

Administration on Aging: New HEW Unit Will Offer Grants to States, Universities for Studies of Aging

Among the maze of programs, bureaus, and activities—new and old—that will confront John Gardner when he takes custody of the Department of Health, Education, and Welfare will be a new unit of the Department known as the Administration on Aging. The new agency is not apt to be high on Gardner's list of pressing issues. The bill establishing it was signed by President Johnson only a few weeks ago, and, as of this writing, its director has not been selected. The budget of the agency will be small, its personnel limited, and its prerogatives modest.

Nonetheless, the Administration on Aging does represent a step forward in the government's gradually emerging interest in the problems of elderly citizens.

The major purpose of the new unit is to encourage the development and provision of new services to the nation's elderly. The federal contribution to this effort is largely financial; actual activities will be left to the states. Under the terms of the act, known as the Older Americans Act, the agency is authorized to give matching grants to the states for a variety of programs—community planning and coordination, demonstration projects, the training of special personnel, and the creation of new facilities such as recreational cen-

ters or guidance clinics. To qualify for the grants, a state has to do two things—designate a single state agency as the supervisory body and agree to pay a share of the costs—25 percent the first year, 40 percent the second year, and 50 percent the third year. The provision for decreasing federal support was added as a kind of political insulation against the charges habitually levelled against any new federal program—that, once it is begun, there will be no end to it. In this case, the charge seems reasonable enough despite the legislative disclaimer; few of the bill's supporters seem literally to believe that the federal share will dwindle significantly, let alone disappear altogether.

But, even if the camel's nose is in-

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Aden	1	Honduras	4	Poland	116
Afghanistan	5	Hong Kong	14	Portugal	42
Algeria	2	Hungary	46	Portuguese West Africa	2
Argentina	124	Iceland	11	Rhodesia	6
Australia	224	India	336	Rumania	17
Austria	36	Indonesia	34	Saudi Arabia	6
Bahamas	2	Iran	10	Senegal	2
Bahrein	1	Iraq	12	Sierra Leone	3
Barbados	3	Ireland	32	South Africa	79
Belgium	136	Israel	121	Spain	67
Bermuda	3	Italy	488	Sudan	9
Bolivia	7	Ivory Coast	2	Surinam	2
Brazil	158	Jamaica	12	Sweden	218
British Guiana	1	Japan	608	Switzerland	204
Bulgaria	7	Jordan	5	Syria	2
Burma	6	Kenya and Uganda	16	Tahiti	2
Cambodia	1	Korea	23	Tanganyika Territory	3
Canada	2752	Kuwait	1	Tanzania	1
Central African Republic	1	Lebanon	31	Thailand	32
Ceylon	21	Liberia	8	Trinidad	13
Chile	54	Libya	18	Tunisia	7
China (People's Republic of)	12	Luxembourg	1	Turkey	3
China (Formosa)	47	Madagascar	3	U.S.S.R.	22
Colombia	53	Malawi	1	United Arab Republic	23
Congo (Leopoldville)	7	Malaysia	32	Uruguay	11
Costa Rica	28	Mali	1	Venezuela	111
Cuba	3	Malta	2	Vietnam	11
Cyprus	2	Mauritius	2	Western Samoa	1
Czechoslovakia	45	Mexico	165	Windward Islands	1
Denmark	84	Monaco	1	Yugoslavia	33
Dominican Republic	6	Morocco	3	Zambia	1
Ecuador	8	Mozambique	1		
El Salvador	6	Nepal	1	Subtotal	9186
Ethiopia	5	Netherlands	214	Canal Zone	30
Fiji Islands	1	Netherlands Antilles	3	Guam	3
Finland	107	New Caledonia	1	Mariana Islands	1
France	428	New Guinea	3	Marshall Islands	1
Gamgia	1	New Zealand	50	Okinawa	1
Germany	425	Nicaragua	3	Puerto Rico	170
Ghana	21	Nigeria	44	Samoa	1
Great Britain	621	Norway	62	Virgin Islands	13
Greece	37	Pakistan	31	APO San Francisco	131
Guatemala	12	Panama	11	APO New York	254
Guinea	1	Peru	50	APO Seattle	13
Haiti	1	Philippines	113	Total	9804

deed under the tent, at the moment it is only a baby camel; the grand sum allotted for state grants in fiscal year 1966 is \$5 million, to be given out essentially in proportion to the state population of citizens over 65. For fiscal year 1967, the sum rises to \$8 million. The law also provides that up to \$15,000 of a state's allotment can be used to pay the expenses of the state agency administering the aging programs. More than 40 states have some sort of commissions or offices on aging already, and in most of the others a public health or welfare office has a special aging section. But these offices have been traditionally short on funds, and it is hoped that the new infusion will enable them to function with more energy and lustre.

Research Grants

A second activity of the new agency will be to run a program of grants to universities and other nonprofit institutions. Activities in three areas—research, demonstrations, and personnel training—are eligible for support, but how the \$1.5 million authorized for this purpose will be shared is a decision that awaits the arrival of a commissioner. Also unspecified at this point is what the grant mechanisms will be, and how much of the funds allotted to research will be available for basic studies. It seems likely, however, that the research sponsored by the new agency will be of a practical or applied nature, oriented toward service, and that the agency will not support projects eligible for support elsewhere in the federal establishment. This means, in all likelihood, that the new agency will center its attention on the economic and social factors relating to aging, and that aspects of aging relating chiefly to health will be outside the reservation.

While this division would probably represent a sensible distribution of resources, it should not be thought that support for basic research in gerontology stands at a very high level in other government science agencies. Accurate figures are difficult to establish, but it appears that federal support for such studies (defined rather loosely) currently totals around \$3 million, virtually all of that coming from the Public Health Service through the National Institutes of Health. (Another unit of the PHS is devoted chiefly to research and service activities on health and chronic diseases of the aged; however, relatively little of this unit's

money goes for basic research. The Veterans' Administration also spends a good portion of its \$5-billion medical budget on matters affecting the health and care of the 45 percent of veterans who are now in the 65–74 age group.) One federal official closely connected with present government programs benefiting the aged explained the paucity of research by saying that the field of gerontology is "unfashionable"; that it had experienced few "exciting theoretical developments"; and that, with a few exceptions, it was "not attracting the best brains of any fields—natural, medical or behavioral sciences. Most scientists," he continued, "seem to prefer to do something more dramatic—like help cure a disease of childhood—than work on retarding for a few years the inevitable process of aging and death." The result, he said, is that even the relatively few projects that are sent up to NIH are frequently not considered of sufficiently high quality to merit support.

In addition to its granting functions, the new Administration on Aging will take over a number of other functions. It is supposed to serve as a clearinghouse for information related to problems of the aged; assist the Secretary of HEW; give technical assistance to the states; develop statistics and publish assorted educational materials; and, in general, try to stimulate better use of existing resources and services for the aging. In handling these activities, the Administration on Aging will in effect be taking over the work of the present Office of Aging, a unit of HEW's Welfare Administration, whose staff of 46 is expected to form the nucleus of the new unit. (The new agency will probably make some new appointments as well, to bring the staff to a level of around 75.) It may also take over the functions of a group known as the President's Council on Aging, which was established to coordinate federal programs, advise the President, and provide a point of liaison with states. The new administration, which is in effect an agency within an agency, may have some trouble with such coordination since it will not have the leverage provided by the Cabinet-level Council. On the other hand, it appears that the Council itself may be in for some difficulties. The activities of the Council were originally funded by levies on the member agencies—most of the Cabinet departments concerned with domestic affairs, the Civil Service Commission,

the Housing and Home Finance Agency, and the Veterans' Administration. This year, however, the Council was to have been financed from funds appropriated to the old Office of Aging. But in acting on that appropriation earlier in the year, the House committee cut out the funds—reportedly because of the feeling of some members that the Council was serving no useful purpose. The Senate has not yet acted, and at this moment the future of the President's Council is in considerable doubt. The confusion is deepened by the fact that the initial appropriation for the Office of Aging is now included in a supplemental appropriation request for the new office, which has yet to be acted on by either House or Senate. Barring unexpected complications, however, the total budget for the new agency will probably be around \$7 million. (The authorization provides a total of \$17.5 million for this year and next year combined.)

For the most part, the Older Americans Act—a product chiefly of Senator Pat McNamara (D-Mich.) and Representative John Fogarty (D-R.I.)—traveled through Congress with relative quiet. There were a few exceptions. Earlier in its legislative history (the bill came up for hearings in 1963 and went through the House Education and Labor Committee, but never came up for a vote in either house) the AMA registered token opposition, which was never renewed. The same year, Secretary Celebrezze testified that he would prefer an arrangement that provided more administrative flexibility than the legislatively dictated unit would allow. More important, however, were the bitter objections of some segments of the Department of Health, Education, and Welfare to removal of the unit on aging from the Welfare Administration. This feeling reflected the conviction of the social-work component of the department that the move represented a slap against "welfare" as an institution. At one point, feeling was so strong that a highly valued official at the sub-Cabinet level reportedly publicly threatened to resign if the bill went through. This official and others, evidently with some support from Celebrezze, attempted to influence the attitude of the state and of private agencies affected by the program, and prevailed on a senator of like persuasion to seek endorsement from L.B.J. In the end, all these efforts failed, chiefly because the one thing about the activities of the Office of Aging that most disturbed pro-

ponents of change was its subordination to the Welfare Administration. Particularly among the lobbies and assorted groups that deal with and represent the elderly themselves, there was a long-standing resentment against the tendency to equate aging with dependency, a connotation that the link with welfare promoted. Even among the state agencies whose links with the old office might have been jeopardized, support for the new system was strong; almost all gave it either overt or covert endorsement. In the end, the opposition made very little splash. In the Senate, the bill was passed by voice vote, without audible dissent. In the House, there was a single "nay."—ELINOR LANGER

Announcements

The **Pharmaceutical Manufacturers Association** has announced the establishment of a foundation "to promote the public health through scientific and medical research." The Pharmaceutical Manufacturers Association Foundation, Inc., has three main purposes: to plan and initiate scientific and medical research activities; to collect and disseminate to the public results of these activities; and to provide financial aid to selected individuals or educational institutions, or corporations' trust funds, or foundations whose purposes are scientific, educational, or charitable. The PMAF will be governed by a seven-man board of directors chosen from PMA's 29-member board. It received an initial grant of \$25,000 from PMA, and other methods of funding are to be discussed at the first board meeting. The first chairman of the foundation is E. Gifford Upjohn, chairman of the board, the Upjohn Company, Kalamazoo, Michigan.

The University of Washington will offer a graduate program in **astronomy**, beginning with the fall quarter. The department will be headed by George W. Wallerstein, former associate professor at the University of California, Berkeley. Courses will be offered on the solar system, stellar atmospheres, stellar interiors, and galactic and extragalactic astronomy. Related courses will also be offered by other departments. Teaching assistantships and research assistantships are available, each with stipends of \$2520. Additional information on the program is available from the Department of Astronomy, University of Washington, Seattle.

Meeting Notes

The 20th annual meeting of the Society of **General Physiologists** is scheduled 1–4 September at the Marine Biological Laboratory, Woods Hole, Massachusetts. A symposium on the specificity of cell surfaces will include invited papers on bacterial cell walls, cell membranes, and models and tools. In addition, contributed papers are invited on other areas of physiology. (R. Milkman, Department of Zoology, Syracuse University, Syracuse, New York 13210)

The International Federation for **Documentation** (FID) will hold its 1965 congress 10–15 October in Washington. Symposia are scheduled on education and training of documentalists; organization of information for documentation; information needs of science and technology and of society; and principals of documentation and systems design. Deadline for advance registration: *15 September*. (Secretariat, 1965 FID Congress, 9650 Wisconsin Avenue, Washington 20014)

The call for papers has been issued for the 23rd Pittsburgh **diffraction** conference, scheduled for 3–5 November. Papers may be on any aspect of diffraction, crystallography, or crystal physics. Abstracts of up to 400 words are required. Deadline: *17 September*. (B. R. Banerjee, Crucible Steel Company, 234 Atwood, Pittsburgh, Pa. 15213)

The fourth international **aerospace instrumentation** symposium will be held at the College of Aeronautics, Cranfield, England, next 21–24 March. The meeting is sponsored by the college and the Instrument Society of America aerospace industry division. Papers are invited for presentation at the meeting. Abstracts of 300 to 500 words are required. Deadline: *15 September*. (E. K. Merewether, ISA Aerospace Industry Division, 4515 Canoga Avenue, Woodland Hills, California)

The school of environmental and planetary sciences of the University of Miami, Florida, is planning two symposia, to be held in Coral Gables in November. The first, on **electromagnetic sensing of the earth from satellites**, will be held 22–24 November, cosponsored by the American Meteorological Society and the American Geophysical Union. It will include discussion of the sensing of terrains and ocean surface

properties, of ice and snow, the atmosphere, atmospheric gases, clouds, and particulate matter. Emphasis will be on the infrared and microwave regions. Contributed papers are invited. Deadline for receipt of abstracts: *1 September*. (EM Sensing Symposium, P.O. Box 8131, Coral Gables, Florida 33124)

The 18th **gaseous electronics** conference will be held in Minneapolis, Minnesota, 20–22 October, sponsored by the American Physical Society. Papers are invited on engineering applications and specific devices. Deadline for receipt of abstracts: *3 September*. (L. M. Chanin, Honeywell Research Center, 500 Washington Avenue S., Hopkins, Minnesota)

The call for papers has been issued for the fifth **electric propulsion** conference, sponsored by the American Institute of Aeronautics and Astronautics, 7–9 March in San Diego, California. Papers are invited on mission or system studies, and on research, development, and engineering of thrusters and related components. Abstracts of 500 words are required, in triplicate. Deadline: *13 September*. (A. T. Forrester, Electro-Optical Systems, Inc., 300 North Halstead St., Pasadena, California 91107)

The 1966 national **telemetry** conference is scheduled for 10–12 May in Boston. Papers are invited on both technology and applications, with special emphasis on those reporting uses of aerospace telemetry technology in applications to industrial, biomedical, and oceanographic telemetry systems. Abstracts of 500 to 1000 words are required, in duplicate. Deadline: *15 September*. (F. Nieman, NASA Electronics Research Center, 575 Technology Sq., Cambridge, Massachusetts 02139)

A conference on **plasmadynamics** will be held at the U.S. Naval Postgraduate School, Monterey, California, 2–4 March. The sponsors are the American Institute of Aeronautics and Astronautics and the American Physical Society. The object of the meeting is to present experimental results that provide improved delineation between prediction and accomplishment in plasmadynamics. Papers on laboratory, flight, or astrophysical experiments are invited. Four copies of 500- to 1000-word abstracts are required. Deadline: *15 September*. (H. Stine, Magnetoplasmadynamics Branch, NASA Ames Research Center, Moffett Field, California)