards for the world to see; Latin-American homes are surrounded by solid walls which border the street and protect an interior patio for the family and invited guests. Consequently, Villa Tranchese has inside halls rather than the exterior, open galleries of Victoria Plaza, and window treatment provides greater privacy from the passerby.

In addition to this effort to provide architectural features attractive and satisfying to persons from a Mexican-American background, there was a diligent campaign to inform Mexican-American members of the community about Villa Tranchese.³ Despite these efforts, Spanish-named applicants were few. Of the first 500 applicants for apartments, 20 had Spanish surnames.⁴ Spanish-named elderly persons comprise one of the least privileged segments of the population. In general they are poorly housed, and the incomes of many are inadequate to obtain standard housing through private means. Yet they do not avail themselves of the specially designed, low-cost housing which their community provides.

Failure to use public housing is not a Mexican-American trait, nor is it a characteristic of old persons. Young Mexican-Americans and young and old Anglo-Americans live in public housing. Low application rate is characteristic of old Mexican-Americans, and it may be specific to facilities for the elderly. The number of old persons in public housing other than that designated for the aged is not known.⁵ Therefore it is not possible to compare the total number of Anglo- and Mexican-American aged in public housing. This study deals only with use of facilities for old people.

HYPOTHESES

Mexican-Americans may not apply for public housing for the elderly because they are satisfied where they are, because they do not know about the new facilities, or because they do not like them. Obviously these general categories are not mutually exclusive.

Present Housing.—The Mexican-American elderly may be satisfied with their living arrangements and not interested in moving anywhere. On limited budgets they may be able to obtain housing which is satisfactory. Their dwellings may not be substandard. Regardless of the opinions of observers, the old people may

² Personal communication from Mrs. Norman Netter, President of the Executive Board of the San Antonio Senior Community Services and member of the Executive Board of the San Antonio Housing Authority.

³ Personal communication from Mrs. Norman Netter, President of the Executive Board of the San Antonio Senior Community Services and member of the Executive Board of the San Antonio Housing Authority.

⁴ This count was made from names supplied by the Housing Authority for a study of the effects of residence in public-housing for the elderly, supported by research grant 1-R01-HD03643-01.

⁵ Personal communication from Mrs. Norman Netter, President of the Executive Board of the San Antonio Senior Community Services and member of the Executive Board of the San Antonio Housing Authority.

not consider their situations to be really bad. Present housing may appear satisfactory in comparison to previous. This may be particularly true for immigrants.

Family Cohesion.—In the Latin-American value system, physical aspects of housing may be less important than interpersonal considerations. Substandard housing may be acceptable when it provides contact with relatives and friends. Clark concludes that Mexican-American "do not act as isolated individuals . . . they are members of a group of relatives and compadres. Individuals are responsible to their group for their behavior and dependent on them for support and social sanction" (1959, p. 201). She found that the sick "often resist hospitalization because it means isolation from the attention and moral support of their kinsmen and compadres" (1959, p. 231). The same may be true of those in poor housing. Among the Anglo elderly, unsatisfactory interpersonal relationships were a fairly frequent cause of application for public-housing for the elderly. For them, physically standard or even very good housing was unacceptable because the proximity to others, usually children, was conflictive and unpleasant. (Carp, 1966). For the Mexican-Americans, desire to remain with or near family members may be a strong determinant of satisfaction with present place of residence and lack of interest in housing for the elderly.

Age Roles.—The Mexican-American community may afford more meaningful roles to its old than does the Anglo. It may provide them more autonomy and prestige, and allow them to find greater meaning in their own lives. According to Clark, "The Spanish-speaking families . . . are generally devoted to the old and it is thought that all families should take care of their elderly members. Except in rare instances, there is no feeling that having aged relatives in the home is a burden or a sacrifice" (1959, p. 145).

In this, as in any aged group, women outnumber men. The roles of grandmother and matriarch may be especially rewarding because of the low position of prestige and power the Latin-American woman holds through infancy, childhood, youth and adulthood. Even in her role as mother she is not only under the rule of her husband but must also remember that even the youngest male child is "un hombre." Beals (1946) and others emphasize that male dominance and its concomitants are pervasive elements in Latin-American culture. However, the grandmother is a prestigious personage to whom younger family members come for advice, and who exerts considerable influence over their decisions and behavior. Clark's strongest recommendation is to: "try to include an older person in a family discussion," and she notes especially that "A grandmother . . . can be a powerful influence" (1959, p. 231).

Information.—Older Mexican-Americans may not apply for the special housing facilities because, despite the special community efforts, they are not sufficiently well informed about these facilities.

Location.—Placement of the housing for the elderly may affect information about it and interest in using it. Both facilities are outside Mexican-American "territory" (Ardrey, 1966; Lorenz, 1967; Morris, 1967). Victoria Playa is at the edge of the part of town in which residents are of Mexican descent. Villa Tranchese is clearly "northside" and further removed from the Spanish-name community. Members of this community, particularly the older ones, tend to stay within their "home range." This limits their opportunity to learn about the special housing. If they know about it, they may not want to move into it because it is in "foreign territory." Moving there would involve separation from family and friends, and from accustomed neighborhood facilities in which Spanish is spoken. The requirement to leave the "home range" in order to obtain an apartment may be a deterrent for the Mexican-American elderly.

Age-heterogeneous public housing is distributed in such a way that a Mexican-American probably can move to it without leaving his "home range." The effect of location cannot be assessed by comparing application rates of old Mexican-Americans to these facilities and to the special ones for the elderly, because the number of old persons in age-heterogeneous public housing is not known. Even if this information was available the test would not be conclusive. Age-heterogeneous public housing tends to be ethnically homogeneous, which makes socialization easier for the old person (Roscow, 1967). Also, in age-heterogeneous public housing the old person can live within his extended family. According to Clark: "Family connections are the most important social ties . . . Great emphasis is placed on kinship by blood and marriage, and people try to establish homes in neighborhoods where other relatives live" (1959, p. 27).

Some evidence regarding the role of location may be obtained by comparing utilization of public housing for the elderly with utilization of other services

which are available "on the southside." Both medical and senior-center services are provided within the Mexican-American "territory." If location is a significant factor in service utilization, rates for these services will not be disproportionately low for Mexican-Americans.

The Facilities.—Utilization of housing for the elderly may also be conditioned by characteristics of that housing which have negative value for Mexican-Americans. They may not like the high-rise construction, the absence of yards and gardens, the necessity to use a common entrance, and in general the lack of privacy. They may want to keep pets. These were negative considerations for some Anglo applicants (Carp, 1966). The architectural features in Villa Tranchese designed to please Latin-Americans may not do so. Some special-design features of Victoria Plaza were among the characteristics least liked by its tenants (Carp, 1966). The Mexican-Americans may be averse to the age-segregated life style which both buildings impose.

Attitudes from and Toward the Majority Culture.—Latin-American old people may be deterred from making application for the special facilities because they are not welcome there. Those who are not citizens of the United States may believe they are ineligible. All may feel unwanted. On the other hand, it is by no means clear that Latin-Americans value highly the American way of life. This may also cause reluctance to move into the Anglo community.

There is little doubt that the forces of segregation were at work in the community. Though there is some intermingling in some neighborhoods, the vast majority of the Afro- and Mexican-Americans live in ethnically homogeneous neighborhoods. These segregationist forces were apparent in regard to housing for the elderly. Not only were there far too few Spanish-named applicants to Victoria Plaza, there were no Afro-American applicants, though Afro-Americans comprised about 10% of the population. Afro-Americans who lived in public housing for the elderly were in Eastwood Terrace, a cottage-style facility which was built shortly before Victoria Plaza, in a part of town in which almost all residents are Afro-American. Not infrequently, Anglo applicants asked research interviewers if they knew whether there would be Negro or Latin residents, and commented that they would not accept apartments if there were to be. A well-educated, attractive Mexican-American interviewer had to be dropped because the refusal rate of her contracts was nearly 100%. In every case the old person was interviewed subsequently by a blue-eyed blonde.

Clark observes that Spanish-speaking people "often feel 'uneasy' with their Anglo neighbors. Many harbor a constant fear of open insult or discrimination" (1959, p. 42). Old people may be reluctant to increase their exposure to the "hostile and patronizing Anglo" by moving in with him.

Clark comments also that: "Anglos have no monopoly on misconception and group prejudice. The Mexican-Americans . . . view certain patterns of Anglo life with undisguised horror and others with amused tolerance" (1959, p. 42). Aversion against the Anglo culture may be stated directly or expressed in resistance to acculturation. One index of assimilation is citizenship, another is use of English. Most immigrant groups have been eager to use English to the exclusion of their mother tongues. The immigrant of Mexican descent may reveal his disdain of the Anglo culture by imperviousness to the English language. According to Clark, "Language, more than anything else, isolates the Mexican-Americans . . . from their fellow citizens" (1959, p. 53). To test the possibility that naturalization rate and use of the English language reflect a negative attitude toward acculturation to the Anglo society, they can be viewed in relation to the length of residence in this country and the extent of school instruction in the English language.

SUBJECTS

Subjects were 100 Mexican-American residents of San Antonio who probably would qualify for public housing for the elderly⁶ and a comparison group of 100 Anglo-American applicants for apartments in Villa Tranchese. All subjects lived in the same city, and data were collected at the same time. The groups were selected to be similar in sex, age and present income. Each group was composed of 31 men and 69 women. Average monthly income for both

⁶ Housing Authority standards for eligibility are complex. This study makes no pretense to determine eligibility for public housing, but selected as subjects persons in an age range and income range similar to those which characterize legally qualified applicants for public housing on whom data were collected for another study.

was \$113. (Median=\$100). Though all members were 62 years of age or older, the average age of the Anglo group (72.25) was higher than that of the Mexican-American (70.19). This difference ($t=2.25$, $p<.01$) may reflect a sampling bias or a difference in longevity between Anglo- and Mexican-Americans.

Potential Spanish-named respondents were all persons age 62 and over in a geographic area in the center of the Mexican-American "territory." Mexican-American interviewers started from a point at the heart of that community and attempted to contact every person aged 62 or older within each block until they had interviewed 100 persons. To provide for comparisons with Anglo-Americans Ss in the same age and income brackets, a sample was drawn from the applicants to Villa Tranchese who were 62 years of age and older.⁷ Aside from control of sex and elimination of applicants below age 62, this was a random sample.

PROCEDURE

Data were collected from the Mexican-American subjects by Spanish-speaking interviewers following an interview schedule devised for the purpose. Reasons for non-utilization of public housing were probed, and other demographic, biographic and attitudinal data were obtained. Data for the Anglo-American subjects were taken from that being collected at the same time for another study,⁸ in order to make comparisons between groups which might clarify certain determinants of application for public housing for the elderly.

DETERMINANTS OF NON-UTILIZATION OF PUBLIC HOUSING FOR THE ELDERLY

Present Housing.—Data collectors rated the Mexican-Americans' housing as worse than that of the Anglos, and the old people frankly described their property as "shacks." Nevertheless, two-thirds of them judged their present housing to be "all right," and only 16% expressed any interest in moving. Their satisfaction stemmed primarily from privacy and personal autonomy, contact with family and friends, and closeness to neighborhood institutions. Mexican-Americans generally had lived at the present address longer than had the Anglo-Americans ($\bar{x}^2=4.45$, $p<.01$), and home ownership was much more common among them (60% —12%; $\bar{x}^2=47.63$, $p<.01$). They took great pride in home ownership because it proved their independence and prolonged it, and because it protected their privacy. They were also aware of the economic advantage (Goldstein, 1968). They paid less than the Anglos for housing, and perhaps as a consequence, they spent more on food. ($\bar{x}^2=5.53$, $p<.01$).

Family Cohesion.—Family ties seemed to be warmer and stronger among the Mexican-Americans. More than twice as many Mexican-Americans as Anglo-Americans were married and living with this spouses. ($X^2 = 12.69$, $p<.01$). Twice as many Anglos were divorced or separated from their spouses. Six Anglos had never married, while only one Mexican-American had not. One-quarter of the Mexican-Americans were living alone compared to 60% of the Anglo. ($X^2 = 25.06$, $p<.01$).

The number of children was larger for Mexican-Americans ($t = 7.95$, $p<.01$). Contact among family members was more frequent, and apparently more satisfactory, among the Mexican-Americans. Less than half the old Mexican-American married people, but nearly all Anglo-Americans were living as couples alone. More Mexican-Americans had children (86% to 62%). Practically all Mexican-Americans who had children saw some of them at least once a week (95%) and over half (52%) saw them every day, while only one-third of the Anglo-Americans saw their children daily. Family ties seemed to be warm as well as strong among the Mexican-Americans. Only two people expressed any feeling that their children did not care enough about them, while two-thirds of the Anglo group expressed some dissatisfaction in this regard.

Age Roles.—The positive values associated with age were evident among the Mexican-Americans, and no doubt helped determine their preference to remain where they were. The old people felt they were respected as well as loved. Despite the high incidence of multigenerational households, the old person perceived himself (or the wife, her husband) as head of the household in 82%

⁷ At the time of the study 62 was the normal age requirement for public-housing for the elderly. Handicapped persons or dependents of family heads who apply may be below that minimum age.

⁸ Supported by Grant #1 R01 HDO3643-01 from the National Institute of Child Health and Human Development.

of the cases. It was most uncommon for an Anglo elderly person to name himself head of the household, even when an extended family was living in a house he had built and lived in for many years. The greater autonomy of the Mexican-American elderly was also indicated by their responses to questions about what their children would think if they should decide to move. Most (57%) indicated that the children would not make any comment but would respect their decision and would not think of interfering with parental authority and independence. Not one old Mexican-American expressed any feeling of being a burden to his family, while this was an important factor in the decision to seek public housing for the majority of Anglo-Americans.

Grandmothers were, indeed, something special among the Mexican-Americans. Some were taking care of grandchildren. All felt they were meaningful in the lives of their grandchildren. Grandfathers were equally important. Over one-third of the Mexican-American elderly saw their grandchildren daily, and 80% at least once a week, which was far more contact than among the Anglo elderly.

Information.—Clearly the Mexican-Americans had more satisfactory living situations, socially if not physically. However, failure to apply for apartments may also be due to ignorance of them.

These people were very poorly informed about both local facilities for the elderly. Less than one-third had ever heard of Victoria Plaza. The information they had was not extensive, and some of it was not accurate. Despite the efforts of the community to attract Mexican-Americans to Villa Tranchese, only five Ss had ever heard of it. Their information was: "It's for older people," "It's pretty", "It has nice apartments," "It's for older people who do not own their own homes," and "I just saw the construction going on." Such grossly inadequate information precludes utilization. It is useful to look at characteristics of the facilities and of interactions among majority and minority groups in the community which may affect both information and utilization.

Location.—Most of the elderly Mexican-Americans (85%) were familiar with age-heterogeneous public housing. For the most part they knew of it through direct observation of facilities in their neighborhoods (31%) and through family and friends (37%). Apparently one reason they knew so little about Victoria Plaza and Villa Tranchese was that these buildings were outside the part of town in which they tended to remain. Had they known about these facilities it is doubtful that they would want to move into them because the move would require leaving the "home range"—homes they owned, families, friends, and long-time neighborhood, which were the primary sources of satisfaction with the present situation.

The effects of location were explored further by determining Mexican-American utilization of community services available in their neighborhoods, and by comparing these service-utilization rates with those of the Anglo-Americans. More Mexican-Americans (19%) than Anglo-Americans (5%) went to senior centers. ($X^2=9.28$, $p<.01$). The Anglo figure is closer to the norm (Kutner, 1956; Downing, 1957; Wilensky, 1961; Rosow, 1967). Most frequently attended was one excellent settlement-house which for many years has been responsive to the needs of the community which surrounds it. However, even when it is eliminated from consideration the Mexican-American group shows as much senior-center activity as the Anglo-American.

The Mexican-American group also surpassed Anglo in utilization of medical services. (There was no difference in recency of dental care.) Contact with a physician was more frequent for the Mexican-Americans ($X^2=11.10$, $p<.01$). As many Mexican- as Anglo-Americans had private doctors. Those of the Mexican-Americans were always Spanish-speaking physicians with offices "on the Southside." The difference between the groups was due to the fact that more Mexican-Americans attended neighborhood medical clinics. Enrollment in Medicare was also higher among Mexican-Americans ($X^2=37.28$, $p<.01$), perhaps because of an intensive campaign in the clinics and senior centers in the Mexican-American neighborhood.

The Facilities.—The influences of the modern style, high-rise construction and special design features of Victoria Plaza and Villa Tranchese could not be assessed because too few knew enough about the buildings. When asked what they thought about housing for older people only, the large majority (73%) responded favorably, and very few (6%) unfavorably. Housing limited to old people was an excellent idea—for other people: for those who do not own their own homes and "for very old people, not people still active as I am." Also, "When one is lonely and sad, you want to be around your own family." Only 17 could conceive

of any conditions under which they would apply for living space in a residence limited to old people. They might apply if the present home was lost, the wife insisted, one became incapable of taking care of a house, or if it would not be far from children, neighbors, and church.

Attitudes within and toward the Anglo society.—There was expressed none of the desire to return to Mexico which Clark found (1959), but there was considerable stress on not being ashamed to have come from there. Respondents stressed their pride in being of Mexican descent. Some called their native tongue "Mexican" rather than "Spanish."

Failure to learn the English language and slow rate of naturalization suggest that they are not eager to enter the mainstream of Anglo-America. Though 63% of these Mexican-Americans were born in Mexico, they were not newcomers. Not one had lived in this country less than 36 years, and over half had been here over 55 years. Nevertheless, the first naturalization occurred only 25 years ago, and 56% still were not citizens. To the Mexican-American interviewers these old people spoke openly and bitterly about their lack of respect for the "gringo" society and of its degradation of their own culture and its values. Particularly repugnant to them personally was what they perceived as its ruthless invasion of their privacy. Protection of this privacy was an important source of satisfaction in their present housing. They expressed suspicion about social welfare programs in general and the opinion that the benefits may not justify the surrender of independence and privacy which is involved.

Feelings of exclusion from the dominant culture were pervasive. However, no person expressed the feeling that he was not wanted, either legally or otherwise, in public housing for the elderly. Some of these people (15%) and more of their children (36%) lived in public housing. They did not think that lack of citizenship would be a bar to application for the special housing facilities.

SUMMARY

Provisions of services for the elderly is futile unless the services are used. Members of minority groups may experience unusual need and particular difficulties in service utilization. This study explores reasons for the reasons for the disproportionately low Mexican-American application rate for public housing for the elderly in one urban area. Information about and attitudes toward public housing for the elderly were discussed with 100 elderly Mexican-Americans who had not applied for such housing but who probably would be eligible for it, and these people were compared with 100 Anglo applicants.

The results suggest that many factors determine the low application rate of Mexican-Americans for apartments in public housing for the elderly. Satisfaction with their living arrangements and lack of information about the special facilities clearly are factors. Some characteristics of the special facilities probably would be unattractive to elderly Mexican-Americans.

Very few of the people studied were interested in making any move. Houses were small and of poor quality. However, home ownership assured privacy and independence, and created a favorable balance between income and cost of housing, and size made upkeep manageable. Relationships with family members were warm, considerate and supportive. The old people felt important and useful. They wanted to remain close to their children and friends. Information about the special facilities was meager, despite community efforts. This lack of information may result in part from lack of interest in different housing. It may also be affected by location of the facilities outside the Mexican-American sector of the city.

These old people knew about and used community services—public housing, medical and senior center—in their neighborhoods. They did not think they would like age-homogeneous housing. It is unlikely that they would look with enthusiasm upon moving into closer contact with the Anglo culture. Their dislike of it was expressed directly, with particular emphasis upon its destruction of privacy. Their disdain may also be reflected in the fact that, though all of these people had spent most of their lives in the United States and about one-third had attended school here, very few could communicate in English and over half were not citizens.

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ITEM 8. STATEMENT OF H. J. FRIEDSAM, DIRECTOR, CENTER FOR STUDIES IN AGING, NORTH TEXAS STATE UNIVERSITY, DENTON, TEX.

DEAR SENATOR YARBOROUGH: I appreciate this opportunity to submit a brief statement related to the study of "Availability and Usefulness of Federal Programs and Services to Elderly Mexican-Americans." I shall limit my remarks to four points.

First, I strongly endorse the comment in your opening statement at the El Paso hearing on December 18, 1968, that there are "grave research deficiencies that must be overcome if Federal and local agencies are to have a factual basis for appropriate programs or services." Research in aging is deficient in many respects, but none is more glaring than the relative lack of attention given to elderly members of minority groups. In the case of Mexican-Americans the need is not simply for research oriented to older persons but also for research directed to broader aspects of Mexican-American culture. In many cases research of the latter type may have to precede, or at least accompany, research which is focused on the elderly.

Second, as Professor Steglich pointed out in his statement to your committee, there is an urgent need for research specifically focused on the delivery of services to elderly Mexican-Americans. His study and that of Professor Frances Carp in the area of public housing have shown how important a problem this is. Demonstration projects can be of inestimable value in finding solutions to the problem, but they should have a strong research component built into them.

Third, we must recognize that there are also problems which do not require research before we act to solve them. We know enough about the economic status of elderly Mexican-Americans—and the elderly in other groups—to appreciate fully the need for immediate action to improve our income maintenance system for the aged. Various means have been suggested to increase minimum income levels, and any of them would help with this most critical of all problems.

Finally, I should like to offer a comment on the role of State agencies on aging under title III of the Older Americans Act. In working closely with the agency in Texas. I have become convinced that such agencies have great potential

for assisting communities to develop services for all older persons. The fact that Dr. Steglich's study was funded under Title III and that other projects of significance to elderly Mexican-Americans have been funded, for example, in San Antonio and in the Rio Grande Valley area are evidence of their potential for this group. But to realize their full potential State agency staffs will have to be expanded and the funds available to them will have to be increased. Present resources are not commensurate with the job that must be done.

Thank you again for the opportunity of submitting this statement.

ITEM 9. STATEMENT OF ED IDAR, JR., TO THE CABINET COMMITTEE
HEARINGS ON MEXICAN-AMERICAN AFFAIRS IN EL PASO, TEX.,
OCTOBER 1967

SOCIAL SECURITY PRESENTATION BY ED IDAR, JR.

I welcome this opportunity to testify at the Cabinet Committee Hearing on Mexican-American Affairs. At the outset let me express my appreciation to Commissioner Ximenez and to Dr. Robert C. Hayden for their assistance in helping me obtain significant data for this presentation. The same applies to Mr. Ted Moellering and Mr. Jimmie G. Keen of the San Angelo District Office of the Social Security Administration. Above all, however, I am grateful to President Johnson, for it was he who charged Commissioner Ximenez and this Committee with the task of coming up with workable solutions to the problems besetting the Mexican-American population.

My remarks on Social Security are based upon experience as a practicing attorney and deal mostly with administrative practices as they affect claimants under the various social welfare programs administered by the Social Security Administration and the Texas Department of Public Welfare. My practice is a plaintiff's practice. That is, I represent, by and large, little people—wage earners, small businessmen, people of moderate means. Professionally I have yet to set up my first corporation. I do no oil and gas work and have little to do with estates and trusts—my clients do not have to worry unduly about what they can't take with them. Yet, while I have a general practice which deals with many of the problems of the poor, I do not particularly encourage claimants for old age assistance, unemployment compensation, aid to dependent children and others along this line to seek my services. You ask me why? The answer to this is the first major point in this presentation.

The reason is Section 32 of Article 695c of the Texas Civil Statutes coupled with Article 1720a of the Penal Code of the State of Texas. Section 32 of article 695c which is the Texas Public Welfare Act of 1941, as amended, provides that no attorney at law, or attorney in fact, or any other person, firm or corporation can charge more than \$10 of services in presenting any applicant or recipient of assistance to the aged, to the needy blind, or to any needy dependent child, or for any child welfare service with respect to any application before the State Department of Public Welfare. The penalty for violation of this section, as provided by Section 34 of the same act, is a misdemeanor punishable by a fine of not more than \$100, or imprisonment for not less than 6 months or more than 2 years, or both. Article 1720a of the Penal Code forbids the same practice—that is, charging more than a \$10 fee—as Section 32 of Article 695c but makes the offense a felony rather than a misdemeanor which is punishable by confinement in the county jail for not less than 30 days and not more than 1 year or confinement in the State Penitentiary for not less than 1 nor more than 5 years. Article 1720a also gives the Attorney General of Texas authority to bring civil suits to enforce the Act and to enjoin the violation thereof with the venue for such suits being laid in Travis County.

With these statutes in mind, I wondered if other attorneys felt as I did, and if I had been uncharitable in discouraging this type of practice. I was curious to see how much litigation had taken place in connection with Article 695c—for that would indicate the extent of the Bar's participation in the interpretation of the Act by the courts. So I checked the annotations under Article 695c down through the May, 1967 paper supplement to the statutes. I found that of a grand total of 51 annotations, not including a few involving a case or opinion included in the 51, only 8 involved opinions of the appellate courts whereas 43 involved opinions of the Attorney General. With respect to Article 1720a of the Penal

Code the same check showed that although this statute was originally enacted in 1939 so far all it has produced are two opinions by the Attorney General—both in 1939.

To a layman this check may not be too significant—not until you realize that it means that an Act as lengthy and complex as is the Texas Public Welfare Act of 1941, which incidentally was first enacted in 1937 as Article 695b, has resulted in only eight cases litigated before the appellate courts of Texas in its thirty-year history. But what about the Attorney General opinions, someone may ask? Well, in Texas the Attorney General renders an opinion only at the request of a State Agency or State officer such as a District or County Attorney. So I venture to say that the 43 opinions mentioned probably resulted for the most part from requests for interpretation of the statute made by the State Department of Public Welfare itself, for the Attorney General does not render opinions upon a statute at the request of claimant or his attorney. I might add that in Texas an Attorney General's opinion is not necessarily the law, as interpreted. It is merely "persuasive" of what the law may be or may mean in a given instance.

While the annotations mentioned which involve court opinions resulted from cases litigated before the appellate courts and do not necessarily indicate that other cases were not tried in district court, we must bear in mind that if there are rules and regulations or customs or practices employed by the State Department of Public Welfare in the administration of the Act which are not in conformity with the Act they will continue in force until some appellate court throws them out. The clear implication of all this is that the Act and the rules and regulations of the Department thereunder have been untested by the courts. Can anyone imagine this being the situation with the Texas Business Corporation Act or any other Act affecting business or commerce? Whatever was the reasoning or whoever were those responsible for the limitations provided by the statutes mentioned, they have certainly accomplished their purpose. They have succeeded indeed in removing effectually the imagination and ability of the legal profession from the side of the claimant and have left him at the tender mercies of the State Department of Public Welfare.

Let me hasten to add that it is not my purpose here to solicit business for lawyers; nor is it my purpose to imply that if the \$10 fee limitation is removed the Bar as a whole will immediately rush into this type of practice. The good Lord knows that the Bar may even share some responsibility for failing to develop legal aid programs for the needy by which the necessary expenses could have been raised to carry a few test cases to the appellate courts. My purpose is simply to point out that it is necessary to provide more incentive for the Bar to participate more fully in representing claimants or recipients under the various social welfare programs in question. The poor and the indigent need to have this avenue open to them to rectify inequities which exist. Let me add, however, that we are not concerned only with appellate practice which involves major litigation and is expensive and time consuming. There are many routine, minor services which an attorney or any other qualified person can render, and I know that many attorneys do try to help as much as they can. I know that I do. However, even minor services often take more time than even the most humane attorney can give—unless he is independently wealthy—for a \$10 fee.

As an attorney in the instances in which I have become involved with the State Department of Public Welfare and its personnel I have been left with the distinct impression that it is a little kingdom all to itself. And little wonder indeed when there is so little down to earth check upon its practices since the average person whose claim is denied must resort to the very caseworker who denied his claim, or his supervisor, to prepare his appeal, and then must appear before appeals personnel out of the same agency who pass upon the appeal, with the Bench and the Bar seldom getting into the act. And all this is compounded when you have a person who understands little or no English dealing with a caseworker in most cases who understands little or no Spanish. Not only the statutes mentioned but the rules and regulations of the Department—all appear to be deliberately designed to place the claimant at the patronizing mercy of the Department and its personnel.

I once had a claimant, the wife of a World War II veteran who was confined after surgery at the veterans hospital in Big Spring, Texas. He was a plumber by trade, and his condition incapacitated him for a long period of time. They had three children under 14 and one 14 years old. Friends and relatives had made a collection, as did the Southside Lions Club of San Angelo, to help out the

family. She had applied for aid to dependent children and had been turned down after one of those "preliminary" interviews provided by the regulations of the State Department of Public Welfare. She came to see me and on determining that she had not filed a written application, I asked her to go to the local office of the Department, secure one and return to my office so I could help her fill it out. She returned to advise that the applications were not allowed out of the office and had to be filled out by the caseworker. I called the office myself and confirmed this fact. Thinking the local worker had misconstrued policy for I had had a similar experience with the Texas Employment Commission on an appeal involving an unemployment compensation claim, I wrote to the State Commissioner of Public Welfare. I got back a snow job, two pages long, with enclosures consisting of a sample application form, a set of questions and answers prepared by the Department for the edification of claimants and others, and a condescending lecture on how, because of the nature of the application form, "it is to the applicant's advantage to be assisted by the Worker in the preparation of the application. The Worker is able to explain the purpose of the required information and interpret to the applicant the significance of such application in relation to such eligibility requirements. . . ." In short, with my training in elucidating facts and information, assembling evidence and analyzing same and in checking out legal requirements, I did not have the qualifications to be able to help a claimant in my office in filling out the application and in explaining to her the purport of the information required or the requirements that she had to meet as well as the evidence she had to submit to support same. Without further detail, let me simply state that although I never was able to get an application in my office, her case was reconsidered, and she was found to be qualified for the aid. But what, I wonder, would have been the result had she not resorted to me? Incidentally, I did not even charge the \$10 fee allowed by law.

This problem of adequate representation for claimants is particularly crucial when he is a Spanish-speaking person. In my practice I estimate that 85 percent of my clients are Spanish-speaking. I deal intimately with them, day-to-day, and I know the difficulties involved in obtaining information from them, even though I speak Spanish. Even those who understand some English in many instances do not comprehend fully what they are told or use wrongly words which may have legal significance in a given situation. I recall a personal injury law suit in which I was involved as an attorney where it was important to my client to establish that she had given a certain written statement. She could not speak English; so a Mexican-American police officer in San Angelo was used in court as interpreter. In asking her in Spanish if she had made the statement, he used the word "*testamento*" for the word "statement." The witness said "no." It hit me that since the word "*testamento*" in Spanish is the word for "will" in English the witness thought she was being asked if she had made a will. I requested the interpreter to use the word "*declaracion*" which is the correct word for "statement" and this time the witness answered in the affirmative.

While this is only one example, it illustrates the point. In preparing an application for old age assistance, aid to dependent children or what not, the task of the caseworker is particularly delicate if there is a language handicap in the way. The claimant may not understand fully what is asked, and the worker may not fully comprehend the reply—or, if an interpreter is used, sometimes he is in the same boat. If you compound this by considering that in all too many cases the worker's attitude may be patronizing, condescending, callous, cynical or even down-right prejudiced, you will find that the claimant may easily be disqualified as a result of half-understood, loaded questions directed at him. Once his claim is denied, if he seeks the aid of an attorney or some other competent person to handle his appeal—if he can find one to begin with for a \$10 fee—that attorney or person is faced with a set of facts already given and sworn to by the claimant some of which, due to the language handicap, may be incorrect. The burden by then is on the claimant and his representative to explain the incorrectness—and this is seldom done to the satisfaction of the appeals referee.

But so far I have merely pointed out the problem. What about the solution?

One solution is to insure that caseworkers look upon people as people. This is particularly important to groups such as the Mexican-American who have been the victims of prejudice throughout the Southwest. Whether we like it or not, those of us born and reared in Texas, whether Mexican-American or Anglo-American, must face up to the fact that because of history, language, culture,

religion and other factors prejudice against the Mexican-American does exist—and a person with prejudice does not set it aside merely because he becomes employed by a social welfare agency, whether federal or state, that requires equal service to all. Thus, we have a problem of attitude which must be faced up to. Adequate administrative remedies must be set up that will insure that the continuing pressure at high levels of our national government for recognition of civil rights, equal employment and equal opportunity will percolate down to the local where it really counts. I believe that the federal government must redouble its efforts and become more aggressive in setting up inspection systems and personnel that will make periodic inspections of offices at the local level to insure that all claimants are treated alike.

Another solution is to bring more Spanish-speaking personnel or personnel who can speak and understand Spanish into the local offices as field workers and caseworkers. Let me cite one instance to illustrate this point.

Some two years ago I handled a social security claim for the wife of a Mexican ranch worker. She resided in Mexico. To establish her eligibility, of course, their marriage certificate in Spanish was submitted to the San Angelo District Office of the Social Security Administration. As the attorney representing her and her husband, I was told that I did not have to submit a translation of the document; that the office had personnel qualified to translate it; so I requested a copy of the translation. This was done, and I have here in my hand Form OA-C533 which is the official form used by the Social Security Administration for translations. What intrigued me when I got it was that the translation was not done in San Angelo, for the form indicates that the translating office was in Waco, Texas, some 230 miles away. Obviously the San Angelo office which covers an area of thirteen counties in West Texas, some of them with Spanish-speaking populations as high as 20.1, 20.7 and 23.4 percent of the total population, did not have one person qualified to translate the document.

I will elaborate further on the need for this type of personnel later on in this presentation. I might at this time point out that I am not advocating that these be solely Mexican-American; although a Mexican-American with adequate educational qualifications would obviously be able to service not just other Mexican-Americans but all others as well. I simply want to point out that I am not excluding from consideration any person, white, brown, negro or green, who can handle Spanish adequately.

A third solution already alluded to is to open the way so that claimants may have the services of attorneys and other qualified persons. In this I have in mind mostly matters handled by State agencies for the problem is already handled adequately on the federal level by Title 42, Section 406 of the United States Code Annotated which provides that the Secretary may by rule or regulation prescribe the maximum fees which may be charged for services performed in connection with any claim. Please note that, in contrast to the Texas statutes, the federal statute does not set a limit as to the fee but leaves it up to the discretion of the Secretary. This statute also sets up safeguards so that attorneys, for example, who indulge in sharp practices may be disqualified from representing claimants.

In Texas the solution lies, of course, in part with our state government, particularly the legislature and the governor. However, the federal government might conceivably become involved for the problem is not merely in removing the impediment set up by the statutes referred to but also determining who is to pay for the services. Under the federal statute and regulations thereunder, I know from experience in handling a claim for total disability that, in an appeal, the appeals referee will make an award for attorney's fees but the service is paid for by the claimant himself. This works well when there is a substantial lump sum initial award since the claimant is then in a position to pay a reasonable fee. However, in old age pension claims and claims for aid to dependent children or to the needy blind, particularly when there is no substantial initial award made, it does seem somewhat heartless to put the burden on a person generally destitute to all practical purposes to have to pay for services in handling a successful appeal which by its very success implies that some one down the line goofed in denying the claim to begin with. Why should a state agency as a branch of state government be the judge, the jury and the executioner and put the monkey on the backs of the destitute to rectify by successful legal action the acts of agency personnel? The states may be reluctant to share this burden, though they show no reluctance in assuming full responsibility for the determination of claims;

so it may be necessary to devise some system whereby the federal government can help pay part of the cost.

Texas some two years ago enacted a new Code of Criminal Procedure. One of its more enlightened aspects is Article 26.05 thereof which prescribes mandatory compensation to attorneys appointed by the courts to defend indigent defendants. Prior thereto such compensation was merely discretionary with the trial judge and the Commissioners Court of each County. Under the new act the compensation is paid out of the general fund of each county at the rate of \$25.00 to \$50.00 for each day in trial court representing the accused except where the State makes it known that it will seek the death penalty and in such case the fee ranges from \$25.00 to not more than \$100.00 per day in court. The attorney can also be paid up to \$250.00 for expenses incurred for purposes of investigation and expert testimony. Also, for prosecuting to final conclusion a bona fide appeal to the Court of Criminal Appeals, the fee can be from \$100.00 to \$250.00, and in a death penalty case from \$100.00 to \$500.00. The statute further provides that the minimum fee will be automatically allowed unless the trial judge orders more within five days of the judgment.

Prior to this statute in Tom Green County where I practice those of us appointed to represent indigent defendants would get only \$10.00 per day and no expense money to investigate. While no attorney is going to get wealthy under this new statute and most attorneys still prefer not to be appointed by the courts, the new statute has gone far in insuring more adequate representation for the indigent in criminal cases. Even more significant than the fees provided is the small allowance for expenses—even though you must first sell the trial judge on the need thereof—as I did in an assault with intent to murder case involving a Mexican-American in which I was able to arrange for the testimony of a psychologist as a result of which the man was found insane at time of commission and at the time of the trial, was sent to the Rusk State Hospital for treatment, was there about a year, and just recently was declared sane again and is now a free man.

Now if we can provide this type of service for those accused of criminal offense, is it too much to do something similar for destitute claimants for old age pensions, aid to dependent children, the needy blind and others handled by State agencies? Or are they less worthy?

A fourth approach and one which is beginning to create an impact and, conceivably, could be the best in the long run if a means can be found to make it universal are the legal aid programs that have been initiated in many communities through the Office of Economic Opportunity. There is no question that the Bar has let this type of service go by default and has invited government action. I have practice law for some 12 years in Webb, Hidalgo and Tom Green Counties in Texas, and I have yet to be requested by any committee of the Bar associations in those counties to represent an indigent. It is my understanding that there now exist OEO sponsored legal aid programs in Webb and Hidalgo Counties, but in the West Texas area around San Angelo there are none to my knowledge. I speak from experience based on a practice which has taken me into courts within a 200-mile radius of San Angelo—including Odessa, Big Spring, Abilene, Sonora, Ozona, Lubbock, Sweetwater and others. Thus, unless OEO-type legal aid programs are instituted on a far wider scale, it will still be necessary to open the way for the average legal practitioner and other qualified persons to take more of an interest in representing claimants in the sphere we are concerned with.

Still another avenue that is creating an impact are neighborhood serviced centers sponsored by OEO. In San Angelo two of these centers went into operation some six weeks ago, and I have already had occasion to refer several cases to the staff of these centers of persons who needed to file claims or had other problems with the local Social Security or Public Welfare Offices. Unfortunately, for the moment, legal services are not available at these centers, and, consequently, the services the staffs can render are limited to matters which a layman, in contrast to an attorney, can handle. However, it is an important step forward. Once the staffs become more cognizant of the ins and outs involved in the maze of regulations which surround welfare programs they will be in a better position to deal with the caseworkers handling the various types of claims—and in the case of Mexican-Americans the centers have a Spanish-speaking staff which will be of invaluable aid to those who seek little or no English.

But so much for this subject. I would like to pass on to something else.

I note by the statement of Mr. Wilbur J. Cohen before the Senate Committee on Finance on August 22, 1967 that HEW is pressing for an increase in work incentives to encourage assistance recipients to work. However, he points out that States are not required to permit the exemptions authorized under the Social Security Act except for the earned income exemption for the blind. He recommends that the provisions of the House bill providing an exemption of the first \$3 of monthly earnings plus one-third of additional earnings for adult AFDC recipients be increased to \$50 monthly plus one-half of additional earnings. The House bill also provides that all earnings of AFDC children 16 and over attending school full-time be exempted. He recommends that the same exemptions be extended to the aged and the permanently and totally disabled. I would like to cite a case which I am familiar with in support of these exemptions.

The Southside Lions Club of San Angelo of which I am a former president has under lease from the City of San Angelo a facility which includes a building used as a clubhouse and surrounding land upon which the Club has built a baseball park. Some two years ago the Club tried to get an old age pensioner to live at the clubhouse, free of cost, to act as caretaker. The man was living with relatives at the time and was eager to go into the arrangement. At the time he was getting an old age pension of about \$85.00 monthly which included an allowance of \$27 for rent and utilities. At about this time he qualified for a Social Security pension of \$23 monthly; so his old age pension was reduced by this amount. When the local Office of Public Welfare found out he was living at the Lions Clubhouse without paying rent and utilities, his pension was reduced another \$27—to \$35 per month. Thus, instead of getting a monthly check of \$85, he wound up getting only \$58 per month. Needless to say, the arrangement did not last long. He could not understand why his pension check had been reduced and thought that the arrangement instead of helping had hurt him moneywise. The Club members, likewise, were left with a rather low opinion of the Department of Public Welfare.

A third problem that I have run into in the administration of programs on the local level has to do with the situation of mothers seeking aid for their children in cases where the father has separated from the family or abandoned it as well as in cases of divorce and others in which there is a court order providing for child support payments by the father.

In cases of abandonment or separation I find that in my area caseworkers insist that before the mother can qualify for aid to her children she must take steps to initiate divorce action as well as file criminal charges against the husband for wife and child desertion. While the theory behind the requirement may sound good, in actual practice there is much to be desired and consequently many families are not getting the much-needed aid or are delayed unduly before receiving it. The requirement for divorce action, for example, requires that the claimant—who is generally destitute—retain an attorney to represent her. There is no provision in our Texas statutes or Rules of Civil Procedure for our courts to appoint attorneys to represent indigent mothers in need of a divorce. About the only relief available to them is to file a pauper's oath which saves them the \$20 or so involved as costs of court—and even here I am not so sure that under this oath a newspaper could be required to publish notice of the citation if same is found a necessary procedure in a given case. The county probably would have to pay for this—if it can be prevailed upon to do so. This point, however, has not arisen in my practice, and I am not fully briefed as to the law in connection therewith. As for finding an attorney in the absence of a legal aid clinic or service, that is problematical. Most major law firms will not even talk to such a person. That leaves the single practitioners such as myself, and there is a limit how much time we can put on a charity or token fee basis.

In the case of criminal charges, wife and child desertion in Texas is a misdemeanor and the prosecution of same rests with the County Attorney. The average small or moderate-sized Texas county does not provide assistants for its County Attorney. Hence, you have one individual already saddled with a host of other duties who at most has one secretary to help him out. Most are reluctant to take on any more work than necessary. In my county our County Attorney will not take a complaint in such a case until the husband has failed to contribute to the support of the family for at least one month. If during said period he contributes any amount, even if it is completely inadequate, no complaint will be taken—in this case not so much because the County Attorney is lazy but because most juries will not convict a man on this charge so long as he pays something. And of course under the circumstances the wife who may have four or five

children that qualify and gets \$10 every other week from the husband is unable to have him prosecuted. Furthermore, under a like situation the Office of Public Welfare all too often denies her claim.

In cases of abandonment or separation we also have in Texas Article 4639b of our Civil Statutes which allows one parent to sue another for failure to support the children. This statute also governs the case of a parent living at home who still fails to support a child of his. However, this statute provides that venue for such a suit is to be in the county of the residence of the defendant. This, of course, poses a hardship on the mother in those cases where the defaulting father is in another county. If she can, however, manage to raise the expenses necessary to go to the county where the father resides, she can conceivably obtain a court-appointed attorney under the provisions of Rule 308-A of the Texas Rules of Civil Procedure. Hence under Article 4639b the mother can obtain a child support order where no divorce has taken place and can have an attorney appointed to help her secure same under Rule 308-A and under the same Rule can again get an attorney appointed to help her enforce the order by a motion for contempt.

In cases where divorce has taken place and the decree includes an order to the husband to contribute to the support of the children as well as in those cases where a support order has been obtained under the provisions of Article 4639b, Section 18-B of Article 695c, the Texas Public Welfare Act of 1941, is relevant. This section reads:

"In considering the resources and income available to families with dependent children, the State Department of Public Welfare shall explore with the parent or other relative with whom the child is living the possibility of obtaining support and/or services on behalf of such child from the parent of such child who is living outside the home, and shall, in all cases where it seems appropriate and feasible to the Department, require that the parent or other relative with whom the child is living to take whatever action is necessary to obtain maximum support which has been ordered pursuant to a court order for the support of said child, and shall consider such support payment wherever available in determining the needs and resources of the family with dependent children. The Department shall also provide for prompt notice to appropriate law enforcement officials of the furnishing of Aid to Families of Dependent Children in respect to a child who has been deserted or abandoned by a parent." (Emphasis added.)

Rule 308-A alluded to above provides that when a court orders periodic payments for the support of a child and its order is disobeyed, the claimant can make such fact known to the court who can then appoint a member of the Bar to represent said claimant. If after investigation said attorney believes the order is being contemptuously disobeyed, he can file a written statement with the clerk of the court, and the court can then issue an order to the defaulting parent to show cause why he should not be held in contempt. The attorney is paid a fee, at the discretion of the court, which is assessable as cost against the party in default.

With these statutes and Rule 308-A in mind, all of which combined make for good theory, let me first comment on the language in Article 695C, Section 18-B providing that "in all cases where it seems appropriate and feasible" the Department can require the parent or relative with whom a child resides to take steps to enforce a support order. While this language is clearly discretionary and not mandatory, in actual practice in my experience I have found out that in most cases the caseworkers find that the case is one where the requirement is "appropriate and feasible." It matters not whether the mother can get the court to appoint an attorney for her or not, or that the husband may be in a distant county and she does not have the means to go there to litigate her case. Invariably the claim is denied or else weeks and months go by before the aid is given.

One solution, of course, is to have the courts pay more attention to Rule 308-A. Here the Department itself could attempt to exert a little influence upon the courts to counteract the fact that, by and large, the Bar will not be too enthusiastic about the idea, particularly major law firms with a practice far more lucrative than whatever fees can be collected from defaulting fathers in child support cases.

I question, however, that even with the full cooperation of the courts the remedy will be very effective from a practical standpoint, particularly since Rule 308-A makes no provision for investigation expenses. In most child support cases this is crucial for no court will jail a man for contempt without full and convincing evidence. Thus considerable time and expense must be spent in checking the defaulting parent's employment background to determine that he was able

to pay and yet contemptuously failed to do so. This is particularly troublesome when he, as is often the case, changes jobs frequently or is out of the county. This field of practice in Texas is fraught with so much frustration that as an attorney I seldom take on one of these cases unless there is involved as the defaulting parent an individual with regular employment at a fairly substantial wage, and unfortunately this has not been the case in too many instances involving mothers seeking aid for their dependent children. Actually the only adequate remedy that I can envision if the status quo is allowed to stand is through legal aid programs, whether under Bar, OEO or other type of public sponsorship.

Another remedy is to tighten the loophole provided by the statutory language of "appropriate and feasible", which is presently employed to deny many claims. The Department of Public Welfare may be prodded into taking a new look at this problem or, if necessary, federal legislation or regulations may have to be employed to accomplish the desired result. In the absence of this and of adequate legal aid programs, another approach under the status quo may involve a series of test cases so that appellate courts can determine under what facts and circumstances the Department may be violating its discretion under the statutory "appropriate and feasible" language.

To pass on to another subject, earlier in this presentation I referred to the need for more Spanish-speaking personnel or personnel who can speak and understand Spanish in the local Social Security and Public Welfare Offices. I would like to elaborate further on this point. This is based on limited information which, if nothing else, I hope will result in more detailed study to determine if action need be taken.

Attached hereto as Exhibit 1 is a list of Social Security Administration District and Branch Offices in the West Texas area. The list includes the 13 counties within the jurisdiction of the San Angelo District Office, but due to time limitation like information for the other District Offices listed was not secured other than in respect to the particular county in which the District Office or a Branch Office thereof is located. The population statistics are from the 1960 U.S. Census study of the Spanish-surname population.

In analyzing this information is is noteworthy that the San Angelo District Office covers an area which in 1960 had a total population of 119,509 of which 18,337 were of Spanish surname. Of the 13 counties involved, 12 had more than 10% of their population being of Spanish surname. In 11 of them the Spanish surname population was more than 13%, and in 5 of them it was over 20%. When we add to the counties in the San Angelo District those in which the other district and branch offices are located, we come up with a total population of 569,518 of which 59,313 were of Spanish surname in 1960. Of particular significance is the Lubbock District Office which in Lubbock County has 17,003 Spanish surname population involved, 10.9% of the total county population. Its branch office in Plainview is even more significant since 6,504 or 17.7% of the total county population of 36,798 in 1960 were of Spanish surname. The Big Spring District Office in Howard County itself shows 10.2% of the total county population to be of Spanish surname. In the Abilene District Office with its branch in Brownwood and in the Odessa District Office the percentages are 5.0, 5.4 and 7.7. It should be emphasized again that Exhibit 1 does not include *all* of the counties covered by the various districts other than the San Angelo District.

To correlate the information in Exhibit 1, I tried to determine if the Social Security Administration compiles statistics as to the number of Spanish surname persons handled in respect to pending claims or as recipients under the various programs administered by it. Mr. Jimmie G. Keen, assistant manager of the San Angelo District Office, advised me that no such statistics were compiled. The best estimate he could give me on his two years or so experience in that office was that those handled by his office were roughly in the same proportion in each county as the ratio of Spanish surname population to the total population in each county.

I queried Mr. Keen further as to the availability of personnel in his office who speak and understand Spanish. In this connection it is relevant to mention that said office presently has fourteen employees of which Fred Wagner, field representative, and one claims representative are the only ones that make periodic swings outside of San Angelo and Tom Green County to take care of the claimants in the other 12 counties. There is no branch office manned fulltime in any of

these other 12 counties. The San Angelo Office merely has what are termed "contact" stations in the county seats and larger towns which are visited regularly, the frequency of the visits depending on the number of claims involved in each town. Brady, for example, is visited once a week. Big Lake, Ozona and Sonora are visited generally once a month on a swing which generally take two days to cover all three.

Keen stated that of the 14 persons in his office, Fred Wagner, the field representative, spoke Spanish. Miss Ann Lindsey, an administrative clerk, has had one semester of Spanish in college and her tuition and books are presently being paid for by the office to enable her to take additional Spanish courses at Angelo State College. Ted Moellering, the district office manager, who was formerly stationed in McAllen and Laredo apparently has a "smattering" of Spanish. Finally, the office has Rosalinda Garcia, an NYC employee, who is presently working 10 hours a week but who was available during the summer for 30 hours a week. She, of course, is Mexican-American. Whether it can be said that this office at present is adequately serviced by personnel who speak and understand Spanish, however, is questionable. For one thing, Wagner, Miss Lindsey and Mr. Moellering presumably were unable to handle the translation of the Mexican marriage certificate to which I alluded earlier in this presentation when it was translated in Waco in March, 1967. I would doubt that anyone with a "smattering" of Spanish or even with one or two semesters of college Spanish has sufficient knowledge of the language to handle a Spanish-speaking claimant. Miss Garcia, of course, is available to act, if nothing else, as an interpreter, but, of course, she is not available to service Spanish-speaking claimants in the other 12 counties.

With respect to the other district and branch offices, I requested a list of the Spanish-speaking personnel now employed by them for purposes of this presentation. There are none in Big Spring, Brownwood and Plainview. In Odessa there is now one, Mrs. Emma S. Aguilar, a GS-9, who I know transferred into that office only within the past three or four months when her husband was transferred by the Texas Employment Commission from the Rio Grande Valley into the West Texas area to help recruit young men for the Job Corps. I was not furnished the information requested in respect to the Abilene and Lubbock District Offices, but the last information I had from other sources is that there are no Spanish-speaking personnel in those offices.

I might note at this point that in other district offices where the Spanish-speaking population is substantially higher, there are a number of Spanish-speaking personnel. The San Antonio Office, for example, has 34. The El Paso Office which I understand has a branch office in Las Cruces, New Mexico, has seven. The Eagle Pass Office has six, and the Austin Office has three. While El Paso appears adequate, it does present quite a contrast with Eagle Pass. Maverick County where Eagle Pass is located has a 1960 estimated population of 14,505 of which 11,253 or 77.6% of the total was Spanish-surname. El Paso County, on the other hand, had 136,973 Spanish-surname population out of a total population of 314,070, the Spanish-surname forming 43.6% of the total. Yet, there is only one more employee of Spanish-speaking ability in the El Paso Office than there is in Eagle Pass. Nevertheless, since I am not advocating proportional representation for Mexican-American or Spanish-speaking persons as employees, let us concede that the El Paso Office may be adequately serviced. I have no information on the rest of Texas, particularly much of South Texas and the Rio Grande Valley as well as the Houston-Galveston area in southwest Texas.

From what has been discussed on this point, I would like to observe that there is a very substantial geographical area in West Texas with substantial numbers of Spanish-speaking population—and presumably Spanish-speaking claimants—which is not being adequately serviced by Social Security Administration personnel that can speak and understand Spanish and this is the very area of the State that needs it the most. While in South and Southwest Texas the Mexican-American population has developed a substantial professional and business class, a broad and growing middle class and has always had a small wealthy, land-owning class which has given this group some political and economic influence, although even in that area it is not what it should be, none of this is true of West Texas. Aside from El Paso, San Angelo is about the one West

Texas city or town where the Mexican-American population has begun to develop much of a business and middle class and even here it is very limited in scope. Professionally in the entire area the group is sadly behind. For example to my knowledge I am the only Spanish-speaking lawyer in an area between Uvalde on the South and Lubbock and Amarillo on the North and between San Antonio and Austin on the East and El Paso on the West. In the medical professional we are slightly better off, for there are some half-dozen Spanish-speaking doctors scattered about the area. School teachers, there are hardly any in the entire area—I would judge not over half a dozen if that many. Most of our Mexican-American population in the entire West Texas area is in the lower economic bracket, a very large portion being in the poverty class by modern-day standards. The level of education is miserably low, as other 1960 U.S. Census figures will show. Hence, I can testify from my daily dealings with them that it is a MUST that government agencies have personnel that can talk to them in their own language.

I might add that the situation with the Social Security Administration is almost "ideal" compared that what you find if you were to check the offices of the State Department of Public Welfare, the Texas Employment Commission and those of other state agencies throughout the area.

Thus, based on all this, I would recommend that some priority be given to a determination of the need for more Spanish-speaking personnel in the Social Security Administration offices in the West Texas area, and since Uncle Sam picks up the tab for much of the cost of administration and of the programs administered by the Texas Employment Commission, the State Department of Public Welfare and other State agencies, I feel most strongly that steps be taken to require those State agencies to hire more Spanish-speaking personnel. And I would further urge that those hired be not merely typists or clerks but that they include caseworkers and field or claims representatives—the type of personnel that actually dig up the facts and determine whether a person qualifies for aid under a given program.

In order to determine the need, I would further recommend that statistics be compiled to determine the number or percent of Spanish-speaking claimants and other persons handled by the various offices of the different agencies involved. The question may arise whether it is good policy to do this, but I might point out that HEW just recently established a precedent itself by requiring Universities and other educational institutions to have their students classify themselves, the object being to determine whether and to what extent there was compliance with civil rights directives. Furthermore, it make logic and good sense when there is a group as unique as is the Mexican-American and which has substantial socio-economic-educational problems. I would caution, however, that in compiling the statistical information indicated care be taken to classify the Mexican-American population properly and would point out to a separate memorandum which I directed to Commissioner Ximenez recently pointing out that according to holdings of the Texas appellate courts and the Supreme Court of the United States the Mexican-American is considered as a member of the caucasian race.

As a final argument for the point I seek to make, I would point out that when I first came to San Angelo five years ago there was one individual, now deceased, and a woman who is still very much in the field who were making a rather lucrative living by taking Spanish-speaking persons to attorneys, to Social Security and Public Welfare and other public offices or Officials and acting for them as interpreters and charging whatever the traffic might bear—anywhere from \$3.00 or \$5.00 to \$10.00 or even \$25.00. Obviously, this kind of traffic, particularly with persons seeking old age pensions, aid to dependent children or those wanting to establish claims under the Social Security Act, would disappear if the various offices had personnel that could speak to the claimants in their own language and who had the training and preparation and the knowledge of the statutes, rules and regulations necessary to pass upon a claim. In fact, they might even do away with the need for the services of an attorney such as myself—except when legal services as such are required—all of which is fine with me.

EXHIBIT A.—SOCIAL SECURITY ADMINISTRATION—OFFICES IN WEST TEXAS AREA

District or branch office and county	Population by counties		
	Total population	Total Spanish speaking	Percent Spanish speaking
San Angelo district office:			
1. Coke County	3,589	244	6.8
2. Concho County	3,672	738	20.1
3. Crockett County	4,209	1,208	26.1
4. Irion County	1,183	198	16.7
5. Kimble County	3,943	533	13.5
6. McCulloch County	8,815	1,328	14.8
7. Menard County	2,964	694	23.4
8. Reagan County	3,782	512	13.5
9. Runnels County	15,016	1,698	11.3
10. Schleicher County	2,791	678	20.7
11. Sterling County	1,177	154	13.1
12. Sutton County	3,738	1,476	39.5
13. Tom Green County (San Angelo)	64,630	8,876	13.7
Subtotal	119,509	18,337
Abilene district office:			
Taylor County (Abilene)	101,078	5,032	5.0
Brown County (Brownwood branch)	24,728	1,346	5.4
Lubbock district office:			
Lubbock County (Lubbock)	156,271	17,003	10.9
Hale County (Plainview branch)	36,798	6,504	17.7
Big Spring district office: Howard County (Big Spring)	40,139	4,081	10.2
Odessa district office: Ector County (Odessa)	90,995	7,000	7.7
Total	569,518	59,313

ITEM 10. STATEMENT OF W. R. METZGER, M.D., M.P.H., DIRECTOR, CORPUS CHRISTI-NUECES COUNTY DEPARTMENT OF PUBLIC HEALTH AND WELFARE, PUBLIC HEALTH DIVISION, CORPUS CHRISTI, TEX.

DEAR SENATOR YARBOROUGH: This letter is our response to your request for a statement for inclusion in your committee's hearing report on "Availability and Usefulness of Federal Programs and Services to Elderly Mexican-Americans."

The Adult Health Conference under our Project S.A.G.E. (30-A-1) under Title III, the Older Americans Act is admittedly a small pilot project, which was started in two geographical areas centered around public housing complexes of town where we had existing proved demand for our services, neither of which has a representative Mexican-American population. This has meant the exclusion, in effect, of elderly Mexican-Americans. There are two primary factors in their inability to use services of the pilot project. First is lack of transportation and second is the practice of housing elderly Mexican-Americans with their families scattered throughout the community or at least with no significant concentrations in our small pilot areas.

In order to expand S.A.G.E. so that services can be made available to the Mexican-American elderly (as well as to other elderly), we need to secure funding for at least three additional professional staff persons. This is difficult because we are not yet assured of local matching funds for continuation of the project even at its present level for its second and third years. One source, tax funds from City or County, is unlikely because priorities on services are geared to younger age groups. The other potential source, United Fund, would like to fund services for the elderly, but does not have money in view until at least January 1971. Our increased local funding must be available by July 1, 1969.

Due to the local funding problems, the tremendous potential utilization of services in areas presently served by S.A.G.E., and the need to "outreach" to uncover demand among the elderly Mexican-Americans, it is unlikely that the latter group will be served by our project in the near future.

The above is a brief summary of our local situation to meet your Monday deadline. We hope it will help your committee; however, if you need further information, we will be happy to elaborate.

ITEM 11. STATEMENT OF MANUEL SELVERA, DIRECTOR, ECONOMIC OPPORTUNITIES DEVELOPMENT CORPORATION OF FRIO-LASALLE-McMULLEN CO., COTULLA, TEX.

DEAR SENATOR YARBOROUGH: In reference to your most welcome letter dated February 26, 1969 I would like to submit the following statement for inclusion in your records.

I would like to inform you as to what we are doing for the elderly in Frio LaSalle-McMullen Counties. The CAA has a Project FIND that was funded in June 1967 and by coordinating the CAA and Project FIND staff we are able to operate three Multi-Purpose Centers located in the target area in Pearsall, Dilley and Cotulla where the elderly receive their services. In each one of the Multi-Purpose Centers the elderly will find the following services:

- a. An aide that will provide homemakers assistance for the elderly, especially those that cannot do their own work because of a disability or illness.
- b. At least one outreach worker to reach those isolated elderly individuals. The largest Multi-Purpose Center has two outreach workers.
- c. A person located in the center to read, explain, and answer when necessary, the elderly's correspondence.
- d. A complete referral center to all the local, state, and Federal agencies.
- e. Escort travel for the elderly to the different agencies, hospitals, drug-store, grocery store, Food Commodities, and at the same time help with the interpretation and assist the elderly in explaining to the agencies their needs.
- f. Income tax service for the elderly and the poor.
- g. The VISTA Program assists with the Senior Citizens Club, cooking instructions, and a Basic English Class.

I would like to take this opportunity to express some of the problems that we have in this area. The elderly Mexican-American has many problems being unable to speak the English language, no education, and age and health problems. Our Project FIND has to keep in touch with the people at all times.

1. Housing: The only service that we have is the Farmers Home Administration located in Pearsall, Texas. The office in Pearsall has only one agent and a secretary, therefore cannot process the applications submitted by this office soon enough to help the elderly with their housing problems. The Center completes the applications and gets the estimates for all the applications submitted. It is the belief of the Neighborhood Supervisor that the FHA would rather process the 502 loans for the elderly rather than a 504 loan to build a nice little home. Some people are in need of homes. We have had cases that have stayed there for a year and some that have been processed in just a few weeks. It seems that no system has been set to process the applications that have been there the longest. The applicant receives no correspondence as to when his loan might be approved or if it was disapproved. When applications are there for a long time, it causes the elderly to get discontent and also causes a hardship on the contractor because the materials may cost up to 25% more within a year's time. The problem could be that they are understaffed and that they do not have the bi-lingual staff needed to speed up the processing. We have to furnish a person to do the interpretation and also to escort them to the different homes, because we want to make sure that these loans are processed and approved.

2. Legal Service for the elderly is one of the most needed programs in this area. There are several private companies that have built homes in the target area and now they are repossessing the houses from the elderly because of non-payment. In most cases the homes are made according to a verbal contract as stated by a fast talking salesman. These people need help with the contract reading and should be informed of their rights as citizens of the USA. Most of the elderly people own land, or shall I say a lot or two, but they have trouble getting the property cleared to obtain loans thru the FHA.

3. Another problem that we have is health. The people that are 55 years of age to age 65 and work as seasonal workers or Migrants and have no insurance to cover their illnesses have more trouble with their health. There are very few jobs in this area that a man or woman of this age can do. A Health Clinic to provide these services would be a blessing to this young elderly. The Emergency Food and Medical Services program will provide some assistance, but the funds are limited to the guidelines of the Emergency Food and Medical Services Program which have to be followed.

4. Migrant Home Construction Trainees and Housing for the Elderly is the best program that we have proposed, because it will assist the elderly with their housing problems. The FHA works with a certain amount of money each year but runs out of money before the year is over. By training the Migrant to do the carpentry, electrical installation, and plumbing, they relieve the FHA on the money that goes into labor. There is a place for the Migrants that are trained because there is a demand for trained carpenters, electricians, and plumbers in this area. The answer that we got from Washington was that there were no funds available for this program.

The U.S.D.A. Commodity Distribution Program has helped many of our elderly and poor, however some needy persons cannot be helped due to the fact that they are recipients of Social Security benefits and/or V.A. pension. To our belief a pension is not an income but some sort of assistance to supplement their existence—yet this is a regulation that they must abide by, and we do respect it. A program to aid this people is needed.
For: Your consideration.

ITEM 12. STATEMENT OF MRS. FAUSTINA SOLIS TO THE CABINET
COMMITTEE HEARINGS ON MEXICAN-AMERICANS AFFAIRS IN
EL PASO, TEX., OCTOBER 1967

INTER-AGENCY COMMITTEE ON MEXICAN-AMERICAN AFFAIRS,
Washington, D.C.

CURRENT PROBLEMS IN MENTAL AND PUBLIC HEALTH SERVICES, AS RELATED
TO MEXICAN-AMERICANS

In the original plan for the White House Conference on Mexican-American Affairs, health was given minimal consideration. This is not unusual since generally health has been relegated low priority in community planning. Moreso, this is true in the consideration of services for the Mexican-American population.

The following presentation represents the work of Mexican-American health workers in California who are currently intimately acquainted through their employment with mental health and public health needs of the Mexican-American population in that state. Although these remarks are in reference to California, we feel that the degree of health needs in other Southwestern states may be as prominent, if not moreso. We also agree that unless we can project a forward vision to encompass the development of programs which will upgrade the health status of the Mexican-American population throughout the Southwest, a single state program alone cannot suffice.

We believe that optimal health is a right of the people, not a special privilege. Health as interpreted in this presentation does not refer to the absence of disease alone but to the state of total well being that assures the individual the ability to function productively in his social, economic and cultural environment. Some of us would undoubtedly state that gainful employment, better housing and adequate income alone would resolve major health needs of the population. However, we already have an inordinate amount of chronic disorders both mental and physical. It cannot be assumed that these conditions would be easily dissipated.

The continuing mobility of the Mexican and the Mexican-American in the Southwest also presents another unique factor to consider. The well being of the individual within the community is not the responsibility alone of the health specialists but also the responsibility of all social agencies whose function is to people.

A significant contributing factor to the inappropriate and insufficient health coverage of the Mexican-American has been the inadequate statistical data to determine morbidity and mortality rates of this segment of the population statewide. Since no base line data is available except through census tract figures in some areas, assessment of need, appropriateness of service, an evaluation of utilization of services become a supposition and not documented evidence. It becomes expedient to base needs and recommendations on impressions gained through experience and in some cases isolated studies.

In recent years with the upsurge of numerous educational training and health programs. the provision of health screening services and treatment services has uncovered layers of health problems in the Mexican-American population—dental

care, tuberculosis detection and control, alcoholism, need for family planning, preventive mental health and general health services for pre-schoolers and adolescents.

The promotion of preventive and curative health services in the Mexican-American population becomes fraught with frustrations due to the gross lack of facilities, as well as unimaginative and insensitive patterns of delivering services. The population itself has placed health low in their assessment of needs, particularly those families in categories of low income or medical indigency status. Their preoccupation with meeting the basic needs for survival has not allowed them time nor money to seek both preventive and curative health services. Their approach to service, then, takes place only in times of crisis or emergency.

The two basic elements in any program are availability and accessibility of the service to the population. In this regard, the following are the most glaring deficiencies and constitute major problems:

(1) Excessive costs of health care (including medication) particularly in chronic illnesses such as neurological afflictions, psychiatric disorders, chronic disabling conditions and mental retardation.

Recent cutbacks in Medi-Cal coverage (Title XIX) have compounded problems of health care to individuals who for the first time had begun to make use of much needed health care. However, even without the cutbacks, a significant percentage of the low-income Mexican-American population could not be certified for services because they could not satisfy the "category-linked" requirements, even though their income level could classify them as indigents.

(2) Insufficient medical and dental services, and in some areas the complete absence of such services.

(3) Lack of physical facilities and programs for the retarded; schools in all age groupings, sheltered workshops, training programs. In medical and psychiatric disorders, transition institutions such as convalescent homes, half-way houses and foster homes to assure a more effective recovery and return to the community.

(4) Acute shortage of bilingual health manpower and critical maldistribution of professional services.

(5) Traditional and ineffective patterns of delivery which result in poor utilization of services such as:

(a) Health services offered during limited day time hours. This imposes hardships on working families who cannot relinquish salary earnings or endanger loss of their jobs for health care.

(b) Geographic inaccessibility—health centers are remotely situated from the population. Arrangements for child care, transportation and interpreters pose such obstacles that even a "free" service becomes prohibitively expensive.

(c) Psychological barriers to service.

(d) Minimal effort is made to inform the Mexican-American community of the scope of existing services and procedures required to use them. This is particularly evident in programs of mental health, mental retardation, family planning, communicable disease control, preventive programs of chronic disease such as diabetes, cancer, cardiovascular diseases; and also relates to all levels of rehabilitative service. This implies need for increased health education and community organization.

(e) Fragmentation of all health services—preventive and curative, mental health, public health and private medical care which results in poor assessment of quality and quantity.

RECOMMENDATIONS

In an effort to ameliorate the gross lack and gaps in health services to the Mexican-American population, we submit the following recommendations which imply additional deficiencies.

Health Assessments

(1) Institute a program to assess the health needs of Mexican-Americans through documentation of morbidity and mortality rates in the Mexican-American population.

(2) Resume collection of health data nationwide through ethnic group classification for purposes of measuring incidence of disease as well as degree of utilization of existing services.

Services

(1) Elimination of state and local residence requirements in all health programs which include federal funds.

(2) Federal appropriations must continue to assist states in providing basic health care (i.e., medical services, hospitalization, mental health services, and dental care) to the low-income population unable to purchase these services and ineligible for services under existing programs.

(3) Provide a mechanism of review on the federal level by which implementation of P. L. 89-749 (Comprehensive Health Planning Act) will include representation of the Mexican-American community and assessment of their specific needs; otherwise, planning will be done as always—isolated from reality.

(4) Appropriate special funds for the development of programs in critical need areas designed particularly for the Mexican-American consumer. For example, existing alcoholic rehabilitation programs have not succeeded in reaching the Mexican-American alcoholic because they are established on the basis of cultural values for the general population. Comprehensive Spanish-English educational informational programs related to drug abuse and narcotic for parents and youth is also of major importance.

The limited number of mental health specialists who qualify for working in a Mexican-American community prevents the utilization of federal funds where assistance is most urgently needed. For example, the Mexican-American community cannot take advantage of the Community Mental Health Act of 1963 for two reasons:

(a) Paucity of bilingual specialists in the field of mental health and mental retardation.

(b) The generally impoverished status of the Mexican-American community would make it impossible to subsidize adequate staffing of such centers.

(5) Establish within the Mexican-American community small psychiatric hospitals for short-term hospitalization and day or night hospitalization.

(6) Mobile teams of mental health specialists and health educators to provide service in rural or isolated communities.

(7) Establish increased public health services through chronic disease control services and curative services in health departments.

(8) Develop as a component in federal grant programs an "outreach" service to insure a systematic rather than an accidental system of casefinding or early detection of diseases. In addition, more aggressive outreach to the newcomer is needed in port of entry areas.

(9) Through USPHS, NIMH, NIH, Children's Bureau and other appropriate agencies, develop intensive community education programs in Spanish to be promoted via mass media—TV, radio and the press—in an effort to teach preventive concepts in mental health and general health, and inform population of existing services.

(10) Development of comprehensive plan which will integrate and coordinate the appropriations of federal funds. Allocations for health services are made to various state agencies to provide services to the same population with no coordination and with no unification of resources enforced which result in chaotic, incomplete and fragmented services. We recognize that the reason for this is that delegate agencies may not be assuming the charge of their responsibility; however, unless the coordination of programming and funding is accomplished on the federal level, programs will not be implemented effectively on the state and local level.

(11) Development of new programs and extension of ongoing public health services as directed to migratory population, such as the continuation of the Migrant Health Program which expires June 1968. The expiration of this project will virtually eliminate medical care for the migrant except for emergencies.

Recruitment and Training

(1) Establish a program of stipends and scholarships to recruit and train Mexican-American bilingual health professionals to meet the shortage of manpower.

(2) In federally funded projects serving primarily the Mexican-American, incorporate standards for in-service training of health professionals to include understanding of the cultural (sociological) factors pertaining to the Mexican-American group.

(3) Provide funds to develop field placement programs within professional training schools designed to place health professional students in neglected rural and urban areas.

New Careers

(1) Appropriate funds for recruitment, training and placement of bilingual health workers who are not professionals but would be assured of opportunities for upward mobility in status and achievement. Projects should include training-supervisory personnel as well as a program of uniform core curriculum and specialized curriculum. This would insure the possibility of building a resource of manpower available to several health agencies as well as allowing the worker the freedom of mobility in his selection of employment.

(2) Offer special grants to high schools and undergraduate educational programs to encourage through special programming the assignment of students for special "work-orientation" programs in health agencies in order to foster recruitment in the health fields.

(3) Incorporate health advocates or family agents as a way of utilizing professional and grass roots community organizers increasingly.

Training Centers

If foundation funds are not available, public funds should be directed to establish special training centers on a regional basis for non-Spanish speaking professionals for purposes of orienting them for work in high Mexican-American density areas. These centers would include in addition to the history of the population, a special emphasis on cultural, psycho-social, and economic characteristics of the group. Intensive training in Spanish would be included, as well as community relations and community organization concepts and skills.

Housing and Sanitation

A major health problem in Mexican-American low income communities is dilapidated and substandard dwellings. Substandard living conditions constitute a hazard to health and a breeding ground for all manner of disease. Medical care alone cannot correct the living conditions which promote illness. It is recommended that the Division of Housing and other appropriate federal agencies assume responsible leadership by coordinating their efforts to develop a workable plan to provide safe housing, potable water supplies, and proper sewage disposal plants in those areas where obtaining these services are beyond the economic feasibility of the population, particularly those who reside in unincorporated areas.

These recommendations are derived from experiences which have been documented by health professionals as well as impressions elicited from the population. Unlike the problems of the general population who certainly also have difficulty in availing themselves of services, the Mexican-Americans in the low-income category have additional disadvantages. The circumstances which prevent their achieving social compatibility with the mainstream of community life are also the forces which isolate them from the sources of health care. The concepts of social and health assistance, through preventive and therapeutic mechanisms, are not always understandable to them on a purely "educational" basis. For them, there is no more meaningful tool of education than service itself.

There are many questions being raised by health professionals today; questions related to gaps in services, to their own traditional functions, the roles that have been assigned to them, the scope of services which need to be provided. If we are to acknowledge that we live in a changing society and presently have a more sensitive awareness of the needs of the community, we cannot expect that "more of the same" will continue to meet the needs. Ahead of us lies a whole new era for the training of additional, possibly new kinds of, health technicians to augment existing health manpower. Functions of existing professionals may be enlarged or new specialities may develop. More cooperative endeavors among professional disciplines and health and non-health agencies are most essential to insure development and increase the quality and quantity of health care.

Throughout the Southwest, a limited number of health professionals of Mexican-American descent are serving in geographic areas of high concentration of Spanish speaking people. They know the urgency for better and more effective health services. Their jobs are not easy and often times disheartening but they have made a commitment to their fields of endeavor. It is due to their commitment that the health plight of the Mexican-American has been presented today.

ITEM 13. LETTER FROM CHARLES STILL, JR., D.O., CHAIRMAN,
ARIZONA ADVISORY COUNCIL ON AGING, SCOTTSDALE, ARIZ.

ARIZONA ADVISORY COUNCIL ON AGING,
ARIZONA STATE DEPARTMENT OF PUBLIC WELFARE,
Phoenix, Ariz., March 6, 1969.

DEAR SENATOR YARBOROUGH: * * * I am afraid that we have very little specific information to report on programs for the Mexican-American elderly at this time. There are some Senior Centers in predominately Spanish speaking areas in our state which, to some extent, are serving our Mexican-American elderly. We also have a member on our 12-man State Advisory Council on Aging who is a Mexican-American and works for the Phoenix Housing Authority and is in close contact with the Mexican-Americans in this area. We have one of our regular meetings tomorrow of our Council and we will reemphasize your committee's interest in this particular problem at that time.

In your letter you requested ideas on critical needs for the elderly at this time. As you know there are many problem areas and I personally feel that we may be trying to attack these problems on too broad a front. It seems that many Title III projects either overlap or fail to accomplish any real balance service. It is possible that much money is being spent with no real direction in terms of a total program. I personally feel that three of the most important areas that should require specific attention are, first, the utilization of skilled and knowledgeable senior citizens in a challenging work program so that their judgment and knowledge can be rewarded. Second, a specific program for improvement of both rural and urban transportation for our elderly. This is extremely critical since many now are falling to get general services, proper food, or health supervision because of this lack. And thirdly I feel that housing for the lowest income group is totally inadequate. Many of the housing projects which have been built by nonprofit groups are out of the price range of the most needy elderly and many times they are too large and are away from the neighborhood and friends that many need desperately. I think that a study and research program should be made to find out what the low income people would like to have for their living quarters.

I talked to Senator Paul Fannin recently, who is a member of your committee, and I was extremely pleased by his interest in the problems of our elderly. I am also familiar with the good work that you have done for many years and I do hope that much can be done soon to solve some of these serious problems.

Sincerely,

CHARLES STILL, Jr., D.O.

ITEM 14. LETTER FROM MRS. K. ROSE WOOD, CHIEF, OLDER AMERICANS PROGRAM, STATE HEALTH AND SOCIAL SERVICES DEPARTMENT, SANTA FE, N. MEX.

STATE OF NEW MEXICO,
HEALTH AND SOCIAL SERVICES DEPARTMENT,
Santa Fe, N. Mex., March 7, 1969.

DEAR SENATOR YARBROUGH: Many thanks for your kind, personal letter dated February 25 relative to the "Availability and Usefulness of Federal Programs and Services to Elderly Mexican-Americans", and to my letter of January 17, 1968 to Mr. Oriol which I did not think conveyed too much specific information about New Mexico's elderly Spanish-Americans. However, I am happy to revise that letter and also one written on May 9, 1967 to Miss Emily Dalrymple, Social Service Advisor, Housing Assistance Office, HUD, Fort Worth on why I thought older Spanish-Americans resisted moving into shiny new public housing facilities constructed especially for them—

On January 8, 1969 the following data was given to the Regional Office, Administration on Aging, Dallas. It is based on projections of 1965-66 Census Bureau figures but I realize that until the next Census can be taken in 1970 no one will have completely accurate figures.

As of late 1967 New Mexico's population was a little over 1,003,000 of which about 64,000 were aged 65 and over. Approximately one-fifth of the State population has Spanish surnames or about 200,600 of which about 12,800 are elderly Spanish-Americans. Of the 64,000 older population nearly 10,000 are reached by Title III projects in the seven counties in which they are active under the Older Americans Act. Of this number about 2300 are Spanish named.

The seven counties supporting Title III projects in New Mexico are Curry, Quay, and Roosevelt on the East side of the State; Bernalillo and Sandoval in the North Central section; Mora in the North where seven other countries are predominantly Spanish-American, and McKinley in the Northwest corner in the center of the Navajo population area.

County	Estimated population 65 and over	Population 65 and over being served by title III	Estimated elderly Spanish being served
Curry.....	2,300	1,900	380
Bernalillo.....	19,000	4,800	960
Sandoval.....	1,200	1,100	500
Quay.....	1,300	350	70
Mora.....	600	150	90
McKinley.....	1,500	250	50
Roosevelt.....	1,700	1,400	240
Totals.....	27,600	9,950	2,290

¹ Non-Indian.

Attempts made to reach the older Spanish people include personal contacts with key people in churches, clubs, welfare offices, post offices, etc., Spanish and English announcements in press and on radio; talks to groups; home visits; special invitations to local leaders to attend various activities and location of activity or drop-in centers in "Spanish neighborhoods" or housing facilities for the elderly.

Barriers involved in reaching the older Spanish-Americans include semantics and language; traditions and customs of people oriented to home, and church but who are not joiners like the Anglos are; personal interests in pensions, income maintenance and education but not in recreation involving "fun and games;" unwillingness of Spanish-Americans to mingle with Anglos possibly for socio-economic reasons involving "country" versus "city people," the affluent versus the poor; innate or ingrained distrust of Anglos who have exploited the Spanish and in the past usurped their land, and for other ethnic, economic and social reasons difficult to define.

All seven Title III programs in all 7 counties are open to older people of all races, nationalities, and incomes. In Mora and Sandoval Counties the population is predominately Spanish-named and Spanish speaking. Program services in these 2 counties are available and are definitely used by the Spanish people probably because the groups are homogeneous rather than heterogeneous—if there could be any complaints they would come from the "Anglos" who are definitely in the minority in Mora and Sandoval. The Pueblo Indians in Sandoval are also welcome to use the Senior Centers but they do not as they have their own facilities.

Title II projects are pending in Taos County which probably has 40-50% Spanish speaking people and also in Santa Fe County with a large native population. Centers in both counties would generally serve Spanish speaking peoples. In Santa Fe, as in Albuquerque, where Model Cities Programs are underway, Senior Centers would be established in the Model Cities areas and would therefore be serving the Spanish-Americans as they are in the majority in both cities in the target areas.

Counties bordering on Old Mexico such as Dona Ana, Luna, Grant and Hidalgo include Mexican Nationals who proudly call themselves "Mexicans" because they were born in Mexico and might or might not have changed their citizenship. But in New Mexico the people we call Spanish-Americans are not Mexicans or Latin-Americans as they are in California and Texas. In certain parts of New Mexico on the East side and in the Southeast uninformed or prejudiced people refer to Spanish-Americans as "Mexicans," but in general this is a fighting word in New Mexico as we are proud of our Spanish-speaking and Spanish-named cultural groups and do not refer to them as "Latins" or "Mexican-Americans" as though they belonged to a separate minority group with obvious social and economic problems such as those known to exist in Texas and California among the migrant workers.

In response to an inquiry from the Fort Worth Regional Office of HUD regarding why the elderly Spanish resist moving into nice, shiny, new public housing facilities built for them, and why "La Raza" (The Spanish people) especially the elderly are not joiners of committees and clubs like the Anglos, and why the younger generation are leaving the little towns and villages to become communities of the old folks, the following explanations were given:

"Briefly, the elderly Spanish are like the elderly Anglos in that home *is* home to them and they do not like changes. The younger people, like other younger peoples, leave the villages to seek employment and better economic opportunities. The older Spanish people seem to be oriented to home and church with an abiding fascination with Anglo politics. Aside from these basic areas of concern they just don't feel that recreation programs in the form of "fun and games" are dignified or essential. Social action to obtain more adequate standards of living is given top priority despite the fact that "los ancianos" (The older ones) seem to prefer to keep their traditional folkways and to live in their old adobe houses on a precious little piece of their own land.

"In a word, the obvious reason for much of the manifested social behavior is purely socio-economic in every sense of the term. But there are also deep, ingrained ethnic and psychological reasons which keep the elderly rural Spanish separated from their Anglo contemporaries."

In general the characteristics of the older Spanish-named and Spanish-speaking people, at least in the rural areas may be noted as follows:

"They are family oriented. They are deeply involved in family ties, with a sincere sense of family loyalty. They are religious. All have Christian backgrounds. Most Protestant Spanish-speaking elderly have some Roman Catholic ties. The Roman Catholics have a very simple approach to their church; many cannot be said to have more than superficial approaches to their faith.

"They are unsophisticated—and relatively uneducated, and the elderly are uncultivated, and by temperament simple and unaggressive. Their tastes are not so complicated as the Anglos, and their approach among one another is usually simple and direct. Many Spanish people, young or old, especially in low income groups are reticent in confronting authority figures, and 'City Hall,' 'The Church,' 'The Center' and 'Politicians' are labels that make them less articulate in expressing their views.

"Language barriers, malnutrition stemming from poor eating habits, fear of authority, previous bad experiences with Anglos, faulty speech, lack of self-confidence, and plain fear of being criticized are some of the social problems which need to be solved, or considered, before the majority of older Spanish-Americans can become involved in community programs for Older Americans."

Federal programs such as Title III of the Older Americans Act, Model Cities programs and Community Action Programs of OEO are making opportunities available to these people but they cannot be said to be truly useful to them until barriers are broken and the Spanish-Americans themselves are involved in planning and voluntary participation.

Sincerely yours,

(Mrs.) K. ROSE WOOD,
Chief, Older Americans Program.

