

The Federal-State Conference on Aging

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For the purpose of reviewing and planning State and Federal responsibility and action in the field of aging, 240 persons—most of them State or Federal officials—met in Washington on June 5-7, 1956. Recommendations related to income maintenance and welfare services have a special interest for readers of the Bulletin. The following article therefore presents the report of the group concentrating on this subject area and summarizes background information on Conference objectives, highlights, and some overall recommendations for action. A forthcoming official report will include detail on all areas considered by the Conference.

WHAT are the existing resources of the States and of the Federal Government that can be mobilized in an attack on the problems of the later years? How can these resources be improved? How can a State government and how can the Federal Government best organize to bring all resources to bear on the special needs and problems of older persons? How should the Federal Government and the States work together in this area?

These were among the questions posed to the 240 participants who assembled in Washington, D.C., on June 5 for a 3-day working conference designed to explore Federal and State responsibilities and interrelationships in the field of aging. Cosponsors of this first Federal-State Conference on Aging were the Federal Council on Aging and the Council of State Governments.

The Federal Council on Aging was established by President Eisenhower in April 1956 to coordinate interdepartmental policies and programs in the field of aging, to review existing activities, and to make recommendations to meet the pressing needs of older citizens. Its members are the Department of Agriculture, the Commerce Department, the Interior Department, the Labor Department, the Treasury Department, the Depart-

ment of Health, Education, and Welfare, the Civil Service Commission, the Housing and Home Finance Agency, the National Science Foundation, the Office of Defense Mobilization, the Railroad Retirement Board, the Small Business Administration, and the Veterans Administration. Cosponsorship of the Federal-State Conference on Aging represented the initial project of the Federal Council.

The Council of State Governments is an agency established and supported by the States to provide research and consultative services, to serve as a medium for improving legislative and administrative practices in the States, and to encourage interstate and Federal-State relations. While its activities are as broad as the total range of State functions, its special interest in and concern for the aged were ably demonstrated in a 1955 report to the Governors' Conference, *The States and Their Older Citizens: A Summary of the Problem and a Program of Action*.

Conference Attendance and Organization

Registered attendance at the 3-day Conference consisted of 240 official delegates and participants. Others—including Government employees, the press, representatives of organizations, and private citizens—were not registered as official participants but attended general sessions.

Of the 240 delegates and official participants, 107 were appointed by their Governors as official delegates;

73 were official representatives of the Federal Government; 60 included experts serving as members of panel sessions, State officials other than those in the delegation sent by the Governor, and observers invited by the two sponsor organizations.

Forty-one States, Hawaii, and Puerto Rico were represented through the official delegations of the Governors. All but 5 percent of the aged population of the continental United States live in the 41 States.

Public welfare—with 31 officials, most of them directors or commissioners of State welfare departments—had the largest representation among the State delegates. Next most numerous were health officials, totaling 25. Commissions on aging and special committees or groups established to work on problems of aging accounted for 17 State delegates. The field of education contributed leaders in adult education and professors of gerontology. Labor departments and employment services were represented. Among the official delegates were also several State legislators, a budget officer, and a representative of a taxpayers association.

Federal agencies sending official conference delegates included those having membership on the Council, the Executive Office of the President, and the President's Committee on Employment of the Physically Handicapped.

That 3 out of every 4 official delegates were either State or Federal officials reflected the basic character of the conference. While it was clearly recognized by the sponsors that government does not—and should not—attempt to provide solutions to all the problems of the aged, the primary objective was to define Federal and State responsibilities and interrelationships. To have included official representation from the voluntary organizations concerned with aging would have changed the focus completely. The result would have been a national conference, like that in 1950, dealing with broad problems of

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aging and total resources for meeting these problems.

The Conference was organized around six broad areas of subject matter: employment, vocational rehabilitation, and retirement; income maintenance, including welfare services; physical and mental health; education and recreation; housing and living arrangements; and organization and functions in the States.

As far as possible, State delegates were assigned to these groups on the basis of advance indications of their choice. In other cases, allocation to groups was determined by the individual's official position. The assignments also reflected an attempt to distribute persons from the same State over several subject-matter areas and to limit each group to about 30 persons, thus giving everyone equal opportunity to take part in the discussion.

The first 2 days were focused on panel presentations with all participants meeting together. In the short discussion sessions that followed, the participants divided into the six groups but related their discussions to the subject matter of the panel immediately preceding. On the third day each of the six groups met for intensive consideration of its own subject area and to develop recommendations for action.

The panel presentations were designed to provide orientation in the field of aging as a whole and thus to ensure that recommendations made by a group in its special area of interest would be framed against an understanding of the whole field of aging. For purposes of panel presentation, the six subject areas were regrouped into five; experts in the areas of employment and income maintenance joined forces to discuss what the Federal Government and States are doing and can do to create a situation in which older men and women can choose freely between continuing in employment or retiring, with freedom of choice dependent on the availability of employment and the adequacy of retirement income.

Highlights

Any attempt to convey the full flavor of the Conference would require much more attention to the

general sessions and the panel presentations than is possible here. This—and a balanced and coordinated treatment of all six subject areas—is a task for the official report on the proceedings of the Conference.

The Conference was opened on the morning of June 5 with a general session at which Frank Bane, Executive Director of the Council of State Governments, presided. Howard Pyle, Deputy Assistant to the President, welcomed the Conference participants on behalf of the Federal Government.

Governor Robert B. Meyner, of New Jersey, then spoke on "The Responsibility of the States in the Field of Aging." He summarized the political and practical factors that "point to the need for sound, constructive action in dealing now with the very human problems of people over 65." Emphasizing that not all the problems of the aged are financial, Governor Meyner called for a reevaluation by our society of the entire concept of old age. The following excerpts from his address keyed the Conference:

Our work here will be fruitful if we can return to our individual states with a plan for letting the people know what must be done on every level, day by day, to help our older citizens achieve the rights to which they are entitled. . . .

The answer lies in utilizing to best advantage the multitude of organizations and agencies—both public and private, both lay and professional, on local, state, and national levels—that are now attempting to deal with various aspects of the problem.

The time has come to evaluate and coordinate their activities; to let the right hand know what the left hand is doing; to have these agencies working together.

The opening general session concluded with an explanation of Conference mechanics by Roswell B. Perkins, Assistant Secretary of the Department of Health, Education, and Welfare and Chairman of the Federal Council on Aging.

At a dinner on the first evening, participants, government officials and others invited for this one social occasion of the Conference were addressed by Under Secretary of Labor

Arthur Larson. Using the theme, "New Light on Older Workers," his address was an optimistic interim report on projects undertaken by the Department of Labor to break down age barriers to employment. These projects fall into two groups: first, getting rid of unreal difficulties—those obstacles that are unreal in the sense that they have no justification in experience although employers are in fact influenced by them; and second, dealing with real difficulties.

On the alleged pension-cost obstacle, Mr. Larson reported, "we think that we may be able to prove to thoughtful employers that under many, perhaps most, pension plans the pension-cost differential is not a valid impediment to the hiring of older workers." The second project aimed at eliminating unreal difficulties is an objective comparison of the productivity and performance of workers of different ages. While cautioning that this project is still in a preliminary stage, Mr. Larson summarized the initial findings and said, "If this should prove to be in any degree typical, it would suggest at least this much: the variability of performance within age groups is so marked that chronological age can not be considered a valid over-riding consideration in hiring, as against all the other matters affecting ability to perform and produce."

The Labor Department's principal activity in dealing with genuine difficulties encountered by older workers was described as "that of improving job opportunities through specialized counseling, training and placement services, with the aid, among other things, of newly-gathered information on the characteristics of the older unemployed." In this connection, the Bureau of Employment Security, with seven State employment security agencies and several universities, has carried out the so-called "seven-cities study." This study is yielding a "goldmine of information on the older worker," the principal use of which will be to improve the everyday ability of both employment service offices and employers to place and make effective use of older workers. Demonstration projects conducted by the seven States are developing special techniques in the

counseling and successful placement of older workers. Mr. Larson closed his address in the following words:

The one conclusion to be drawn from this year's exertions is this: the problem of age barriers to employment can be solved. We have usable knowledge and we have tested techniques. The only question is whether we shall have the willingness to consecrate to the task the hard work, money, and determination that the difficulty of the job demands of us all, both in and out of government. I sincerely hope and trust that we shall, and that, before too long, the sun of profitable employment will shine, not only on the country as a whole, but also into every street and byway in the land.

At the final session of the Conference on the afternoon of the third day, a large audience gathered to hear the reports of the six groups (whose recommendations are summarized below) and the closing address by Marion B. Folsom, Secretary of Health, Education, and Welfare.

Pointing to major expansions and increased activity in the last few years in such areas as social security, vocational rehabilitation, medical research, and hospital construction, Secretary Folsom said:

We realize, of course, that in the broad field of aging, much more remains to be done. The Department is busy now preparing its budget recommendations for the fiscal year 1958. I can assure you that these recommendations will include increasing attention to services which benefit older persons.

In acting to meet the challenge of the increasing older population, we must always bear in mind that older persons should be recognized as individual human beings—individuals with differing needs, desires and capacities, individuals living in varying circumstances. We must avoid efforts which tend to impose uniformity on older people—efforts which apply programs and policies alike to men and women who are not alike. The greatest service for older persons, I believe, is to develop an economic and social framework in which each individual may develop according to his own aspirations and adopt the mode of life best suited to his individual needs.

Moreover, our programs should not serve to set older persons aside as a special segment or class of the population. Our programs should be designed to enable older persons to live as integrated and useful members of family, community, and national life. Few older people want others to assume responsibilities that are rightfully theirs. Activities in the interest of older persons will render the greatest service if they do not foster dependence, but instead enlarge opportunities for individual effort and encourage self-reliance, initiative and creative endeavor.

In carrying forward activities to accomplish all these objectives no one activity can stand alone. Coordination of many activities and cooperation by many groups will be needed. President Eisenhower established the Federal Council on Aging—not only to coordinate the programs of the various Federal Departments and agencies—but also to make the resources of the Federal Government more readily available to all State and local groups.

This Conference, of course, is one episode in a long and continuing effort to adjust to the rapid increase in the older population. The goal is clear: a society in which people, regardless of age, may walk with dignity and have the opportunity for a full and satisfying life. In such a society, not only will the lives of older individuals be enriched but the Nation as a whole will benefit from the experience, wisdom, and moral strength of older citizens.

Recommendations

The recommendations formulated during the course of the 3 days and presented at the final session are recommendations of the discussion groups rather than of the Conference as a whole. Many of the specific recommendations would have been appropriate for adoption by the entire Conference, and in some areas identical or similar recommendations appear in the reports of several of the groups. No attempt was made, however, to bring any of the recommendations to a vote by the full Conference.

Of the group formulating the recommendations on income maintenance and welfare services, approximately 2 out of every 3 members were directors or commissioners of State welfare departments, or their depu-

ties, who had been chosen by the Governors as official delegates. This complete homogeneity of the State delegation was not characteristic of the other discussion groups, with the possible exception of the one on physical and mental health.

Federal participants attending one or more sessions of the group considering income maintenance and welfare services included officials and resource personnel from the Labor Department, the Veterans Administration, the Railroad Retirement Board, the Bureau of the Budget, and the Department of Health, Education, and Welfare. The American Public Welfare Association and the AFL-CIO were represented at the invitation of the Council of State Governments. The discussion group was led by Wilbur J. Cohen, Professor of Public Welfare Administration of the School of Social Work, University of Michigan.

The homogeneity of the group greatly facilitated the task of formulating recommendations on income maintenance and welfare services. Members "spoke the same language" and had common experiences. While the States that they represented had very different problems and very different resources for dealing with the needs of their aged population, the members of the group had long years of familiarity with each others' problems and experiences. Because these differences could, for the most part, be assumed instead of specifically stated, the group was able to concentrate from the very first session on common problems and common goals. This emphasis on unanimity is not intended as an implication that every member of the group endorsed every recommendation. While no specific votes were taken, the intensive discussion on certain recommendations made it clear that individual members had reservations—sometimes as to the goal and sometimes as to the feasibility of applying in their particular State or program what they recognized as desirable goals for all.

Recommendations on Income Maintenance and Welfare Services

The recommendations representing the consensus are presented below in

their entirety, as they appear in the group's official report.

Introductory

The Federal Government has the responsibility for enabling individuals to meet their basic income maintenance needs through the contributory OASI program and for sharing with the States the cost of public assistance programs. This responsibility includes the bridging of gaps in our existing insurance programs, both the retirement programs and those insuring against other risks, so that the individual resources of workers are not exhausted prior to old age by unemployment, disability and medical expenses.

Encouragement should be given to individuals to build up private savings in addition to the protection they have under OASI.

The State and local governments have the responsibility for efficient administration and operation of a wide variety of programs, and for the development and expansion of these programs in order to meet the needs of the population. They also share with the Federal Government the vital role of creating and testing new approaches and methods for meeting the problems of aging more completely, successfully and dynamically.

The recommendations of this report are directed to the special needs of the aging. They have been based on the fundamental assumption that the aged should be treated as part of the community and not as an isolated group. It is not intended that in carrying them out funds or services be diverted from other age groups. Programs which serve the interest and needs of the whole family are a major preventive for reducing problems in later years.

Old-Age and Survivors Insurance

The OASI program is the basic source of income for the retired individual. It is recommended that as a matter of principle OASI coverage be extended to all employed and self-employed. The program should be strengthened to provide more adequate income for retired individuals, their dependents and survivors.

It is the responsibility of the Federal Government to make changes as experience warrants, to fill existing gaps and to see that the program is effectively administered. Permanent and total disability insurance should be included as part of OASI.

Further consideration should be given to the question whether proportionately larger benefits should be provided those workers who continue their employment beyond the age at which they are entitled to benefits.

Private Resources

While the OASI program is the basic source of income-maintenance, every opportunity and encouragement should be provided for building upon this base through private resources, including pen-

sions, insurance, investments, savings and home ownership.

An essential requirement is therefore a strong and healthy economy which not only permits the accumulation of additional resources for old age but also protects such resources against depletion through depression or devaluation through inflation.

Private pensions are a valuable supplement to the basic social insurance benefits. Every effort therefore should be made to extend the coverage of these plans to additional workers and to facilitate arrangements for acquiring and maintaining rights accumulated in any job thus increasing the protection of these plans through pensions that more nearly reflect lifetime participation.

Voluntary health insurance should be made more widely available to the aged, for instance through arrangements for continuing health insurance after retirement, and the insurance should be suitably adapted to the needs of older persons, for example, through coverage of the costs of care in nursing homes.

Unemployment Insurance

The Unemployment Insurance program should be strengthened with respect to: (a) extension of coverage; (b) adequacy of benefit payments; (c) less restrictive qualifications. This is particularly important for older persons because when they become unemployed they are likely to be unemployed for a longer period, to exhaust savings needed for retirement, and ultimately to become dependent on public assistance.

Public Assistance

Federal and State maximums on individual assistance payments should be eliminated. This would permit payments to reach an adequate level and to be geared to current costs of living for all needy persons. It is recommended that Federal and State appropriations be adequate to achieve this objective.

Federal grants-in-aid to the States should recognize the comprehensive nature of public welfare responsibility by aiding the States in providing financial assistance and service not only for the aged, the blind, the disabled, and dependent children, but also for all other needy persons.

The category of Aid to the Permanently and Totally Disabled should be broadened through eliminating the restriction requiring a disability to be permanent and total and eliminating the age requirement.

The Federal Government should participate financially only in those assistance and other welfare programs which are available to all persons within the State who are otherwise eligible, without regard to residence, settlement, or citizenship requirements.

It is recommended that further attention be given to the level of property and other assets that assistance recipients are permitted to hold, and to consideration of exempting some earned income, as affected by both Federal and State law and policy.

Recommended, also, is re-study of the present restrictions in the Federal law pro-

hibiting the matching of payments to needy persons in specified types of institutions or with specified diseases, to see if change is indicated in the light of the developing situation and in the interest of best service to aged recipients.

Medical costs under public assistance.—While it has been recommended that maximums on individual payments be eliminated in assistance programs, as long as maximums continue to exist the Federal Government should share in the costs of meeting the special medical needs of elderly people, beyond the matching on maintenance payments. Provision for medical needs should be made in such a way as not to adversely affect levels of maintenance payments.

States are urged to include comprehensive provision for medical care needs for those individuals who are able to meet without assistance only their own maintenance needs.

Research and Program Development

The Federal Government has a continuing responsibility for assessing the protection provided by both insurance and assistance programs. This assessment should include:

1. Analysis and study of the values and the cost of adequate programs in relation to the ability of the economy to meet the cost. This must be related to analysis of the possibility of increasing the ability of the economy to meet the cost by raising production and employment levels and eliminating bottlenecks to its most efficient operation.

2. Study of the cost of human waste in terms of lost production and of dependency, including such costs as those for institutional care and public assistance. Comparison of the cost of preventing such waste with the cost of failure to prevent it.

The Federal Government has major responsibility for continuing evaluation of the adequacy of OASI benefits and payments of public assistance and other public income maintenance programs. To obtain the factual information necessary for such evaluation, we recommend that the Federal Government:

1. Conduct periodic sample surveys of the income, manner of living, spending patterns, and resources of OASI beneficiaries, assistance recipients, and other aged persons.

2. Develop and maintain up-to-date quantity-quality standards for specified levels of living for elderly persons, and provide current cost data for such levels of living.

Fulfillment of these two recommendations will, in addition, throw light on the reasons for the need for supplementing OASI benefits with assistance payments, and will provide a means of assessing the economic status of persons not receiving payments under such programs.

Another area in which further research is recommended is the development of data which permit estimates of the cost of health insurance for older persons and which take into account not only their longer duration of hospitalized illness but

also the possibility that there are offsets through suitable use of nursing homes and home care services.

Welfare Services

Aging persons like all other persons are social beings and as such, continue throughout their lives to need and want personal satisfaction through family and social responsibilities and relationships. The extent and degree to which the problems associated with aging affect individual aging persons are primarily dependent upon their individual personalities and the social factors of their environment. Welfare services are essential in assisting elderly persons to deal with the effects of aging and to maintain or return to a condition of living within the family and community which will afford them opportunities for personal satisfaction and social usefulness. Such services should be available to the needy and non-needy aging. To make these services available and effective over the Nation requires the fullest resources of both public welfare and voluntary agencies. In many instances, welfare services cannot be fully effective without the cooperation of other community resources relating to health, vocational rehabilitation, employment, and housing.

Currently, the public assistance programs offer an important resource for welfare services for the needy aged of the Nation. These programs operating in every county in the country are related to the individual needs and circumstances of the needy aging and therefore inherently have the responsibility and opportunity for providing welfare services to each needy aged person in accordance with his particular needs for such services. Currently, social services are not generally available to the non-needy aged either through public or voluntary social agencies.

Although it is recognized that the Nation-wide development of welfare services requires the combined efforts of voluntary and public agencies, the large number of aging persons needing services and the geographic coverage of public social agencies clearly indicate that a major role must rest with public welfare. This has specific implications for both Federal and State action:

1. There should be explicit recognition in the Social Security Act that welfare services are appropriate in the administration of assistance programs.
2. Significant extension of social services to the non-needy aging will depend upon the availability of Federal financial participation in the costs. Therefore Federal legislation is needed to provide funds for helping States to make such extension of services to the non-needy aging.
3. Responsibility also rests on the States and local governments to allocate more adequate funds for all the assistance programs so as to provide comprehensive services to the aging and other groups.
4. Educational opportunities should be increased for training workers in order to provide adequate social services for aging people. One essential in achieving this is

for the Federal Government to provide sufficient funds to assist States in increasing the supply of trained personnel.

5. Other public programs such as vocational rehabilitation and employment services, should be strengthened so that they can give greater emphasis to the use of their programs in serving aging persons.

6. State and local welfare departments should strengthen their protective, preventive and rehabilitative services to the aging. Such services include:

(a) Counselling older persons on the use of their own and the community's resources to meet their social, health and spiritual, as well as economic needs.

(b) Assisting older persons to remain in their own homes utilizing when needed such supplementary aids as homemaker services, nursing services, volunteers and other home care services.

(c) Helping older persons who need care which cannot be provided in the home, to locate and use sheltered care facilities suited to their needs and to return to their homes and communities when such care is no longer required. Maximum use should be made of foster home care when elderly persons cannot live in their own homes.

(d) Helping to maintain and strengthen family ties for the elderly and to maintain their roles in community life and their rights to community resources.

(e) Assisting elderly persons to make satisfying uses of their individual skills and interests, i.e., use of vocational rehabilitation, employment services, adult education and recreational resources.

(f) Providing individualized services for older persons through the use of combined medical and social diagnostic service as the basis for a plan of treatment related to the individual needs of each older person.

(g) Developing programs for the use of volunteers in providing appropriate supplementary services to the aging.

7. Federal, State and local agencies should:

(a) Stimulate the use of citizen participation in planning for the aging and providing leadership in the development of the needed community services.

(b) Assist in the development of improved standards of care in institutional programs, and recognize that adequate payments related to the level and type of care needed are essential. Help such facilities to develop programs related to the personal and social needs of the elderly residents.

(c) Develop cooperative working relationships with physical and mental health agencies to the end that the most effective use is made of medical and social resources.

(d) Provide leadership to the development of recreational facilities suited to the interests and needs of the aging.

Recommendations of the Other Groups

Only a brief summary of the major recommendations of the other five

groups can be given here. For the thinking behind these recommendations and for the complete text, the reader is referred to the forthcoming official report of the Conference.

Employment, Vocational Rehabilitation, and Retirement

1. Development of effective State and local programs to provide the special services, including counselling and placement services, for various groups of older workers who have widely varying needs.

2. Strengthening of vocational rehabilitation, training, and adult education programs for older workers in those States where such programs have not given sufficient attention to the needs of this group.

3. Development of educational programs—national, State, and local—to encourage employers to adopt plant policies that "ensure the employment and retention of older persons in employment as long as they are able and willing to work" and to stimulate employment opportunities for all "who are physically and emotionally able to meet reasonable standards of productive efficiency."

4. Intensive research, under Federal Government leadership, to provide more facts about the physical capacities and performance records of older workers, and use of these findings in educational programs to change traditional attitudes that arbitrarily block such workers from being considered for jobs they are able to do.

Physical and Mental Health

1. Federal, State, and private grant-in-aid funds for field studies and demonstrations of techniques designed to improve the health of the aged.

2. Grants to support, through a coordinator for aging, the development of teaching programs in the universities to incorporate basic concepts essential to the care and understanding of the aged in the curricula for students of the health and related disciplines.

3. Active rehabilitation of the aged to the maximum level of self-care, whether or not there is a vocational goal, as the key-stone of all programs.

Education and Recreation

1. That the U. S. Office of Education: (a) add sufficient personnel in the Adult Education Section to provide an effective program of research and service in education for aging; (b) undertake a comprehensive program of research in adult education in general, and in education for aging and the aged in particular; (c) take some leadership in promoting the training of teachers and lay leaders in the field of aging; (d) vigorously promote general adult education in such manner as to assure the inclusion of education for aging; (e) carry out its coordinating, clearinghouse, and consultative functions.

2. That government agencies on all levels expand and coordinate their recreational

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Table 6.—Public assistance in the United States, by month, May 1955–May 1956¹
 [Except for general assistance, includes vendor payments for medical care and cases receiving only such payments]

Year and month	Total ²	Old-age assistance	Aid to dependent children		Aid to the blind	Aid to the permanently and totally disabled	General assistance (cases)	Total	Old-age assistance	Aid to dependent children (families)	Aid to the blind	Aid to the permanently and totally disabled	General assistance (cases)	
			Families	Recipients										
				Total ³										Children
Number of recipients													Percentage change from previous month	
1955														
May		2,547,965	625,430	2,260,962	1,705,832	103,654	234,649	330,000	-0.1	-0.1	+0.3	+1.0	-7.7	
June		2,548,503	620,303	2,239,328	1,691,613	103,902	236,828	310,000	(*)	-0.8	+2	+9	-5.9	
July		2,550,101	611,578	2,209,299	1,668,914	104,140	238,763	297,000	+1	-1.4	+2	+8	-4.1	
August		2,551,615	607,822	2,199,090	1,661,809	104,164	240,299	297,000	+1	-6	(*)	+6	-1	
September		2,552,536	604,457	2,191,158	1,656,814	104,249	240,870	290,000	(*)	-6	+1	+2	-2.4	
October		2,552,991	598,459	2,171,169	1,642,869	104,444	242,320	286,000	(*)	-1.0	+2	+6	-1.3	
November		2,554,709	598,112	2,173,222	1,644,728	104,718	242,122	297,000	+1	-1	+3	+1	+3.8	
December		2,552,832	602,787	2,193,215	1,661,206	104,358	244,007	314,000	-1	+8	+1	+8	+5.9	
1956														
January		2,545,576	605,674	2,205,913	1,670,728	104,947	245,210	331,000	-3	+5	+1	+5	+5.1	
February		2,538,518	608,628	2,220,653	1,682,363	104,772	247,117	336,000	-3	+5	-2	+8	+1.7	
March		2,535,419	613,246	2,240,856	1,698,296	105,083	249,118	336,000	-1	+8	+3	(*)	-4.2	
April		2,530,720	615,985	2,253,738	1,708,484	105,229	251,333	322,000	-2	+4	+1	+1.0	-6.0	
May		2,527,753	617,058	2,238,858	1,713,503	105,469	255,954	302,000	-1	+2	+2	+1.8	-6.0	
Amount of assistance													Percentage change from previous month	
1955														
May	\$229,468,000	\$132,674,197	\$54,229,682	\$5,898,355	\$12,895,336	\$17,947,000	-0.6	+0.2	-0.1	+0.4	+0.7	-9.9		
June	228,480,000	133,292,041	53,830,416	5,964,848	13,009,322	16,675,000	-4	+5	-7	+1.1	+9	-7.1		
July	227,683,000	134,267,369	52,998,023	5,906,557	13,188,555	15,941,000	-3	+7	-1.5	-1.0	+1.4	-4.4		
August	226,881,000	133,649,806	52,770,265	5,888,035	13,300,930	15,717,000	-4	-5	-4	-3	+9	-1.4		
September	227,087,000	133,999,430	52,851,801	5,945,057	13,284,871	15,366,000	+1	+3	+2	+1.0	-1	-2.2		
October	228,828,000	136,034,539	52,512,850	6,039,250	13,450,637	15,185,000	+8	+1.5	-6	+1.6	+1.2	-1.2		
November	230,410,000	136,805,741	52,580,182	6,054,577	13,458,492	15,857,000	+7	+6	+1	+3	+1	+4.4		
December	234,133,000	137,666,717	53,415,398	6,090,772	13,709,025	17,293,000	+1.6	+6	+1.6	+6	+1.9	+9.1		
1956														
January	235,480,000	138,276,533	53,474,008	6,100,996	13,784,271	18,012,000	+6	+4	+1	+2	+5	+4.2		
February	235,733,000	137,284,906	54,051,518	6,110,375	13,943,747	18,506,000	+1	-7	+1.1	+2	+1.2	+2.7		
March	237,157,000	137,313,059	54,818,422	6,144,744	14,082,191	18,585,000	+6	(*)	+1.4	+6	+1.0	+4		
April	236,526,000	137,412,301	55,239,202	6,170,895	14,272,922	17,407,000	-3	+1	+8	+4	+1.4	-6.3		
May	235,926,000	137,436,276	55,222,938	6,375,783	14,557,834	16,057,000	-3	(*)	(*)	+3.3	+2.0	-7.8		

¹ For definition of terms see the *Bulletin*, January 1953, p. 16. All data subject to revision.
² Total exceeds sum of columns because of inclusion of vendor payments for medical care from general assistance funds and from special medical funds; data for such expenditures partly estimated for some States.

³ Includes as recipients the children and 1 parent or other adult relative in families in which the requirements of at least 1 such adult were considered in determining the amount of assistance.
⁴ Increase of less than 0.05 percent.
⁵ Decrease of less than 0.05 percent.

CONFERENCE ON AGING

(Continued from page 7)

activities, particularly for the aging; and that greater articulation and cooperation be brought about between these levels of government.

3. That a Federal recreation service be established.

Housing and Living Arrangements

1. Legislation to (a) admit elderly single people to low-rent public housing; (b) provide authority to local housing authorities to give preference to older persons in low-rent public housing; (c) permit a third party to make the down payment on private housing for older persons and to be cosigners on the mortgage; (d) liberalize mortgage insurance to nonprofit organizations for the purpose of building housing for older persons; and (e) liberalize mortgage insurance for private builders for construction of housing for older persons.

2. Clear definition by State authorities issuing licenses to nursing homes and homes for the aged of the type of operation, and establishment of requirements for licensing with regard to type of facility.

3. Assurance by the community that, if public housing projects are built for the aged, there is some integration of the services and facilities offered by the community for their care, with nonprofit organizations assuming some of this responsibility.

4. Appropriate steps by the States to encourage the production of small, suitably designed houses built by private industry, utilizing the liberalized program of the Federal Housing Administration contained in pending legislation.

Organization and Functions in the States

1. That the Federal Council on Aging and the Council of State Governments create a joint committee of the two agencies

as a continuing facility, to meet and consult on Federal policies in the field of aging, and on State programs in aging and to act as an additional medium of communication from the States to the Federal Government and from the Federal Government to the States and localities.

2. Recognizing that conditions vary in the different States, that each State have an interdepartmental committee and a citizens' committee, or a combination of the two, to coordinate activities of State departments in the field of the aging and to promote, stimulate, and assist facilities for the aging at the State and local level, cooperating with all existing agencies, both public and private.

3. Cooperation by appropriate Federal and State agencies in developing and financing a program of broad services, available through existing agencies to all older persons in their home communities, that go beyond providing money payments.