

**RURAL ELDERLY—THE ISOLATED POPULATION: A
LOOK AT SERVICES IN THE 80's**

HEARING
BEFORE THE
SPECIAL COMMITTEE ON AGING
UNITED STATES SENATE
NINETY-SIXTH CONGRESS

SECOND SESSION

—
LAS VEGAS, N. MEX.

—
APRIL 11, 1980



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RURAL ELDERLY—THE ISOLATED POPULATION: A LOOK AT SERVICES IN THE 80's

FRIDAY, APRIL 11, 1980

U.S. SENATE,
SPECIAL COMMITTEE ON AGING,
Las Vegas, N. Mex.

The committee met, pursuant to notice, at 9 a.m., in Sala de Madrid Auditorium, Highlands University, Hon. Pete V. Domenici presiding.

Present: Senator Domenici.

Also attending: State Senator Ray Ledger; State Representative Celestina Romero; Dr. Donald McKay, Advisory Council of New Mexico's Office on Aging; and Virginia Crenshaw, coordinator of the New Mexico White House Conference on Aging.

Also present: David A. Rust, minority staff director; Tony Arroyos and Betty M. Stagg, minority professional staff members; Nell P. Ryan, professional staff member; and Kathleen L. Makris, minority office manager.

Senator DOMENICI. Good morning, good morning.

Before we start our official hearing, we're going to recognize the mayor of Las Vegas and then the president of Highlands University. They want to welcome the committee to Las Vegas.

First, I want to thank the mayor of Las Vegas for hosting this hearing, and I want to thank the president of the university for inviting us and for lending us this wonderful facility. I also want to thank the university staff who helped set up and arrange the auditorium.

We're going to try to hear from many witnesses today. We look forward to receiving your testimony and then, at the end of the hearing, we hope to hear from those of you in the audience who want to add to what the witnesses have said.

Mayor, I'll turn the proceedings over to you, and thank you so much for being here. It's wonderful to be in your city.

WELCOMING REMARKS OF MAYOR STEVE FRANKEN, LAS VEGAS, N. MEX.

Mayor FRANKEN. Thank you, Senator Domenici.

It is indeed my pleasure and honor to welcome U.S. Senator Pete Domenici from the Senate Special Committee on Aging to Las Vegas for hearings on problems affecting the elderly in our rural areas.

Senator Domenici, as a ranking member of the Senate Special Committee on Aging, will be, I'm sure, very helpful, very vocal, and very instrumental in helping solve the problems facing older Americans.

Since many of you are older, I'm sure you are not too familiar with the program "Mork and Mindy," but I happened to be watching it

one time, and I want to paraphrase something that Robin Williams, better known as Mork, said at the end when he was talking to his older alien leader, Orson, and he said that it sure was funny that on this planet everything like furniture, wine, cheese, coins, pennies, and everything else that collectors collect, gets more valuable with age, and he thought that was really funny—that is, except people.

The aged of our society have been for many, many years a forgotten people, and I think Mork hit the nail right on the head; as you get older, the consensus has been you don't become more valuable, you become less valuable.

The millions of retired Americans, especially those in our rural area, who have taken pride in their record of hard work and independence for many years of their lives are faced with an unfamiliar and frustrating struggle against poverty.

Inflation is something that is affecting us all, but I think it affects you people, the older people on fixed incomes, more than it does anyone else. Unlike myself and other young Americans, you have no way of working yourself out of this predicament. I can look at inflation and say, "Well, I'll beat you because I'll work just a little bit harder"; but if you're 50, 60, 70, or 90 years old, it makes it tough to get up every day and go to work.

There are approximately 24 million senior citizens in our country, making up about 11 percent of the population.

To these, the Federal Government next year will allocate about \$155 billion to pay for various programs such as social security, pension, health care, and other services for the elderly. Inflation, though, bureaucratic redtape, the lack of transportation, and just plain lack in the voice of government are some of the problems our rural elderly face, and it is these problems, I am sure Senator Domenici and the committee will address, and it is these problems I'm sure will one day be resolved, but I just hope it won't be too late for too many.

Congress and other legislative bodies need to hurry and make a concerted effort to look at the problems of the aged as a whole. As you know, programs have been brought in time and time again on a piecemeal basis. I agree with the author of a recent Parade magazine article when he pointed out that continually taking on new programs for the aged puts Congress on record as being concerned with and doing something about the aged; but the end result is fragmentation and a great waste of money.

As mayor of the city of Las Vegas, I have seen that happen. I think we have a number of good Federal programs in the city here and in our rural area; but it's difficult to coordinate all these because there are too many diversities within the programs themselves.

I think one thing that the committee should do is try to consolidate and coordinate these different programs, because maybe it will have a better effect for a greater majority of the people.

I'm a lucky person. I have three grandparents still living, two in their eighties, and one of my grandmothers is 90 years old. Two of them are lucky enough to live right there in Las Vegas. I love them dearly and really hate to see them angry, despondent, and despairing about the different things that they have no control over, such as inflation and the apparent lack of concern by government; and I'm

just not talking about the city government, but the Federal Government and the State government as well. People have felt perilous to do anything about their plight.

Today, though, you're here to do something about your plight. The aged American can do something about their lives because today there are people here who are going to listen to you. All Americans, young and old, need to be more vocal about their needs. They need to let their elected officials hear their demands.

Today, with Senator Domenici and the special committee here, you people in our area have your chance to let America know how they feel. Now is the time for you to speak up.

I'll close my remarks by, hopefully, letting Senator Domenici and the committee know that you are more than welcome in our community.

We welcome, too, those of you who will address the committee, and we welcome, too, those of you who are here just to listen and watch. We are happy to have you out here and hope that your day is very pleasant and very productive, and thank you very much.

Senator DOMENICI. Thank you very much, mayor. We're delighted to be in your city and in northern New Mexico to talk about the problems encountered not only by senior citizens in America today, but those specific to senior citizens in rural areas.

We have two very distinguished guests with us who have to deal with the problems of the aged in New Mexico, and I just want to introduce them and have them stand up. Please show your appreciation by your applause for what they are doing on behalf of our senior citizens.

Dr. Donald McKay is a member of the advisory council of New Mexico's Office on Aging. He's been active for many years in trying to improve the quality of life for senior citizens.

Would you stand up, please?

Then, Virginia Crenshaw, who is the coordinator of the New Mexico White House Conference on Aging. Please stand up, Virginia.

Now that all the preliminaries are out of the way, I will give my opening remarks.

OPENING STATEMENT BY SENATOR PETE V. DOMENICI, PRESIDING

Senator DOMENICI. Dear friends, I'm very pleased to be here in Las Vegas to explore the difficulties faced by our rural elderly population.

This hearing is intended to provide the Senate Special Committee on Aging with the information that we need to begin a thorough examination of the problems and concerns of the rural elderly.

In New Mexico, we have approximately 110,000 of our people 60 years and over; and of those, 32 percent live in rural areas of our State. I use the term "rural" to mean towns of less than 2,500 people.

Because people have moved around a lot in the past several decades, we have seen many Americans move from rural areas to urban areas. These patterns, which now appear to be stabilizing, have had a real impact on the socioeconomic well-being of our rural elderly.

Our rural older people themselves, and the professionals who attempt to serve them, have been mutually frustrated by the Federal Government's failure to give rural needs the proper priority. It has

been frequently said that the legislators and the legislation written by the Congress and the rules and regulations that we promulgate reflect a strong bias toward the cities, or said another way, legislation does not adequately provide for the excess cost of delivering services to our rural areas.

Many Members of Congress, the Administration on Aging, and those who work for them, seem to have a difficult time understanding the unique problems faced by those who try to deliver services to rural areas and of the recipients of these services.

Eighteen months ago, we undertook a major examination of the programs our National Government authorized under the Older Americans Act. The 1978 amendments made a number of changes in the programs designed to expand and improve services for older Americans. They directed attention to the needs of the elderly in rural areas through several provisions, including an increase in funds to rural areas, focused on outreach; that is, getting in touch with the rural people, and gave special consideration for rural areas in the awarding of research grants, special projects, and the training of personnel.

The new law also contains several amendments which I sponsored which were designed to place emphasis on the delivery of services in rural areas. These include provisions to reduce unnecessary and burdensome paperwork which often consumes too much of the valuable time of the people trying to manage the programs. Congress also adopted an amendment which directs the Commissioner of the Administration on Aging in Washington to conduct a study to determine the differences in the cost of providing services in rural areas, as opposed to urban areas.

Last month, at a hearing in Washington to determine the progress of this study, I questioned the Commissioner and asked why it was taking so long to address the obvious and special needs of the rural elderly. It appears as though the rural/urban cost differential study will not be completed. The Administration on Aging—AoA—can't uncover the reasons for the disparity. They don't know why and they can't prove that it costs more to deliver services in small communities than it does in big cities.

I am aware that services in rural areas are simply not available in many cases. Also, accessibility to services, because of the lack of transportation, has become a major problem for our older people living in rural communities. It seems to me that the poor and isolated elderly living in economically deprived rural communities across the country are least likely to receive the services they need, and it's clear to me that it costs more to provide nutrition, transportation, health care, and social services in rural areas than it does in urban America.

In 1977 the committee held a series of hearings in New Mexico that dealt with the problems of rural elderly. Two very important points emerged: The cost of delivering services is high, and services in rural areas tend to be less available than in most densely populated areas.

The Federal Government assumes that living in rural areas is less costly than living in urban areas. Yet the greatest incidence of poverty among the aged and older population is not in the big cities but rather in the rural areas. Older people in rural America generally have lower incomes and attempts to provide them with the help they need are often frustrated because of a lack of resources. A lack of public trans-

portation services, large areas to cover, and terrain, such as we have here in New Mexico, complicated the picture.

Today, we are going to hear from witnesses—organized into several panels of consumers, those who get the services, those who provide the services, elected officials, and Federal officials. This hearing, as I stated when I began, is intended to provide us with ideas, recommendations, and information which can serve as a foundation for our on-going examination of the concerns of the rural elderly and which will help us attempt to prove that it costs more to deliver services in rural areas.

If the time permits, after the conclusion of the last panel, we will try to let those of you in the audience who want to comment or offer suggestions do just that at the end of the hearing.

Our first panel today is composed of senior citizens from northern New Mexico. Their testimony will help set the stage for further testimony during the day from those who deliver the services or who are in charge of the programs.

Now, since both the mayor and I talked so long, it gave the distinguished president of Highlands University, who had a meeting with his regents, time to arrive.

Mr. President, we're delighted that you are here, and thank you for your wonderful facility. If you would like to address the senior citizens for a new moments, the microphone is yours.

STATEMENT OF JUAN A. ARAGON, PRESIDENT, HIGHLANDS UNIVERSITY, LAS VEGAS, N. MEX.

Mr. ARAGON. Thank you very much, Senator.

We have a board of regents meeting that is going on now and will be going on through tomorrow, and I apologize that that will restrict the amount of time I will be able to spend with you.

I feel I have the triple pleasure this morning—one is to welcome an old, old acquaintance and friend, Senator Pete Domenici. Pete and I first met when we used to stand outside the old Albuquerque baseball field waiting for foul balls to come over the fence so we could use that to get in the game.

Senator DOMENICI. How do you remember that?

Mr. ARAGON. And we kept our friendship going through the years, and we're very proud of Pete and the work he is doing in the U.S. Senate and especially on behalf of New Mexico.

The second pleasure I have is to recognize the presence of some legislators from New Mexico that are here. I see two of them: Representative Celestino Romero from Taos County and Senator Ray Leger from this senatorial district, both of whom have had a continuing interest in the problems of the aged.

My third pleasure, and the one that I'm really excited about, is to welcome all of you here to New Mexico Highlands. This institution is dedicated to three things: teaching, research, and service. This is part of our service aspect; and you deserve to be here and you deserve to come back any time you wish. We're very happy to have you here, and we wish you a very successful meeting.

Thank you very much.

Senator DOMENICI. Thank you, President Aragon.

Now, we have the first panel here on the right, but we are going to let one of our witnesses speak first because he has to be back in Albuquerque by noon. We are going to allow Mr. Garza, the Social Security Administrator, who lives in Santa Fe, to speak first, and then we will go right over to our panel.

Mr. Garza.

**STATEMENT OF LEONEL GARZA, SANTA FE, N. MEX., DISTRICT
MANAGER, SOCIAL SECURITY ADMINISTRATION**

Mr. GARZA. Thank you, Senator.

I'm Leonel Garza, District Manager for the Social Security Administration in Santa Fe. I am very grateful for the opportunity to testify at this hearing today on the problems of the rural elderly.

From our perspective of furnishing services to the elderly—and we deal with the elderly on a daily basis in New Mexico—we see the major problems in rural areas as a lack of accessibility to those Government services set up to assist the elderly.

This lack of accessibility is primarily related to a lack of transportation in the rural areas and to a lack of information.

The transportation problem is the major one in my opinion. In New Mexico we have nine social security offices in the larger communities. From these offices, we travel to still smaller communities on regular schedules. From Santa Fe, for example, we go to Espanola, Taos, Tierra Amarilla, Los Alamos, and so forth. However, that leaves a portion of our 10 counties without regular ongoing service. People in some places still have to travel a long distance to get access to the Social Security Administration.

However, the Social Security Administration has initiated some programs that hopefully will be of some help. One of the major ones is called teleservice. Any individual can conduct his or her business with Social Security over the telephone. The person can file an application, change his address, start or stop his check simply by calling any office of the Social Security Administration.

However, as is well known, in many of our smaller communities, very few telephones are available. Some communities do not even have a public telephone. Perhaps a program of having a public telephone in each community would, through cooperation with the various telephone companies, help the elderly in getting access to various services.

In addition, continuation and improvement of the various van purchasing programs will certainly assist all of our elderly.

I cannot give you specifics, but I do know that some of the rural elderly have to pay for transportation to meet our representatives in Taos and in the various locations, and this certainly in this day and age of high prices is something we can do without.

The lack of information is related to several factors, among these a language problem in northern New Mexico, very few news outlets, and the inability to understand written communications. I will address this issue a little bit further on.

Because of the differing program requirements, as the Senator mentioned earlier, between the various programs, it is very difficult to estimate what people are missing benefits and what kind of benefits they are missing. However, there are some available statistics that give us

a historical perspective of the impact of supplemental security income, the old-age assistance program.

In December of 1973, the State of New Mexico paid old-age assistance benefits to some 7,500 people in the State of New Mexico.

The Social Security Administration started the SSI program in January 1974, following the passage by Congress in 1972. The following illustrates the numbers of SSI aged recipients who have received benefits from the Social Security Administration for the last few years:

In December of 1975, there were 12,722 beneficiaries in New Mexico. By December of 1978, that figure was down to 11,133. The declining figure from 1975 is what concerns me. We know some of the reasons, but not all of the reasons that account for this reduction.

Social Security has established several exchange of benefit information with the various benefit paying agencies such as Veterans' Administration, the Railroad Retirement Board, and the State of New Mexico on a regular basis. These exchanges of information are routine and automatic, so that increases in these programs will cause a loss of SSI eligibility. Routine exchanges such as these allow Social Security to monitor and to save the money for those who need it.

However, this does not account for all of the decline in beneficiary population. It is my opinion that we are still not reaching all potential elderly eligibles. In order to find this group of people, we have employed as many methods as possible. We routinely make use of various outlets for disseminating information to everyone who may be eligible. We give speeches to anyone who will have us, publish newspaper articles, prepare radio programs, use posters, and on rare occasions be on television.

In addition, we have the capability, and we use it routinely, to prepare any or all of these programs in Spanish or English, as the case may be.

We also cooperate with any group or agency that is furnishing information to the elderly. Examples of this are contained in the next part of my presentation.

Social Security Administration attempts to cooperate with every agency in the field that furnishes information and furnishes services to the elderly in the State.

For example, from Santa Fe the office has done or is doing some of the following items:

We are members of the State advisory council under the former organization of the agency on aging. I personally am a member of the area agency on aging council advisory council. During the past year, we have made over 15 presentations on aspects of social services through service centers and the meal site in northern New Mexico.

Other examples of cooperation include the ongoing exchange of information with the staff of the State agency on aging, area agency on aging, and the various groups and agencies that actually administer the aging programs such as meal centers.

We can, of course, do better than we have in the past and are trying in those areas. At present, we are working with members of the University of New Mexico Law School. This group has a grant from the Administration on Aging to assist the elderly in northern New Mexico with their legal problems. One of the primary areas in legal problems

is dealing with Government agencies. Therefore, we are assisting by working with this group in training them on social security requirements and, hopefully, we can reach some persons we have not reached before. We have also participated on the State level with the group that administered the special energy laws this past winter and is still paying benefits in making sure that the State panel had access to all information in order to properly distribute those special energy loan checks.

These things that we are doing are just a sample of what we have furnished in the past, Senator.

I'm most happy to be here. I'll be most happy to answer any questions that you have.

Senator DOMENICI. Mr. Garza, just two questions.

I know you have a very difficult job, but let me ask you this first.

Here in the north, the people feel very uncomfortable unless they can speak Spanish to the representative of the social security agency. Now, do the social security personnel who interact with our rural elderly in the north speak Spanish?

Mr. GARZA. Yes, sir, we have two offices in northern New Mexico, in Las Vegas and Santa Fe; and in both of those offices, the percentage of people who speak Spanish is roughly 76 percent. So that three-fourths of the people in the office can interview in either English or Spanish.

Senator DOMENICI. Has your office taken this initiative?

Mr. GARZA. Yes, sir, absolutely. When I arrived in Santa Fe 7 years ago, the percentage of persons who could speak Spanish was less than 10 percent in both offices—well, we did not even have an office in Las Vegas, and the percentage of bilinguals in 1971 was less than 10 percent in Santa Fe.

Senator DOMENICI. Do you happen to have any information that might help us deal with the issue of whether or not there is a real difference in the cost of delivering service to rural areas?

Mr. GARZA. Yes; I do. We have just finished a 3-month study in Santa Fe on delivering services to the rural communities in our particular 10-county area, and I have brought some examples.

The difference here in Social Security Administration service-delivery costs is pretty dramatic. For example, I was able to obtain an average figure on urban services, and that runs per contact: that is to say every time we talk to somebody, because of salaries and building expenses, and so forth, we have a fixed cost of somewhere between \$3 and \$4 per contact.

The communities that we studied ranged from a minimum of \$5 per contact to a maximum of \$12.50.

Senator DOMENICI. So, the cost averages \$3 in the city, in a nonrural area, and ranges between \$5 and \$12.50 in a rural setting.

Have you finished that evaluation, Mr. Garza?

Mr. GARZA. No, sir. It is a preliminary evaluation at this time. I don't have the final 2 weeks of the study, but we have compiled this and have it available, not in finished form. We would be more than happy to furnish it to you when we're finished.

Senator DOMENICI. The committee would be pleased to have it, and we'll leave this part of the record open for that submission. You think you will have completed your study in 2 weeks, you say?

Mr. GARZA. Yes.

Senator DOMENICI. All right. Then we'll make it part of this official record. That might be the first time that the committee will have this type of information. Obviously, services are very limited. Your study measures communication, contact, and travel, and the dramatic cost differential between urban and rural service delivery, isn't that right?

Mr. GARZA. Yes; it is. The study was conducted in part of the process of renewing our services and staffing, and so forth, because of the wide geographical differences we have in the particular region—I work under the Dallas region, and we have large urban areas, and primarily it was related to that, and it is not surprising to me, but it is surprising to a lot of our administrators because of the impact of the larger urban areas.

Senator DOMENICI. Mr. Garza, we thank you very much for being with us.

Mr. GARZA. Thank you, Senator.

Senator DOMENICI. Let me say to you, Mr. Garza, and to the senior citizens that are present, that the Congress has reviewed the fiscal year 1981 budget. With inflation being as high as it is and the Consumer Price Index being very high, there was some concern that Congress would not permit, for 1981, a full inflation add-on for our senior citizens. Please be assured that the Senate Budget Committee recommended a full inflation add-on for 1981, which means that the social security checks in 1981 will have an increase of between 13.5 and 13.9 percent to compensate for the impact of inflation. Therefore, while Congress is trying to hold the budget in line, we are not going to do so at the expense of the senior citizens receiving social security.

[Subsequent to the hearing, Mr. Garza submitted the following information:]

DEPARTMENT OF HEALTH AND HUMAN SERVICES,
SOCIAL SECURITY ADMINISTRATION,
Santa Fe, N. Mex., May 6, 1980.

HON. PETE V. DOMENICI,
*U.S. Post Office and Federal Building,
Santa Fe, N. Mex.*

DEAR SENATOR DOMENICI: Enclosed is a brief summary of the study we made beginning January 2, 1980, and ending March 31, 1980, concerning expenses incurred to furnish service to the public in our area outside our office city of Santa Fe, N. Mex.

As expected, the cost per contact at our most remote service points, Dulce and Los Ojos, N. Mex., was the highest and the fewest number of contacts were made at these places. However, we believe these trips are thoroughly justified because not only of the remoteness of these areas but also because of the languages commonly used in the areas, Apache and Spanish.

We hope the information will be of help to you. If you have any questions or need further information, please let us know.

Sincerely,

LEONEL GARZA,
District Manager.

Enclosure.

COST PER CONTACT OUTSIDE DISTRICT OFFICE CITY,
SANTA FE, N. MEX., DISTRICT OFFICE

A study was conducted January 2, 1980 through March 31, 1980, to determine the cost of providing services to the public outside the district office city by travelers from the district office going to our contact stations.

The costs accounted for were: salaries of travelers preparing for the trips, traveling to and from the contact stations, working in the contact station, making personal contacts in the contact station city, and working up of the materials

taken in the contact station city upon return to the DO; GSA mileage and rental charges for travel between the DO and contact station city and any travel in the contact station city; and per diem.

During the study quarter, 59 contact station trips were included as follows: Espanola, 24; Taos, 23; Los Alamos, 6; Dulce, 3; and Los Ojos, 3. Two trips to Taos and one to Espanola were not included in the study because of deviations from our regular travel plan. A total of 325 claims were taken and 1,672 other contacts were made by our field representatives in the contact station cities during the study.

The enclosed chart summarizes the study results.

Contact station	Trips	Salary	Mileage	Per diem	Total	Claims	Other contacts	Total	Cost per contact
Dulce.....	3	\$277.76	\$63.51	\$78.75	\$420.02	5	24	29	\$14.48
Espanola.....	24	4,504.08	217.78	-----	4,721.86	188	804	992	4.76
Los Alamos.....	6	490.12	67.88	-----	558.00	17	84	101	5.52
Los Ojos.....	3	285.20	51.96	78.75	415.91	14	25	39	10.66
Taos.....	23	4,442.41	477.98	-----	4,920.39	101	736	837	5.88
Total.....	59	9,999.57	879.11	157.52	11,036.20	325	1,673	1,998	6.52

Senator DOMENICI. We are now going to turn to our first panel. Please make sure that you get the microphone in front of you so you can be heard.

Our first witness is going to be Julian Estrada. He is chairman of the advisory board of senior citizens for the Senior Citizens Center in Las Vegas.

Julian, we welcome you.

STATEMENT OF JULIAN ESTRADA, CHAIRMAN, ADVISORY BOARD OF SENIOR CITIZENS, SENIOR CITIZENS CENTER, LAS VEGAS, N. MEX.

Mr. ESTRADA. Senator Domenici, members of the panel, and ladies and gentlemen, I am very pleased that I have the opportunity to address you people today on our senior citizens.

I'm sure that even before the high cost of living, the energy crisis, and other crises that have upset our country, our elderly have been living way below living standards. So you can imagine the hardships that these people are undergoing today. I don't believe that enough effort is being made to solve at least a portion of this problem.

Some efforts are being made to help them with their fuel needs and home repairs, but still I wonder what percentage of the elderly are actually receiving these services.

I also would like to know what percentage of the money appropriated to help the elderly is actually coming down to the people that it was intended for.

There are so many duplications in services that most of the money is being used up before it arrives to the people that need it.

How many of you who are sitting behind executive desks ever visited these elderly people in their homes, not one person, not two persons, but hundreds of them, and see how they really live?

Hundreds of these people live alone, lonely and depressed, desperate for companionship, living a very lonely life. Some of them live here in Las Vegas, and some of them live, let's say in San Jose, Gonzales

Ranch, San Ysidro, and Trementina—Trementina is where I come from. Not until you have seen these people in their homes would you really appreciate the job that you are trying to do.

I know how these people live because I have worked for the welfare department for almost 30 years. Many of the people here now probably recognize me. This is why I feel for these people and why I love them.

I volunteered my services to see if there is any way in which I could help. I think a great deal of the accomplishments that have been made or done here in San Miguel County and Mora have been due to the combined efforts of Mr. Chacon and the advisory committee.

I heard Mr. Garza's comments on social security. I had a lot to do in contacting and finding many of these people that did not even know that they were entitled to these services, and I'm happy to tell you that we were able to help them out, and I presume that those that are alive are receiving their social security and railroad benefits and whatever because of the efforts of the people that worked for the welfare department. This was in the old days when many of the veterans were ignorant that they were entitled to veteran services. Many were ignorant that they were entitled to social security benefits. Many were ignorant that they were entitled to railroad benefits. So we have had our share of helping the old people get what they deserve.

Thank you very much.

Senator DOMENICI. Thank you.

Now we will hear from Jose Ulibarri from La Loma.

STATEMENT OF JOSE ULIBARRI, LA LOMA, N. MEX.

Mr. ULIBARRI. Good morning.

Can you hear me?

I'm sorry you can't hear me. I'm going to try to say something, but I don't know what.

Senator DOMENICI. That's all right. Go right ahead. Try the best you can. Talk as loud as you can, and it will be fine.

Mr. ULIBARRI. Dear Senator and all, my recommendation regarding the hardships senior citizens face because of the lack of services.

Services that are available and difficulties and trouble getting to them: Medical services available only on Monday and Thursday in the area of La Loma; a hardship to get to Las Vegas if someone gets sick on the other days; and La Loma Citizens Center needs a mediator from outside the area to oversee that services are equally administered.

Problems of no services available to senior citizens in the rural area: (1) social security is not enough to live on; (2) utilities rates reduced for senior citizens; (3) no local social activities—provide a local center; (4) transportation to town, Las Vegas or Santa Rosa, for emergency or business or pleasure; (5) no nursing home for elderly who can no longer be cared for at home; (6) homemakers service to help the elderly to clean and take care of their homes; and (7) repair broken roofs or other emergency involving their homes.

I belong to the ISB program, and we have been trying to get some funds to help the elderly.

I think that's all I can say today, and I hope that you listen to what I have said and take care of it, and I thank you very much.

Senator DOMENICI. I am going to ask a few questions once all of the panel members have had the opportunity to testify.

Ester Martinez, you are from San Juan Pueblo, but you are representing the Eight Northern Pueblos. Please pull that microphone close and talk very loud.

**STATEMENT OF ESTER MARTINEZ, SAN JUAN PUEBLO, N. MEX.,
REPRESENTING THE EIGHT NORTHERN INDIAN PUEBLOS
COUNCIL**

Ms. MARTINEZ. My name is Ester Martinez, and I'm from San Juan Pueblo. I represent the Eight Northern Pueblos, and we serve the Pueblos of Taos, Picuris, San Juan, Santa Clara, San Ildefonso, Nambe, Pojoaque, and Tesuque.

These are our concerns and comments that our elderly are faced with:

Food stamp programs are not filtering information to senior citizens. Many senior citizens do not want to be a bother to their families and community; and if they are refused services one time at the food stamp office or at any other agency, they will not bother to return.

For one reason, Indians are very shy.

Our recommendation is outreach should be ongoing with rules explained in detail, so that they are understanding and helpful to the senior citizens.

Programs are too structured. The Federal and State Governments forget the people they are trying to serve. The program directors spend more time in reporting and accountability than reaching the people in a personal level.

Funding agencies should take into consideration cultural differences so that proposed programs can include cultural activities.

Letters sent out to the elderly should be simple and not so complicated. The language used in the letter should be appropriate for the people who are going to receive the letters.

Indian reservations need centralized offices, offices closer to the people, because there is a lack of transportation at all times with people living so far from social security, food stamps, and Veterans' Administration offices.

Social security or food stamp offices should train elderly Indian people on social security and food stamps and other related programs, so they can pass on their knowledge to other elderly in their own native language. This makes more sense than waiting for a representative who is not present when help is needed or who does know of the cultural differences, nor speaks the language.

Thank you very much.

Senator DOMENICI. Very good.

For those of you testifying later, that is, directors or administrators, please bear in mind her second point. I'm going to refer back to it, so I am going to read it to you again:

"Program directors spend more time with reporting and accountability than reaching the people in a personal level."

I'm going to ask you a little bit about that, so please be prepared to discuss that issue.

Our next witness is Eleno Candelaria from Mountainair.

Eleno, we're glad to have you here.

STATEMENT OF ELENO CANDELARIA, MOUNTAINAIR, N. MEX.

Ms. CANDELARIA. Senator Domenici, members of the panel, ladies and gentlemen, I'm Eleno Candelaria from Mountainair.

The problems in rural areas for citizens are many. I will point out just a few in my brief presentation today. In my prepared statement, there is more detail outlined for the problems that exist in rural areas.

The current funding formula discriminates against rural areas whose costs of services per client are higher than urban areas and whose total funding is less. For example, in Torrance County, which is 3,400 square miles, only one nutrition center is in operation at the present time, which makes it difficult for all of our senior citizens to have a good benefit of our program. A high percentage do not use our facilities for lack of transportation.

Communications is a serious problem for our elderly in the extreme rural areas of the county. Most of these people are unable to afford phones, which can run in excess of \$1,200 for rural area connections.

As usual, bureaucracy is a large and continuing problem for a small county like Torrance County. All of the reports, paperwork, and agencies that we are required to report to and work with drain the little resources that we have and require our small staff to spend time that would be better used to operate our program. We feel that the COG is a duplication of the State's responsibility and that either one or the other should be handling the total program. At the present time, no one has to take final responsibility for a decision, and we are shuffled back and forth between agencies when an answer is needed to our problems.

To give you an example, last October, the advisory board of the Council for Senior Citizens appropriated \$8,700 for a nutrition program in Torrance County for renovating a building. At that time, we were told that it would take approximately 2 or 3 weeks before we would get the money. At the end of 2 or 3 weeks, that's when the paperwork started, and there was correspondence between the council and the State office, and it got so bad that after 7 or 8 months, I finally got in touch with your office and talked to Mr. Arroyos, who was very helpful, and I believe that, through him, we finally got the money.

In conclusion, I feel that the rural areas are not receiving the benefits that urban areas are receiving.

[The prepared statement of Ms. Candelaria follows:]

PREPARED STATEMENT OF ELENO CANDELARIA

Torrance County is a large geographic area (e.g., 3,400 square miles) with a dispersed population. The current "funding formula" discriminates against rural areas whose costs of services per client are higher than urban areas and whose total funding is less. We feel one solution to this problem would be to have a minimum financial base and then to use the formula based on population. The senior citizens of Torrance County are not getting adequate funding to run an effective program at this time.

NUTRITION PROGRAM

Our nutrition program at the present time is operating only one site which is not adequate for the whole county. We would like to expand and serve the eastern and northern areas of the county with at least one additional site but current

funding makes this impossible. At this time, increases for next year are very unlikely.

Another problem with this program is the requirement of charging \$1.25 per meal to persons between the ages of 55 and 60 who are paid up members of senior citizens centers and are being denied the benefits of the program they are supporting. Many of these people are widows or others on fixed incomes who are desperately in need of the social and nutritional aspects of this program but cannot afford the cost.

RURAL EMERGENCY MEDICAL SERVICES

Because of our locations of at least one hour from a center with major medical equipment, we need more equipment and trained personnel at strategic locations throughout the county to accommodate emergency situations. The majority of senior citizens in the county are forced to go outside the county for their specialized health care needs.

RECREATION

We feel that although recreation is important for the senior citizens it is not a top priority. This activity is also very dependent on our having adequate transportation to bring people together.

COMMUNICATION

Communications is a serious problem for our elderly in the extreme rural areas of the county. Most of these people are unable to afford phones, which can run in excess of \$1,200 for rural area connections. These people can only be reached by door to door outreach efforts and are often the most needy.

TRANSPORTATION

We feel that we need support at the national level to continue the funding for rural transportation. Adequate transportation is the key to keeping elderly people in their communities. If they have no way to get around, they cannot shop, go to doctors, go to nutrition centers or have any recreation. All our other programs are affected by inadequate transportation.

As usual "bureaucracy" is a large and continuing problem for a small county like Torrance. All of the reports, paperwork and agencies that we are required to report to and work with, drain the little resources we have and require our small staff to spend time that would be better used to operate our program. We feel that COG is a duplication of the State's responsibility and that either one or the other should be handling the total program. At the present time, no one has to take final responsibility for a decision and we are shuffled back and forth between different agencies when an answer is needed to our problems.

An additional problem we are encountering is the restrictive hiring practices of other federally run programs. Since we operate on such a small budget, we are forced to hire our staff through CETA and title V programs. As a result, we are unable to hire people between the ages of 20 and 55 who are most available in our rural area.

I would like to thank the committee for giving me the opportunity to testify before you and I hope you will take these remarks into consideration when you review the senior citizens program.

Senator DOMENICI. Agnes Seidel from Santa Rosa.

Ms. SEIDEL. I'm pretty loud, Senator.

Senator DOMENICI. Agnes, you're still going to need the microphone.

STATEMENT OF AGNES S. SEIDEL, SANTA ROSA, N. MEX., MEMBER, STATE POLICY ADVISORY BOARD (AGING)

Ms. SEIDEL. I'm indeed grateful to you, Senator Domenici, for allowing us to come before this beautiful audience to air some of the problems with our elderly.

First of all, I am a senior citizen, and I'm a volunteer worker with senior citizens in Santa Rosa.

I have a 95-year-old father and a 80-year-old stepmother.

I was involved as a social worker with the welfare department for over 30 years, so I'm well aware of the problems of the elderly. Some of the things that I'll touch on have already been mentioned, but I will also mention what we have to contend with in our area; and when I say area, I am relating mostly to the Santa Rosa area.

We are fortunate, we do have three centers in our county, La Loma, Vaughn, and Santa Rosa. We are very fortunate in that. We have three meal centers in the county, but my comments will be mostly relating to Santa Rosa and outlying little communities.

Senator DOMENICI. Do you have meals-on-wheels, too?

Ms. SEIDEL. We do not have the actual meals-on-wheels, but we do home delivery of meals, which I will mention in a minute.

I'll try to read this so I can hurriedly get through it. If I start talking, I never will shut up.

Senator DOMENICI. Should you talk too much, I'll tell you, so go ahead.

Ms. SEIDEL. We have quite a large number of elderly that I'm so concerned about, people such as an elderly couple that lives close to me. They can't get out to do their shopping, to get their mail from their box, to run to the store to do their shopping, things like this. They are happy at home. They're not really able to do all for themselves. They need help. We have one homemaker for the entire county—I believe it's for the entire county, and this is a problem. We need more money. Money is a problem in every phase of our problems, I think. They need someone to come in and help them out. They prefer to stay at home. They are happier at home.

Some of these people could possibly fare better in nursing homes or shelter homes, whatever, but they are happier at home. We could keep them at home if they had someone to help them.

Like I say, we do have a meal center in Santa Rosa, and we are delivering 21 meals daily to our elderly. These are people that are homebound due to old age infirmities or disabilities or whatever. They're very happy that they can get this one meal. It's a great help to them.

I'm sure that we have a lot more that have not been reached. We do not have the personnel to reach all the people that I know are there that need services, not only meals but other services. We need outreach workers. We don't have the funds for outreach workers.

I do outreach work whenever I can, and our center director does some, but it's impossible to reach everyone. We have communities like Puerto de Luna, Cuervo, and Newkirk around us. We can hardly ever get to those people, and I'm sure there are elderly there that need some kind of services.

Transportation is another major problem. We do have—thank goodness that our hospital is open once again—we have one doctor for the entire county.

Senator DOMENICI. Didn't you just get another doctor?

Ms. SEIDEL. No; that's just the only one that we have right now. I think we're supposed to get one in July, so they say. I don't know—but he is a general practitioner, so oftentimes he has to refer people for specialist type examinations or care. The only medical center is in Albuquerque, which is 118, 120 miles away. Transportation, some may

be fortunate to have some relative to take them or something like that, but otherwise they would have to go by bus. Then, there's the problem of ambulation. Maybe they can and maybe they can't go by bus. They get there and they have to hire a taxi to take them to the medical center or wherever they are going to get a meal or to go to get their drugs and get back to the bus station. This is a terrible problem for a lot of our elderly. If we only had money for more vans—we have one van. I didn't mention that. We have one van in Santa Rosa. We have one in La Loma, and we do have one in Vaughn.

Senator DOMENICI. How many senior citizens do you serve at the meal center? You told us you deliver 21 meals, but how many people do you serve at the center?

Ms. SEIDEL. We deliver 21, and we serve about 45 to 50 in the meal center daily. That's in our center. I don't know what they do in the others, but that's in Santa Rosa.

Then, the housing is another thing. There just are not enough rental houses. Some of our people are living in such hovels; it's pathetic. There is one low-income apartment complex in Santa Rosa that apparently is full to capacity, always. They always have waiting lists, it seems like.

Just recently—I'm just going to tell you about this little old lady that was living in this house that she was renting for, I think \$50 or \$55, something like that, and the owner sold it out from under her, and she had to move out. Well, we all participated in helping her look for another place. She's recently lost her husband. So she's lonesome, she's frustrated, she's sickly. She can hardly get around, and everybody tried to find a place for her to live. She will not live with relatives. She will not go to—she has a sister who lives in a retirement home in Clovis, but she would not go, she doesn't want to go there. She wants to maintain her own little house, and I don't blame her, because I'm that type of an independent person myself, but, anyway, we finally, or the relatives finally did find an old, dilapidated house which I think rents for \$50 a month, but, my gosh, it is so hard to heat that I don't know what it is going to cost her for fuel. We're paying 60 cents a gallon for butane right now in Santa Rosa. So it's going to cost her a fortune to heat that place. She sleeps in the living room, she says, because the bedrooms are too cold.

The house is full of holes and the ceilings are sagging, and she has a step about this [indicating] high to step down into the kitchen from the room—very difficult conditions. It's just pathetic. It's very sad, but I don't know what can be done, if anything.

I do want to make one more comment. I want to agree with the gentleman from Mountainair that I don't agree with the formula for distribution of Federal funds. It seems like the urban areas get more because of the population, naturally, but there are needs as much, if not more, in our rural areas.

Senator DOMENICI. Thank you very much.

Agnes, do you speak Spanish?

Ms. SEIDEL. Si, senior.

Senator DOMENICI. So you can help people that speak Spanish?

Ms. SEIDEL. Oh, yes.

Senator DOMENICI. Now let's go to our next witness.

Charles Matter from Cerrillos. Before you talk with us, let me ask, is Clifford Whiting here?

Clifford Whiting is chairman of the State commission on aging—he isn't now, but he was for many, many years, and we want to thank him for his past interest and for coming up here today.

Thank you very much.

All right, then, Mr. Matter from Cerrillos, please begin.

STATEMENT OF CHARLES G. MATTER, CERRILLOS, N. MEX.

Mr. MATTER. Senator Domenici, all the members of this panel as witnesses, and all of you ladies and gentlemen, I am Charles Matter. I live 7 miles out of Cerrillos, which is 24 miles southeast of Santa Fe.

We have many problems out there, a few I will tell you about now, and I'm sure our Senator can help us with them.

There are many problems that exist concerning the senior citizens and elderly of the rural areas. The most important of these are: Transportation, health and medical care, nutrition, communications, and the high cost of fuel.

I am speaking of the area that I live in because I know that best, but I am sure there are many, many others that are even worse than ours.

In our area, the southern part of Santa Fe County, we have no grocery stores, no doctors, no dentists, no drugstores or service stations for fuel. To get these services, we have to drive to Santa Fe which is 24 to 30 miles one way. With the high cost of fuel, our seniors cannot get the medical care needed and many emergencies develop. They cannot drive to the meal sites where the meals are balanced and nutritional. The meals cost 40 cents; but to drive there and back costs \$2.50 to \$3.50 a day.

In our area, we have no telephone for emergency calls, and I am speaking of the area I live in, which is 7 miles out of Cerrillos. All services require a round trip of 48 to 60 miles.

One solution I think could help. A daily van to Cerrillos so all that need to can go to the meal site and get medical care or dental care needed, to buy the groceries they need for a simple daily meal. Many seniors do not drive or own cars.

All rural areas need some kind of communications for emergency purposes. In my case, we would have to drive 7 miles to reach a telephone. By that time, a person could be in deep trouble.

The high cost of gasoline has devastated most rural seniors who are on a fixed income. Grocery bills are a disgrace to the elderly. Therefore, they buy less to eat for the same amount of money.

In conclusion, all of we seniors, who have worked so hard all of our lives, to build our society and make a strong country, need and must have some kind of relief to maintain a reasonable lifestyle with some independence and dignity.

These comments are presented respectfully for your consideration.

I would like to say that I think we people in the State of New Mexico are very fortunate in having a Senator as Senator Domenici and his very good staff. He has done so much for us, and I'm certain he will do much more, all he possibly can.

Senator DOMENICI. Now, I didn't ask you to say that. That wasn't in your prepared remarks that you've got there.

Mr. MATTER. I wasn't going to say that at all, Pete.

Senator DOMENICI. Maybe the staff asked you to?

Mr. MATTER. No, the pay was too small, so I just put it in for extra credit.

Senator DOMENICI. All right. Go ahead.

Mr. MATTER. One thing I would like to tell the Senator. A year ago in Taos, we were discussing the cost of wood and how it had risen. I will give you an example of kerosene, which now where I live, we have no water, we have no electricity. We have nothing. We haul water from Cerrillos. We use kerosene lamps. We have butane stoves. Two years ago, I bought kerosene at \$25.50 a barrel. Last year it cost me \$57.50 a barrel. This year it cost \$101.49 a barrel. Now, the day that I bought the last barrel, which was 2 weeks ago, it jumped 20 cents a gallon that 1 day. Now, this is ridiculous, 20 cents a gallon in 1 day. So many of the people who are less fortunate than I am are going to need some help some way, and we've got to thank Senator Domenici for what he has done for us and what he will do for us in the future. Thank you.

Senator DOMENICI. We have Juan Eloy Casados.

We're going to have to hurry. Is Ms. Vigil going to speak for him?

Ms. VIGIL. Yes.

Senator DOMENICI. All right, and then I will interpret for him when you are finished. Go ahead.

STATEMENT OF JUAN ELOY CASADOS, CHACON, N. MEX., MCLECIA VIGIL SPEAKING FOR HIM, SPOKEN IN SPANISH AND INTERPRETED BY SENATOR DOMENICI

Senator DOMENICI. Eloy said he has some very difficult problems. At one point in time, the wheelchair that he needs to get around was taken away from him, and it was very difficult to get it back. He also needs glasses and he couldn't get them for a long time, and they wouldn't help pay for them, but that's getting worked out. Now there is a little bit of transportation to take him to meal sites and other places; but even that has been a problem because it doesn't accommodate his wheelchair.

I think we have worked with him and with the people up there, and I think conditions are getting better, and I'm very grateful for your coming down here today. I know how difficult it is.

Thank you.

Now Julian Olivas from Holman.

STATEMENT OF JULIAN OLIVAS, HOLMAN, N. MEX., SPOKEN IN SPANISH AND INTERPRETED BY SENATOR DOMENICI

Senator DOMENICI. For those who don't understand that last statement, what Julian said was that perhaps there is not enough money to help repair homes and roofs, but even when there is, he believes the money is often used to play favorites, and that those favorites are the ones that get the services.

I think most of you understood him, but let me just quickly tell you what he said. I might have missed part of it, but he said in his part of Mora County, there is a very serious need to repair homes and roofs, and those who have the money seem to play favorites. He believes those

old people in need ought to all be treated the same, and that we ought to take care of those who are most in need first. Older people are frequently misled by those who provide certain services. For example, when a senior is promised one cord of wood, only one-half is delivered. He wonders what happened to the other half.

He firmly believes that many times the improvements made to homes are made to those who are least in need rather than to those most in need. He knows of people that are pretty well off who get help, and those who are very poor get no help at all. Finally, he said that maybe some people can get by without inside restrooms because they can walk very well to go outside, but senior citizens should have restrooms in their homes because it's very hard for them to get to the outhouse. Transportation is also very poor for the older people.

Julian, thank you very much.

Our next panel is comprised of State officials, but let me ask our present panel a few questions.

Julian, you said that they play favorites. Who are they, which agency is doing this?

Well, let me say that I'm not sure we're going to have these same agency people present today. I think, oftentimes, these persons are falsely accused of wrongdoing, oftentimes justifiably so. Let me tell you what I mean.

Some of the houses that are in the poorest condition are not repaired because regulations allow only so much money to be spent. Persons with homes badly in need of repair need to be informed that some times the agencies can only spend so much money repairing a home. For example, even the Department of Energy's regulations would not permit the repair of roofs in poor condition. Citizens often feel that the agency is playing favorites, and they may be, but I think those who serve the senior citizens ought to be able to explain what the regulations are. Even though these regulations might not be ideal, the true disgrace is that the old people will end up assuming that somebody is discriminating against them. If it is discrimination, we're going to do something about it, but often it is the regulations themselves which are roadblocks to service delivery.

We are going to ask you, the staff of the Aging Committee, to contact the service providers present to determine if they are explaining this to the people.

So you feel that those in charge of housing rehabilitation and the like sometimes have rules that don't permit them to do what you think they ought to do. Perhaps these people could meet with you and explain their restrictions so that we might be able to find out whether they are playing favorites or whether the regulations themselves are to blame.

Mr. OLIVAS. [Spoken in the Spanish language and not interpreted.]

Senator DOMENICI. Julian, we will ask about that. I think this is another instance that involves regulations which don't permit that, but let's find out about it and try to see what is the reason. The agency may have to check on the program quite often, but they don't have to check every time.

Mr. ESTRADA. Senator?

Senator DOMENICI. Yes.

Mr. ESTRADA. [Spoken in the Spanish language and not interpreted.]

Senator DOMENICI. All right. Julian asks if it would be possible to have the person in charge of a particular program, such as emergency energy program for wood, or home repairs, that persons in need of such services could come to, perhaps meet at one of the senior citizen centers like the one that Julian is associated with, and explain to the leaders and the people the regulations so they will better understand the program.

We'll see if we can get them to do that. That's a very good suggestion.

We thank you all very much.

We're running behind, so I'm not going to ask you any more questions. We will now prepare for the next panel, State and local officials.

I know that you have many things that you want to discuss with the committee. I would very much appreciate it if you have brought your prepared statements, please give them to us, we will make them a part of the record, and then if you will make your statement as brief as possible.

**STATEMENT OF HON. NICK L. SALAZAR, SAN JUAN PUEBLO,
N. MEX., STATE REPRESENTATIVE, DISTRICT 40**

Mr. SALAZAR. Thank you very much, Senator Domenici and members of your staff, ladies and gentlemen.

I would like to take this opportunity, first of all, to thank the Senator for inviting me to testify today.

As you well know, I am head of the health and aging committee for the State and have attempted to address a lot of the problems you are faced with here today.

Senator, I have divided the testimony into a couple of categories. First of all we might say I divided them with respect to health, financial assistance, energy, and State-supported services.

Senator DOMENICI. Wait a minute, Nick. Can we have your attention? I know it's difficult, but people do want to hear, so will you please be more quiet?

Mr. SALAZAR. I am going to attempt to address one of the problems as we see it on the State level.

First of all, with respect to health, Senator, a lot of the things that have been said here are some of the things I intended to address myself.

With respect to health, the most major problem with respect to that is the road conditions, bad weather, lack of communications, help, manpower shortage in the State, and lack of facilities.

In addition to that, as you well know, I think the social security system is partly to blame for some of the benefits the people will not be able to get.

I wish to address some of the problems addressing health and the critical need for home care. This is where the State has matched \$200,000 to the title XX, \$20,000 to add to that in order to be able to provide critical in-home care.

In these areas, Senator, I think this is one of the most visible and critical areas of our State. As you well know, this State is very limited with respect to nursing homes.

I attended a meeting here not too long ago, with the Secretary of Health's Home Service Department in an attempt to assess the needs as to how we can best address those needs of long-term care.

For some reason or other, it is not provided that the senior citizens might be able to stay at home.

We find it rather difficult to understand why the Federal Government would rather institutionalize some of the senior citizens than have them taken care of at home.

Another thing we had to do this last session was the swing-bed legislation concept. This is where the hospitals, who are filled up to less than capacity would be able to take care of the health care needs of the elderly only if the regulations were changed to make third-party payment of money used for that.

Somebody mentioned here awhile ago the fact that food stamps should be sent down to the individual.

Senator, I don't know how many times you have visited one of the places where they distribute the food stamps. It is pathetic to see some of the senior citizens standing in line and almost seeming to beg for the food stamps they might get.

Why, if you have already reached the age of 65, you are ill and you are an invalid, why shouldn't they be mailed like mailing a check?

Personally, I feel, Senator, that one of the most urgent needs we have is home health care. There is no getting away from that.

It is very expensive, as far as nursing homes are concerned. Why do we penalize a family who might want to keep the father and mother at home, maybe not for anything else other than company, which might do them a lot more good than a lot of the medicine they might be getting in the nursing home?

Why do we not provide some kind of compensation for those types of people, so they can care for their parents?

In this State it is unique. When a parent reaches the age of 65 or so and becomes a little ill and has to have medicine and has to have it on schedule, and the wife and husband must work in order to keep up with inflation, that parent becomes a burden.

The first thing they tend to do is try to place him in a nursing home, admittedly to try to take care of his health needs.

But on the other hand, once he is admitted to the nursing home, he becomes a permanent resident. These people don't die of sicknesses, they die of loneliness.

We need to do something about that.

With respect to our legislature, I might say we cannot do as much as we should because we are limited in funds just like the Congress of the United States is.

But we have attempted here to make a redistribution formula of the income tax. Here we have attempted to eliminate the property taxes for senior citizens when they reach the age of 62 and over.

We have also done low income-tax rebates. Here we allow the citizens who have reached the age of 65 a double exemption and we have eliminated the gross receipts tax on food up to \$40 per exemption.

We have also eliminated the tax on prescription drugs. We have also given medical tax credits in the amount of 4 percent for medical and dental work.

Another area I feel we very definitely need to do something about is in the area of employment. Today, we have a program in this State where we are trying to attempt to qualify those senior citizens who

have reached the age of 62 to help them get a job and help them complete their quarters in order to increase their social security check.

I claim we have a lot of senior citizens nowadays of the age of 62 and over who are very strong and who are very active.

And why we cannot provide some type of job opportunity for these people to stay active; we must do those things.

In the area of energy, the State also has improved housing conditions. By this, I mean through renovation programs in rotation and utility assistance.

The State, this year, appropriated \$1 million, and also a program through the Federal level, to be able to pay utilities for those individuals who cannot afford them otherwise.

We have also enacted legislation to adopt some type of regulation using lifeline support. By this we mean the Public Service Commission comes up with some kind of rates that would be more beneficial to senior citizens in our State.

Also, we have provided laws that now require termination notice for those senior citizens who cannot otherwise pay their bills immediately that they cannot be cut off, especially when an emergency exists.

With respect to State-supported services, funding from 1975 at \$450,000, we have increased that now to \$1,660,000. The area of transportation is the most critical one. I think nutrition and transportation are the two most vital needs in the State.

We have attempted to purchase vans for the last 2 years. However, it is very difficult for the State to maintain the vans and provide drivers and all of that for our senior citizens in the State.

Senator, I am going to read to you the limitations of our State, and I hope you will let me read it verbatim, because I took quite a bit of time in addressing the problem, as we see it, not only from the legislature, but also from local government.

First, I should explain that the local governments in New Mexico have severe fiscal constraints, partly due to constitutionally limited powers to tax and partly due to the very ruralness of the State.

That is, the revenue base in rural communities, mostly property and sales tax revenues, simply will not and cannot keep pace with the cost of providing basic services.

Most of the local revenues are from State shared sources, and so local governments cannot respond quickly to changing Federal mandates. I think it is the Federal mandates that give us the most problems.

We in the legislature recognize the problem and so I have attempted in my comments here to outline remedial actions taken by the State of New Mexico.

My point here is that Congress must recognize that its legislative mandates require money for their implementation. And State and local governments in New Mexico cannot be expected to respond quickly to the expansion of or the creation of entirely new service programs.

As it is, we are hard-pressed to maintain services through the ravages of inflation. The level of Federal funding is of particular concern now that both Congress and the administration consider program budget reductions in order to balance the budget.

The unique character of New Mexico has had a very evident and adverse effect on the Federal funds available to it.

While the State is one of the largest geographically, by population it is one of the smallest. Much of the elderly population is located in rural areas. The Hispanic and Indian minorities, with their strong cultural ties, represent a majority of the elderly population.

The costs of providing services across a large State having a sparse population are high. Yet no attempt is made at the Federal level to account for those differences in costs.

I am rather confused, Senator Domenici, in quoting the Older Americans Act, as it goes like this:

The Older Americans Act, as amended, states that one of its purposes is to secure and maintain independence and dignity in a home environment for older individuals capable of self care with appropriate support services.

How can Congress, in this act, seek to maintain independence yet under the Social Security Act cut that independence by forcing the elderly to be institutionalized?

Congress must be consistent throughout its policies that affect the elderly.

Ladies and gentlemen, if there is one point I wish to make today, it is that we in government have a shared responsibility that cannot be waived. It is to safeguard and sustain the independence and respect cherished by the elderly to the end.

Thank you, Senator.

Senator DOMENICI. Thank you very much, Nick, and I know you spent a great deal of time on your prepared remarks and they will be very helpful and will be made a part of the record.

I am most pleased you took the time to do that and to join us here. [The prepared statement of Mr. Salazar follows:]

PREPARED STATEMENT OF HON. NICK L. SALAZAR

Good morning, ladies and gentlemen. Thank you for the opportunity to testify today before this U.S. Senate Special Committee. I am Nick L. Salazar, State Representative of District 40 in Rio Arriba County. I am also president of the North Central New Mexico Economic Development District which is the designated area agency on aging in north-central New Mexico.

I would like to speak to you today about some of the critical issues and problems I see facing the rural elderly of this State. First, I would like to describe some of the areas with which the New Mexico Legislature has attempted to deal. Then I would like to identify some limitations we face at the State and local level—limitations that require action by the Federal Government. In order to present this material as briefly as possible, I have divided by comments into several major subject areas.

HEALTH

New Mexicans face many problems in obtaining health services in rural areas. Patients as well as health providers must deal daily with such obstacles as poor road conditions worsened by bad weather, lack of communications, a shortage of health manpower in certain areas and the general lack of facilities.

Simple distance and the lack of transportation and telephones often isolate individuals who are in need of emergency services. The same factors restrict the elderly patient's access to health facilities. This forces many elderly persons to visit health care providers and facilities only when their condition is truly serious. The result is that many enter the health care network in critical condition or even close to death.

In my view, the most serious health needs faced by the elderly are the lack of adequate nursing home care and home health care. The nursing homes serving northern New Mexico are simply not large enough to handle the number of

persons needing such care. Elderly persons are being removed entirely from their native area and are required to relocate in larger cities. Many of the elderly see this as a prelude to death. Therefore, for those persons needing nursing home care, facilities should be located in or near their community, their family and their friends.

In view of this, the 1980 legislature adopted "swing bed" legislation. It will authorize small rural hospitals, those having under 100 beds and experiencing less than 60 percent utilization, to shift the use of some beds from acute care to long-term care. Yet, and I emphasize this, this legislation will not go into effect until Federal law authorizes the swing bed concept under the medicare and medicaid programs.

For those elderly who could stay at home with the help of certain support services there is a great need for homemaker and home health services. The cultural background of the Indians and Hispanics of northern New Mexico places a great emphasis on extended ties with family, religion, and the community. And so, home-centered support services offer not only the hope of continued, measured independence but the promise of life with dignity. Yet, current Federal funding limitations under medicare and medicaid prevent many of the elderly from receiving these services.

FINANCIAL ASSISTANCE

One of the major tools the legislature has available to aid the elderly and other persons of low income is the enactment of tax abatement or income tax redistribution formulas. One tax abatement approach which the legislature has considered from time to time has been elimination of property taxes for the elderly. The concept has much popular support particularly among the rural elderly. They have strong attachment to their homes and property which often have been handed down through generations. They quite naturally fear losing that property through failure to pay taxes. This issue has presented the legislature with several dilemmas. How can such an exemption be targeted upon those who actually need it without unduly benefiting others? Considering the rate of property taxation throughout the State, how significant is the benefit in terms of dollars saved by the senior citizens? Would the elderly be better served instead by increasing the low income tax rebate? Local governments are dependent on property tax revenues to fund many basic services. Would a reduction in property taxes force local governments to reduce their financial support for senior citizen services? These are all questions with which the New Mexico Legislature has struggled.

A property tax rebate for persons 65 years and older went into effect in the 1977 tax year. In 1 year alone, the number of returns requesting the property tax rebate increased 10 percent. The unique factor is that this has not affected property tax revenues since this rebate is drawn from income taxes. Because the rebate is geared to both age and income qualifications, it can be more closely targeted to elderly persons most in need.

The New Mexico Legislature also enacted the first low-income tax rebate program in the Nation. In the first year of operation, tax year 1972, 29,000 returns claiming the credit were filed. In tax year 1978, this had grown to 95,865, a 231 percent increase in the 7 years. The 95,000-plus claims represented nearly \$9 million in revenue returned to low-income residents. Admittedly, this program does not benefit the elderly exclusively, but it certainly does provide some financial help to those in need. I might add here that the formula for calculating the amount of rebate allows each senior citizen over 65 a double exemption.

We have attempted to inform citizens about the tax rebate through wide publicity, a statewide hotline, and by using volunteers to assist eligible persons in filing for the credit. This is but one area in which local senior citizen programs have served a critical function. The large number of returns claiming the rebate attests to the success of this public information effort.

Another popular initiative has been the elimination of gross receipts or sales tax on food and pharmaceuticals at the time of purchase. There has been some dispute over the definition of eligible items and the administrative costs for businesses. Nevertheless, the legislature has had in effect since the 1975 tax year, a medical tax credit which allows State residents regardless of income or age, a \$5 credit per exemption (or 4 percent of all medical and dental expenses). In recent years, as citizens become more aware of the need to maintain records, there has been a noticeable shift to using the 4 percent option.

Effective the 1979 tax year, that is, with income tax returns being filed this year, the legislature added a \$40 per exemption annual credit for sales taxes on food. Here residents merely need to claim the credit regardless of income or level of food purchases. Our State revenue department has estimated that the \$40 credit has an overall better (for the average citizen) impact than would the actual removal of a sales tax that would also benefit visitors traveling through the State.

Employment has also been addressed by the legislature in an effort to increase the financial security of senior citizens. Each year for the last 3 years, an average of \$170,000 has been appropriated to provide employment for about 40 persons aged 60 and older. Not only does this employment supplement retirement income, but it also provides additional personnel to staff State and local senior citizen service programs.

ENERGY

The New Mexico Legislature has approached the energy problems affecting the rural elderly in several different ways. First, it has focused on improving housing conditions in an effort to cut energy waste. Second, outright assistance has been given to help the elderly pay for higher energy costs. Third, the legislature has made positive efforts in formulating lifeline rate legislation.

In dealing with substandard housing, I sponsored legislation in 1978 that provided \$200,000 for the rehabilitation of elderly owned homes in several northern counties selected for the model project. Through coordination with the Farmers Home Administration which provided staff assistance and office space, and the New Mexico State Housing Authority, two consecutive Federal grants of \$300,000 were obtained for 2 years for housing renovation. Individual grants of several thousand dollars were made available to eligible elderly persons for significant structural improvements. New roofs, plumbing, and other major repairs were accomplished, making it possible for residents to remain in their homes.

The legislature has also appropriated funds in the past for home weatherization. There are administered through local community action agencies along with Community Service Administration (CSA) funds. Since the inception of the weatherization program, about \$2.3 million has been expended affecting 7,215 homes. Of these 7,000-plus homes, 4,473, or 62 percent, were occupied by elderly persons. At present, the State has \$1.3 million available and anticipates weatherizing another 1,500 residences.

In the area of direct payment of utility bills, the State has recently supplemented Federal CSA and Department of Energy funds. These are one-time grants that aid low-income families and especially the elderly with wood purchases and with the payment of residential propane, gas, and electric bills. From July 1977 to May 1979, about \$3.5 million of this Federal "emergency energy" or "crisis intervention" assistance had been provided to New Mexico householders. This benefited 24,762 households in the 2 years, and 13,611, or 55 percent, were elderly households. The 1980 legislature appropriated another \$1 million for low-income utility assistance.

The 1979 legislature directed the Public Service Commission to conduct a "lifeline rate" study of electric and gas utilities. The purpose was to consider the possibility of designating a minimum amount of gas and electric service at a cost which was fair to small consumers especially senior citizens. In concept, this meant manipulating rate structures so that an initial increment of fuel consumed would be charged at a low rate, and any energy consumed over that increment would be charged at normal rates. However, this also implies shifting the revenue burden to other consumers. The lifeline rate study has been completed and will be presented to the legislature for action.

In the meantime, the Public Service Commission has promulgated rules under which utility service may be terminated. Specifically, the rules prohibit discontinuance of service if a medical practitioner certifies that such discontinuance might endanger a person's life. There are other provisions allowing averaging of payments and installment payments as alternatives to termination of service for nonpayment of a delinquent account.

STATE SUPPORTED SERVICES

Since 1975, the New Mexico Legislature has provided funding to augment the services being provided the elderly in New Mexico. The funding, which began at

\$450,000, has now reached \$1,660,000. Because of the distribution formula used, a great portion of the funds are used to reach the rural elderly.

These moneys are used by local programs primarily to provide two kinds of service: access (information and referral, outreach, and transportation) and nutrition. In northern New Mexico, transportation and nutrition programs have the highest priorities at present. In addition to the funds already noted, the State legislature has made appropriations specifically for the purchase of vans. However, the types of roads that these vehicles travel and their heavy continual use greatly diminish the usable life of the vans. Vehicle replacement is a growing need, yet there is inadequate Federal funding to accomplish this. The burden, therefore, is falling on the State to both purchase and maintain the current fleet of vehicles. In addition, the State has had to absorb increases in gas, oil, insurance, and other escalating operational costs. Rural service programs are unable to purchase fuel in bulk. The problem is one of trying to locate a central storage facility within convenient reach of several widely scattered communities. As a result, much gas and oil is bought from local dealers at ever rising prices.

In the area of nutrition, the popularity of congregate and home-delivered meals forces local programs to seek additional funding from sources other than Federal. Federal funds only provide a base level for existing nutrition programs, but it is State appropriations that again must cope with the increased services being demanded and provided locally.

Other services such as recreation, home weatherization, and day care are supplemented with State moneys. Day care services provided in Los Alamos County serve as an alternative to institutionalization. It provides both the elderly person and other family members an opportunity to leave their homes and enter into a different environment.

Before leaving this subject area, I want to emphasize that my purpose here is not to showcase the actions of the State legislature. Rather, it is to give positive proof that the legislature has supported various services provided to the elderly of New Mexico. We have listened and are still listening to the pleas of our senior citizens for help. And we continue to ask their patience while we develop programs most beneficial to them and least likely to adversely affect other State and local assistance programs.

LIMITATIONS AND PROBLEMS

As I said in my opening remarks, the second major area I wished to address is the limitations we face at the State and local level. Limitations that need action by the Federal Government.

First, I should explain that local governments in New Mexico have severe fiscal constraints partly due to constitutionally limited powers to tax and partly due to the very ruralness of the State. That is, the revenue base in rural communities (mostly property and sales tax revenues) simply will not and cannot keep pace with the cost of providing basic services. Much of the local revenues are from State-shared sources and so local governments cannot respond quickly to changing Federal mandates. We in the legislature recognize the problem, and so I have attempted in my comments here to outline remedial actions taken by the State of New Mexico. My point here is that Congress must recognize that its legislative mandates require money for their implementation. And State and local governments in New Mexico cannot be expected to respond quickly to the expansion of or the creation of entirely new service programs. As it is, we are hard pressed to maintain services through the ravages of inflation. The level of Federal funding is particular concern now that both Congress and the administration consider program budget reductions in order to balance the budget.

The unique character of New Mexico has had a very evident and adverse effect on the Federal funds available to it. While the State is one of the largest geographically, by population it is one of the smallest. Much of the elderly population is located in rural areas. The Hispanic and Indian minorities, with their strong cultural ties, represent a majority of the elderly population. The costs of providing services across a large State having a sparse population are high. Yet, no attempt is made at the Federal level to account for those differences in costs.

The recently adopted legislation for title III funds require each State to increase funding to rural areas by 5 percent. But this increase must come from an allocation to New Mexico, which does not reflect its rurality. Hence, in a State where all but Albuquerque and the surrounding area is considered rural, the impact of

this mandate is minimal. In fact, we could say that the increase in rural services is being done at the expense of the Albuquerque area.

I ask that the Congress and the Administration on Aging review the interstate funding formula for a more equitable recognition of the special needs of rural States.

Another area of concern involves restrictions in medicare and medicaid payments. I mentioned earlier that an improvement in the nursing home care situation is within reach in New Mexico if and when the swing bed concept is authorized by Federal law. As you also know, medicare and medicaid provide little or no assistance to persons who wish to stay at home. Instead, they must submit to being placed in a nursing home (assuming there is nursing home space available) because more financial assistance is provided by doing so. The rural elderly have no choice. They must leave their native surroundings to die in a foreign environment.

The Older Americans Act, as amended, states that one of its purposes is to "secure and maintain independence and dignity in a home environment for older individuals capable of self care with appropriate support services." How can Congress in this act seek to maintain independence yet under the Social Security Act cut that independence by forcing the elderly to be institutionalized? Congress must be consistent throughout its policies that affect the elderly.

Ladies and gentlemen, if there is one point I wish to make today, it is that we in government have a shared responsibility that cannot be waived. It is to safeguard and sustain the independence and respect cherished by the elderly to the end.

Senator DOMENICI. Our next witness is Celestino Romero, State representative from Taos.

Celestino, we are glad to have you here.

**STATEMENT OF HON. CELESTINO ROMERO, TAOS, N. MEX.,
STATE REPRESENTATIVE, DISTRICT 42**

Mr. ROMERO. Senator Domenici, staff members, members of the panel, and ladies and gentlemen, I am very happy to be here as a part of the hearings for the elderly of northern New Mexico.

As the Senator said, I am the representative of Taos County and being a native New Mexican, a native of Taos County, I think I am aware of the needs of the people of northern New Mexico.

Also, I am bilingual. I speak English rather poorly, yet I feel I know the needs of the people of northern New Mexico and Taos County.

When I was asked to appear before the panel, I contacted some of the people of Taos County, some of the elderly, and I asked them to tell me what their concerns, their needs are, so I could share those needs and concerns with our Senator.

Here is what they told me they needed. Some of these concerns have been expressed already by the first panel and some have been expressed by my colleague, Representative Salazar.

But let me share with you what the elderly of Taos County shared with me. They told me they would like to see medicaid include, also, eyeglasses and also dental services.

It is my understanding that medicaid and medicare will not pay for optometry or eyeglasses or visual, nor will they care of dental care.

Consequently, they have to go to the regular doctor or surgeon to have teeth or eye problems.

The people of Taos County are also worried or concerned about the need for nursing homes. Representative Salazar mentioned the fact that people are sent to nursing homes away from their area. They

either go down to Santa Fe or Albuquerque and this creates a hardship not only for the patient himself but for the family, because they can't visit them frequently enough.

As Representative Salazar mentioned a moment ago, some of their people are dying in nursing homes not of old age or of ailments. They die because of loneliness. I think this is a concern that the seniors of my area are expressing to us.

We would like to have a nursing home nearby for the relatives to come in frequently enough to visit them and to make sure they are getting the services they need.

Transportation has been another concern that practically everybody who testified this morning is facing this particular problem.

I was talking to the son of a couple of the elderly folks we have in Taos and he told me his parents do not want to go to eat at the senior citizen center because they face 2 hours going to the center and 2 hours going back home, riding the bus.

This has become a problem for this particular family to face, and this is the problem that exists with a lot of elderly. They spend too much time riding the bus. Consequently, they would rather not go. There is not enough of this particular type of service.

Another concern was inflation. I think inflation has hit everybody, not only the elderly. I was talking to an elderly man just the other day and his wife, I visited with them in the home, their home.

He said every time they go to the grocery store :

We buy the same groceries and we seem to be paying more and more every time we go to the grocery store.

I wish you would express to Senator Pete Domenici our concern about the high cost of living. Every day we seem to pay a little bit more on everything, not only groceries, fuel, telephone service, utilities, and so forth.

There has got to be a stop to this rising inflation.

They are also concerned in Taos, and I am sure also in Mora County and San Miguel County, of the problem of fuel, fuel wood. Wood is very hard to get and you have to have a permit. They give you designated areas to go get the wood, and some of those areas are sometimes not acceptable. They seem to select the worst areas there, where you can't get in. I think the concern was expressed that this is getting worse, and it is not available to them when they really need it.

Another concern was grazing in the national forests. Some of these elderly folks up in Taos County have cattle, maybe 2 or 3, maybe 10 or 15, and they would like to see the Government, Senator Domenici, ease the restrictions to send their cattle to the National Forest Service for grazing, because this supplements their income.

They also expressed the concern for the safety of citizens. They claim too many times the elderly are victims of theft or fraud, because they feel they are easy victims, they are old and can't defend themselves and they see this happening in many areas of the country and also in northern New Mexico.

Senator DOMENICI. Celestino, let me just say the Special Committee on Aging decided that, for at least the remainder of this year, one of the priority items for further examination would be the effect of crime on the elderly.

In June, there will be a hearing in New Mexico by the committee to determine the extent of the problem of crime as it affects seniors today and in the future.

If our senior citizens think there is a lot of crime, it makes them change the way they live, and we are going to have a major hearing in Albuquerque in June on that particular issue, as part of our attempt to focus on this problem.

Since we are so worried about inflation and energy, we have been forgetting about crime, and we think it is a major, major problem.

So, I appreciate your bringing it up, but I just wanted you and the people here to know we are going to be doing that.

Mr. ROMERO. Very good. My people up in Taos County will be glad to hear that, Senator.

One other concern was expressed, the fact that the elderly have the same taxes on their homes, on our houses, for years and years, they feel they have paid more taxes than their houses are worth.

They still continue to pay taxes and they would like to see some kind of relief on the taxes they pay on their houses.

Senator DOMENICI. You understand we can't do anything about that.

Mr. ROMERO. I understand this, but I wanted you to know this is a critical need for the senior citizens.

Senator DOMENICI. Right.

Mr. ROMERO. The last concern that I have was the fact there is a movement to tax 50 percent of the social security benefits that are given to those who receive social security.

I understand House Resolution 6013 was introduced by a Representative from Michigan, Representative Don Albosta, and he would prohibit this. They want to make sure taxes are not levied on social security benefits that our citizens of New Mexico are receiving.

Senator, this is my report to you, my testimony, and I am simply expressing the concerns of the senior citizens of my area. Thank you, Senator.

Senator DOMENICI. Thank you very much, Mr. Romero.

I know everybody has been sitting now for a couple of hours and what I would like to do is take about a 5-minute break and then we will continue.

We have one witness from the first panel that arrived late and we will also hear from him.

We stand in recess for between 5 and 10 minutes.

AFTER RECESS

Senator DOMENICI. Could we have order, please.

Our next witness is Juan Valerio, a county commissioner from Taos. Juan, we are glad to have you. And Sam Montoya is accompanying you?

Mr. VALERIO. Yes.

Senator DOMENICI. All right.

**STATEMENT OF JUAN VALERIO, COMMISSIONER, TAOS COUNTY,
N. MEX.**

Mr. VALERIO. Senator Domenici and panel, ladies and gentlemen.

I was interested today in coming to give a presentation. We know of the problems that exist in Taos County where we have elderly people.

We have three members of our commission here and we all have our problems in each area. I represent an area which is rural, and one of our problems is transportation.

But to be able to give a good presentation, as a whole, I think the one who would be able to give a better presentation to you is Sam Montoya.

Senator DOMENICI. All right. Mr. Montoya, if you wish to give the testimony for the commission, please get that microphone right up close to you.

We are glad to have you. Do you have any prepared remarks?

Mr. MONTOYA. Yes, sir, I do.

Senator DOMENICI. All right, please proceed.

**STATEMENT OF SAM MONTOYA, MANAGER, TAOS COUNTY,
N. MEX.**

Mr. MONTOYA. Thank you, Senator Domenici and panel.

Our concerns in Taos County generally stem from problems in the House and the Senate. My major concern is based around revenue-sharing money and rural tax moneys.

Basically, we support a hot meal program that has presently, recently, just been given over from the State to the county to provide hot meal services to approximately 113 individuals, countywide.

Our problem is, in general, that we understand that the revenue sharing, the State share, has been cut completely and that there seems to be quite a few problems in the local revenue-sharing money that is coming out.

I understand that two of the addendums, including \$500 million, have not passed in committee twice and we don't know what the status of this is going to be in the future.

However, our concern stems in that, that the revenue-sharing dollars coming into the county are given as a matching share to the hot meal program. We are very concerned about the reduction and the budget balancing that the President has promulgated to the Congress, and we are concerned in that respect.

Again, I mention that we serve 113 people directly, and our concern there is that we do not get to approximately half of our constituency and we are trying to find alternatives and sources of revenue to provide an outlet or resource to include more than 113 people, because as you can see, we are taking only a small percentage of the individuals that could benefit from the program.

There are also other programs that stem from that, basically transportation. And the other comments that have been made all morning long, and if I were to expound on those, it would be in the same vein.

But we do have a problem in that respect. Looking again at the revenue-sharing moneys, I would call on the congressional delegation from New Mexico to support the local revenue-sharing money.

I know the State share has already been discussed. We also request and ask that you support the addendum of \$500 million that would be directly matched to our share, and that would help us to some respect in New Mexico.

I am also speaking for an affiliate, an organization statewide in New Mexico, of county managers, that also have a meeting the 27th of May. We passed a resolution that you will be receiving in your office, requesting that you support the revenue-sharing plan. It is imperative, and I think that everyone here that is a local government official and is working on a budget, know the problems and the service needs.

We have also discussed other things pertaining to health that I believe Mr. Romero expounded on a little bit. Our concern there is basically providing good health care to rural areas where we have quite a few citizens that cannot or do not have means of travel to a central city or a central health care area.

I think we are talking about health care problems needing some type of mobile unit that may work out.

We are also concerned about legislation that is adopted in Congress and on the State level that provides for additional things to local governments. In turn, with legislation itself, they do not make monetary appropriations to do the things that are promulgated by law.

We are also looking now at accessibility to public buildings for the handicapped and that's a very essential thing. However, it's very expensive to renovate any public building.

And it has been my understanding of the title II HUD program that we are to have accessibility to handicapped and elderly to every building by 1982, I believe. Our problem is when are we going to get enough money, capital operating money, to buy that accessibility. That is another thing we have to look at statewide.

With that we have also considered strongly, at the State level, a committee, a review committee that would work with the State committee on aging, possibly a regional commission or something to that effect, that would have elderly people on it that would deal directly, a spearhead, to come to such meetings as this, to come to our rural areas, and find definite problems that exist.

I guess the bottom line on the whole comment here is Federal money. Every local agency in New Mexico, and we believe especially in the north, is very dependent on Federal money.

Our property tax bases are very low. We don't have any other revenue other than the motor vehicle department and the property taxes and the Forest Service reserve money we get from the sale of timber.

Other than those three resources, Senator, our basic major revenue in lieu of tax is revenue-sharing dollars, and we are coming back to that same problem of Federal dependency.

Senator DOMENICI. Mr. Montoya, let me just clarify where things are in terms of revenue sharing, but before I do that, I would hope that the resolution of the county commissioners indicates that they want to protect revenue sharing. I hope they will supply some gen-

eral information as to how they use that money, from the standpoint of social services and the standpoint of senior citizen programs.

General revenue sharing is available to the counties to use as they see fit. I have received many complaints that when moneys are allocated, programs like senior citizen programs are not considered.

I am not trying to tell anyone how to spend their money, but certainly if very little of the money is used for senior citizens, it doesn't do very much good to tell us to keep the revenue sharing going, because that money is needed for senior citizens.

Some money is used for senior citizens' programs but there are some counties that don't use any of the revenue sharing for that; that's their prerogative. In any case, the National Government does not intend to cut revenue sharing to the counties.

The present intention is to cut that portion that goes to the States by one-third. I am not even in favor of cutting that. I would rather cut those programs that are not working and have a lot of redtape and let the State use the money for programs that help senior citizens and others.

But we are losing that battle, and I would assume State revenue sharing will be cut. Counties and cities will not have to face this prospect.

We are going to submit questions to the panel in writing and you can answer them in due course, but because we are running late, we won't have any others at this time.

We will now have Antonio Vigil, the chairman of the county commissioners here in San Miguel County, speak to us.

STATEMENT OF ANTONIO VIGIL, RIVERA, N. MEX., CHAIRMAN, COUNTY COMMISSION, SAN MIGUEL COUNTY

Mr. VIGIL. Senator Domenici and staff, ladies and gentlemen of the public, first I want to thank the Senator for inviting me to this meeting.

The thing that is most needed in San Miguel County in order to help the needy elderly is more moneys made available to programs in existence now.

CIMA was founded for service to 50 clients and is now serving 96 people with the funding they now have. Their equipment is badly in need of repairs.

Out of all their equipment, they only have one 12-passenger van in operation at this time, and they have no funds to repair their other equipment.

During the month of March, they were unable to go to the rural areas to pick up the elderly and bring them in to do their business. They borrowed a truck from the city of Las Vegas and were able to deliver the groceries to the people in some of the rural areas.

CIMA received \$24,968, in Federal funds to be used for chore services for the elderly, \$12,681 for chore services for adults and \$14,348 for day care services for handicapped adults.

The day care services program had to be dropped due to financial problems. CIMA was supposed to receive \$8,000 from Sierras y Llanos,

but due to an error in the bookkeeping at the CAP agency, they will receive only \$3,000.

This program is servicing close to 200 persons, and they are having many problems due to lack of funding and lack of personnel.

Winterization moneys made available were not distributed evenly by the Sierras y Llanos program, so some of our very needy elderly rural people were not helped.

I believe that the area where our elderly needy would be most helped would be for the people involved to try and provide more funding to programs already in existence.

Thank you for giving me this opportunity.

Senator DOMENICI. Thank you. I think if I tried that hard in Spanish, I would improve, but I don't work that hard at it.

Mr. VIGIL. The next thing I was going to say, that I am always ready to help the Senator and his staff.

Senator DOMENICI. Thank you.

I think I should clarify about three or four points that you addressed.

One of the points you made was that senior citizens were concerned about the fact that medicaid didn't pay for eyeglasses and didn't pay for dental work and false teeth and the like.

I don't want to get into whose responsibility it is, but medicaid, basically, is a program whereby the Federal Government and the State government match the amount of money required to pay for certain benefits.

Some of the things, like eyeglasses and false teeth, are optional, and if the State wants to include them, then of course the State will pay one-half the cost and the Federal Government will pay the other half.

So some States will cover eyeglasses and are willing to pay half the cost. Some States have medicaid coverage for false teeth and dental work.

Nick made a very good point about home health care and avoiding excess institutionalization in terms of medical services.

It is fair to say that medicare and medicaid, while they have been successful to some extent, have emphasized hospitalization, nursing homes and the critical delivery system that was in existence when they were formed.

It is now obvious that it is long overdue for the Federal Government to give equal attention to the kind of health services that can be delivered in the home, so that we don't overuse hospitals and the nursing homes.

The hospital and the nursing home are far more expensive and in some cases don't meet the needs of the senior citizen, who would rather be taken care of in the home, by relatives and friends, for as long as possible.

There is a strong movement to increase home health care under both of these programs and to streamline and coordinate them.

I'm very proud. I don't usually say what I've been doing, but that has been one of my major objectives in the Senate.

Home health care is moving in that direction. A bill of ours was passed. But every time we try to get it funded then the main concern is not how much it will save over the long run, but how much it costs right now.

It's very difficult to prove that, given the increase in hospital and nursing home costs for the past 15 or 20 years, you will get better care, more options and probably less expensive services with home care. It's very hard to prove that.

So, home health is not growing as fast as it should. But you are right. We have to deinstitutionalize basic medical care for senior citizens, so more can be done in their own environment and not in hospitals and nursing homes. If these institutions remain the only places available, then they may be abused and overused, because there is nothing to take their place.

Thank you very much.

Mr. Maes, you couldn't get here on time for the first panel, so if you will tell us for a few minutes what you would have told us then, we will be glad to hear from you.

STATEMENT OF ANDRES D. MAES, SR., CLEVELAND, N. MEX., STATEMENT GIVEN IN SPANISH AND INTERPRETED BY SENATOR DOMENICI

Senator DOMENICI. Well, I am not going to detail all of what he said. I think I can summarize it in two ways very quickly. He said that none of the county commissioners of Mora County are here and it is obvious why they are not here. That is because the health procedures for citizens that they administer openly discriminate against Republicans. Their preference is always for those of the Democratic Party.

So long as these persons are good Democratic Party members, they are all taken care of. The housing authority should be here too, because not only do they not know what they are doing, but they have misled him and delayed paying what they owe him. They have abused some of his livestock, but he is one who will always speak up, and in that regard he intends to file lawsuits against them. He already has lawyers, but they won't proceed with the public housing suit until they have taken care of their other obligations to him.

Thank you very much.

Our third panel is composed of service providers, various people from the State and local agencies that deliver services. I am going to have to urge you to be very brief. We are never going to finish on time. Even if we finish an hour late, it is going to require that you be very brief.

Ernesto Ramos, director of the New Mexico State Agency on Aging in Santa Fe, we are delighted to have you here.

Ernesto, we compliment you on the work you are doing. If you have a prepared statement, it will be made part of the record.¹ We will be glad to hear from you at this time.

¹ See page 36.

**STATEMENT OF ERNESTO RAMOS, SANTA FE, N. MEX., DIRECTOR,
NEW MEXICO STATE AGENCY ON AGING**

Mr. RAMOS. Thank you, Senator.

I am just going to be brief and point out some excerpts because, as you say, our statement will be made a part of the record.

The testimony which I am presenting on behalf of the State Agency on Aging is based on the premise that New Mexico's demographics make the entire State rural in nature, with the exception possibly of the standard metropolitan statistical areas of Albuquerque and a part of Sandoval County. Since the Administration on Aging's regulations regarding the new amendments to the Older Americans Act have been finalized, and we thank God for that, we waited for them for a year, they have now defined what is meant by rural.

Accordingly, we feel extremely well qualified to comment on rural services and needs. Our comments will attempt to answer various questions posed with regards to the rural elderly.

Ideas and recommendations regarding service provider roles in rural areas.

The role of service providers in a rural area can best be divided into four phases. Initially, the New Mexico State Agency on Aging must determine the needs of the rural elderly. Second, the resources for the provision of services must be identified and tapped. Third, the elderly must be located and transported to the services so that the fourth, and most important phase, the provision of the services to the elderly, can be implemented.

There is a mandate in the regulations that every State, since the funds are divided by population, there is a mandate that there is a minimum of funds that the State must get. Recently, and I am sure you are aware, the Navajo Nation, which is partly located in the State of New Mexico, requisitioned and received and was recognized as an area agency on aging office, which we feel is the right thing to do. We feel that they have a right to self-determination, administering their own programs.

However, in the allocation of the funds, the State of New Mexico, our allocation was cut. The amount of moneys that were given the Navajo AAA were cut and from that point that put them below the minimum level.

We have requested information and have not received the information as to whether the State of New Mexico is going to be brought up to the minimum level of funding which the rules say.

Senator DOMENICI. As I understand it, the Navajo Nation has been designated as an AAA and has been allocated certain funds. The three States involved did agree to that, did they not?

Mr. RAMOS. That is correct.

Senator DOMENICI. So what you are saying, then, is that the portion of the bill that is supposed to address Indian funding is long overdue, that the States ended up agreeing to certain provisions rather than to wait for the Indian funding?

Mr. RAMOS. That is correct.

Senator DOMENICI. If we could get title VI funded, then the Navajos

will get their allocation and perhaps New Mexico funds won't be expended. Is that what you are saying?

Mr. RAMOS. Yes.

Senator DOMENICI. All right. Let me ask you this. Even though you indicate that New Mexico, from your perspective, is entirely rural, do you have any way of helping us to try and determine whether there is a cost differential by comparing delivery here with delivery in a larger city in New Mexico? I don't believe you have that data right now, but could you begin to look into that to see if there is some evidence?

Mr. RAMOS. We certainly can. We are initiating a study of that. However, based on the figures that we have now, and we are very proud of those figures, the cost of delivering services, if you average them based on the number of people that we serve, it is substantially lower than the rest of the States within our region. As a result, as the rules state, it looks like we need less moneys to serve the rural population, but what is not taken into consideration is that staff people in rural areas make millions of sacrifices to insure that the services will go a little bit further. That is a factor that is hard to document.

As an example, we have some very, very dedicated people working with the program that receive minimal salaries. If they use their vehicles, they receive a minimum, let's say, \$25 per month, for the use of their car. They still drive their cars, and their expenses are in excess of \$100 to \$150 a month. As a result, and because of this commitment that the people have, that is not taken into account. It is basically why we provide the services at a lower cost.

Senator DOMENICI. Thank you for your prepared testimony. It will be very helpful to the committee. It will be made a part of the record.

Mr. RAMOS. I would like to make one more comment, if I may.

Senator DOMENICI. Of course.

Mr. RAMOS. We will be submitting additional information. I will say it in Spanish.

Senator DOMENICI. Sure.

Mr. RAMOS. [Spanish spoken, translated by Senator Domenici.]

Senator DOMENICI. Thank you very much.

He said that on Tuesday or Wednesday there was a TV announcement about food stamps. The food stamp program is very important to senior citizens and he stressed that if we lower the allocation of monthly food stamps, we are going to hurt senior citizens because they are not going to be able to get by with less.

[The prepared statement of Mr. Ramos follows:]

PREPARED STATEMENT OF ERNESTO RAMOS

The testimony which is briefly presented by the New Mexico State Agency on Aging is based on the premise that New Mexico's demographics make the entire State rural in nature, with the exception of the standard metropolitan statistical areas of Albuquerque and a part of Sandoval County (1970 census). Since the Administration on Aging's regulations regarding the new amendments to the Older Americans Act have been finalized as of March 31, 1980, and "rural" has now been defined, the New Mexico State Agency on Aging, for purposes of plan-

ning, considers the State essentially rural. Thus, the State of New Mexico already serves rural areas in greater proportion than urban areas.

Accordingly, we feel extremely well qualified to comment on rural services and needs. Our comments will attempt to answer various questions posed with regards to the rural elderly.

I. IDEAS AND RECOMMENDATIONS REGARDING SERVICE PROVIDER ROLES IN RURAL AREAS

The role of service providers in a rural area can best be divided into four phases. Initially, the New Mexico State Agency on Aging (and other social service agencies) must determine the needs of the rural elderly. Second, the resources for the provision of services must be identified and tapped. Third, the elderly to be served must be located and transported to the services so that the fourth and most important phase, the provision of the services to the elderly, can be implemented.

The major problems are that the resources (both monetary and manpower) in rural areas are more limited than those in urban areas, and this limits the service provider's role. Providers generally have a very difficult time finding qualified personnel. Even if the providers are fortunate enough to find qualified personnel, the financial resources of most rural programs are inadequate to provide the services which are intended by Congress. An example of the above is reflected by the funding of elderly programs in New Mexico. There is a mandate that States must allocate to rural areas 105 percent of the amount spent under titles III, V, and VII of the Older Americans Act for services in rural areas during the 1978 Federal fiscal year for social and nutrition services and multi-purpose senior centers (section 1321.49).

There is also a mandate that all States shall be funded at a minimum level by the Administration on Aging. Due to our service proximity with the Navajo Nation, the Administration on Aging has awarded some New Mexico Federal funds to the Navajo planning and service area and has deducted it from New Mexico's Federal share. By this action, New Mexico no longer receives the mandated minimum funding. Our letters to the Commissioner on Aging for clarification on this problem go unheeded. This type of problem requires the New Mexico State Agency on Aging to reduce the already limited funds to rural service providers.

Other social service agencies encounter similar problems. Because other service providers' funding is inadequate, the emphasis on meeting elderly needs and locating potential recipients must receive low priority. The result is that rural programs continue to receive inadequate services.

Our first recommendation then with regard to rural service providers is that adequate Federal funding must be available to rural States in order to provide the bare minimum of services.

Our second recommendation is that rural States must receive a priority or minimum base factor in funding, so that urban areas with a major portion of a State's population do not receive a major portion of the limited funding available. Without special consideration for rural areas, rural programs will continue to provide services only to a very small percentage of those who are in need.

II. IDENTIFYING THE MOST NEEDED AND APPROPRIATE TYPES OF SERVICES

The New Mexico State Agency on Aging's methodology for identifying the most needed and appropriate types of services is based on a number of factors. We believe that the local programs should be the ones who prioritize their needs. The New Mexico State plan is based on a compilation of local needs which the area agencies on aging submit, and it is our contention that the local programs best know their needs. If Congress or any other funding source feels there are national priorities, then it must insure that adequate funding for these services are available without deterring ongoing programs. A prime example of the above is the congressional mandate to earmark 50 percent of title III-B social services moneys for three particular areas. Without adequate funding for these programs

the Administration on Aging has merely created additional problems by allowing token participation in some of the priority areas.

The other methods used to identify needs include :

(a) The use of planners (field representatives) who monitor and provide technical assistance to the local programs. Their input and contact with providers and recipients on a regular basis is an important source of information.

(b) Correspondence received concerning needs.

(c) The New Mexico State Agency on Aging conducts statewide meetings with the aging network to arrive at needs which have established priorities in health and nutrition and transportation. The total needs are over and above the Federal funds available. Through the use of this information, State funds have been sought and received to offset a portion of the excess needs. The problem remains that the needs identified for this year have been in excess of \$3.5 million and the appropriation for community programs was \$1,660,000. (See attachment for breakdown of needs.)

III. SOCIAL SERVICE STRATEGIES

The State agency on aging in conjunction with services providers should :

(a) Coordinate area agency on aging outreach to elderly with established health and social service agencies.

(b) Utilize Older Americans Act funding to fill some of the most obvious gaps in services, e.g., homemaker/home health services.

(c) Utilize all available Older Americans Act, State, and local funding to meet priority social services needs.

IV. AVAILABILITY AND ACCESSIBILITY OF SERVICES

The availability of services in rural areas is minimal. This is based on geographical distances and limited resources mentioned above. Urban areas receive funds for many different services based on high population density. Rural areas do not receive funds for a multitude of services. Available funds are usually expended on basics such as roads, police, and fire protection with relatively little going to specialized services for elderly, such as transportation, homemaker services, and outreach. Thus, rural areas are penalized. The types of services are limited and only a small group receive the services which are available.

With emphasis on low income and minority elderly, New Mexico serves only 4 percent of its elderly population on a daily basis with the available Federal, State, and local funding.

The accessibility of services in a rural area is probably the biggest problem next to the funding situation. In New Mexico, a trip for services for the elderly is sometimes in excess of 100 miles. This is not unusual and becomes a heavy burden for a limited program budget. If not for the commitment of staff and volunteers in rural communities, not even a minimum of services could be maintained.

V. SUMMARY OF RECOMMENDATIONS

(A) There should be adequate Federal funding for rural areas.

(B) Health and social service needs should be determined at the local level.

(C) Legislation should include rural factors in the funding formula for the States.

We thank you for the opportunity to submit our thoughts on these important issues.

COMMUNITY PROGRAMS FOR THE PERIOD JULY 1, 1980 TO JUNE 30, 1981

PSA: County	Present AAA administration	Additional allotment	Present program	Additional allotment	Grand total
PSA 1—District 1:					
San Juan.....			\$68,329	\$3,690	\$72,019
McKinley.....	\$14,664	\$760	50,075	3,150	68,649
Total, PSA 1.....	14,664	760	11,404	6,840	140,668
PSA 2—North central:					
Taos.....	4,176	280	38,428	2,520	45,404
Rio Arriba.....	4,999	360	47,028	3,240	56,427
Los Alamos.....	867	40	8,488	360	9,755
Colfax.....	2,602	180	25,694	1,620	30,096
Mora.....	1,862	100	17,624	900	20,486
San Miguel.....	4,788	350	44,824	3,150	53,112
Santa Fe.....	9,620	700	89,143	6,300	105,763
Total, PSA 2.....	28,914	2,010	272,029	18,090	321,943
PSA 3—Mid-Rio Grande.....					
	43,620	3,300			40,920
Sandoval.....			44,779	2,340	47,119
Torrance.....			15,578	810	16,388
East Valencia.....			30,298	1,881	32,179
West Valencia.....			26,243	1,629	27,872
Bernalillo.....			313,672	23,040	336,712
Total, PSA 3.....	43,620	3,300	430,570	29,700	507,190
PSA 4—Eastern Plains.....					
	15,348	820			16,168
Union.....			15,000	720	15,720
Harding.....			10,000	180	10,180
Quay.....			22,000	1,350	23,350
Guadalupe.....			14,000	630	14,630
De Baca.....			7,000	360	7,360
Curry.....			35,778	2,700	38,478
Roosevelt.....			22,000	1,440	23,340
Total, PSA 4.....	15,348	420	125,770	7,380	149,326
PSA 5—Southwest.....					
	11,244	460			11,704
Catron.....			9,834	270	10,104
Grants.....			35,200	1,800	37,000
Hidalgo.....			11,000	450	11,450
Luna.....			25,500	1,620	27,120
Total, PSA 5.....	11,244	460	81,534	4,140	97,378
PSA 6—Southeast.....					
	26,170	1,770			27,948
Lincoln.....			24,700	1,080	25,780
Otero.....			55,333	1,980	57,313
Chevez.....			55,300	5,130	60,430
Eddy.....			58,900	4,320	63,220
Lea.....			48,300	3,420	51,720
Total, PSA 6.....	26,178	1,770	242,533	15,930	286,411
PSA 7—Southern Rio Grande.....					
	16,032	880			16,912
Socorro.....			44,052	1,170	45,222
Sierra.....			32,600	1,620	34,220
Donna Ana.....			56,500	5,130	61,630
Total, PSA 7.....	16,032	880	133,152	7,920	157,984
Total, all PSA's.....	156,000	10,000	1,404,000	90,000	1,660,000

GRANTS FOR COMMUNITY PROGRAMS NEEDS FOR 1980 STAFF FUNDS—DISTRIBUTION BY PSA, COUNTY, AND SERVICE CATEGORY

PSA and county	AAA administration (10 percent)	In-home services				Access to services								Total program	
		Legal	Home-maker/home health aide	Chore maintenance	Visiting telephone reassurance	Transportation	I. & R.	Out-reach	Nutrition	Day care	Residential repair	Recreation	Preventive health		Other, specify
PSA 1—District 1:															
San Juan.....	33,821	15,000	28,000		250	82,085	29,079	45,870		109,070	13,524	13,830	1,500		372,329
McKinley.....	34,699	15,000	60,200			51,700	8,575	47,778	87,000	41,713	21,720	13,302			381,678
Total, PSA 1.....	68,520	30,000	88,200		250	133,785	37,654	93,648	87,000	150,783	35,244	27,132	1,500		753,716
PSA 2—North central:															
Taos.....	11,120					45,800	5,000	5,000	34,900			20,500			122,320
Rio Arriba.....	16,250					88,200	5,000	5,000	43,800			20,500			178,750
Los Alamos.....	1,429	62	1,541		247	616	1,541	616		8,124	62		62	62/1,231	15,716
Coffax.....	3,885	100	6,500			14,000	800	400	13,500		400	1,800	1,000	350	42,735
Mora.....	4,947	2,000				26,172	4,800	2,400	9,500			4,600			54,419
San Miguel.....	2,020		3,200			3,500	1,500	2,000	7,000				3,000		22,220
Santa Fe.....	17,613					128,814		9,403				9,050	28,864		193,744
Total, PSA 2.....	57,264	2,162	11,241		247	307,102	18,641	24,819	108,700	8,124	462	56,573	32,926	412/1,231	629,904
PSA 3—Mid-Rio Grande:															
Sandoval.....	4,020					20,000	200	864	17,100			2,036			44,220
Torrance.....	2,800	3,000				15,000			10,000						30,800
East Valencia.....	2,800	2,800	1,000			8,000	1,000	2,500	4,000					8,700	30,800
West Valencia.....	2,620					11,000			3,000					12,200	28,820
Bernalillo.....	58,029	70,823	48,171			37,264	41,747	79,629	184,124	45,728	21,750	16,322	10,818	4,941/18,979	638,325
A.I.P.C.....	63,651					35,040			29,600					571,877	700,168
Total, PSA 3.....	133,920	76,623	49,171			126,304	42,947	82,993	247,824	45,728	21,750	18,358	10,818	4,941/611,756	1,473,133

PSA 4—Eastern Plains:															
Union.....	2,100	2,000												23,100	
Harding.....	1,000				10,000									11,000	
Quay.....	2,200	2,000			20,000									24,200	
Guadalupe.....	1,400	2,000			12,000									15,400	
De Baca.....	700	2,000			5,000									7,700	
Curry.....	4,000				20,000					20,000				44,000	
Roosevelt.....	2,200	2,000								20,000				24,200	
Total, PSA 4.....	13,600	10,000			67,000					59,000				149,600	
PSA 5—Southwest:															
Catron.....	1,111		3,000		7,000									11,111	
Grant.....	3,967	300			8,600	600	1,750	9,800	10,000		2,900		1,750	39,667	
Hidalgo.....	1,222				3,000	750	750	5,500			1,000			12,222	
Luna.....	2,889	3,500	5,000		4,500			13,000						28,889	
Total, PSA 5.....	9,189	3,800	8,000		23,100	1,350	2,500	28,300	10,000		3,900		1,750	91,889	
PSA 6—Southeast:															
Lincoln.....	2,500	2,000			7,000			1,000	13,500		1,500			27,500	
Otero.....	5,550	4,000	2,600	2,600	3,600	5,000	4,500	3,600	15,000	3,600	3,500	1,000	6,500	61,050	
Chaves.....	5,540	5,000			900	14,500	500	5,000	17,000		5,000	1,000	5,000	60,940	
Eddy.....	5,900	3,500			1,000	17,000	3,000	1,000	25,500		8,000			64,900	
Lea.....	4,840	1,000	500		500	4,000	200	500	37,500		3,500	700		53,240	
Total, PSA 6.....	24,330	15,500	3,100	2,600	6,000	47,500	8,200	11,100	108,500	3,600	5,000	17,500	6,700	8,000	267,630
PSA 7—Southern Rio:															
Socorro.....	4,586	384			19,262				28,918					53,150	
Sierra.....	3,123	1,668	9,582		8,336				11,150				1,495	34,354	
Dona Ana.....	9,497	1,500	6,305		45,275				41,891					104,468	
Total, PSA 7.....	17,206	3,552	15,887		72,873				81,959				495	191,972	
Total, all PSA's.....														3,557,844	

¹ Office supplies.

Senator DOMENICI. Our next witness is Leo T. Murphy.

Mr. MURPHY. Thank you very much, Senator.

Senator DOMENICI. Leo, we are glad to have you with us. Your prepared statement will be entered into the record.

Leo is the executive director of the North-Central New Mexico Economic Development District.

STATEMENT OF LEO T. MURPHY, SANTA FE, N. MEX., EXECUTIVE DIRECTOR, NORTH-CENTRAL NEW MEXICO ECONOMIC DEVELOPMENT DISTRICT

Mr. MURPHY. Most of what I have to say is in the prepared statement and is directed directly to Congress. It would probably be very uninteresting to the people who are sitting in the audience waiting to go and have lunch.

Mainly, I would just merely state that some of the problems that the providers have as far as being a rural area, I think maybe Congress doesn't realize how rural we really are here in this State.

Also, when they start balancing the budget and cutting programs, the ripple effect will eventually move down to the people. That is your problem. It is not our problem. Everybody has a different way of balancing the budget. I would hope that you, as our able representative in the halls of Congress, will be aware of the needs of the elderly people, and this has been evidenced by your actions on this committee.

I welcome the opportunity to appear and I wish you well in your deliberations.

Senator DOMENICI. Thank you, Mr. Murphy.

Let me just say this with reference to the rural nature of the State and the Federal Government's formula for allocating the Older American Act moneys. There isn't any question but that the U.S. Senate believes that it is more expensive to deliver services to senior citizens in rural areas than nonrural. When this act was passed, the Senate adopted an amendment of mine that built in a rural bias for funding so that a State with a rural population would get a bonus because of the extra costs. I regret to say that the House didn't do that. We went to conference and the bill was settled with a study mandated to see if we could prove the difference. One of the reasons for this meeting here is to try and gather evidence that there is a difference. We are hopeful that we can build into the formula an allocation bias for rural States. We are not alone. Obviously the U.S. Senate thought it was a real problem when I got 65 Senators to vote in favor of such a bias. Unfortunately, we haven't been able to prove that the cost differential exists. So it is going to be hard to get that evidence. We are going to keep trying and people like you, and the others who have testified here, can help.

Mr. MURPHY. Thank you.

[The prepared statement of Mr. Murphy follows:]

PREPARED STATEMENT OF LEO T. MURPHY

Good morning, ladies and gentleman of the committee. I am Leo T. Murphy, executive director of the North-Central New Mexico Economic Development

District. The district is also the designated area agency on aging for north-central New Mexico. I would like to speak to you today concerning some of the problems facing not only the elderly of our area, but also facing those who would provide services to them. I am sure many of my observations will be repeated in greater detail by others appearing before you today, so I will keep my comments as brief as possible.

First, I would like to catalog the types of conditions encountered in a rural area such as ours. The north-central district is large in square miles (20,639) and has an estimated population of 175,000. This works out to a ratio of about 8.5 persons per square mile. Eliminate the largely urban populations in Las Vegas, Los Alamos, and Santa Fe, and the ratio becomes 4.5 persons. That is sparse by any standard. What this illustrates is that there are large geographical distances between communities. All-weather roads are a rarity with only four major north-south highways and only one east-west traversing the district. Part of the single east-west route is closed for at least three winter months. Hence, many communities may be relatively isolated because of the condition of their unpaved roads. The distance and access factors are worsened by a lack of telephone and public information services. Because of our mountainous topography, television and radio coverage is spotty at best.

Our area has a high percentage of Indian and Hispanic elderly. In fact they represent about 75 percent of all our elderly. This presents some important considerations. We have to recognize the language and cultural preferences of our senior citizens. There is strongly rooted distaste for aid that smacks of a government handout. Most importantly, these are people who have a strong sense of independence with a long tradition which prizes individual pride and dignity.

Having briefly described our area and its people, let me summarize the senior citizen services prevalent in our area. Local programs focus on nutrition and transportation as the basic service components. These are the most necessary and, in a sense, the easiest to provide. For example, it is difficult to provide more extensive or intensive information, referral, and outreach services simply because of a lack of telephones, the distances and roads that have to be traveled and, quite simply, lack of sufficient local personnel.

I might note here that recent funding increases have tended to offset inflationary costs rather than to significantly improve services. In addition, there is the problem of implementing new mandates. For example, we are faced with the dilemma of having to increase the outreach services to those persons with the greatest economic and social needs. Yet we have no increase in funds to serve the additional clientele solicited through the outreach services. No program can long survive by raising and then failing to meet citizen expectations. What is being destroyed here is credibility—that of the Congress as well as of local and State government.

I would now like to shift to identifying the role of service providers in rural areas. This is based on our experience in northern New Mexico. We have four basic guiding principles:

(1) The provider must be sensitive to the needs of the very isolated elderly. In fact, services should be focused on them.

(2) Local providers must have services that are responsive to the cultural needs and preferences of their clients.

(3) Local senior citizen service programs should supplement and not supplant or replace existing informal support systems. By this I mean extended families, neighbors, church, or social groups.

(4) Local providers should offer local services to meet local needs to the greatest extent possible under Federal and State law.

Yes we have firm ideas of what services are needed by the rural elderly and how they should be provided. But I would be remiss if I did not tell you today that we have some serious problems affecting program delivery. Local service programs in our area must pay relatively low wages for program staff. It is difficult to attract and retain well qualified staff persons. Programs must rely on CETA slots which we all know were never meant to be a source of permanent employment. There is little or no upward mobility available to staff. Hence, there is no inducement for self-improvement that might reflect in better program management or services delivery. Fringe benefits are minimal and this too affects staff retention.

Why do these conditions exist? For one, Federal and State directive focus on serving more and more persons with disproportionate increases in funds. Local

programs continually are forced to cut administrative costs in favor of direct service delivery charges. And too, there is a prevalent attitude that social service providers such as these are generally overpaid for the services they render.

Local programs are increasingly inundated by paperwork requirements that are classified as urgent. Frequent and closely spaced monitoring visits too often become negative in effect rather than constructive. That is, one visit in which deficiencies are listed for correction is soon followed by another where even more deficiencies are noted. In the end, what we have is a situation where documenting services interferes with the actual delivery of services. Much of this has been brought on by recent regulatory changes. What we are asking is simply let program providers catch their breath. Reconsider the urgency and the usefulness of all this documentation. Give them time to train their staffs, to provide services and to assess and improve their programs.

I have one last but certainly not least important observation. We all recognize that in this time of budget reductions Congress and the administration are asking Americans to make do with less. Yet whenever domestic programs are reduced a ripple effect begins. And these ripples all have a cumulative impact when they reach the final point of impact—the average citizen.

You will hear from others testifying today of the rather intricate web of services and programs upon which the elderly must depend. Programs like revenue sharing, community development block grants, title XX medicare and medicaid, CETA, social security, food stamps, weatherization, emergency energy payments, transportation grants, to mention a few. All of these are now being used in a delicately balanced mix with local and state funds to address the needs of the aged. Reduce or eliminate one and the burden shifts to another. Reduce many and the burden shifts to the poor and the elderly. And they, ladies and gentlemen, least have the ability to make do with less.

Senator DOMENICI. Our next witness is Ruby Goforth.

Ms. GOFORTH. Thank you, Senator Domenici.

Senator DOMENICI. Ruby is the director of the Eastern Plains Area on Aging, Clovis.

Ruby, we appreciate your traveling such a long distance. We appreciate your patience.

STATEMENT OF RUBY M. GOFORTH, CLOVIS, N. MEX., DIRECTOR, EASTERN PLAINS AREA AGENCY ON AGING

Ms. GOFORTH. You mentioned that I have come a long way. That is one of the things about this State. My territory, if I can use that term, is—it ends just south of here in Guadalupe County. I am only about 30 miles out of my territory. However, it did take me 3 hours to drive over here.

Senator DOMENICI. You didn't start at the end of your territory?

Ms. GOFORTH. No.

I see my role as a service provider mainly as an advocate for the senior citizens, not only in my area, but in the whole State.

I have a prepared statement.¹ I did some comparative studies for you. You will get those.

When we had our regular monthly advisory board meeting on Wednesday of this past week, I shared with the people what we were going to be doing today. I asked them to tell me some of their concerns that they wanted Senator Domenici to hear. We spoke for about 30 minutes on the differences in prices and the costs and, for instance, in a small a territory as Clovis is, which is around 30,000 people, the difference in what it costs us to live there and what it costs to live in

¹ See page 46.

La Loma, Anton Chico, Vaughn, well, it is astronomical. For the same size family in the same size house, the heating units for people who live in areas where we have natural gas it costs them around \$30 a month. For the same month, one of our people showed me a bill for a month and a half for \$265 because they don't have natural gas. I mention all this in my paper.

In order to make this short, one of the main things that they shared with me, and I have shared with the organization that provides this, I have gone to the man at the State level and I am going to share it with you. That is this problem that they are having with this fuel assistance program. I don't know about the rest of the State, but in your eastern plains it actually was a farce as far as the senior citizens were concerned. It took away their dignity, it shared with them very little of the costs.

Let me give you a couple of for instances that I can document.

Senator DOMENICI. I want you to expand on this a little bit because I think we should understand what has been attempted and break it down for the three providers so we will know which one we are talking about. The Federal Government, in an emergency bill, appropriated \$1.6 billion for emergency assistance to address fuel costs. Now, about \$400 million of that went to SSI recipients, whether they lived in a home or not. Funds also went to community action agencies for emergency assistance and weatherization, and the State, as a unit of government, received a block of money for it to administer, to take care of fuel needs and crises. Now, obviously you have nothing to do, nor does the State, with the SSI checks. There are two other areas, the State program and the community action or its designee.

Ms. GOFORTH. We got information from your office, we got information from people in Washington, we got it from Dallas. We told the people what the special check was for so that they didn't get concerned. They were delighted. It was wonderful. It did help.

Senator DOMENICI. Go on with your explanation.

Ms. GOFORTH. The problem that I am concerned with is the program that was distributed through the community action agency. I know exactly who is to blame in that area. This is not the first they have heard of it. I went to the director. I then went to the State level. I feel I am an advocate for the senior citizens. I don't like to see them put in the situation they are in now. One lady in Vaughn was given a written statement that her bills would be taken care of. This statement was given to the fuel company. Her fuel bill ran up to \$500 and then she was told there was no money. She had to go borrow \$500. This lady has never been late in paying a bill in her life.

Another situation in Vaughn, they delivered a load of green wood. When my senior center director, who was doing it on her own time, filling out these forms, acting as an intermediary for the senior citizens and this program, and, incidentally, they did this all over the eastern plains. They volunteered their time to fill out the forms, saw that the right people got them, and so forth. She went to the person who was distributing this green wood and told them about it and their reply was, "Tell them to sell the wood and buy fuel." How can you sell green wood? I feel like they have been humiliated.

As I passed through Santa Rosa this morning, I visited briefly with some of the county people. They said this has happened in Santa

Rosa. I know that it happened in Clovis. I know that it happened all over the eastern plains. I don't know what to suggest. I hate to make a complaint without having a suggestion as to what to do about it. The people are, well, they have lost faith, not only in our center director who signed them up, but in all of the programs that are doing their best. These senior citizens are proud people and don't like to have to go and ask for this help in the first place. Then when they get their names on the books of utility companies as being a bad debt, even if next year they ask for the leveling plan, they won't be accepted because the utility companies won't accept a risk person, a bad credit risk person on the leveling plan.

Senator DOMENICI. When you say you don't want to complain, and you wouldn't be doing a good job if you weren't, how are we going to find solutions to these problems if people like you don't tell us this?

Ms. GOFORTH. No; I said I don't like to complain without having a solution. You missed that part.

Senator DOMENICI. Would you provide us with more details so we could at least look at it? We would be very interested in your going into details with a few examples using names so we can ask the community action agencies and the State government to see if we can't improve the delivery of services; we at least want to improve the delivery next year. Obviously there needs to be some changes.

Ms. GOFORTH. Many of the people of Guadalupe County say next year they are going to tell them to shove it.

Senator DOMENICI. That I understand, but, you know, the Federal Government is going to try to help.

Ms. GOFORTH. I believe it is worth it, but it is very difficult for me to tell these people that. I wouldn't even want to attempt it.

Senator DOMENICI. Did you have any other things you wanted to say?

Ms. GOFORTH. No.

Senator DOMENICI. You have given us your prepared statement and I am familiar with your advocacy role and your hard work. If you would get us a statement that includes some names, we will look at it.

Ms. GOFORTH. It will be no problem.

Senator DOMENICI. Thank you very much.

[The prepared statement of Ms. Goforth follows. Also, a letter subsequently received from Ms. Goforth:]

PREPARED STATEMENT OF RUBY M. GOFORTH

As the service provider in the eastern plains for older adults, I see my role in many facets. I am to act as their advocate in any matter that pertains to their welfare, whether it be financial or personal. When they need assistance in their personal life they are to contact someone at the local level, center director, advisory board member, etc. If that person needs some assistance in reaching the right level, they (the center director) contact me. When a matter that affects all the older adults comes to light, and tends to cause a hardship, I see my role as acting as their spokesman to call in all available resources to do whatever battle is necessary.

The most needed services in my estimation varies from county to county. In Guadalupe County, I see the need for more doctors, better health facilities in general; assistance in paying utility bills, natural gas lines to outlying areas etc., home health services, homemaker services, possibly senior companion programs, and definitely more outreach workers to find those in need of help and make them aware of what is available. Our strategy is to work as closely as

possible with local communities with all resources available including title III-B, title III-C, title V, and State moneys.

Availability and accessibility of services is by far the "Catch 22" of the entire aging network in PSA IV. We are stymied at almost every turn. Where services are available to the rural elderly they are in some cases over 100 miles away from other older adults. And in some counties and rural areas of other counties they are not available at all. As in Harding County where the only doctor is a P.A. who comes in twice weekly. There is no drugstore, no pharmacist, only a public health nurse. Also, in Vaughn and La Loma/Anton Chico no medical facilities exist.

The largest concern in rural eastern New Mexico is the expense of living their day to day lives with the cost going up every day, and their fixed income remaining the same.

No larger than Clovis, Portales, and Tucumcari are the difference in living expenses there in Vaughn, La Loma/Anton Chico is astronomical. The following examples are for your information :

	Urban	Rural
1 mo fuel for heating.....	\$30.00	\$130.00
1/2 gal of milk.....	.95-1.05	1.35
Medicine (over-the-counter Bufferin, carton of 100).....	2.50	5.68
Chicken.....	.49	.98

The expense most felt by some of our more agile elderly is the cost of transportation. In Harding County, one has to leave the county and drive to Wagon Mound, which is in Mora County, and over 35 miles away to catch a bus to go anywhere. The nearest shopping center to many of our rural villages is from 50 to 100 miles away. When the fuel assistance program was supposed to be helping our older adults, it in many cases humiliated them. They were told their bills would be paid by the director of that program, and then after 2 or 3 months they were told "all the money is gone" and they were left holding the bag. Their pride is gone, and they are forced to borrow the money to pay the account. These are people who have such pride they would never knowingly be in arrears.

The population movement seems to be to five main areas in the eastern plains. These are Clovis, Tucumcari, Portales, Clayton, and Santa Rosa. People, especially older adults, are coming in from up north. We believe the 1980 census will confirm more than 10 percent rise in senior citizens that have moved to our area of the State in the past 10 years.

EASTERN PLAINS COUNCIL OF GOVERNMENTS,
AREA AGENCY ON AGING,
Clovis, N. Mex., April 18, 1980.

Hon. PETE V. DOMENICI,
Senate Office Building, Washington, D.C.

DEAR PETE: In response to your request for written documentation regarding the failure of the fuel assistance program administered by the community action agency in our area :

Mrs. Rose Deemer, a lady in her 80's, living in Vaughn, received in writing approval for having her past fuel bills paid (an amount over \$500). When the local gas company (Arrow Gas) requested their money they were told by the CAA, "Sorry, we're all out of money. There is nothing we can do." The gas company told Mrs. Deemer she would have to pay the bill. (I was told today, that the CAA did come up with \$200 and Mrs. Deemer would only have to pay the other \$300.)

In another instance, also in Vaughn, a load of green wood was delivered to Mr. and Mrs. Senivio Chavez, also in their 80's. They could not burn it and made some arrangement to purchase a stove. When the director of the local senior center contacted the coordinator of the fuel assistance program and asked if she could apply for money to purchase propane for these people she was told, "No, tell them to sell the wood and buy some propane." Since this

happened Mrs. Chavez has died and Mr. Chavez moved to Portales to live with relatives.

We volunteered the services of all of our senior center directors to help the coordinator of the fuel assistance program in signing up seniors for the program, thus when it doesn't work all the kickback comes to them. In all of the seven counties we have received complaints concerning this program.

Thank you for listening.

Sincerely,

RUBY GOFORTH, *Director.*

Senator DOMENICI. Next is Sam Sanchez, who is from the Taos Legal Services, Taos, N. Mex.

Mr. SANCHEZ. First, I would like to explain to you a little bit of what we do.

Senator DOMENICI. Surely.

**STATEMENT OF SAM B. SANCHEZ, TAOS, N. MEX., EXECUTIVE
DIRECTOR, NORTHERN NEW MEXICO LEGAL SERVICES**

Mr. SANCHEZ. I am the executive director of Northern New Mexico Legal Services. We serve 14 counties in northern New Mexico. We have 6 offices to serve 14 counties. We try to serve 80,000 poor people in over 14 counties.

I want to thank you for giving me the opportunity to come.

I would like to say in dealing with the elderly we notice that the majority of the elderly here in New Mexico, being as rural as it is, live on very fixed incomes. Because of this, they suffer hardships that many of us don't, especially with the economy as it exists today.

These hardships are in housing, utilities, financial services, nutrition, transportation, communication, and many more.

Senator DOMENICI. Do you mean that inadequacies in transportation are inherent flaws in rural communications?

Mr. SANCHEZ. I do.

By communication I mean like the phone services, lack of phone services, lack of magazines, lack of newspapers, lack of any kind of communication tool. In our area in northern New Mexico, we try to help these people, but we are mostly rural and one of the poorest areas in the United States. A lot of these people live 50 miles from any town of any size. They have no transportation. They cannot come in for any kind of services whatsoever.

Getting back to the first panel, when one said that we as executives, and that includes me as an executive in my program, have to go to the people, visit them in their homes and at their convenience, to become more aware of what their problems really are. This is a must for us as providers. We cannot sit behind these desks and creatively and ingeniously pinpoint where the problems are.

The reason many of us can't get out and do this as much as we would like to is because of the unnecessary bureaucratic paperwork that we have to deal with from the Federal agencies that provide the funds for us to do what we should be doing. This prevents us, in many respects, from actually going out and doing as good a job as we should be doing. I think that is a serious problem and should definitely be looked into.

Senator DOMENICI. If we had less guidelines and less redtape, on whom would we rely to see that the goals of the program are met and not abused?

Mr. SANCHEZ. I am not complaining so much about the guidelines that are given, but we are constantly required to fill out reports from several different agencies in several different departments. It is the same report that we have to fill out over and over and over. That is what I am getting at. If we could just fill out one report and let someone else worry about distributing that report to the agencies, that would cut our workload tremendously.

Most of the problems of the people in rural New Mexico have been addressed, although I think there is one really important problem that hasn't been addressed. I would like to speak to that briefly.

Senator DOMENICI. Please.

Mr. SANCHEZ. This is the protection of family land interests. It is our feeling at Legal Services that Federal funds should be made available to help the elderly, especially those in rural northern New Mexico, to make these informed decisions as to their land. Many of the elderly in the north own small parcels of land and this is all that remains of a lost family land grant. It is a link to an individual's personal and to the region's history. These people need access to information and help in the choices being made about their property.

Senator DOMENICI. What do you mean by that?

Mr. SANCHEZ. How to know how to handle their property so they don't get ripped off.

Senator DOMENICI. How to pass it on when they die or how to pass it on while they are alive either to relatives or for sale?

Mr. SANCHEZ. Exactly, and what the consequences of each event will be.

As a result, many of the elderly are exploited. Funding should be provided to address this issue. Federal funds should be made available to deal with this problem. We, at Northern New Mexico Legal Services, have done everything and have made every effort to try and address this problem, but because of other problems and the rules and regulations of other agencies that the elderly are dealing with, and the resources we have to put into addressing those problems, we cannot effectively on the amount of money we get, address what I think is one of the basic, one of the biggest problems they have, and that is dealing with their own land. As you know, land in this State, and especially in rural New Mexico, is very important to all the people.

Senator DOMENICI. Is there anything in the charter of the Legal Services Corporation or the national corporation from where you get your funding, that precludes this kind of service?

Mr. SANCHEZ. No, there is not.

Senator DOMENICI. I see.

Mr. SANCHEZ. We in the legal services field believe that because of the problems the elderly are facing and because of having to deal with so many agencies with these problems, we are probably and most likely the last resource they have for relief. If funds were not available for legal services, the people would have not one to go to. They would have to deal with these agencies personally. They cannot afford private attorneys and, therefore, would be out in the cold, as they were years ago before Legal Services was established.

This brings me to the point of funding. Having been involved in it, having been personally involved in it for 8 years, Congress, it seems

to everybody in the legal services field, takes the legal services appropriation very lightly and don't feel it is as important as many other service programs. Again, we try and stress the importance of legal services because, as I have stated, we, in effect, are the last resource for these people. I think Congress should take a more serious look at it. They need to provide the funds to do not an adequate job, but a very high quality job, than what we are doing.

Thank you.

Senator DOMENICI. Thank you very much.

Sam, I would predict that if the kind of legal service operation that you have developed and the kind of service you render would have been instituted 5 or 6 years ago nationally, I think that you wouldn't have to make the statement that you made today. I believe Congress would put more money into legal services rather than less. I think you know some of the criticism, both negative and positive, that has evolved over legal services nationally. I think very few of the adverse feelings come from agencies like yours which, for the most part, deal with a person and/or families and their legal problems. Unfortunately, the adverse reactions generated by negative publicity almost brought the entire legal services to a halt. As you know with the forming of the new corporation and the national board, both having some very sophisticated national goals, legal services have been much less controversial and the funding has been going pretty easily.

I wonder if it would be worthwhile to actually consider some kind of special interest in the Legal Services Corporation for legal services to advise senior citizens as it pertains to their property. Would you just speak on that for a minute and give me your ideas?

Mr. SANCHEZ. I think the Legal Services Corporation is making every effort to address the special needs as local programs and as national programs see them. Again, the problem is that there are not enough funds to go around.

Senator DOMENICI. Do you think the Legal Services Corporation is putting some emphasis in the area of land, home, and real estate that seniors have to dispose of and get advice about?

Mr. SANCHEZ. They are making an effort, I think the emphasis is there, but we just don't have the funds to do it.

Senator DOMENICI. When you speak of counseling and advising, would that mean that you would wait until the event occurs, or would you literally want legal aid to be an advisory and consulting arm to that kind of activity?

Mr. SANCHEZ. The way we see it at Northern New Mexico Legal Services is to have a separate program or at least one separate attorney in each office to deal with nothing but the problems of the elderly. This would include sitting down at any given time and advising them on any given issue, not only land, but it is one of the most important ones.

Senator DOMENICI. So seniors wouldn't only come in once they have signed a document, instead they could come in and talk about these things before they close the deal?

Mr. SANCHEZ. Exactly.

Senator DOMENICI. All right. I may have some written questions to other members of the panel. We will get them to you and we will keep the record open for a reasonable time for you to answer them.

We are most appreciative of your testimony. I think everyone would agree that you have given us some very important information and some very valuable points on what has been going wrong in the senior citizen programs and we thank you very, very much.

MR. SANCHEZ. Thank you.

Senator DOMENICI. I understand that Hal Geldon, regional director of region VI from Dallas, has an early plane. So we will let him be the first to testify from our next panel.

Before you testify, let me acknowledge the presence of Lt. Gov. Roberto Mondragon.

Roberto, glad to have you.

If we have a few moments at the end of the hearing, we would like to hear from you, if you have some time.

MR. MONDRAGON. Thank you.

Senator DOMENICI. We will hear from our next panel now.

STATEMENT OF H. S. GELDON, DALLAS, TEX., REGION VI PROGRAM DIRECTOR ON AGING, ADMINISTRATION ON AGING, OFFICE OF HUMAN DEVELOPMENT SERVICES, DEPARTMENT OF HEALTH AND HUMAN SERVICES

MR. GELDON. Mr. Chairman, I want to, first of all, express my appreciation for the invitation to be here this morning.

I have been coming to the State of New Mexico now for approximately 14 years working in the field of aging, and I would like to say that the programs in New Mexico have grown significantly in serving the older people in the State.

Senator DOMENICI. Could I ask you a question?

MR. GELDON. Yes, sir.

Senator DOMENICI. One of the witnesses prior to your testifying indicated that in his opinion, in a certain county, services were delivered based upon the political affiliations of the recipients.

I won't ask you to comment upon whether that is happening, but I merely wish to ask a technical legal question: If providers of services to senior citizens discriminate among senior citizens and if the discrimination is based upon political philosophy or political parties, is it not correct that that is a violation of the law?

MR. GELDON. Mr. Chairman, at this stage I cannot give you a definitive answer because that question would seem to apply to all persons, regardless of age, who receive services.

I am aware of the aspects of discrimination as to sex, age, and the other areas. I would only make the assumption that that certainly would be improper.

As to the aspects of legality, I would need to research that further.

Senator DOMENICI. Well, I will leave the record open for you to research it so you can send us an answer in writing.

I am not saying it's occurring because I'm not sure of that at this point. But it is my assumption that such activity is illegal if, in fact, it exists.

MR. GELDON. That would be mine, also, and certainly immoral.

Senator DOMENICI. In CETA programs it's illegal within the act, itself. Nepotism—the hiring of a relative on a preferential basis—is illegal within the CETA act.

Discrimination is not only a violation of the rules, it is a criminal act under CETA.

We're delighted to have you here and I apologize for the interruption but I thought maybe, since you were the highest Federal official here, you might share your observations on certain legal points with us.

[Subsequent to the hearing, the following letter was submitted by Mr. Geldon:]

DEPARTMENT OF HEALTH AND HUMAN SERVICES,
ADMINISTRATION ON AGING,
Dallas, Tex., May 30, 1980.

HON. PETE V. DOMENICI,
Special Committee on Aging,
Washington, D.C.

DEAR SENATOR DOMENICI: This refers to the question you raised at the hearing in Las Vegas, N. Mex., on April 11, 1980, concerning the legality of denial of services to an older person, by a service provider, based upon the political philosophy or affiliation of the older person.

Delivery and receipt of services under the Older Americans Act are based upon the need of the older person for such services. In no way is receipt of services to be based upon the person's political philosophy or affiliation: there is no such requirement written or intimated in the legislation.

We have raised your question with our regional attorney's office. They advise us they are unable to locate any specific legislation, addressing this issue, similar to legislation pertaining to discrimination involving age, sex, etc. They do note, however, that the first amendment to the Constitution of the United States gives our citizens the right to associate with the political party of their choice. The Government (or in this case a recipient of Federal funds) may not deny a benefit to a person on a basis that infringes that person's constitutionally protected interests. It appears, therefore, that the denial of services based upon political affiliation is a violation of the first amendment. In addition, you may wish to refer to statute 42 U.S.C. section 1983. Also, for a discussion of first amendment constitutional rights, please see the case of *Elrod v. Burns*, 49 L.Ed. 2nd 547.

I hope the foregoing is of assistance to you. If you need more specific information, please be sure to let me know. It was a pleasure meeting you at the hearing and being requested to present testimony.

Sincerely yours,

H. S. GELDON,
Regional Program Director on Aging.

Mr. GELDON. I would say, Mr. Chairman, if it fails to be illegal, it certainly would be an interesting question.

Senator DOMENICI. All right.

Mr. GELDON. You have, Mr. Chairman, our prepared statement.

Senator DOMENICI. It will be made part of the record.¹

Mr. GELDON. I do want to say that the Administration on Aging is concerned with the problems of the rural elderly and we have been concerned with that particular area—the rural areas, sparsely populated, with relatively limited resources and small numbers of service providers, limited by almost nonexistent transportation, all combine to make services costly and difficult to accomplish.

The Administration on Aging has been focusing on these problems over the years in its title III formula grant programs.

The recent changes in the Older Americans Act and in the regulations, should give some relief to some of these problems. For example, the requirement now that a State agency must expend 105 percent over 1978 expenditures for social services in the rural areas should be of assistance.

¹ See page 56.

The minimum base required in the intrastate funding formula for all area agencies on aging should also help relieve some of the problems of the rural area agencies on aging. The fact that our regulations now require that agencies must have outreach efforts to inform older persons about services, with special emphasis on the rural elderly, should be of some assistance.

Also, our regulations now require that the area agency on aging must coordinate with a variety of agencies and programs in order to carry out its responsibility to develop a comprehensive and coordinated delivery system.

Senator DOMENICI. Just a minute. What steps have you taken with reference to that part of the regulation that requires special emphasis in outreach to rural areas?

Mr. GELDON. Mr. Chairman, as someone mentioned earlier, the program regulations have just been issued. And, in fact, next week we are holding a meeting with the five State executives in this region and their selected staff members to review these new regulations for the purposes of training and understanding for full implementation.

Senator DOMENICI. Well, it's not your fault that it took all this time. And I won't tell you anything I didn't tell your Commissioner.

I mean that it's taken so long to get the new regulations that we're getting ready to reconsider the next Older Americans Act and we're just barely getting the regulations from the Commissioner on Aging on the act Congress passed 2½ years ago.

Mr. GELDON. Moving to discretionary grants, I would like to just mention, briefly, three areas that are apparently in operation.

One of them was touched upon earlier at the beginning of this morning's session, and that has to do with a discretionary grant to the University of New Mexico having to do with training rural elderly to work as community advisers with other rural elderly and also training law students as to the problems and concerns of rural elderly and elderly in general. The development of courses regarding legal problems of the elderly will be added to the curriculum at the law school.

Senator DOMENICI. I wonder if in their proposal the university was asked to suggest how they are going to go about gathering the information to teach both the elderly and the law students?

Was there any indication that they are going to use people like Sam in the legal services field? Are they going to go out in the areas where legal services are being rendered?

Mr. GELDON. The training will be taking place out in the area, out in the field.

Senator DOMENICI. So if they skip Sam's entire area, they won't get the benefit of his knowledge; is that right?

Mr. GELDON. Yes, there will be training going on out in the State rather than in Albuquerque.

Senator DOMENICI. All right.

Mr. GELDON. Another demonstration grant concerns housing and services for rural elderly; this is a demonstration grant, involving the Farmers Home Administration and the Administration on Aging for development of rural rental housing and social services. And this has been funded in Truth or Consequences, N. Mex.

Finally, in regard to another discretionary grant, there is a demonstration grant with the Health Services Administration to the Chero-

kee Nation in Oklahoma for the purposes of attempting to improve and demonstrate the coordination of existing health services. That grant has just been placed in operation.

Moving on to a letter that I received the other day, pertaining to the concern expressed about paperwork and burdensome reporting, this also has been a concern of our agency. And actually one of the things that has taken place as a result of the new legislation, which the Administration on Aging supported before passage of the legislation, has to do with the development of a State plan on aging on a 3-year cycle rather than on an annual cycle. This will also mean that the area agency on aging plan will also be on a 3-year cycle instead of a new plan every year, which has been the process in the past.

In addition, the Administration on Aging has converted the title IV-A training grant, which goes to State agencies on aging, from a 1-year application to a 2-year application, thereby reducing some of the paperwork a State agency needs to do in order to receive these training funds.

Also, the Administration has attempted to limit the quarterly program report that we require of the State agencies on aging and, also, the financial reporting requirements, to a minimum consistent with the statutory responsibility of our agency and also management responsibilities of our agency.

Senator DOMENICI. One of the primary objectives of the paperwork amendment I sponsored in the Older Americans Act was to attempt to coordinate services between people like Sam and the legal services, so that they might provide services at optimal efficiency.

Now has that caused any efforts by the agencies to see if we could reduce paperwork?

Mr. GELDON. Mr. Chairman, I would assume that was taking place at the national level. I am not, at this point, familiar with that aspect of it.

Senator DOMENICI. Well, your assumption is probably appropriate for a regional director, but the assumption is very far-fetched because it isn't occurring at the regional level, much less national.

But, go ahead, you had something else you wanted to say.

Mr. GELDON. Yes, sir. What I said a moment ago is a brief summary of my prepared remarks.¹

Senator DOMENICI. As a regional director of a district that includes States like New Mexico, do you have an opinion as to, based upon your long experience, whether or not it is more costly to deliver rural services to rural elderly than it is to deliver services to nonrural elderly?

Mr. GELDON. I would say that, in my estimation, an area agency on aging director attempting to provide services in a rural area, as opposed to an urban area, is faced with more difficulties and higher costs.

Unfortunately we do not have any statistical data to prove that. Our reports do not require that information, that type of a breakdown.

However, that is the opinion that I have.

Senator DOMENICI. Well, you've been at it for a long time.

¹ See page 56.

Do you have any suggestions as to how we might acquire that information?

Mr. GELDON. I would like to make a suggestion to possibly allow me to check with our national clearinghouse to see if, perhaps, those studies have been accomplished elsewhere around the country.

Senator DOMENICI. Unfortunately, no, that won't do any good. We have been told that it would take 3½ to 4 years and \$500,000 to study and document that.

So couldn't you ask the various regional service providers, those who actually deliver those services, to give you some indication of the unit-type cost, so that we could then digest the information and determine if such a cost differential exists?

Mr. GELDON. We could very easily request of our State agency directors their opinions and whatever breakdowns they have already accomplished in attempting to manage their programs.

Senator DOMENICI. Until now, you have not been asked to do that by the Commissioner on Aging?

Mr. GELDON. That's correct, sir.

Senator DOMENICI. For instance, we'd be satisfied with whatever the answer is, but it seems to me that a certain number of dollars delivers a certain number of meals in a senior citizen center or congregate facility.

You could get information, could you not, when they send you a report of how much a meal is costing in Las Vegas, for instance, as opposed to Dallas, Tex.?

Mr. GELDON. Reports that we get are not broken down according to localities within the State. We simply receive from the State agency a State figure; we don't have the breakdown by location within the State.

Senator DOMENICI. But wouldn't that kind of information be helpful in trying to determine whether it costs more, or not?

Mr. GELDON. Yes, I imagine it would be. It will mean the necessity of the State agency giving us those figures.

Senator DOMENICI. Mr. Ramos, did you have something that you wanted to comment on?

Mr. RAMOS. Just following up on what you're saying, that we will get that information to you. Even though I could not thoroughly go over an instrument, you know, that we have in mind, but I am sure the director can come up with a plan to come up to really evaluate the cost of services, rural versus urban.

And I can say this, that the reason that it's hard to come up with an instrument is that we have rural areas that have to make do with what they have. And they scrounge and scrap and all that. As a result, they get the job done.

So as a result of that, it's hard for me to come up with an instrument. But we will come up with something.

Senator DOMENICI. Well, obviously you're saying that dollar figures can be deceiving and that we might be delivering services cheaper because we're getting a lot of people that spend more time than they are paid for; they do some volunteerism along with their paid work so we may get a false figure?

Mr. RAMOS. Absolutely.

Senator DOMENICI. That, too, is not beyond analysis. So you will take that into account when you look at it, won't you?

Mr. RAMOS. We will.

Senator DOMENICI. OK.

Mr. Geldon, if you have time constraints, you're certainly free to leave, and we're most appreciative of your coming up here.

Mr. GELDON. I appreciate that. Thank you. And it has certainly been a pleasure to be present today.

Senator DOMENICI. Thank you so much.

[The prepared statement of Mr. Geldon follows:]

PREPARED STATEMENT OF H. S. GELDON

Mr. Chairman and members of the Senate Special Committee on Aging, my name is Hal Geldon. I am the AoA regional program director for region VI. I am pleased to present this statement on rural issues affecting the elderly, as well as the other topics outlined in your letter of March 28, 1980.

RURAL ISSUES

AoA recognizes the need to focus on the rural elderly and to make maximum effective use of our title III formula grant resources to expand and improve services to the rural elderly. We also use our discretionary grant funds to gain new insights, both about the problems which confront older persons living in rural communities and about new ways for solving those problems.

AoA has taken the following steps to strengthen the title III formula grant program with respect to its impact in rural areas:

The 1978 amendments to the Older Americans Act included a new requirement (section 307(a)(3)(B)) that States must expend in rural areas an amount for services which is at least 105 percent of the expenditure level for fiscal year 1978. To implement this provision AoA has:

- Provided a simple, easy-to-administer definition of "rural areas" in the final regulations for title III. Section 1321.185 of the final rules specifies that a "rural area" is an area outside a standard metropolitan statistical area (SMSA), as defined by the Department of Commerce.

- Provided for monitoring State adherence to the "105 percent rule" through AoA's review of the 3-year State plans and the annual updates.

The 1978 amendments also inserted a new section 305(a)(2)(C) which requires each State to establish an intra-State formula for distributing title III funds. While some States had such formulas in use before the 1978 amendments, the statutory requirement will help assure that title III resources are distributed in a rational and systematic fashion in each jurisdiction. This requirement includes several specific features which should assist rural planning and service areas:

- The final regulations (section 1321.49) require the "105 percent rule" concerning title III expenditures in rural areas be incorporated into the formulas; and

- The final regulations also stipulate that each area agency must receive "an identical base subgrant."

These provisions will help assure that relatively underserved rural planning and service areas receive a more adequate title III funding base in the future.

The Administration on Aging will shortly launch a new program assessment effort through which regional office staff will conduct in-depth site visits to area agency offices and nutrition sites. Opportunities for program improvements will be identified in the course of these visits, a high percentage of which are expected to occur in rural areas. This will give AoA a better fix on rural conditions and service needs. Hopefully, this knowledge can be transferred into more meaningful policy and program materials which will improve service delivery to rural older Americans.

The final title III regulations (section 1321.29) continue provisions which were in the regulations prior to passage of the 1978 amendments which require State agencies to hold public hearings on the proposed States plans "throughout the State." This requirement will give older persons living in rural areas

opportunities to offer suggestions for strengthening State plan provisions about problems and service needs in rural communities.

As indicated above, AoA's discretionary programs are designed to strengthen and improve services by identifying problems affecting older people and helping to find new ways to address those problems.

AoA continues to be committed to using the discretionary resources available under the Older Americans Act to respond to the unique needs of the rural elderly. For example:

Three of the demonstration projects which AoA has undertaken through our joint agreement with the Health Services Administration will directly benefit elderly Native Americans living in rural areas. These demonstrations, located in the States of Arizona, Oklahoma, and Washington, will give older Native Americans increased access to health care and will help identify new strategies for providing health services to these underserved older persons.

Similarly, all 10 of the congregate housing demonstrations undertaken via our agreement with the Farmers Home Administration (FmHA) will assist the rural elderly, both by expanding available social services to those living at the 10 demonstration sites and by developing new techniques for integrating housing and service programs in rural communities.

However, as a result of AoA's collaboration with FmHA on the demonstration effort, FmHA has revised regulations for the section 515 rural rental housing program to require that applications for elderly congregate housing include a package of services similar to the package required for the demonstration grants.

The interagency activities which our agreements with HSA and FmHA make possible are an integral part of AoA's overall strategy for addressing another concern expressed in the committee's invitation, namely effective coordination of programs serving the elderly. The next section will outline AoA's strategies in this respect.

INTERAGENCY COORDINATION

AoA's "interagency strategy" includes several different components, all of which are directly linked to AoA's concern for the needs of rural older persons.

The principal technique which AoA employs is that of the formal, signed interagency agreement or memoranda of understanding with one or more agencies. The goals of these agreements are to:

- Insure that the elderly participate in service programs in proportion to their needs;
- Combine the resources of two or more programs for more efficient and effective delivery of services; and
- Pool areas of expertise for more effective research and development.

The joint demonstrations with HSA and FmHA illustrate how interagency agreements can produce tangible benefits for rural older persons.

AoA's interagency efforts are not, of course, limited to activities which take place within the context of ongoing formal agreements, but also include cooperative ventures. We work with many different agencies, some with human service missions and programs similar to our own and others whose programs differ markedly:

- A good example is the cooperation between AoA, the Federal Council on the Aging, and the National Institute on Aging in jointly sponsoring a conference last year to confirm strategies to help insure that elderly persons receive adequate assistance in coping with the problems of cold weather during the winter and during this period of rising fuel costs and energy shortages. The interagency efforts which followed the conference on energy problems gave particular attention to the needs of the rural elderly, particularly in those areas of the country most vulnerable to winter weather emergencies.
- The development of the tri-State (Arizona, New Mexico, and Utah) planning and service area serving the Navajo Nation is another example of interagency efforts which took place outside the context of a formal agreement and which directly benefited rural older persons.
- During 1979, the Department of Agriculture and its network carried on a number of activities in cooperation with AoA relating to the elderly in rural areas. USDA and AoA have joined together on a number of endeavors, including the 1979 health fairs that were also coordinated with the American Red Cross and the National Health Screening Council. In addition,

AoA and USDA have undertaken joint efforts to improve the quantity and quality of nutrition, health, and other supportive services to older persons, and educational programs.

PAPERWORK BURDENS

The committee's letter of invitation also requested comments on what AoA is doing to reduce paperwork and reporting requirements. In concluding my statement, I will briefly discuss the very limited reporting requirements which AoA imposes on State agencies in conducting its monitoring activities as required by law.

State plans indicating the proposed strategies for developing comprehensive coordinated service systems are one of the major report items which AoA requires of the States, pursuant to title III of the Older Americans Act. The 1978 amendments included a new provision for 3-year State plans (with annual updates) for social and nutrition services, in contrast to the one year planning cycles previously in effect.

The Administration supported the concept of multiyear planning while the 1978 amendments were under consideration in the Congress. We have taken advantage of the opportunities the new planning cycle affords to reduce the paperwork burdens on the States. Our primary effort has focused on the annual updates. These will require a minimum of information from State agencies. Thus, the total amount of paper the States will have to submit over each 3-year period will be considerably less than what was required during a comparable period before the 1978 amendments were passed.

In addition, because the 1978 amendments require tight linkage between State and area planning, the new State planning procedures should result in less paperwork burdens on the area agencies.

AoA has also moved into multiyear planning in connection with the title IV-A funds awarded to State agencies for in-service training. For the first time, in fiscal year 1981, States will submit applications for a 2-year period for these funds. A request for continuation application for the second year of the 2 years will be submitted at the end of the first 12 months. The information which States must submit via the continuation request will be less than what would be required in a new application. Thus, we expect that the new 2-year application procedures will have a positive effect in reducing the overall information requirements which States must satisfy to obtain in-service training funds.

Similarly, AoA has attempted to limit the quarterly program performance and financial reporting requirements to the barest possible minimum consistent with our statutory responsibilities. I would like to submit a copy of both the program performance and financial reporting instruments for your reference.¹

AoA recognizes its responsibilities to minimize paperwork and reporting burdens. We make every effort to limit the information required of the States to that necessary to comply with the law and to manage the program. We will continue to look for ways to minimize even further the time and effort which States and area agencies and service providers spend in reporting to AoA.

Mr. Chairman, this concludes my prepared statement. I will be happy to answer any questions you may have about the items discussed in this presentation.

Senator DOMENICI. George Ellis, director of the Santa Fe ACTION Agency will now testify, and I understand Celina Garcia of the foster grandparent program in Las Vegas is accompanying you.

STATEMENT OF GEORGE ELLIS, DIRECTOR, ACTION AGENCY, SANTA FE, N. MEX.

Mr. ELLIS. Thank you, Senator, for the chance to appear today.

The nature of our work is such that we come in contact with local agencies of the entity and so our information relating to senior citizens is fairly wide ranged.

I have some written recommendations relating to the elderly and

¹ Retained in committee files.

volunteerism in the rural areas that will be presented in writing and has to do with how to make Government functions work a little better.

What I'd like to do, with your permission, is to use what time we have, give it to my colleague, Celina Garcia.

She has worked in local programs, created and directed local programs, and for the last 8 months has worked at the Federal level.

She is now returning, as of Monday, to the local level. So I think her observations, her points of view, would be very good for all of us to hear.

Senator DOMENICI. Fine. Before we do that, so that everyone will understand, when you speak of an ACTION agency, that's ACTION with capitals, because it is a program.

What is the basic difference between an ACTION-oriented agency and the other that we're speaking of?

Ms. GARCIA. ACTION deals primarily with volunteerism.

Senator DOMENICI. So it is a national effort to promote the giving of services free, which is called volunteerism.

Celina, we look forward to hearing your observations.

**STATEMENT OF CELINA RAEL DE GARCIA, ACTION AGENCY,
LAS VEGAS, N. MEX.**

Ms. GARCIA. OK, I will try to be brief.

I want to make this point that throughout this period the elderly have been looked at as a burden as opposed to people that can give services.

We're assuming that the elderly need to be served. That they need to be provided, as has been said, with a chance to play bingo, and being given one meal a day.

I think the elderly here all know that that isn't true although after a while some of them begin to believe it. You know, you're told something so much that you start to feel useless and only eat one meal a day. And start believing you need to play bingo and crochet in a senior citizen center.

I think all the elderly people here know that that isn't true. And I think a lot of the providers know that isn't true.

We need to look at real programs and real services that the elderly people want, intergenerational programs such as foster grandparents. Foster grandparents provide the elderly with income support. It provides service to the children and service to the community.

We know for a fact that like here in Las Vegas, foster grandparents changed the complexion of the community. And I don't think these people would argue with that. It's really good.

The elderly can volunteer to do so many things, especially in the rural areas. You can't go in and set up a false situation where people that are eating together anyway and doing things together have to be transported 14 miles to go eat at a senior citizens center when they could congregate in a home.

To put an RSVP—retired senior volunteer program—say, in a rural area where people are volunteering anyway and try to tell them, "OK, we're going to reimburse you mileage for helping your neighbor and reimburse you for volunteering is an example of setting up a false situation."

So that we need to take time in serving and being served, and I'm suggesting this to the elderly, look at the cultural aspect, the cultural values and apply it to your daily routine. A lot of this has been going on and I see it here.

And I want everyone to really feel that don't look at the elderly as objects of curiosity, please.

I've gotten so old, you know, in 10 years in Federal programs because the problems are still the same. Ten years ago in the "Great Society" years, the problems were transportation, nutrition, and we need to start looking at it as volunteers at a community level, helping each other, OK?

I see a lot of program directors here that don't get the salaries that they should, as somebody said before. And don't get the recognition they should get. And they are the ones out there busting their butts serving the community and three-quarters of the work that they do is volunteer.

I want to turn it over the George now. I just wanted to stress the fact that through volunteerism, regardless of what level, regardless of what age, we can begin to solve the problems, not just with the rural elderly, the urban elderly, but everyone.

I'm just promoting volunteerism and community support. [Applause.]

Senator DOMENICI. Well, let me congratulate you. I think you're absolutely right on target. If one is not given an opportunity to serve, it doesn't matter how successful you are otherwise, you just aren't going to be a total person and probably aren't going to be very happy.

That's such a good way to use the words "care" and "love." Often it seems like what we're doing is putting everything in little niches and seeing how much it will cost and what we can pay for it. And in the meantime, we're losing a fantastic human resource—older Americans, who can give us the benefit of their experience.

The old have had a longer time to learn how to care. Maybe that's it. So when we ignore that, we really are doing a very serious disservice, not only to the senior citizens, but society as a whole.

Ms. GARCIA. I want to remind the committee that both Republicans and Democrats get old. [Laughter.]

We're all going to get there. So, you know, the elderly kind of have to get together, help each other, because it doesn't matter what you are, you're going to get old and you're going to need each other. And you're going to need everybody else, whether you're 60 or you're 5 years old. And we're got to get that together. [Applause.]

Senator DOMENICI. All right, George, do you want to add a little more?

Mr. ELLIS. I have a couple of comments to make.

Going back to the questions you had asked before, the cost of an urban program and a rural program.

Senator DOMENICI. Yes.

Mr. ELLIS. For use, rural programs, in general, are cheaper to run. And even those that are funded at the best are not more expensive than urban programs.

But the handicap is that very often our regulations will specify what categories the money can be used in. And those categories exclude the very categories the rural folks need the most.

For example, our transportation needs in the rural areas are much greater, yet we have a limit on what can go in transportation. Then it hurts the area even though the money is available.

And I think those kinds of line items regulations dictate against the best interest of the rural areas.

I think your point about most programs being set up on urban models holds very true. And I don't think it's just a matter of the legislation being drafted in terms of the urban model. It has more to do with where the regulations were made.

And regulations, whether they are made in Washington, Dallas, or Denver, they are made in urban situations. And it's very easy to fall into patterns of urban thought that exclude these rural areas.

I think if utilization of the whole model situation had more flexibility given them at the local levels, State levels, would help across the board in all programs.

The last thing I want to bring to your attention is something I would ask you to carry.

The whole thing of the reporting requirements and the paperwork involved, I'm very sympathetic to everybody's need there. It is a tremendous burden on everybody. And part of the problem is that there is no uniform set of expectations of what we need to be keeping and reporting on.

I would suggest that in every piece of legislation, Congress would specify the basic five or six items on which you will reevaluate that program. Then not tie up the executive branch to an unlimited set of information that's required. And it lets us all know from the beginning on those categories by which we will evaluate. And I think that would simplify a whole lot of paperwork and help us all a great deal.

Senator DOMENICI. Very good.

Mr. ELLIS. Thank you again for the opportunity and do you have any questions?

Senator DOMENICI. I have one question.

In our transportation program, we have found one of the most difficult problems is the whole issue of insurance.

I had been in the north one time when we had two or three good vans at our disposal that were parked. This transportation program was funded by one agency. A local group put up the money for the driver and for the gas. All of a sudden, the insurance bill wasn't paid and they got a little notice that said, "You can't drive the bus because there is no insurance on the bus, no insurance on the driver."

Now in your volunteer programs, do you have a problem with insurance?

Mr. ELLIS. Yes; and that's one of the items talked about in the written report.

There are two parts of that. One part is the whole cost of insurance for vans has gone, in my experience here, from like \$200 to \$500 5 years ago to, we've had a recent instance where the insurance company billed them for \$1,200, for a van for 1 year for liability insurance. The whole cost of the liability insurance is a very definite low-budgeted program, which most of these are.

But the second part of that is, and maybe even more important, that it is not always a lack of transportation. That there are places where

we have seen transportation capacities there in terms of vans. If everybody's regulations promoted coordination and interuse rather than jealousy, holding back, and I would include, if there were a way to do it, I would most heartily include churches in there for sharing least of all.

Schools were next least and then our own programs, which somehow have to come to grips with what public ownership means, which means serving all the people and not just our own programs and interests.

If that could be solved, it would take away about 60 percent of the transportation problems right now.

Senator DOMENICI. Have you ever wondered, when you drive down the road and see 20 schoolbuses parked over by the lot of the local school district, why they aren't used during those hours when they are not transporting schoolchildren?

Mr. ELLIS. Yes, sir, almost every time.

Why they are sitting there when people need to get to health services and to meet lawyers and that sort of thing. Not getting there.

Senator DOMENICI. Well, I think the testimony that you've given, both you and Celina, indicates that you very much like what you're doing. It is probably because you're helping a lot of people becoming volunteers and giving them an opportunity to care.

I commend you. I hope we can continue to support your program and growth. [Applause.]

The Economic Development Administration is not directly tied to the senior citizens programs. I thought in order to get a well-rounded discussion, that we ought to ask Jim Swearingen, from the Economic Development Administration, to come up from Santa Fe to share his views with us on economic development as it relates to the senior citizen.

Jim, we're delighted that you're here and thank you for your patience.

STATEMENT OF JAMES S. SWEARINGEN, JR., ECONOMIC DEVELOPMENT ADMINISTRATION, SANTA FE, N. MEX.

Mr. SWEARINGEN. Senator, thank you very much. It is a pleasure to be here and to provide whatever assistance I can to your committee and your staff.

As you know, because of your service in the Public Works Committee, there are EDA projects that do directly serve and benefit the elderly. I am sure that because of that you will be proud that certain EDA projects do, in fact, benefit the elderly.

I feel that certain of these projects and programs could be used as an example for other communities to pursue, not only spending money but researching.

So as an example of focus, I would like to read this complete statement.

The primary mission of the Economic Development Administration is to promote the long-term recovery of economically distressed areas. Our primary focus is in the area of public works grants which strengthen local economies by developing the infrastructure necessary to create long-term employment opportunities.

Often, these projects include the development of industrial parks and the public facilities necessary to allow the establishment of new industry or the expansion of existing industrial and commercial activities.

A portion of our public works budget is allocated to the public works impact program, PWIP, which provides funds to create immediate construction jobs for the unemployed and underemployed in areas of high economic distress.

These PWIP projects often include the renovation of public buildings to provide space for a variety of public functions and benefits.

These activities include adult basic and continuing education, the production and sale of arts and crafts, nutrition services for the elderly, youth programs, and outreach programs which primarily benefit the long-term unemployed and members of low-income families.

For example, under the PWIP, EDA provided \$84,000 to the town of Mesilla to convert a former elementary school into such a multipurpose center.

This grant was supplemented by \$18,000 in HUD-CDBG funds and by \$2,000 in local funds.

EDA also provided \$48,800 to the city of Grants for energy conservation modifications to their senior citizens center.

We are currently processing an application to renovate an existing senior citizens center in Alamogordo and we have authorized an application which will provide energy conservation modifications to a senior citizens center in the town of Belen.

At San Juan Pueblo, an abandoned gasoline station and garage was converted into space which provided arts and crafts training funded by the DOL, and resulted in the formation of an arts and crafts guild serving 450 members among the eight northern pueblos, aged 16 to 90.

In Otero County and in Roosevelt County, EDA provided \$304,000 and \$130,000, respectively, for county fairgrounds facilities and improvements which have economic and social benefits for the entire rural population.

In other rural communities, EDA resources have improved the overall economic conditions by improving the water and sewer systems.

These areas include Vaughn, Aztec, Farmington, Carlsbad, Silver City, Raton, Taos, Lincoln, Red River, Bernalillo, Espanola, Eagle Nest, and Pecos.

These projects meet all of the PWIP criteria and, in addition, they address important community needs for the entire population.

In addition to these public works grants which benefit the rural elderly, EDA also provides planning grants which support the professional staff activities of the multicounty economic development districts and the Indian reservations.

These programs are comprehensive in their development efforts and staff members are expected to become conversant with all Federal and State programs which could improve the economic and social conditions for all of the disadvantaged in their areas of responsibility.

So we do directly benefit the elderly.

Senator DOMENICI. Thank you very much, Jim.

I will say that although EDA is not directed at the senior citizens, that we have found you to be most cooperative when there are grant

applications that could benefit older Americans. You certainly have given them every opportunity to qualify and help fund them so that together we can make some improvements.

We have one witness that came to us from the Federal Council on Aging in Washington, D.C., Mona Negm.

We're delighted to have you. We didn't expect you to come. So we will add you to our program. As soon as Ms. Negm finishes, because we are running very late, we're just going to pass lunch. We will spend a little more time here for some of you that might want to give some personal comments.

I would like to conclude the hearing about 1 or 1:30. That would be about 35 minutes from now.

Mona, we will listen to you now. We're really pleased that you went to the effort of coming here from Washington.

**STATEMENT OF MONA NEGM, WASHINGTON, D.C., REPRESENTING
WALTER MOFFETT, SPECIAL AGING POPULATIONS COMMITTEE,
FEDERAL COUNCIL ON THE AGING**

Ms. NEGM. Senator, I am very pleased to have the chance to be here at this occasion. I represent the Special Aging Populations Committee of the Federal Council on the Aging.

A member of my committee was supposed to present a statement but could not be here at the last minute. So I was given the honor of presenting it.

Senator, as you may well know, the Federal Council on the Aging is a President's advisory body established by the 1973 Older Americans Act to advise the President, the Congress, the Secretary of HEW, and the Commissioner on Aging on matters relating to older Americans.

The Council's concern for the well-being of the older rural population, led during the past several years to the sponsoring of numerous rural hearings and meetings in conjunction with key national rural organizations and educational institutions.

Recently, the Council delegated the Special Aging Populations Committee, of which I am a member, the responsibility of continuing the work of the council concerning rural elderly needs.

The committee is to participate in hearings and other activities which would lead to the development of rural policy recommendations.

Mr. Chairman, our committee, which is also charged with over-viewing all Federal policies and programs affecting the elderly, urban minority, frail, and women, has targeted among its highest priorities for 1980, the needs of rural older persons.

The committee recognizes that the rural elderly are a neglected minority within a minority. This aging group is one of the most disadvantaged of the Nation's aging.

Mr. Chairman, we are well aware of the rural elderly's plight. We are sensitive to the high incidence of poverty among rural aging, especially in the South, where there is a high concentration of elderly living below the poverty level.

We are aware of their less than adequate transportation services. We know that poor transportation services for the older rural population is not only the result of fragmented and uncoordinated services,

but also of rural demographic characteristics. The transportation factor contributes to older persons' isolation, their inability to benefit from federally sponsored socioeconomic programs and deprives them of much needed employment opportunities and especially from essential human contact.

We realize that a large percentage of rural older persons live in substandard housing, lacking necessary information and assistance to qualify for federally funded housing maintenance programs or any income supplement benefits.

We are quite concerned with the increasing number of medical rural doctors who are drawn to larger cities for higher fees, thus leaving behind serious gaps in health care services. This development has resulted in penalizing rural aging who are medicaid policyholders, who, in many cases, end up paying for undelivered services.

Mr. Chairman, the Special Aging Populations Committee will be working diligently toward developing recommendations which would support the establishment of clear Federal rules and policies.

There are many reasons why we feel a rural policy is needed. One, we know that, because we are an urban Nation, our technology, our delivery systems, our eligibility criteria, our use of the media, are all geared to the needs of the urban population.

This results in neglecting the needs of approximately 20 to 30 percent of our population living outside urban places.

We recognize the frustrations that rural localities experience with having to compete with technically skillful and politically seasoned agencies for funding of desperately needed programs.

Senator, we hope to work closely with your committee in the development of rural policy recommendations insuring the provision of rural elderly's services taking into account the maintenance of their dignity and well-being.

Senator DOMENICI. Thank you very much.

Ms. NEGM. You're welcome.

I just have one additional statement and this is the statement concerning the Indian elderly.

Mr. Moffett, in addition to being a Council member, he's also an American Indian, and a member of the Special Aging Populations Committee.

Senator DOMENICI. We have present so many people who want to have a little chance to be heard. Since you would be reading his statement, does it have a conclusion, a summary so that we might just insert it in the record to save time?

Ms. NEGM. This is concerning title VI. And what he is saying that the Federal Council on the Aging—

Senator DOMENICI. Well, are you talking about title VI? I championed that. We finally got that through the Congress.

You might exert some pressure on the Commissioner to promulgate some regulations on title VI. They have not been issued yet.

Ms. NEGM. Yes; we are working very closely with the Commissioner. We are very supportive of title VI. In fact the Federal Council on the Aging, on March 31, 1978, adopted the resolution that "Congress appropriate an amount of \$25 million for title VI, section 608." And that appropriation of that amount to be for fiscal years 1980 and 1981.

We have sent a letter¹ to Mr. William Natcher, requesting that he consider our recommendation.

Senator DOMENICI. Very good. Thank you very much. Let me suggest one other thing and then we will get on with our open forum for a half hour, or so.

Without proper training, service providers tend to deliver services inappropriately.

One of the professions where this is most true is the medical profession. I just would ask you, as part of your demographic involvement, to consider that we're fighting an uphill battle. For example, doctors are trained in a city in an environment where they have associations with all of the paraphernalia, the diagnostic equipment, and it's pretty hard for them to understand how to serve people who live in rural areas.

Doctors who have been practicing in a city cannot comprehend a practice in rural areas because of the lack of equipment. Because of the lack of the facilities to practice in, they seldom set up practice in places like Penasco.

There is a tremendous pilot program in existence. It's just that we can't get anybody interested enough in it. The University of New Mexico Medical School has made a commitment to experiment with giving the last phase of medical training to the students in the rural community. It is designed to provide medical students with the necessary training to familiarize them with the situations they will face in rural areas.

I don't think it's the last word, but it would seem to me that it's moving clearly in the right direction.

It might be that doctors won't move to rural areas because, basically, they have never been trained to live there and grown accustomed to totally different environments.

I think maybe your organization could help by looking into this situation.

Ms. NEGM. I realize that we are running out of time. But I just need to add one more thing.

Last year, we had hearings across the country on the needs of minority elderly. And it is so interesting because many of the policy recommendations we have developed apply to many of the issues brought out today. Our recommendations deal with bilingual, bicultural barriers, training of minority personnel, the value of the extended family outreach programs, crime, housing, transportation, and they are all requesting that Federal policies and agencies be sensitive to the cultural diversities among the minority elderly, get them involved in program implementation, program development, so that the services can be effective.

Senator DOMENICI. Right. I think we understand that in New Mexico, and I think we're making some real strides in that direction.

Now if you have other statements, we will put them in the record.

Ms. NEGM. No; they are our policy recommendations and we need your support to help implement them.

Senator DOMENICI. Very good. Thank you so much. We will look at them and we will be glad to work with your committee.

Thank you very much for joining us. [Applause.]

¹ See appendix 1, item 4, page 91.

[The statement of Walter Moffett, submitted by Ms. Negm, follows:]

STATEMENT OF WALTER MOFFETT

Mr. Chairman, members of the committee, distinguished panel, ladies and gentlemen, my name is Walter Moffett.

I am a member of the Federal Council on the Aging. As a Council member and an Indian, I would like to bring to your attention an issue of concern which will have a direct affect on the well-being of the Nation's older Indians.

Most of you are aware, I am sure, that when Congress passed the Comprehensive Older Americans Act of 1978, it established title VI, "Grants to Indian Tribes," which would provide Indian tribes an opportunity to receive funding for Indian elderly services directly from the Federal Government.

Since the passage of the Older Americans Act of 1965, the Indian tribes received insufficient benefits from the Older Americans Act because funds were allocated on a population formula basis. Also, the Indian community is often unable to meet the matching funds requirements in the act.

The result is that Indian tribes must compete with a numerically larger non-Indian aging population for the already limited funds allocated for these programs.

Title VI of the Comprehensive Older Americans Act of 1978, was enacted to provide Indian elderly with the services they desperately need and help the Indian people develop their own unique and culturally based programs for the Indian elderly.

For the delivery of social and nutrition services under this title, \$25 million is authorized for fiscal year 1979 and \$30 million for fiscal year 1980. The Senate and House retained a requirement that at least \$5 million must be appropriated before this title becomes operative.

Last year, Congress approved \$6 million for fiscal year 1980. As was anticipated, the \$6 million is far below the amount tribes need to establish comprehensive services for their elderly.

Mr. Chairman, the Federal Council on the Aging is concerned about the implementation of title VI. The Council, at its meeting of March 31, 1978, adopted the resolution "That Congress appropriate an amount of \$25 million for the title VI, section 608. That the appropriation of the above amount be for fiscal year 1980 and 1981."

The letter from the Chairman, Nelson H. Cruikshank, dated March 28, 1980, is attached for the record.¹

Funding title VI is critical to providing minimal services to Indian elderly who face rural isolation and low-income problems more severe than many other older Americans.

Mr. Chairman, we recommend that your Special Committee and all those organizations present today support the request of the Council for appropriation of \$25 million for fiscal year 1981, needed to effectively implement title VI.

Thank you.

Senator DOMENICI. Kathryn Treat from the Extension Service, wants a couple of minutes, and David Montoya from the Central Compacino de Salud, and then we have Pedro Gallegos, John Haberl, Josie Dean, Tomacita Mares, and we will hear anyone else right after that.

Is the Lieutenant Governor still here?

Roberto, would you like to talk with us a little bit?

We're delighted to have you here. Thank you for coming.

STATEMENT OF HON. ROBERTO A. MONDRAGON, LIEUTENANT GOVERNOR, STATE OF NEW MEXICO

Lieutenant Governor MONDRAGON. Thank you, Senator, and I would like to, first of all, truly express my appreciation to you on behalf of

¹ See appendix 1, item 4, page 91.

New Mexico for holding these hearings and for listening to the problems.

I think that a lot is being said about the problems that exist and possible solutions to those problems. I think I would be remiss if I didn't say, however, that the fact that you're here, the fact that there are people from the State agencies, and part of this network for delivery of services, the agency on aging, people with ACTION, and certainly, more importantly, the people, themselves, who are implicated because of the fact that they are the recipients of the services, that this certainly is proof positive that there are, indeed, problems that we can work out together and resolve.

Problems which, I think that we agree, exist particularly for those people in rural areas throughout the State.

Senator, I would like to point out a few basic issues that are, perhaps, not being addressed as much through the network.

We know that the issues of health, transportation, housing, the issue of income and the issue of increasing utility costs are some that we work on through this network and through the Federal, State, and local entities that we will be following.

We have to constantly be open to suggestions in areas that are not being considered at the present time. And these I would like to go over a little bit. There are about three.

One of them deals with the problems that people encounter when a member of their family is institutionalized, be it a nursing home or mental institution, or something of that nature.

Senator DOMENICI. Or a nursing home.

Lieutenant Governor MONDRAGON. Yes; I mentioned nursing home.

And I think that we all recognize this. The people back home, the families, have a real problem with accepting the fact that they have somebody in the nursing home.

Many times they won't admit it. It's the bringing to light that idea of shelving people. And people do not like to be shelved. And people also do not like the idea that they have a member of their family that they have put into a nursing home.

We know that it's necessary at times. So let's think about that as a new area to look at. The area of helping people with the problem of recognizing and dealing with the fact that they have somebody in an institution.

And also, at the same time, and this is the second part, it deals with alternatives to institutionalization.

Whenever possible, it would be a lot better for that person to be in their own home or somewhere close to their families or with their families. But more independent than being institutionalized.

And when we look at that, we have to look at programs such as the critical in-home care program, where you have somebody help a person stay in their home and not be in an institution, homemaker and also day care for senior health programs. Something very innovative that I think we need to look at as far as funding is concerned.

Another one, of course, which would be sponsored and increased by ACTION is the senior companion program.

When we do that, then we help not only families but also the institutionalized persons, themselves.

Another area that's critical here is for rural people, including

Indians, for example, to have to send people away from their home environment of the reservation into an urban setting, totally separated from something that, to them, is very cultural, very historical and very traditional and really is a part of themselves.

Looking at another area and a very simple one is the situation that we have throughout the north and throughout the State of New Mexico in the rural areas that I think needs to be remedied completely and very quickly, and that deals with housing which has no indoor plumbing facilities.

And there is very little funding to assist in putting in indoor plumbing. And I think that we're dealing here not only with physical convenience but with human dignity and the very least that we can do for older citizens is to afford them the dignity of being able to care for such basic things as going to the bathroom or taking a bath under convenient conditions inside their homes.

Another area and this is the last specific area that I want to mention, Senator, is one that deals with the regulations and rules for receiving public assistance as they apply to the rural area, to the rural elderly.

A lot of elderly throughout the State of New Mexico are disqualified from receiving services and benefits because they own a piece of non-income-producing property. This happens when the value of the property is counted among the person's assets and although the property is not producing income or anything else of value, this often puts a person in a financial bracket which precludes qualifications for even emergency aid under the system as it now exists. That land is family land that's been handed down from generation to generation. It is part of the person's history and even identity. It's part of a person's self.

And I don't think, Senator, and I hope you agree with me that non-income-producing property should be counted as an asset unless and until it is sold.

And we have to recognize this, in this regard, that a landholding in rural area is very different from a landholding in an urban area and should not be counted in the same manner.

And to finish off, let me just say this, that people in the rural areas encounter the same problems that people elsewhere in the country have done, but to a much more severe degree. Fixed incomes, cost of heating fuel and utilities, weatherization, adequate transportation, nutrition, need for health care, these are the problems that all of the elderly encounter.

But I think that we need to keep in mind that for the rural elderly, these are much more crippling.

And we need to keep that in mind as we deal with problems, posing solutions to their plights.

Thank you, Senator, for the opportunity.

Senator DOMENICI. Thank you very much, Robert. We are delighted to have you.

[The prepared statement of Lieutenant Governor Mondragon follows:]

PREPARED STATEMENT OF LT. GOV. ROBERTO A. MONDRAGON

As a former director of the New Mexico Commission on Aging and now as Lieutenant Governor and the official executive liaison to the State Agency on Aging, I am deeply concerned with the problems and issues which affect senior

citizens. I am very pleased to have this opportunity to share some of my views and concerns with you, especially as they relate to the elderly who live in the rural, outlying areas of our State and our Nation. I am in agreement with the basic premise of these hearings—that the rural elderly have difficulties and needs which are unique and that we must examine those difficulties and needs and seek solutions for them. When we consider the plight of the rural elderly, I believe that we should be looking particularly at the following three issues: Institutionalization, adequate housing, and the current standards and regulations for public assistance as they are applied to the rural elderly.

LONG-TERM CARE

Anyone who has checked the rates for long-term residential care is well aware of the financial burden they place on the family or social service system which must pay to keep an elderly person institutionalized. Most nursing homes have rates that range in the vicinity of \$1,000 per month. In the case of the rural elderly who must be institutionalized, the difficulties are compounded. Nursing homes and other live-in facilities for the aged are often located long distances from rural towns or communities. Families must travel those distances to visit the institutionalized parent or grandparent, thereby incurring additional high costs for transportation or gasoline. The problem does not end there, however. I think we are all cognizant of the threat of severe emotional trauma which accompanies the institutionalization of a family member. Those remaining at home experience guilt, separation anxiety, and other emotional stress. The institutionalized person who is deprived of familiar surroundings and important daily interaction with family and friends suffers his own kind of loneliness, distress, and emotional turmoil which often worsens his disabled condition. Long distances between home and institution only serve to deepen the trauma for the institutionalized. This situation becomes even more complicated and acute in the case of our Indian elderly who, when placed outside the home for care, must leave behind not only the family but also the entire culture of the reservation for unfamiliar customs and traditions and methods at the nursing home.

ALTERNATIVES TO INSTITUTIONALIZATION

We must look carefully at alternatives to institutionalization. I'm referring here to programs such as critical in-home care, homemaker and day care programs, senior companion programs, which permit older persons who cannot totally care for themselves to remain comfortably at home, in familiar cultures and surroundings, and possibly with their respective families. We must place special emphasis on these kinds of programs so that not only the American Indian but our rural elderly in general will not be insensitively torn away from tradition and culture. In instances where there is no other alternative to institutionalization, I would support programs to assist both families and the institutionalized elderly themselves to deal with the trauma and emotional stress of the separation process.

OUTSIDE TOILETS

We have a situation here in New Mexico which affects the rural elderly and which, I believe, must be remedied completely and swiftly. I am speaking about housing which has no indoor plumbing facilities. It has been my experience in trying to solve individual problems of this nature that there is very little funding available to assist with the installation of inside bathroom facilities. It is time that we address this widespread and troublesome problem in a way that will assure that our rural elderly have these essential facilities. We are dealing here not only with physical convenience but with human dignity. I firmly believe that the very least that we can do for our older citizens is to afford them the dignity of being able to care for such basic needs as going to the bathroom or taking a bath under convenient conditions inside their own homes.

RURAL PAUPER REGULATIONS

Finally, I think a matter which deserves your attention is the entire area of standards and regulations for public assistance as they are applied to the rural elderly. Currently, many rural elderly are disqualified from receiving certain

benefits and financial aid on the basis of their ownership of a piece of non-income-producing property. This happens when the value of the property is counted among a person's assets. Although the property is not producing income or anything else of value this often puts a person in a financial bracket which precludes qualification for even emergency aid under the system as it now exists. I believe that we must come to grips with the special circumstances of the economically disadvantaged rural elderly who own a piece of nonproductive land. That land is often "family" land which has been handed down from generation to generation. It is a part of the elderly person's history, culture, and identity. It is a part of that person's self. Non-income-producing property should not be counted as an asset unless and until it is sold. We must realize that there are cultural and traditional differences between the poor in the urban megalopolis areas of the East and our poor in the sprawling areas of rural New Mexico. Standards and regulations for assistance must reflect these differences in order to be just and fair and in order for social service programs to accomplish their real purpose. A landholding in our rural areas is very different from a landholding in the urban environment and should not be counted the same.

OTHER

There are other important issues which need consideration as they regard the rural elderly. Many of them are identical to the issues which affect all senior citizens throughout our Nation. They involve the difficulty of living on fixed incomes, the high cost of heating fuels and utilities, the need for weatherization of homes, adequate transportation and nutrition and adequate health care. I want to close by encouraging all agencies and programs which deal with these issues to take the time to assess the special way in which they impinge on the rural elderly. In many ways, the hardships suffered by the rural elderly are more severe and more crippling than those of the urban elderly. Let us always keep this fact in mind when discussing the plight of our Nation's senior citizens and when proposing solutions to their plight.

Please accept my sincere appreciation to you for this opportunity to express what I believe to be some of the most vital concerns of New Mexico's rural elderly today.

Senator DOMENICI. Donald Montoya.

STATEMENT OF KATARINA MONTOYA, LAS VEGAS, N. MEX.

Mrs. MONTOYA. My husband asked me to give you his message.

The people I am associated with in Espanola and the biggest priority is health. And transportation, is the most—to them, that's the most important thing in the rural area.

But the transportation is bad for someone to get here because they don't have any transportation. And that is their main concern. The Compacino de Salud could do very well servicing the county if they had transportation to transport the elderly. That is their concern.

Senator DOMENICI. In the services that Compacino de Salud provides, which is principally medical, are they able to provide transportation based on their funding or must they go elsewhere for transportation?

Mrs. MONTOYA. No; they are not funded for transportation. They have to go elsewhere, like senior citizen vans, which transport their patients. But like the other places, they don't get.

Senator DOMENICI. And we understand that Donald had to leave?

Mrs. MONTOYA. He had to leave, sir, yes.

Senator DOMENICI. All right, do you have any further comments?

Mrs. MONTOYA. No; that's all.

Senator DOMENICI. Thank you very much.

Is Pedro Gallegos here?

STATEMENT OF PEDRO V. GALLEGOS, VILLANUEVA, N. MEX.

Mr. GALLEGOS. Senator, I just want to have you give me your attention for just a few moments.

I come from an area where there are 15 communities. And they are down in a valley and I can guarantee you that there is more than 150 senior citizens in that area.

And on account that we don't have any, enough transportation, we're serving only about 40 of those 150.

So what we need most in that community would be, we have within our community we have our own, a little bus that carries around 13 or 14 senior citizens. And that's too small.

And besides that we have a driver that drives only 4 hours a day so we cannot contact not even one-fourth of the senior citizens.

What we need most is that CETA would provide us with a driver that would work at least 8 hours a day and that way we could contact, there are a quite a few communities and some of the senior citizens don't even know what is going on.

And I would like to see if we could find some way to contact them and see that they come for their stamps or their medical literature and data.

Senator DOMENICI. You didn't tell us where these communities were.

Mr. GALLEGOS. Well, they are in Pecos Valley.

Senator DOMENICI. Pecos Valley.

Mr. GALLEGOS. From San Jose down, the farthest down in the valley.

Senator DOMENICI. All right.

Mr. GALLEGOS. And we have a little, but like I told you, we can help only about 30 of those people.

And I would like to talk for the people in Pecos. They tell me they have about 140 senior citizens. And they don't have transportation.

I don't see why, maybe the people are not working together or why, I don't know. But they told me that they have 140 senior citizens, and some of those senior citizens I've seen taken to San Jose, which is quite far for them to ride.

And I would think that there is no problem to have a place for them to meet right there.

And with this, I thank you and I would like to welcome you to the community of Las Vegas and besides that I would like to welcome you down to our part of the State, we would like to see you there sometimes.

So thank you very much.

Senator DOMENICI. Thank you very much. Tomacita Mares.

**STATEMENT OF TOMACITA MARES, LAS VEGAS, N. MEX.,
STATEMENT GIVEN IN SPANISH AND INTERPRETED BY
SENATOR DOMENICI**

Senator DOMENICI. Let me do this, Tomacita. I don't think that you should have to tell us about your personal problems here.

So if you will just wait here, we will talk to you privately.

Do you see Lou Galleos over there?

Lou, would you talk to Tomacita so she won't have to talk to everybody about her own personal problems.

Thank you very much.
John.

STATEMENT OF JOHN M. HABERL, LAS VEGAS, N. MEX.

Mr. HABERL. Thank you, Senator, and I will try to be very brief. First, I'm 75 years old, and for 50 years I've lived by this creed: "It matters not, his tint of skin, the Gods he serves, the vintage that he drinks, nor the way he fights, nor loves, nor sins, but the quality of thought he thinks."

So, to me, a minority is any person in need.

I was a delegate to the White House Conference on Aging. I am the original director of the Sierras Yllanos Action Agency. I have been involved for many years with the elderly and the poor. And I know completely their needs, I think, as well as anybody.

Now one of the things that you mentioned before is the fact that many of the people being served do not realize the realities of the Federal Government. That is that Congress may pass a law, and once it is passed, then they have a director on the national level.

He has the responsibility of making regulations. They do not always reflect precisely the intent of Congress and this makes a problem.

I want to make it known that CIMA is the only provider in San Miguel County of transportation for the rural people.

It's difficult for many of these agencies to come up with the matching funds to apply for a Federal grant.

I would like to have some consideration for looking into the possibilities of reducing the requirements for matching funds.

The next thing that's involved here is services for which I will provide you with documentation. It has to do with nepotism and favoritism. I have documentation available. The nepotism is very well documented. The other allegations are based upon favoritism, not between parties, but favoritism within the party for the purpose of gathering votes.

And the commissioners of San Miguel County have tried for 2 months to have a meeting to get answers to questions. They have been prevented from getting them by having an injunction served upon them preventing them from holding a meeting at which they could ask the questions which are necessary.

Thank you very much for your time, Senator.

Senator DOMENICI. Are you going to provide us with that in detail?

Mr. HABERL. Yes; I didn't have time this morning, but I will make a complete documentation.

Senator DOMENICI. Very good. Thank you very much. [Applause.]

Magdalena Garcia.

While she is coming up, let me just take this opportunity to thank LeRoy Lucero and his staff for the help they've given us in setting up the facility and providing refreshments to the Las Vegas police and the State police. I would also like to thank the security people. We thank you very much. You've done a splendid job and we are most appreciative.

I want to thank the staff that came here to put the hearing together, our Committee on Aging in Washington. The minority staff director,

Dave Rust. We thank you very much for all your effort, Dave. Betty Stagg to our right, Kathy Makris, Nell Ryan, and Tony Arroyos. [Applause.]

STATEMENT OF MAGDELENA GARCIA, LAS VEGAS, N. MEX., STATEMENT GIVEN IN SPANISH AND INTERPRETED BY SENATOR DOMENICI

Senator DOMENICI. All right, muchisimas gracias, thank you very much.

She has said that transportation is a very serious problem. Service providers can't get out into some of the communities and can't bring seniors in to provide the services.

Let me say to everybody here, I apologize for the long delay. It's been a wonderful morning. We thank you very much. We will continue to do everything we can to get fairer treatment for rural senior citizens.

Have a good day. Thank you very much.

STATEMENT OF JOSIE DEAN, LAS VEGAS, N. MEX.

Ms. DEAN. Welcome, dear Senator, and the panel.

(Speaking rapidly, high-pitched with accent, unable to understand what she is saying.)

Senator DOMENICI. Thank you very much, Josie.

[Whereupon, at 1:45 p.m., the hearing adjourned.]

APPENDIXES

Appendix 1

MATERIAL RELATED TO HEARING

ITEM 1. STATEMENT OF THE NEW MEXICO STATE HOUSING AND RURAL DEVELOPMENT AUTHORITY

RURAL HOUSING PROBLEMS IN NEW MEXICO

The rural nature of New Mexico has contributed, and will continue to contribute, to serious existing housing problems in our State.

Nationwide, the long-term trend of rural-to-urban migration has been reversed, as noted in the recently published Small Community and Rural Development Policy adopted by the Carter administration. The annual growth rate of rural areas has averaged 1.3 percent since 1970, exceeding the rate of growth in urban areas by 40 percent. Like other Western States, New Mexico shares this change in rural growth patterns. A recent publication of the Los Alamos Scientific Laboratory states:

"From 1970 to 1976 (the period examined in our study), the 29 nonmetropolitan counties together gained a net 38,000 persons, almost 6 percent of their 1970 population. During the same period, New Mexico's three metropolitan counties also were growing: they gained a net 29,000 persons, more than 8 percent of their 1970 population. The 14 percent overall growth rate of the nonmetropolitan counties, including the effects of birth and death, was just below the 16 percent overall growth rate of the Western United States. Although 9 of these counties had net losses and 6 had little or no gain, 14 of them gained more than 4.5 percent of their 1970 populations. Several factors stimulated growth in the 14 counties."¹

If available estimates and projections approximate reality, at least 230,000 and perhaps as many as 370,000 New Mexicans live in substandard housing conditions. Those conditions are described in a recent White House report as hazards both to health and safety. Most of those conditions are found in rural areas of the State. In rural areas, nearly 50 percent of all homes were found to be substandard by the 1970 census.

Dilapidated homes, inadequate plumbing facilities, and overcrowding are present realities in New Mexico for some 60 percent of the rural population. Among minorities and the elderly, and for all New Mexicans with low incomes, the incidence of substandard housing is often greater. Seventy-eight percent of Indian housing is substandard; 52 percent of Spanish surnamed or speaking citizens live in conditions hazardous to health and safety. Mora County, for example, has the highest percentage of Spanish surnamed citizens, the highest indices of poverty, and the highest percentage of substandard housing in the entire State. The county also has a high percentage of elderly (11.9 percent) in its population.

A recent study of elderly housing conducted by Highlands University graduate students working with the State Housing and Rural Development Authority is revealing.

The study was conducted during December 1979 and February 1980. It involved a 10 percent random sample of the elderly population of Mora County. The purpose of the study was to document the preferences for housing of the rural elderly in Mora County.

The study indicated that a large majority of those interviewed are lifelong residents. Homeownership is as high as 87 percent. The number of years living

¹Joyce Gross Freiwald, "Migration Trends in New Mexico," LASL Mini Review, 79-52, March 1980.

in the same house and location was as high as 75 years, indicating minimal migration to urban centers by the elderly. Land titles seem to be an issue which is disputed more by Federal agencies than local residents. Independence was a value most cherished. Preferences for detached homes with neighbors nearby was most important. Type of construction most often preferred by the elderly was adobe, giving reasons of heat retention, authenticity, less noise, less costly, and easier to repair. The type of heating most often chosen for heating was wood.

Some of the needs which were most often stated were lack of or poor plumbing, water facilities, sewer facilities, inadequate storage, and lack of foundations which caused large cracks on walls.

Local housing authorities and local government officials are willing to work in developing public housing (section 8, 502 renovation, and public facilities through CDBG grants) for the elderly. However, the elderly have a lack of awareness of programs and have a reluctance toward seeking available help. Services which maintain the elderly in their homes would be most helpful and acceptable. Continuation of adequately funded programs in home renovation and energy conservation will help the elderly improve their housing.

In addition to maintaining the physical structure, the elderly themselves should not be ignored in providing such things as transportation and visiting services.²

Rural housing conditions in New Mexico can be changed. Especially, priority needs among low-income families, the elderly, and minorities must be addressed. Those priority needs include the following areas:

(A) *Increase Federal and State funding of housing programs for the needy.*—There are approximately 10,284 units of federally assisted housing in New Mexico. There is an immediate need for 8,000 additional units. The 1980 HUD budget, even though it is higher than last year, still falls short of producing the units that we in fact need. And, if the Federal Government follows the existing trend, we can expect that the coming 10 years will produce even fewer units each year.

State government must also realize that the complexity and magnitude of our housing problems require that we meet the Federal Government halfway. We must develop State funding for housing programs such as the rehabilitation programs now administered by the State Housing Authority (SHA). The SHA presently administers a home repair program for the elderly which has provided assistance to some 60 families. This type of program, because it attracts Federal dollars for similar purposes, is to be encouraged.

(B) *Improve housing service delivery systems.*—The State of New Mexico has one of the best mechanisms for the delivery of housing to its citizens among the States of the Union. It is not now delivering sufficient services, however, because of the lack of local technical expertise. The State Housing Authority needs to be strongly supported in its efforts to strengthen the local delivery entities.

Another action which must be taken is the restoration of the HUD/FHA insuring office in Albuquerque to a full-service office. Presently, our housing authorities and developers must travel to Dallas to process any project developed in New Mexico. With our existing problems, and our projected growth, anything short of a full service HUD office in New Mexico is and will continue to be inadequate. There is a need for better coordination with the Farmers Home Administration office. It is important that the State assist this USDA housing and community development agency to target its moneys where they are most needed.

Since there exist several Federal housing agencies which can provide housing funds, the State has a clear responsibility to inform the public that these agencies exist and what they can do for them. Many times, our local folks are not aware of the possibilities that exist for them. It would also help if information on housing programs would be made available in both Spanish and English.

There needs to be an emphasis on the rehabilitation of our existing housing stock. Inflationary prices of materials, the high cost of land development, and high interest rates require that we do everything possible to conserve our existing stock.

(C) *Stimulate new housing construction.*—Housing construction is one of the largest industries in the country and in the State. For several reasons, including the fact that we have an inadequate stock, housing construction for the low, as well as the moderate income, must be encouraged. Nationwide data compiled as of July 1974, adjusted to July 1978, indicates that an average new home costing \$36,900 consumes \$8,598 in construction materials, provides for 1 full year of employment at the job site for 1.5 persons; adds \$136,900 directly to the gross

² Sam Aragon and Dennis Atencio (unpublished manuscript), 1980.

national product; creates \$59,424 in nonresidential construction; pays \$1,033 in real estate taxes; and brings \$1,193 in gas, electric, and telephone utilities. In New Mexico, residential building construction has a total multiplier of 2.319.

We need to develop new and innovative financing arrangements and opportunities which reduce interest rates, and/or provide tax incentives to homeowners.

Also, we need to amend the finance agency laws to enable them to finance multi-family housing for the low- and moderate-income.

Another factor which we must now seriously consider is that energy consumption continues to increase our reliance on increasingly expensive foreign fuel imports; in the past, little attention has been paid to the energy conservation in the design and construction of housing because of the plentiful and cheap supply of energy. Rising energy costs have provided the incentive to reduce energy consumption in housing through design and application of new energy sources.

We must advocate for an increase in the use of energy efficient and energy conservation techniques in new home construction and the retrofitting of existing units. We must also promote native materials, such as adobe, for the construction of new homes.

Presently, there exists within our State a broad variety of needs and outlooks. The needs of McKinley and San Juan Counties, impacted directly by coal development and energy, are totally different from the needs and the concerns of Roosevelt or Dona Ana Counties, which are predominantly agricultural. Nonetheless, all of these areas share serious housing problems. Those problems will continue to impact on those communities in the coming decade.

In New Mexico, we are victims of what has been referred to as the "sunbelt syndrome." Easterners who have grown tired of gas shortages, overcrowding, and other unsuitable circumstances, have found New Mexico's vastness and beauty quite conducive for a preferred lifestyle. It is expected that newcomers will continue to immigrate to our State during the coming decade.

Today, there is a lack of visibility of the problems of housing within our communities. There are no vast ghettos. There is, however, a multiplicity of deteriorating and dilapidated houses which are too often overlooked as isolated examples within the community. A splendid vista of the Sangre de Cristo mountains in which an isolated casita may seem so charmingly integral can overwhelm perception of an underheated and overcrowded home, where people live without water or comfort.

Land control also is and will continue to present problems. For example, there are 121,600 square miles of land in the State of New Mexico. Of that 121,600 square miles, 33 percent is federally owned, 12 percent is State owned, and 9 percent is Indian owned, and 46 percent is privately owned. Land which can be developed is at a premium.

In the past decade, a minimum addition of 70,000 housing units was required to keep pace with population growth. In the next 10 years, nearly 80,000 more units will be needed. But as well as expand, New Mexico must improve upon its housing stock. Of some 400,000 housing units in the State, 25 percent—more than 90,000 homes—are classified as substandard. If projected growth in housing maintains present configurations, nearly 114,000 homes of a total 437,000 units will be substandard in 1990.

EXHIBIT A.—10-YEAR HOUSING PROJECTIONS FOR STATE OF NEW MEXICO

[Based on 1970 census data and population projections of the Bureau of Business and Economic Research, University of New Mexico]

	<i>Rural (1970)</i>
1970 population, ¹ 1,016,000	305,295
1980 population, ² 1,266,600	-----
1990 population, ² 1,539,000	-----
1970 percent population in housing units, ¹ 0.97	.98
1970 persons per occupied unit, 3.42	3.8
1970 percent of total units occupied, 0.90	.84
1970 percent of units vacant, 0.10	.156
1970 percent units lacking some/all plumbing, 0.10	.27
1970 percent occupied units lacking plumbing, 0.08	.24
1970 percent of units overcrowded, 0.15	.21
1970 percent units overcrowded and lack plumbing, 0.04	.13
1970 percent units substandard, 0.24	.49
1970 percent population in substandard units, 0.24	.58

EXHIBIT A.—10-YEAR HOUSING PROJECTIONS FOR STATE OF NEW MEXICO—Con.

	<i>Rural (1970)^f</i>
1970 population in housing units, ¹ 988,853	298, 229
1980 population in housing units, 1,228,602	
1990 population in housing units, ¹ 1,492,830	
1970 year-round housing units, 322,294	94, 216
1980 year-round housing units, ³ 399,156	
1990 year-round housing units, ³ 485,000	
1970 occupied housing units, 289,389	70, 501
1980 occupied housing units, 359,240	
1990 occupied housing units, 436,500	
1970 vacant year round, 32,905	14, 715
1980 vacant year round, ⁴ 37,910	
1990 vacant year round, ⁴ 48,500	
1970 substandard units, ⁵ 76,688	46, 153
1980 substandard units, ⁵ 93,802	
1990 substandard units, ⁵ 113,975 (39,438×3.8=) 149,864 (×4.5=)	177, 471
1970 population in substandard units ⁶ (68,324×3.42=) 233,668 (6a)	
(×4.5=)	307, 458
1980 population in substandard units ⁶ (82,625×3.42=) 282,578 (6a)	
(×4.5=)	371, 813
1990 population in substandard units ⁶ (99,375×3.42=) 339,863 (6a)	
(×4.5=)	447, 188
1970 total units lacking plumbing, 32,369	25, 574
1980 total units lacking plumbing, ⁷ 39,916	
1990 total units lacking plumbing, ⁷ 48,500	
1970 occupied units lacking plumbing, 24,005	18, 859
1980 occupied units lacking plumbing, ⁸ 28,739	
1990 occupied units lacking plumbing, ⁸ 34,900	
1970 vacant units lacking plumbing, 8,364	6, 715
1980 vacant units lacking plumbing, ⁹ 9,478	
1990 vacant units lacking plumbing, ⁹ 12,125	
1970 overcrowded units (1.01+/room), 44,319	20, 579
1980 overcrowded units ¹⁰ (1.01+/room), 53,886	
1990 overcrowded units ¹⁰ (1.01+/room), 65,475	
1970 overcrowded and lack plumbing, 11,676	9, 956
1980 overcrowded and lack plumbing, ¹¹ 14,369	
1990 overcrowded and lack plumbing, ¹¹ 17,460	

¹ Bureau of the Census. 1970 Census of Housing, Detailed Housing Characteristics—New Mexico, HC(1)—B33 N. Mex. Table 60.

² Lynn Wombold, Estimates and Projections of the Population of New Mexico by County, 1975-90, Bureau of Business and Economic Research, University of New Mexico, Albuquerque (April 1979). Series I, table 10 (BBER).

³ New Mexico State Housing Authority computation derived from BBER population projections. Thus, BBER population multiplied by 1970 percentage of population in housing divided by 1970 persons per occupied unit divided by 1970 percentage of occupied units. Detail may not sum to total due to rounding differences.

⁴ Derived from subtraction of occupied units from year-round housing units.

⁵ Sum of total units lacking plumbing and overcrowded units.

⁶ Derived from sum of occupied units lacking plumbing and overcrowded units multiplied by (6) 1970 persons per occupied unit and (6a) Farmers Home Administration multiple 4.5 persons per unit in low income housing. The latter assumes a correlation between substandard housing and low income (percent of population in substandard housing units is derived from the latter multiple).

⁷ Total units lacking plumbing is a contraction of the census term "lacking some or all plumbing facilities." Derived from 1970 percentage.

⁸ Derived from 1970 percentage.

⁹ Derived by subtraction of occupied units lacking plumbing from total units lacking plumbing.

¹⁰ Overcrowded units are those with 1.01 or more persons per room. Derived from 1970 percentage.

¹¹ Derived from subtraction of overcrowded sum with all plumbing facilities from overcrowded sum. 1970 percentage.

EXHIBIT B.—NEW MEXICO HOUSING DATA SUMMARY

EXPLANATION OF SOURCES

Data for population and housing are derived from the 1970 Census, U.S. Bureau of the Census, Census of Population, 1970, PC(1)-B33 and PC(1)-C33; General Housing Characteristics, United States Summary, HC(1)-A1; Detailed Housing Characteristics, New Mexico, HC(1)-B33; and the New Mexico Statistical Abstract, 1977 edition, published by the Bureau of Business and Economic Research, University of New Mexico, Albuquerque, 1977.

Projected 1980 populations are from Lynn Wombold, Estimates and Projections of the Population of New Mexico by County, 1975-90. Bureau of Business and Economic Research, University of New Mexico, Albuquerque, N. Mex., April 1979. Series I, table 10.

"Percent Poverty" in each block represents the relative percentage of poverty, following data provided by the Dallas Regional Office, Department of Housing and Urban Development.

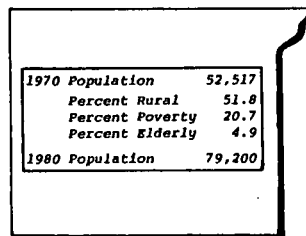
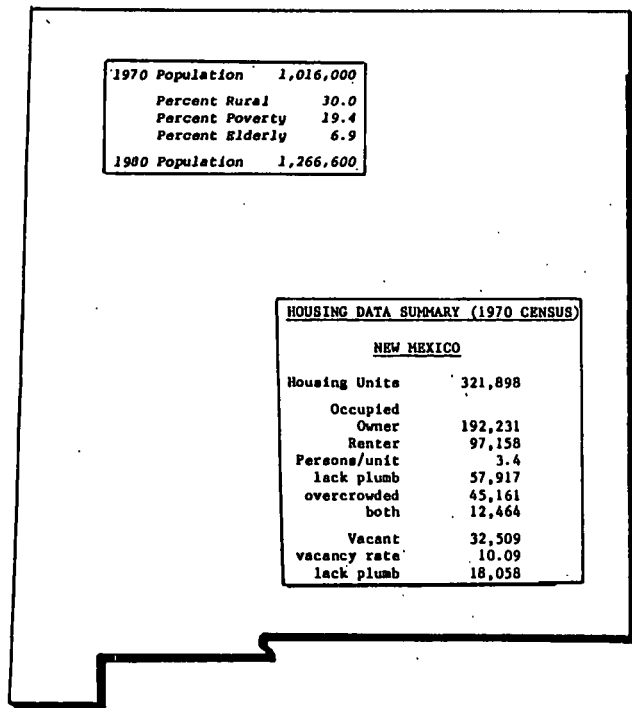
Information regarding building permits issued was collated by Sam Aragon, Dennis Atencio, and Ramon Trujillo, New Mexico Highlands University graduate students performing work-study with the State Housing Authority during the 1979-80 academic year. The data for 1979 on the tables reflect permits recorded through September 1979.

The data is arranged according to State planning regions.

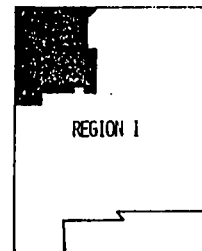
RACIAL AND ETHNIC DISTRIBUTION OF POPULATION (AS PERCENT OF TOTAL)
BY COUNTY, NEW MEXICO, 1970

	<u>White</u>	<u>Negro</u>	<u>Indian</u>	<u>Other</u>	<u>Spanish Language or Surname</u>
State	90.1	1.9	7.2	0.8	40.1
McKinley	37.0	0.9	61.3	0.7	20.0
San Juan	63.9	0.6	35.1	0.4	13.1
Colfax	98.7	0.5	0.4	0.4	53.1
Los Alamos	98.7	0.4	0.5	0.4	17.8
Mora	99.7	-	-	0.2	94.6
Rio Arriba	88.1	0.2	10.9	0.8	82.2
San Miguel	98.3	0.4	0.4	0.9	81.7
Santa Fe	97.0	0.5	2.0	0.4	64.9
Taos	91.4	0.2	6.8	1.6	86.3
Bernalillo	95.3	2.1	1.8	0.8	39.2
Sandoval	60.4	0.1	38.9	0.6	63.8
Torrance	99.4	-	0.1	0.5	52.6
Valencia	83.9	0.5	15.0	0.6	55.8
Curry	91.9	6.4	0.3	1.4	17.4
De Baca	99.6	0.2	0.1	0.2	40.8
Guadalupe	99.5	0.1	-	0.4	84.5
Harding	99.5	-	0.5	-	49.3
Quay	97.9	1.1	0.2	0.8	36.0
Roosevelt	97.7	0.7	0.6	1.0	15.3
Union	98.8	0.1	0.2	0.9	28.3
Catron	98.2	0.3	0.5	1.0	39.2
Grant	98.3	0.5	0.4	0.8	56.1
Hidalgo	98.6	0.4	0.4	0.6	58.8
Luna	97.4	2.0	0.1	0.5	46.5
Chaves	94.5	3.3	1.4	0.9	27.9
Eddy	97.1	2.2	0.2	0.5	30.5
Lea	93.7	5.3	0.4	0.7	12.5
Lincoln	97.5	0.5	1.1	0.9	34.0
Otero	90.7	4.5	3.9	0.9	23.7
Dona Ana	96.7	1.9	0.3	1.1	50.8
Sierra	99.1	0.1	0.2	0.5	35.8
Socorro	91.0	0.7	7.2	1.1	60.0

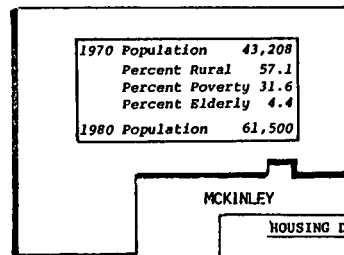
Source: U.S. Bureau of the Census, Census of Population, 1970
PC(1)-B33 and PC(1)-C33.



SAN JUAN

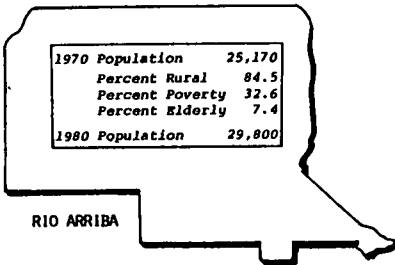


REGION I

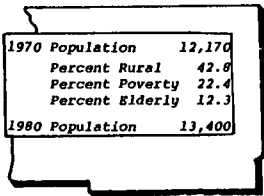


MCKINLEY

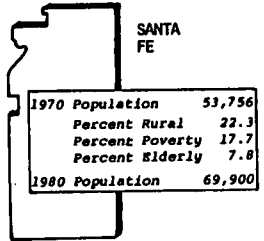
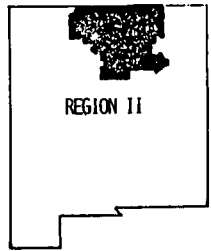
HOUSING DATA SUMMARY (1970 CENSUS)		
	SAN JUAN	MCKINLEY
Housing Units	14,746	10,506
Occupied		
Owner	9,015	5,395
Renter	4,254	4,280
Persons/room	3.9	4.4
lack plumb	3,582	4,027
overcrowded	2,281	3,394
both	1,707	2,696
Vacant	1,477	831
vacancy rate	10.02	7.91
lack plumb	560	506



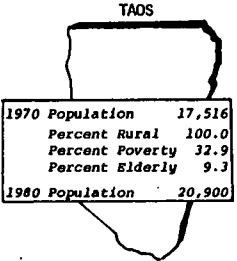
RIO ARRIBA



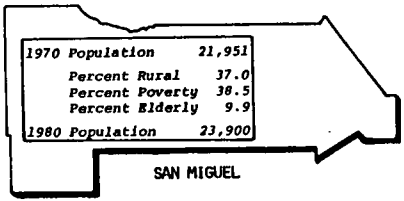
COLFAX



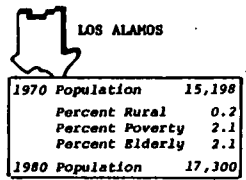
SANTA FE



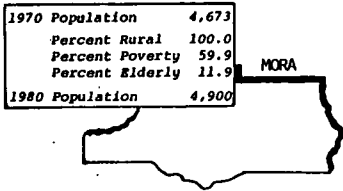
TAOS



SAN MIGUEL



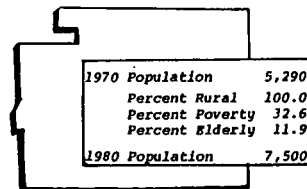
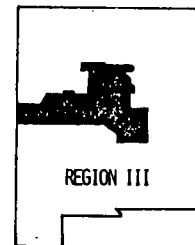
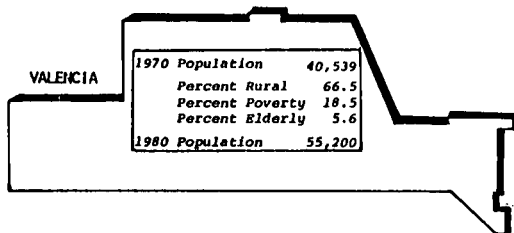
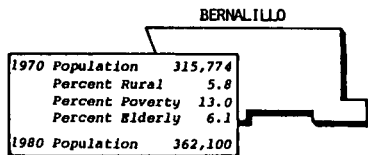
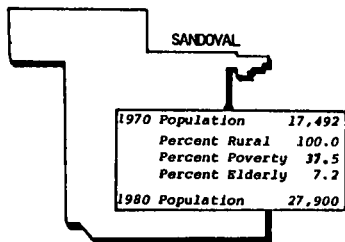
LOS ALAMOS



MORA

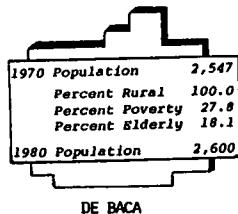
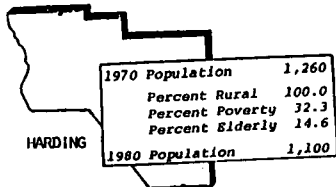
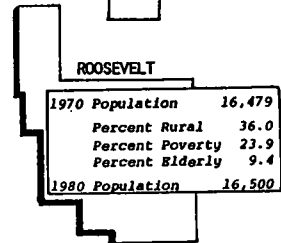
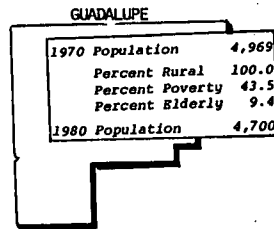
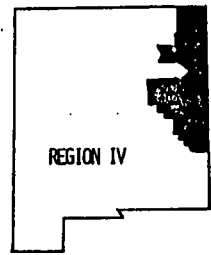
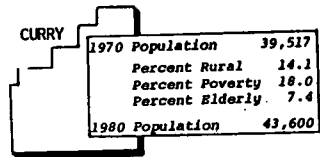
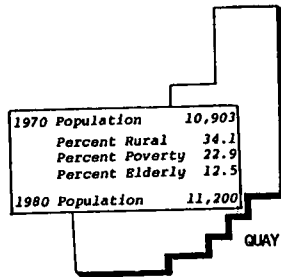
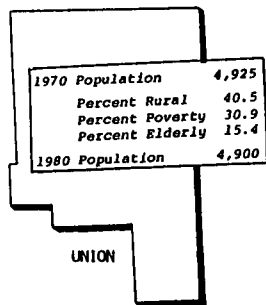
HOUSING DATA SUMMARY (1970 CENSUS)

	COLFAX	LOS ALAMOS	MORA	RIO ARRIBA	SAN MIGUEL	SANTA FE	TAOS
Housing Units	4,785	4,706	1,713	7,381	6,929	16,131	5,983
Occupied							
Owner	2,668	3,214	947	4,910	3,694	10,321	3,657
Renter	1,126	1,247	333	1,483	1,812	4,978	1,154
Persons/room	3.1	3.4	3.6	3.9	3.5	3.4	3.6
lack plumb	591	-	643	2,266	1,744	738	1,728
overcrowded	244	253	344	1,873	1,167	2,506	1,076
both	55	-	215	1,050	625	270	526
Vacant	991	245	433	988	1,423	831	1,172
vacancy rate	20.7	5.2	25.3	13.4	20.5	5.1	19.6
lack plumb	403	10	379	592	793	189	768



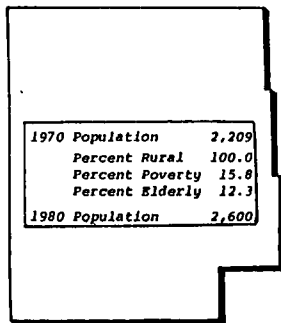
TORRANCE

HOUSING DATA SUMMARY (1970 CENSUS)				
	<u>BERNALILLO</u>	<u>SANDOVAL</u>	<u>TORRANCE</u>	<u>VALENCIA</u>
Housing Units	98,634	4,602	1,907	11,363
Occupied				
Owner	61,514	3,323	1,231	7,574
Renter	32,709	818	390	2,761
Persons/room	3.3	4.1	3.2	3.9
lack plumb	2,380	1,421	303	1,765
overcrowded	9,741	1,468	264	2,616
both	888	946	95	966
Vacant	4,282	461	286	1,028
vacancy rate	0.43	0.10	0.15	0.09
lack plumb	544	199	108	370

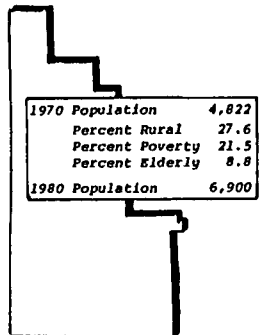


HOUSING DATA SUMMARY (1970 CENSUS)

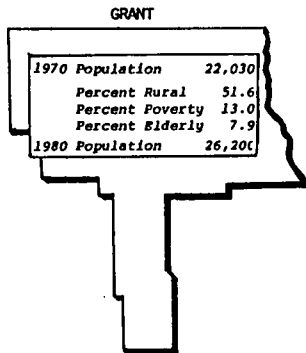
	CURRY	DE BACA	GUADALUPE	HARDING	QUAY	ROOSEVELT	UNION
Housing Units	12,390	1,240	1,646	607	4,238	5,718	1,952
Occupied							
Owner	6,805	677	958	309	2,493	3,190	1,152
Renter	4,657	228	388	125	1,149	1,918	477
Persons/room	3.2	2.9	3.6	2.9	3.0	2.9	2.9
lack plumb	102	74	356	104	169	73	89
overcrowded	1,198	88	332	59	416	446	155
both	25	8	127	23	39	9	16
Vacant	928	335	300	173	596	610	323
vacancy rate	7.5	27.0	18.2	28.5	14.1	10.7	16.5
lack plumb	55	57	170	113	87	126	119



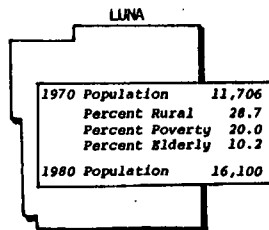
CATRON



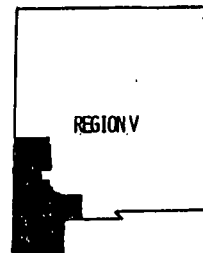
HIDALGO



GRANT

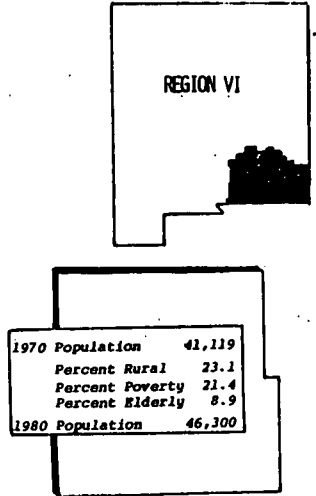
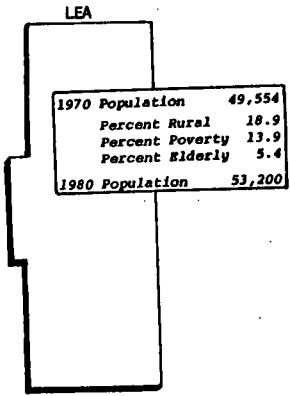
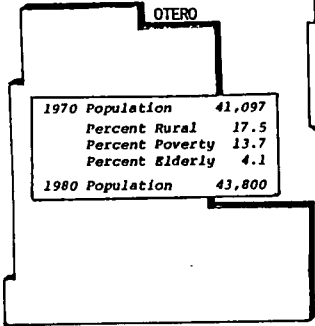
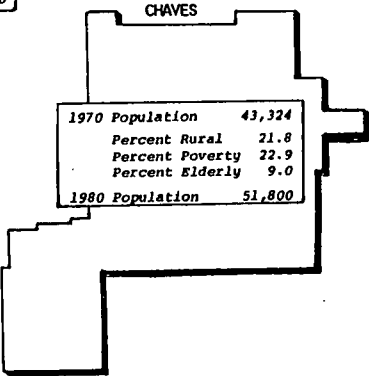
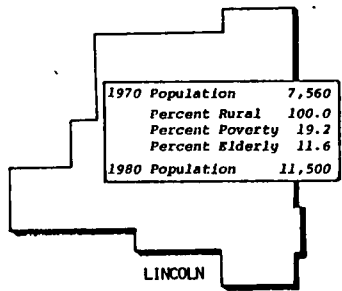


LUNA



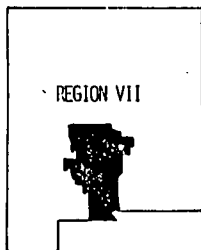
REGION V

<u>HOUSING DATA SUMMARY (1970 CENSUS)</u>				
	CATRON	GRANT	HIDALGO	LUNA
Housing Units	908	6,942	1,525	3,909
Occupied				
Owner	534	4,199	859	2,355
Renter	183	2,043	491	1,181
Persons/room	3.1	3.4	3.6	3.3
lack plumb	178	494	65	230
overcrowded	117	953	284	587
both	31	213	18	78
Vacant	191	700	175	373
vacancy rate	21.0	10.1	11.5	9.5
lack plumb	74	132	16	55

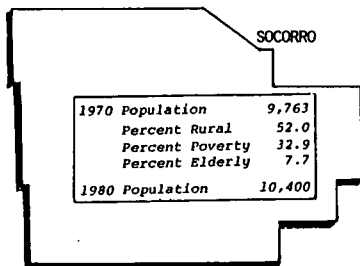


HOUSING DATA SUMMARY (1970 CENSUS)

	<u>CHAVES</u>	<u>EDDY</u>	<u>LEA</u>	<u>LINCOLN</u>	<u>OTERO</u>
Housing Units	17,700	15,070	17,107	3,664	12,077
Occupied					
Owner	8,819	6,657	10,441	1,797	6,665
Renter	4,355	3,870	4,555	643	4,269
Persons/room	3.2	3.2	3.3	3.3	3.6
lack plumb	284	449	196	205	212
overcrowded	1,507	1,461	1,735	309	1,324
both	80	147	38	51	83
Vacant	4,526	2,410	2,111	1,224	1,143
vacancy rate	25.6	16.9	12.3	33.4	9.5
lack plumb	334	303	222	274	138

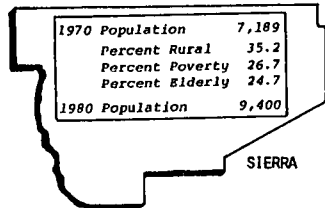


REGION VII



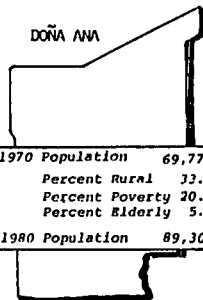
SOCORRO

1970 Population	9,763
Percent Rural	52.0
Percent Poverty	32.9
Percent Elderly	7.7
1980 Population	10,400



SIERRA

1970 Population	7,189
Percent Rural	35.2
Percent Poverty	26.7
Percent Elderly	24.7
1980 Population	9,400



DONA ANA

1970 Population	69,773
Percent Rural	33.1
Percent Poverty	20.1
Percent Elderly	5.3
1980 Population	89,300

HOUSING DATA SUMMARY (1970 CENSUS)

	<u>DONA ANA</u>	<u>SIERRA</u>	<u>SOCORRO</u>
Housing Units	19,716	3,739	3,022
Occupied			
Owner	10,994	1,938	1,931
Renter	7,530	960	785
Persons/room	3.6	2.5	3.4
lack plumb	1,144	225	449
overcrowded	3,012	315	513
both	516	36	187
Vacant	1,192	841	306
vacancy rate	6.5	22.5	10.1
lack plumb	284	219	155

Department of Housing and Urban Development - Dallas Regional Office

COMMUNITY PLANNING AND DEVELOPMENT SELECTION CRITERIA FOR DISCRETIONARY GRANTS

	1976		(for New Mexico Counties - December 1978)		Total Occupied Housing
	Population	Total Poverty Relative	Substandard Housing Total	Housing Relative	
New Mexico	1,170,738	226,640	.194	70,846	289,389
McKinley	54,419	7,207	.316	7,453	9,673
San Juan	67,931	14,068	.207	6,365	13,269
Colfax	13,308	2,979	.224	869	3,794
Los Alamos	16,454	338	.021	275	4,461
Mora	4,865	2,916	.599	1,025	1,280
Rio Arriba	28,047	9,155	.326	4,263	6,393
San Miguel	23,181	8,925	.385	2,906	5,506
Santa Fe	63,935	11,345	.177	3,227	15,300
Taos	19,848	6,531	.329	3,093	4,811
Bernalillo	369,060	50,443	.137	12,504	94,223
Sandoval	23,789	7,716	.324	2,904	4,141
Torrance	6,689	2,183	.326	575	1,621
Valencia	48,653	8,286	.170	4,279	10,335
Curry	40,875	7,364	.180	1,355	11,462
De Baca	2,548	708	.278	186	905
Guadalupe	4,898	2,130	.435	608	1,346
Harding	1,245	402	.323	173	439
Quay	11,268	2,581	.229	589	3,642
Roosevelt	16,460	3,929	.239	607	5,108
Union	4,906	1,517	.309	331	1,629
Catron	2,384	376	.158	214	716
Grant	24,126	3,141	.130	1,513	6,242
Hidalgo	6,172	1,326	.215	334	1,345
Luna	14,751	2,957	.200	800	3,536
Chaves	48,630	11,113	.229	1,965	13,175
Bddy	45,107	9,671	.214	2,055	12,527
Lea	53,665	7,448	.139	1,905	14,996
Lincoln	10,010	1,926	.192	579	2,440
Otero	42,361	5,786	.137	1,661	10,934
Dona Ana	82,307	16,510	.201	4,606	18,524
Sierra	8,705	2,328	.267	622	2,898
Socorro	10,141	3,335	.329	1,005	2,716

BUILDING PERMITS ISSUED FOR UNINCORPORATED AREAS

Recorded by the General Construction Board, Santa Fe, New Mexico

County	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	Total
McKinley	28	60	42	45	48	71	41	52	67	29	483
San Juan	48	69	89	110	165	182	188	292	181	74	1,398
Colfax	74	49	68	140	113	138	125	113	145	66	1,031
Los Alamos	0	0	0	0	0	0	4	4	2	2	12
Mora	21	27	24	30	25	27	27	41	70	20	339
Rio Arriba	144	110	220	129	130	135	84	200	120	79	1,351
San Miguel	180	346	325	321	194	210	244	172	212	112	2,316
Santa Fe	160	217	265	319	207	315	356	527	482	367	3,215
Taos	149	233	231	199	181	315	251	327	229	139	2,254
Bernalillo	341	649	890	982	588	461	3	4	25	20	3,960
Sandoval	361	365	473	526	233	293	434	644	772	673	4,774
Torrance	11	23	24	33	27	34	32	28	85	98	375
Valencia	127	292	665	325	235	263	247	394	460	280	3,288
Curry	50	39	23	26	26	30	30	29	21	131	405
De Baca	19	25	4	14	13	12	9	5	17	17	135
Guadalupe	2	2	2	7	4	16	4	29	18	9	89
Harding	2	1	0	1	0	3	1	4	5	3	20
Quay	41	34	50	30	26	34	23	26	37	27	328
Roosevelt	30	25	31	158	40	111	45	50	31	22	543
Union	3	10	114	56	61	26	12	50	36	38	406
Catron	17	11	11	10	8	12	11	10	9	14	118
Grant	59	61	175	78	71	92	103	131	159	88	1,017
Hidalgo	15	3	11	228	50	18	49	14	29	4	471
Luna	43	59	81	92	46	47	51	56	77	49	602
Chaves	25	25	30	38	33	43	52	67	74	75	460
Eddy	26	16	12	27	23	57	53	92	83	62	451
Lea	71	62	69	96	84	101	138	217	201	136	1,175
Lincoln	44	43	41	35	31	43	32	46	36	26	377
Otero	40	69	79	88	99	74	113	151	155	92	960
Dona Ana	144	183	283	394	331	363	393	452	94	77	2,714
Sierra	17	43	54	51	24	19	18	15	19	6	266
Socorro	19	6	13	25	17	25	16	15	23	11	170

RESIDENTIAL BUILDING PERMITS FOR NINETEEN CITIES

Recorded by the Bureau of Business and Economic Research
University of New Mexico

County	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	Total
Alamogordo	45	77	65	72	75	84	117	196	194	130	1,055
Albuquerque	2215	7921	8893	1932	1687	1456	2668	3696	4217	2465	37,150
Artesia	6	9	24	26	11	23	33	49	54	70	305
Carlsbad	4	7	34	77	49	100	138	140	128	66	743
Clayton	3	3	12	11	33	1	2	4	14	15	98
Clovis	221	196	227	205	168	172	278	279	248	174	2,168
Deming	61	52	93	70	56	58	66	66	78	57	599
Farmington	36	54	100	145	160	256	277	375	364	270	2,037
Gallup	12	19	48	32	108	78	118	258	210	91	974
Grants	-	-	-	-	-	-	-	-	137	102	239
Hobbs	62	78	65	48	34	50	15	192	215	144	903
Las Cruces	170	210	222	188	210	221	306	495	501	342	2,865
Las Vegas	27	38	39	22	21	24	38	72	92	46	419
Lordsburg	17	18	50	13	12	3	5	5	2	3	128
Portales	33	34	31	26	26	32	49	38	41	36	346
Raton	8	30	30	14	32	23	38	15	32	19	241
Roswell	16	12	31	42	98	136	149	218	267	198	1,161
Santa Fe	196	324	351	258	209	325	434	575	655	291	3,618
Tucumcari	3	6	16	7	8	13	6	24	16	10	109

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PUBLIC HOUSING AUTHORITIES
ASSISTED HOUSING IN NEW MEXICO

County	Public Housing Units		Sect. 8	Sect. 202	Sect. 515
	In Management	Elderly			
McKinley	276	-	40	10	115
San Juan	-	-	242	-	82
Colfax	233	64	-	-	129
Los Alamos	-	-	-	8	-
Mora	37	5	18	-	-
Rio Arriba	189	52	158	32	-
San Miguel	496	56	-	-	-
Santa Fe	637	297	152	-	-
Taos	167	36	175	-	-
Bernalillo	826	303	1563	514	-
Sandoval	10	-	-	-	-
Torrance	19	3	19	-	-
Valencia	-	-	10	-	95
Curry	-	-	142	32	10
De Baca	26	-	14	-	-
Gundalupé	158	48	40	-	-
Harding	12	-	3	-	-
Quay	90	20	49	-	12
Roosevelt	-	-	47	-	50
Union	50	30	24	-	-
Catron	-	-	6	-	-
Grant	58	28	114	-	-
Hidalgo	100	23	12	-	12
Luna	-	-	120	52	95
Chaves	-	-	326	95	-
Eddy	-	-	184	-	-
Lea	56	48	114	65	-
Lincoln	-	-	65	40	8
Otero	220	50	135	-	-
Dona Ana	620	218	374	-	36
Sierra	100	70	16	-	-
Socorro	-	-	100	150	-

Source: State Housing Authority Telephone Survey of Public Housing Authorities, November, 1979

**ITEM 2. LETTER FROM KATHRYN R. TREAT, ASSISTANT DIRECTOR/
HOME ECONOMICS, COOPERATIVE EXTENSION SERVICE, NEW
MEXICO STATE UNIVERSITY, LAS CRUCES, N. MEX., TO SENATOR
PETE V. DOMENICI, DATED APRIL 23, 1980**

DEAR SENATOR DOMENICI: I was pleased to be able to attend your hearing in Las Vegas on services to the rural elderly. The public comment was exactly the kind of input which the New Mexico Cooperative Extension Service constantly seeks in order to plan and implement meaningful and relevant programs. Although the Cooperative Extension Service is not a direct service provider, we can develop educational programs which address some of the needs cited.

You will find in Hal Geldon's written testimony, reference to programs which we have carried out specifically for the elderly and training conducted for area agency on aging staff.

However, in response to your question requesting the documented difference of cost of services for the rural elderly versus the urban elderly, the five-county area of Mora, San Miguel, Harding, Guadalupe, and DeBaca Counties is a good example for the Cooperative Extension Service. As you know, we are funded from three sources, Federal, State, and county. The above geographic area is a low population and low income area and does not have the funding to provide county support for a cooperative extension program. As a result, other funds (State and Federal) are utilized to provide some programing. Four of the counties have one cooperative extension agent, and Harding County has a one-half time agent. In addition, Mora-San Miguel has an expanded food and nutrition education program which is funded from Federal funds. Although there is more competition for funding in urban areas, the population base generates the tax dollars that are essential for our funding.

As a provider of informal adult education, we are sincerely concerned about the needs of the elderly in New Mexico and will continue to cooperate with service providers in an educational role.

Sincerely,

KATHRYN R. TREAT.

**ITEM 3. STATEMENT OF VIRGINIA CRENSHAW, ALBUQUERQUE,
N. MEX., SECRETARY, NEW MEXICO SENIOR COALITION**

The Senior Coalition is very appreciative of Senator Domenici's concern for the elderly and is grateful for the work of the Senate Special Committee on Aging.

The rural elderly many of whom are poor and frail, have a dire lack of services and assistance. Many services are non-existent, and when they do exist are fragmented.

This testimony addresses two major problem areas: (1) The lack of in-home services, and (2) the need for low-income utility assistance.

In-home care must be of the dual socio-health model. It must provide for a range from chore services to critical-in-home health care. This type of in-home service could provide significant assistance to many aged persons. For many persons, this assistance would be a viable alternative when they do not really need to be in an institution. This type of assistance has two important advantages: (1) It has the potential for a vastly improved quality of life because the person could remain at home; this is much to be preferred when to go to an institution is conducive to deterioration; (2) this type of assistance is cost effective for many patients who do not really need to be in a nursing home.

Medicare and medicaid services are too restrictive because they reimburse only the most expensive model of medical service. Some system must be designed to make better use of less money where it can be really cost effective.

Our second major problem area of concern is for low-income utility assistance. We believe this warrants the attention of the Senate Special Committee on Aging. The fixed and limited incomes which many elderly have get worse by the day in this time of inflation. The elderly are hard hit by the rising utility rates. We urge the support of any person that would provide relief and offer assistance in payment of utilities.

Thank you for this opportunity to make this statement. We have many other concerns for the plight of the elderly. We are well aware that the problems are not simple and that one difficulty affects many others. We chose to focus on these two problem areas at this time.

ITEM 4. LETTER FROM NELSON H. CRUIKSHANK, CHAIRMAN, FEDERAL COUNCIL ON THE AGING. TO HON. WILLIAM H. NATCHER, CHAIRMAN, SUBCOMMITTEE ON LABOR-HEW APPROPRIATIONS, APPROPRIATIONS COMMITTEE, U.S. HOUSE OF REPRESENTATIVES, DATED MARCH 28, 1980

DEAR MR. CHAIRMAN: You will recall that the Comprehensive Older Americans Act Amendments of 1978 (P.L. 95-478) sec. 205(d)(4), charges the Federal Council on the Aging with responsibility to make ". . . recommendations to the President, to the Secretary, the Commissioner, and to the Congress with respect to Federal policies regarding the aging and federally conducted or assisted programs and other activities relating to or affecting them." In partial response to this mandate, the Council at its meeting of March 18, 1980, after full discussion of title VI "Grants for Indian tribes for Community Programs and Multipurpose Centers" of the 1978 Older Americans Act, adopted the following resolution:

That Congress appropriate an amount of \$25,000,000 for title VI, section 608.

That the appropriation of the above amount be for fiscal year 1981 and 1982.

The Council's action was based on the deep concern of the members for the disadvantaged position of American Indians, especially the older members of the tribes. The Council also expressed the view that the disadvantage has in the past been perpetuated by disproportionate allocation of Federal assistance.

The Council has directed me to bring this resolution and the concern of the members to the attention of your committee and respectfully urge support for the appropriation in the amount indicated.

Sincerely and respectfully yours,

NELSON H. CRUIKSHANK, *Chairman.*

ITEM 5. LETTER FROM DR. JOHN S. JOHNSON, NEW MEXICO STATE DIRECTOR, NATIONAL RETIRED TEACHERS ASSOCIATION, TO SENATOR PETE V. DOMENICI, DATED APRIL 12, 1980

DEAR SENATOR: This letter is in lieu of the town hall form made available at the hearing in Las Vegas April 11 on "Rural Elderly—The Isolated Population." My copy became mutilated before I could use it.

First, accept my warm congratulations over your most acceptable hearing. You managed it beautifully. And it was well organized with a perfect balance of witnesses to present the picture. I stayed with you to the end—a 4½ hour session.

I wish to inject one caution before you summarize this hearing. Speaking of the "elderly," either urban or rural, can very easily be approached as a fixed or conventional expression having no individuality. Such a commonality makes for easy statements and ignores the vast differences in people (e.g., interests, abilities, concerns, et al.). We older people continue to be individuals and are not, upon retirement, suddenly a single type or person with a single problem or interest. Please remember this as you summarize your hearing. We are not a stereotype. We are complex and we require a variety of solutions.

I would be willing to enlarge upon this point if you feel my concern was not clearly defined.

Thank you,

JOHN S. JOHNSON.

ITEM 6. LETTER FROM ESPERANZA R. ARAGON, MORA, N. MEX., TO SENATOR PETE V. DOMENICI, DATED APRIL 11, 1980

DEAR SENATOR: I am currently a psychology major at NMHU, but am planning to attend UNM next fall in order to receive my B.A. and M.S. in communicative disorders which is a prerequisite to obtaining by certification from the American Hearing and Audiology Association to become a certified speech pathologist.

As you can imagine, there is a shortage of certified speech pathologists in the State of New Mexico who are bilingual. With my minor in Spanish, I hope to be able to prove my capability as a bilingual speech pathologist.

The purpose of this letter is to inform you that there is no minority stipend in my field. According to personal listing, both Federal and State, speech pathologists are categorized under the medical professions equal to physicians. But since the department of communicative disorders is a department separate from the School of Medicine, minority students do not qualify for the minority stipend for medical students.

I plan to return to northern New Mexico, where I feel my services will be of benefit to the community, not only to children but especially to our aged, who have little, if not any services available in my field. As you are aware of, the majority of our elderly in northern New Mexico speak only Spanish and the current speech therapists, because there are no speech pathologists, are not bilingual. Investigation in this matter is pertinent in order to provide services to our northern communities, so that qualified people who are sensitive to this problem can be trained.

I would appreciate your help in providing me any information in this area or your advice on how I can find financing to further my education.

Yours truly,

ESPERANZA R. ARAGON.

Appendix 2

STATEMENTS SUBMITTED BY THE HEARING AUDIENCE

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

DEAR SENATOR DOMENICI: If there had been time for everyone to speak at the hearing on "Rural Elderly—The Isolated Population: A Look at Services in the 80's," on April 11, 1980, in Las Vegas, N. Mex., I would have said:

The following replies were received:

ANNA MARIE BARELA, LAS VEGAS, N. MEX.

Although I am not an elderly person, I am one of the youth of America, and I would like to state that the youth is also very interested in our elderly. We feel that our elderly need transportation, nutrition, and medical care. Our elderly need to maintain their pride, independence, and dignity. The elderly can show the youth and teach them respect. Since I can speak and write in Spanish, I can communicate with the elderly and ask them of their problems.

GILBERT BORREGO, LAS VEGAS, N. MEX.

Help people plan for their elderly years. People should receive help planning for their elderly years while they can still do for themselves. I am making arrangements to be taken to hospitals, dental clinics and other places. A person reaching a certain age could receive help by making arrangements ahead of time.

JOSE E. HERRENA, LAS VEGAS, N. MEX.

First of all, I would like to say that services for the elderly should receive a high priority on the following:

- (a) Provide them with programs and assistance to improve their homes—insulation, bathrooms, water, etc.
- (b) Provide them with more food stamps, transportation, medical facilities.
- (c) Rules and regulations should be recommended and initiated at the local level, rather than at the Federal by the bureaucracy and pencil-pushers who are not familiar with local problems.
- (d) Reduce welfare assistance, food stamps, housing to the young and able bodied (very low priority). These people should be looking for jobs or forced to work instead of being added to the welfare rolls.

FERNANDO G. MARTINEZ, ALBUQUERQUE, N. MEX.

One. Amend medicare law to pay for medications to the elderly.

Two. Amend current VA policy to include equal outpatient health care privileges to all veterans who served their country honorably. As it exists today outpatient treatment for the nonservice connected are severely limited. This change will affect W.W. II veterans primarily who are becoming of senior citizen age.

Three. Why was there no VA hospital/regional office representation. VA provides many health care services to New Mexico's elderly population, as well as monetary benefits.

CATHEBINE PITTMAN, NEWKIRK, N. MEX.

Discrimination is rampant in eastern Miguel County.

No decent roads, no help with high fuel bills, no phones—nearest phone 10 miles, no police or ambulance services, nearest doctor is 40 miles.

Rationing of gas ceiling on prices.

Taxes exempt for all senior citizens.

No representation in our area for individuals or schools.

We came here for health reasons and have all our investments in our home here, 10 miles west of Conchos Dam. What are we to do? With gas—no mail services, high fuel bills and electricity also. No opportunity to work. The Pittmans are in a minority here and feel we have certainly been discriminated against. I've been a certified teacher and many times have been denied a chance to teach even though I live within traveling distance of Trementina when outsiders (Spanish) have been brought in. Yet Spanish teachers need aides for nine children. When I could teach 30 with no help, yet can't get work.

TOM PITTMAN, NEWKIRK, N. MEX.

No communication, nearest phone is 10 miles away.

Mail delivery, three per week, if Saturday is discontinued, then very difficult. 40 miles from groceries and gas.

Phones promised 3 years ago (1977).

Eastern San Miguel County completely forgotten.

No police protection, no emergency service.

Our medical bills, \$135 per month and no help.

Gas prices impossible for us to communicate.

Utilities are out of sight for fixed income.

We need help.

LILLIAN M. SANCHEZ, SAPELLO, N. MEX.

The program should be administered by partisan committee composed of not only the county commissioners, but also community representatives and most important the elderly themselves.

A review committee should be empowered to investigate and evaluate any doubtful or questionable action or cases acted upon by the aforementioned administrative committee.

The committee should be subject to reasonable accountability.

A study should be made of the allegations made that the present administration of the program is used as a force for political pressure.

