



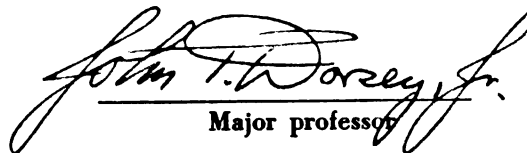


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This is to certify that the  
thesis entitled  
THE CREATION OF A COMMISSION  
A Case Study of the  
Michigan Commission on Aging  
presented by

James F. McMichael

has been accepted towards fulfillment  
of the requirements for  
Masters degree in Political Science

  
Major professor

Date August '7

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## ABSTRACT

### THE CREATION OF A COMMISSION

#### A Case Study of the Michigan Commission on Aging

by James McMichael

This study is a combination of two areas of interest, the creation of a Commission on Aging in Michigan and the general correlation between the functions of an agency and the particular forces that brought it into being. Using a statement from Simon, Smithburg, and Thompson's book, Public Administration, a hypothesis concerning the relationship between an agency's immediate level of activity and the origins of the agency is drawn up and is explored through a thorough examination of the Michigan Commission on Aging.

The study, in attempting to shed some light on the hypothesis through the case study method, will follow some standard procedures, such as background and formal legislative processes, as well as a comprehensive examination of the roles of individuals, pressure groups, mass media, etc. The reason for this latter effort can be laid to the author's regard for Gabriel Almond's tool of analyzing political systems, as stated in the Introduction of Politics of Developing Areas.

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In developing the study, we shall see that aging has become a matter of concern to many and that various governmental levels have assumed responsibility in this area. The framework for the study is centered around the formal legislative process necessary to create a state agency. This process begins in the study with Governor G. Mennen Williams' creation of an Interdepartmental Committee on Problems of the Aging in 1950. From this point on we shall follow the works of the Governor's Commission to Study Problems of the Aging in 1951-52, the first bill calling for the Commission's creation in 1954, the establishment of the Legislative Advisory Council on Problems of the Aging in 1955, and various other bills leading up to the Commission's creation in 1960.

Interwoven throughout this formal process are the roles of various interest groups and individuals. In evaluating these roles, we find that in the case of the Michigan Commission on Aging, the main impetus for its creation was from a few experts, bureaucratic preference, limited small pressure group interest, and a handful of interested individuals. Correlating these origins with resultant agency functions, we find dissatisfaction expressed on the Commission's activities by most persons close to it, and a general slowness in developing any real programs.

In conclusion, some other reasons for the Commission's ineptness are put forth and some recommendations made. It is

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James McMichael

hoped that this analysis will prove helpful in understanding the Commission better as well as serving as a guide for other states presently considering such a move.



THE CREATION OF A COMMISSION

A Case Study of the  
Michigan Commission on Aging

By

James McMichael

A THESIS

Submitted to  
Michigan State University  
in partial fulfillment of the requirements  
for the degree of

MASTER OF ARTS

Department of Political Science

1961



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## PREFACE

When a student reaches that point in the advancement of his educational experience that requires the compilation of a masters thesis, he often decides that a particular item is of interest to him and he will examine the problem and write a scholarly study on his findings. Often, this idealized dream turns into a complex, detail-filled nightmare of rough drafts, re-drafts, committee meetings, more drafts and exhaustion. Despite himself, the student is forced to learn something. So it has been with this study. Taking a subject very familiar to me, I have learned that I knew very little of the Michigan Commission on Aging. In testing this study's hypothesis, many interesting facets of this agency have been uncovered, and I am grateful that this experience was possible.

I am very grateful to my master's committee, Dr. Charles Adrian, Director of M. S. U.'s Institute for Community Development; Dr. Frank Pinner, Director of M. S. U.'s Bureau of Political and Social Research; Dr. Gordon Aldridge, head of the School of Social Work; Arnold Gurin of the School of Social Work; and especially to Dr. John Dorsey, of the Political Science Department, chairman of the committee and my advisor in the true sense of the word. Dr. Dorsey's many hours of work in going over the innumerable drafts, his guidance in developing an adequate hypothesis, his patience with



my calls for help, likely to come at any time, have all served to impress me greatly with the real meaning of an educator. With his help, I have learned a great deal.

I am also indebted to Manfred Lilliefors, Director of the Commission, for so generously sharing his time and information with me. The Institute for Community Development and its director of research, Dr. Walter Freeman, also has my deepest thanks for assistance in preparing the rough drafts of this study.

As all writers of theses and dissertations do, I also hope that this effort will be utilized by someone and not just fill the shelf in some obscure corner of a library. Whether or not this is the case, time will tell. At any rate, one person has learned more, and he is grateful.

Needless to say, all opinions, evaluations, and recommendations contained herein are my own, and I am solely responsible for the blame or glory, whatever the case may be.

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## CHAPTER I

### INTRODUCTION

One of the outstanding features of our time has been the tremendous growth of existing governmental agencies and the creation of a multitude of new ones. These agencies continue to grow and expand into more divisions and ultimately new agencies. The variety of such agencies is endless. We have regulatory, judiciary, service, coordinating, researching, planning, educational, punitive, and many other kinds of agencies. A glance at the United States Government Organization Manual for 1959-60<sup>1</sup> suggests the number and variety of such agencies. Nor should the finger be pointed at the federal level alone. The Michigan Manual for 1959-60<sup>2</sup> discloses statutory agencies ranging from the Michigan Department of Administration to the Michigan State Waterways Commission with a large variety in between.

Once created, the Departments, Bureaus, Commissions, etc., unlike old soldiers, do not die nor do they fade away. Small agencies have grown into the huge bureaucracies we know

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<sup>1</sup>United States Government Organization Manual 1959-60., (Office of the Federal Register, National Archives and Records Service, General Services Administration, Washington 25, D. C.)

<sup>2</sup>Michigan Manual, 1959-60., (Michigan Department of State, Lansing, Michigan)

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today. Others have remained, virtually unknown, carrying on sometimes mysterious functions. What is known of the forces behind the creation of this multitude of agencies? To what extent are they doing the things they were set up to do?

Herbert Simon, Donald Smithburg, and Victor A. Thompson, in their Public Administration make the following statement concerning governmental organization: "Much can be learned about organizations from their origins. Many peculiar facts about existing operations--structure, program emphasis, and even staffing--become understandable only when their history and the forces that presided at the organization's birth are known."<sup>3</sup> This observation suggests an interesting question: can any general propositions be formulated which might relate particular conditions and factors important in the creation of an agency to its subsequent behavior?

Generally, it can be assumed that governmental organizations are created as a result primarily of one of two sources of pressure, one being demands on the political system from outside of its formal structure and the other being demands from within the formal structure of the political system. Examples of these kinds of pressure would be the public demand for a public works department as opposed to the bureaucrats' desire for a good records management program. When brought to bear on the law making bodies, either kind of demand on the political system can result in the creation of new agencies.

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<sup>3</sup>Herbert Simon, Donald Smithburg, and Victor A. Thompson, Public Administration, (New York: Alfred A. Knopf, 1950), p. 25.

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It is conceivable that agencies resulting essentially from internal demands subsequently behave differently from those resulting from external demands.

A general hypothesis can be formulated as follows: When a governmental agency is created as a result of bureaucratic preference, pressure, expert advice, and limited interest group pressure rather than general public demand and/or strong interest group pressure, such an agency will be deliberate and careful in undertaking its functions and will proceed very slowly toward meeting its stated objectives.

Conversely, one might expect that an agency created out of a widespread public demand or a great amount of interest on the part of pressure groups would immediately begin with intensive programming and staffing in order to deal with the problems for which the agency was established. The reasoning leading to this hypothesis is obvious; lacking the impetus based on widespread public support or the constant prodding of a pressure group, the agency, once it is legally constituted, can take its time in approaching the problem for which it was constituted. Moreover, lacking strong political support outside the bureaucracy, too active a beginning might stimulate opposition which could have serious consequences from the agency's viewpoint.

The advantages of such a deliberate beginning are many. Given time to carefully study the area, the agency can develop programs based on need, rather than the overly hasty and sometimes ill-advised type of programming many new



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agencies are pushed into. Also, such a slow start will probably obviate the need for appreciable increase in early budget requests, thus forestalling the ever watchful legislator's cry of "empire building." Instead, the agency would have time to build its support both inside and outside the legislature, so that when the time comes for launching programs the conditions for success will be more favorable.

Of course, only a study of the largest scope could hope to analyze the conditions relevant to the creation of all agencies existing today. However, a case study can be useful in shedding light on some of these questions and in illustrating the basic hypothesis. The present study focuses on the creation of a new state agency, The Michigan Commission on Aging. A duly constituted public agency, the Commission was established by Public Act 11 of the 1960 Michigan Legislature.<sup>4</sup>

A review of the literature failed to turn up very much information of this sort on agencies. Simon's "The Birth of an Organization"<sup>5</sup> was concerned more with the agency after its creation than before. Ferrell Heady and Robert Pealy's book on the development of the Department of Administration in Michigan<sup>6</sup> goes into the background but generally

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<sup>4</sup>Michigan, Journal of the Senate, 1960 Legislature, (Senate Clerks Office, Lansing, Michigan)

<sup>5</sup>Herbert A. Simon, "The Birth of an Organization," Public Administration Review, (Aut. '53), pp. 227-236.

<sup>6</sup>Ferrell Heady and Robert H. Pealy, The Michigan Department of Administration, (Ann Arbor, Bureau of Government, Institute of Public Administration, University of Michigan, 1956)

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ignores the personalities and pressure groups working for or against such a move.

In order to obtain all possible background information on the establishment of this agency, the key people responsible for establishing the Commission have been interviewed, newspapers have been examined to see what efforts were put forth for the creation of the Commission, the activities of the Governor's staff and Legislators were examined, and pressure groups representatives were asked about their activities either for or against the Commission. This data assists in determining the extent of public demand and pressure group interest in creating the Commission.

The processes, both formal and informal, which led to the Commission were also studied to assist in determining "the forces that presided at the organization's birth." The Governor's Inter-departmental Committee on Aging, the Commission to Study Problems of the Aged, the House Committee on Problems of the Aging, the Temporary or Governor's Commission on Aging, the Legislative Advisory Council on Problems of the Aging were all carefully studied to determine the role each had to play in the Commission's creation. Journals of the House and Senate of the Michigan Legislature were examined to follow the legislative process of establishing the Commission.

After analyzing the background of this agency, the results of all this activity is presented. The structure, administrative location and membership of the Commission is examined to determine the connection, if any, with the

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origins of the agency. The programs carried out to date are examined in order to illustrate further our original hypothesis.

In addition to examining this hypothesis, this study attempts to provide essential data on the background of the Commission and to evaluate its present structure. Many states are presently considering the creation of a similar agency. These states have questions as to the appropriate procedure to attain their goal, such as where the Commission should be located in the state's administrative structure, whether it should be independent or not, etc., and it is hoped that the following analysis will be helpful to them.

#### Procedure

Gabriel Almond and James Coleman, in The Politics of Developing Areas,<sup>7</sup> include in the introductory chapter a scheme for comparing political systems of various areas. This scheme considers political systems and the inputs or claims on that system from other systems within the culture. These input functions are classified as (1) political socialization and recruitment, (2) interest articulation, (3) interest aggregation, and (4) political communication. The output functions or services of the political system are classified as (1) rule making, (2) rule application, and (3) rule adjudication. Such a conceptual framework can be of considerable assistance in calling attention to various aspects

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<sup>7</sup>Gabriel A. Almond and James S. Coleman, The Politics of the Developing Areas, (Princeton, New Jersey, Princeton University Press, 1960), pp. 3-64.

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of the political process which might otherwise be overlooked. Although it is not used explicitly to organize this study of the origins of the Michigan Commission on Aging, it was helpful in guiding the analysis at several points.

For example, as an aspect of "political socialization" we are led to examine the public's conception of the Michigan political system and their expectations of it. "Interest articulation," is manifested in the action of pressure groups, both for and against the Commission, as well as that of the bureaucracy, the legislature, and the governor. Interest aggregation is represented in the roles of the Republican and Democratic party. Important aspects of "political communication" can be seen in the newspapers' activity in attempting to help pass or kill the legislation setting up the Commission.

### The State of Michigan

The state of Michigan is defined as being the territory between Lake Michigan, Lake Superior and Lake Huron; consisting of a lower peninsula, which is highly industrialized and lying within the major industrialized areas between Chicago and New York, and of an upper peninsula, geographically separated from the lower peninsula and which has been dominated by lumbering and mining industries. The population of Michigan is nearly 8,000,000 persons, of whom over  $2\frac{1}{2}$  million live in the Detroit metropolitan area in the southeastern part of the lower peninsula. The center of the state government is in Lansing, a community of 120,000 persons



located in the middle of the lower half of the lower peninsula. The state ranks 7th in the United States in population and has a major share of the automobile manufacturers of the country located within its boundaries.

Michigan became a state in 1837. The peoples settling in the state were of mixed origin, coming from Scandanavia, the Netherlands, the German and Slavic countries as well as Great Britain and the Southern Mediterranean countries. Michigan's industries ranged from fur trading to lumbering and mining. Once famous as the major producer of iron and copper ore in the United States, the development of surface mining in other areas and the difficulty of removing ore from the tremendously deep shafts in the upper peninsula has since curtailed its effectiveness and is gradually decreasing mining as an industry of major importance in the state.<sup>8</sup> Perhaps best known of all of Michigan's industries is automobile manufacturing. Since the first construction of the automobile in Michigan, the major manufacturers have located here because of the availability of skilled workers, raw materials, and suitable markets. Although still a dominant industry, the automobile industry is now beginning to show some signs of weakening. As a result, Michigan is currently suffering from the unemployment of a considerable number of its workers.<sup>9</sup>

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<sup>8</sup>Willard Baird, This is Our Michigan, (Battle Creek, Michigan: Federated Publications, Inc., 1959.)

<sup>9</sup>Harold H. Martin, "Michigan the Problem State," The Saturday Evening Post, February 25, 1961.

The political history of the state was one of long dominance of the Republican party which continued in the state of Michigan up to the rise of organized labor as an effective organization in the late 1940's, when G. Mennen Williams and the leadership of the UAW-CIO labor union in Michigan joined forces to weld an effective liberal organization.<sup>10</sup> From Governor Williams' election in 1948 to the present, the Democrats have increased their control over the state administrative offices, presently holding all of the major positions. Despite the majority of Democratic votes cast, however, the Republicans still have a vital control over the outputs of the state political system through a nearly evenly divided House and a definite Republican majority in the Senate. This occurs because of a "Balanced Legislature" apportionment amendment which was passed in 1952. This amendment sets up Michigan's representative districts in such a manner that the rural out-state voters in effect have more representation than the highly populated urban Detroit area voters. Wayne County, which has 38% of the state's population, has only 20.6% of the seats in the Senate.<sup>11</sup>

Due to the dominance of organized labor and the liberal Democratic politics, Michigan has been called a "Welfare State" and charged with driving out industry with

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<sup>10</sup>Stephen D. and Vera Sarasohn, Political Party Patterns in Michigan (Detroit, Michigan: Wayne State University Press, 1957), pp. 54-68.

<sup>11</sup>Joseph G. La Palombara, A Guide to Michigan Politics (East Lansing, Bureau of Political and Social Research, College of Business and Public Service, Michigan State University, 1960), p. 16.

excessive taxes.<sup>12</sup> Despite these charges, however, the liberal coalition in the state has considered the mandate of the people in re-electing their leadership and continues to press for advances in state governmental service responsibility. High among the services to be offered are those affecting the aged.

In developing the way the state of Michigan has enlarged its services to the aged and has evolved the Commission on Aging, this paper will follow the idea suggested in Simon, Smithburg, and Thompson.<sup>13</sup> First recognition of the problem will be covered by outlining the reasons for considering aging as a matter of concern, the development of local, state, and national programs for the aging, people's expectation of state government in Michigan, and recognition of the usefulness of a central state agency for the aging. Then the legislative process creating the Commission will be followed. This process will include not only an examination of the formal legislative process, but of the various agencies, organizations, and individual's role in facilitating or blocking passage of the bills creating the Commission. Finally, the Commission, its membership, staff, program, and future will be examined and a few recommendations made.

Following this compilation of data, our general hypothesis will be re-examined. How was the Commission

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<sup>12</sup>Martin, loc. cit.

<sup>13</sup>Simon, Smithburg, and Thompson, op. cit.

created? What were the pressures and where did they come from? Did these pressures have any effect on the consequent programming of the Commission?

## CHAPTER II

### RECOGNITION OF THE PROBLEM

#### Aging as a Matter of Concern

Much has been written concerning the various facets and problems of aging. The main emphasis has been on the numbers of the aging. As one of the fastest growing segments of our national population, persons 65 and over now number in excess of 16,000,000. In Michigan, people over 65 years of age (over 600,000 persons) make up four times as large a part of the population as they did in 1900. This number is expected to increase at an average yearly rate of 14,000.

The number of older persons is not the only factor leading to the problems of senior citizens. As Governor G. Mennen Williams stated in his message to the 69th legislature

"It is not just numbers that have changed, it is a way of life. We have moved from a day when the typical Michiganiaan lived on a farm which he owned and operated, to a day when he works in a factory owned and operated by persons who are most likely strangers to him. He once worked side by side with members of his family and with close friends; today he works with near total strangers. In years now gone forever, the family breadwinner retired gradually, if indeed he did not die in harness as he would prefer, his health permitting. What is more important, perhaps, his retirement

was, in large measure, a matter of personal choice, both as to time and degree."<sup>1</sup>

Governor Williams also pointed out that

"When he retired, he continued to live on his own farm, or with his sons and daughters in their large farm homes. Recreation consisted of hunting and fishing in the well-stocked woods and streams nearby, or in visiting with long time friends."<sup>2</sup>

Needless to say, the situation today is quite different. As Governor Williams pointed out

"The individual today works in a factory or office, away from his family and in the midst of strangers. He retires at the will of his employer, or perhaps according to an agreement his trade union has been able to work out with the employer. He may find it necessary to retire involuntarily years before his mental or physical capacity would require it and before he is able to provide a retirement nest egg large enough to sustain himself and his wife. His children may be scattered widely over the nation and, in any case, are likely to be living in much smaller homes than the old-style American farm house."<sup>3</sup>

There is yet one other facet of the field of aging which should be mentioned here. When aging or old age is mentioned in modern day America, one is most likely to think in terms of those persons 65 years of age and over. This artificial barrier was introduced with the Federal Social Security Act in 1935 which set this arbitrary age limit as the time one should retire and receive the benefits of

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<sup>1</sup>Governor of Michigan, (G. Mennen Williams) Message to the Sixty-ninth Legislature, February 1, 1957 (Governor's office, Lansing, Michigan).

<sup>2</sup>Ibid., p. 2.

<sup>3</sup>Ibid.

his labors. Because of this, one hears much of the 16,000,000 Americans who are 65 or over and thus are automatically "old." Realistically facing the modern problem of aging calls for a realization that the age of 65 has come to be of real significance and does cause many problems. This is not only because 8% of the population is 65 or over, but also because in the minds of their fellow Americans they have become old and are relegated to a somewhat inferior position--not because of ill health and disabling disease, when modern medical advances would allow for a healthy and active old age, nor because all those 65 and over are poor, for they control 20% of our nation's wealth and 66% own their own homes.<sup>4</sup> Not because they are all senile and unable to think creatively when there are the Eleanor Roosevelts, Amos Staggs, and so forth by the thousands. Because Americans view old age negatively, because we are judged by what we produce, not what we are, because we are a youth oriented society, because only in a modern industrialized nation such as ours could such a waste of human talents and energies be afforded, are we so likely to think of the "problems" of aging.

#### Action to Meet the Needs of the Elderly

Services for the elderly have existed since earliest times. Many ancient and primitive tribes required their members to set aside a portion of their food to feed the

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<sup>4</sup>Dr. Frederick Swartz, Chairman, American Medical Association Committee on Aging, talk to Lansing Project on Aging, 1960.

elderly.<sup>5</sup> The ancient Greeks, by law, required a family to care for its elderly or be ostracized from the City-State.<sup>6</sup> The Inca Indians set up a system of collecting taxes to put in a central storehouse to care for the poor and the elderly.<sup>7</sup> In our modern culture "county farms" to care for the indigent elderly and other needy persons were part and parcel of a county of any size. In 1935, the Old Age and Survivors Insurance program was instituted nationally to assist persons in saving for their retirement as well as providing for direct relief to the elderly through the Old Age Assistance program. But as the number of older people grew, and the changes Governor Williams mentioned took place, more and more services were provided for the elderly. These services were instituted on all levels of government and are worth considering briefly at this point.

#### Local Level

As mentioned earlier, most counties had, at a minimum, a facility to care for its indigent elderly. Several cities had, by 1943, established Committees on Aging, which compiled data on the needs of older persons.<sup>8</sup> The services

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<sup>5</sup>Leo W. Simmon, The Role of the Aged in Primitive Society (Yale University Press, 1945), pp. 32-33.

<sup>6</sup>Bessie Ellen Richardson, Old Age Among the Ancient Greeks (Johns Hopkins Press, 1943), p. 56.

<sup>7</sup>Simmon, op. cit., p. 42.

<sup>8</sup>Helen Hardy Brunot, Old Age In New York City (Welfare Council of New York City, New York, 1943), pp. 1-10.



for the elderly already included Homes for the Aged, Nursing Homes, special recreational programs, clubs, etc. In Michigan, the larger cities formed Committees on Aging and began the development of coordinated, planned programs for the elderly.<sup>9</sup> Many services were extended by agencies serving all age groups, such as Family Service Agencies, Recreation Departments and others.

A survey of community facilities for the aged made in Lansing, Michigan, in 1950 helps to illustrate the status of such services. A questionnaire was mailed to nearly six hundred public and private agencies, organizations, and institutions in Ingham County, one hundred sixty-nine of which were returned. Of these, fifteen organizations reported that they were made up primarily of older persons. Fifty of the replies indicated that individual (not group) services on a limited scale were already being provided such as home visiting by the churches and counselling by social agencies. Forty-two agencies, organizations, and institutions had resources which they could easily make available for group activities of older people. Thirty-six had physical facilities for a meeting place, twenty-eight could provide leadership, and thirteen could give financial support.<sup>10</sup>

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<sup>9</sup>Anthony Lenzer, Community Action in Aging, (Ann Arbor, The Legislative Advisory Council on Problems of the Aging, 1959).

<sup>10</sup>Annual report of the Committee on Older People to Ingham County Council of Social Welfare, Lansing, Michigan, June, 1951.

At the local level then, many services for the elderly were being created, existing services were being expanded, and coordinating, planning activities were taking place. Obviously the problem of aging was recognized.

### State Level

In 1955, the Council of State Governments published a report entitled, "The States and Their Older Citizens."<sup>11</sup> This report pointed out the action of the individual states in the areas of employment, income, home living and family relations, homelike institutional care, physical health, mental health and rehabilitation, community participation, and social services as an indication of the state's activities in the aging field. In Michigan as early as 1938, the State Social Welfare Department was spending over thirteen million dollars per year on Old Age Assistance grants.<sup>12</sup> In following years, the State Health Department stepped up its chronic disease program with increased screening for diabetes, venereal disease, and tuberculosis. It assumed responsibility for licensing nursing homes and stepped up educational programs aimed at proper diets, weight control, and other important health factors. The Michigan Employment Security Commission established an older worker specialist in several of its branches. The Office of Vocational

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<sup>11</sup>A report to the 1955 Governor's Conference by the Council of State Governments, Chicago, 1955.

<sup>12</sup>Old Age Assistance in Michigan, 1937-1938 (Lansing, Michigan, State Welfare Department, Bureau of Old Age Assistance), p. 7.

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Rehabilitation in the Department of Public Instruction offered rehabilitative programs for those who could go back to work and the Department stimulated expansion of local Adult Education programs to serve the elderly. The Department of Mental Health was serving the 35 per cent of their institutionalized patients who were 65 years of age or over.<sup>13</sup> So state agencies were also busily engaged in providing services to the elderly, thereby indicating their recognition of aging as a matter of concern.

#### National Level

On the national level, there was also widespread recognition of the need for action. The first National Conference on Aging was held under the auspices of the Federal Security Agency in August, 1950. In 1961, the Whitehouse Conference on Aging was called, bringing to a focus the many plans and agencies on all levels of government. Within the Department of Health, Education and Welfare a Special Staff on Aging was created. The Department of Labor set up the position of Older Worker specialist and the Social Security program kept expanding and covering more persons.<sup>14</sup> The Kerr-Mills bill was passed expanding medical care for the aged to include the medically indigent.<sup>15</sup> On many fronts,

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<sup>13</sup>Michigan Commission on Aging, Programs and Services for the Aging in Michigan (Lansing, Michigan, 1960).

<sup>14</sup>U. S. Federal Council on Aging, Programs for Older People (Washington, D. C., 1960).

<sup>15</sup>U. S. Statutes at Large - 1960 Congress.

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the Federal government recognized aging as a problem and stepped forward with new and expanded programs to meet this need.

### Other Action

Such a review of recognition of aging as a problem would be remiss without noting the Townsend Movement of the 1930's. Dr. Francis E. Townsend, a California physician, led a movement which at one time had a membership of over three million older people in an attempt to gain a grant of \$200 per month for persons over 65. Other organizations of older people have been created and are carrying on effective programs to date.

In addition to the federal conferences, many universities have sponsored conferences on aging, including Michigan's Annual Ann Arbor Conference on Aging, which greatly stimulated recognition of aging as a problem on the part of all agencies and many citizens. In 1942, the American Geriatric Society, concerned with the study of diseases of old age, was formed. The Gerontological Society, an interdisciplinary professional organization, was formed in 1944.<sup>16</sup>

Thus we have seen that through demands for action, private and public agencies at all levels of government have set up and expanded programs for the elderly. The public through personal experience, mass media, conferences, committees, etc., appears to have become aware of the need for

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<sup>16</sup>Brunot, op. cit. introduction.

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action for the elderly. This has been accepted by both political parties, each now including a plank for programs for the elderly. Granted then, that there is considerable public demand for services for the elderly. But what has that got to do with the Michigan Commission on Aging? What demands were reflected in the responsibilities assigned to this agency?

According to Public Act 11, 1960 Legislature, the Commission has the following functions:

- (a) Conduct, and encourage other organizations to conduct, studies of the problems of the state's older people;
- (b) Encourage, promote and aid in the establishment of local programs and services for the aging. The commission shall assist local governmental and other agencies by designing surveys that could be used locally to determine needs of older people; by recommending the creation of such services and facilities as appear to be needed; by serving as a clearing house for the collection and distribution of information on aging; and by assisting organizations and communities in such other ways as the commission may deem appropriate;
- (c) Conduct programs of public education on the problems of the aging;



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- (d) Review existing state programs for the aging, and annually make recommendations to the governor and the legislature for improvements in and additions to such programs;
- (e) Encourage and assist governmental and private agencies to coordinate their efforts on behalf of the aging in order that such effort be effective and that duplication and wasting of effort be eliminated.<sup>17</sup>

As can be seen from this act, the Commission does not have as its function the provision of direct service to the elderly. Instead, its responsibilities are coordination, research, recommending legislation, stimulating local communities, etc. Is this what the public demanded? Are these the services pressure groups lobby for? These questions will be looked into at a later point in this paper, but for the time being, let us look at the general expectations that the public has of its state government.

#### Expectations of Government

As the authors of Public Administration point out, much of the activities, structure, and location of an agency will be dependent on the community's attitude toward government. The authors explain the arguments of *laissez-faire*,

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<sup>17</sup>Compiled Laws of Michigan, Public Acts 11, 1960. State Capital, Lansing, Michigan.

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protection of individual rights, and humanitarianism with reference to governmental activities.<sup>18</sup> For the purpose of this paper, however, Dr. Charles Adrian's "Myth Systems" provides a useful framework for the analysis of the consensus of attitudes toward government in various areas of the state.

Mac Iver thinks of these myths as value systems or "the value impregnated beliefs and notions that men hold, that they live by or live for. Every society is held together by a myth system, a complex of dominating thought forms that determines and sustains all its activities. All social relations, the very texture of human society, are myth born and myth sustained."<sup>19</sup> Adrian uses this myth concept to define political beliefs and trends. "The important thing is that there normally exists a myth or set of myths that is accepted by a dominant group of citizens, and as a result politicians are able to condition their appeals to fit the beliefs that their constituents treasure."<sup>20</sup>

In State and Local Government, the categories of frontier individualism, industrial individualism, and the social service state, are put forth, each with its pattern of expectations of government. These myths are useful in

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<sup>18</sup>Simon, Smithburg, & Thompson, op. cit., p. 31.

<sup>19</sup>R. M. Mac Iver, The Web of Government (New York: The Macmillan Company, 1947), p. 4.

<sup>20</sup>Charles Adrian, State and Local Government (New York: McGraw-Hill Co., 1960), pp. 39-40.

assaying the expectations of the people towards its government. Obviously, no one area of the state can be considered to manifest one myth system or the other in its pure form. In looking at the state as a whole, however, one can observe areas where one system seems to be dominant over others.

### Frontier Individualism

In State and Local Government Adrian says of this particular myth system: "Americans still believe that small government is better than big government; that an officeholder is more responsible to the people and more likely to be honest if he is directly elected; that rural government is more democratic and probably of a higher type than urban government; that a local government of neighbors is more efficient and effective than a local government in the hands of a professional bureaucracy, and so on."<sup>21</sup> In general, persons who hold primarily to this myth system expect government to be small and primarily focused on the local level rather than the state and federal level. They probably would argue that such problems as aging should be cared for by the family and neighborhood and there is little need for all of these services, much less a Commission on Aging. This point of view could be expected from the southwestern portion of the lower peninsula as well as throughout the rural agricultural area of the state.

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<sup>21</sup>Ibid., p. 56.

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### Industrial Individualism

Again from State and Local Government, we read, "The new myth included the idea that business (including industry) was the nation's most important institution, that what was good for business was good for the nation, that other institutions, social or political, should play a secondary role and must not interfere with the activities of the business community. Free enterprise and laissez-faire became key symbols; government was regarded as inefficient, and its control over business was held to be not only a threat to the progress of the nation but in fact immoral."<sup>22</sup>

It is within this group that the strong advocates of "voluntary" programs are found. If problems exist, private enterprise and the voluntary agencies can do the job and government's role should be as small as possible. The answer of these persons to a Commission on Aging would seem to be that "a voluntary group of interested citizens," could do the same thing cheaper and more efficiently. Geographically, this type of response and the prevalence of this myth system is to be found in the prosperous out-state urban areas as well as from representatives of business and industry, regardless of their location.

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<sup>22</sup>Ibid., p. 59.

### The Social Service State

As the name suggests, this particular myth system leads to greater expectations of government on the part of individuals. Commonly thought of as a modern phenomenon, Dr. Adrian points out that "whenever the hopes of men had been frustrated under industrial individualism, people were now able to turn to government to bridge the gap between what the person could provide for himself and what he needed in order to possess a reasonable amount of psychological security."<sup>23</sup> The relationship of psychological security and acceptance of the Social Service State myth is most readily assimilated in areas of economic deprivation. Closely coupled with urban area growth and economic interdependence, Dr. Adrian suggests that they "produced insecurities nearly unknown in an agrarian society. These circumstances caused people to look around for a social institution to help them regain the poise and security that had slipped away from them. The most likely candidate--perhaps the only one available, in fact, was government."<sup>24</sup> In areas where this system is prevalent, the citizens have come to expect such services as welfare, medical assistance, highly developed recreational programs, public housing and other such programs from government.

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<sup>23</sup>Ibid., p. 71.

<sup>24</sup>Ibid., p. 72.



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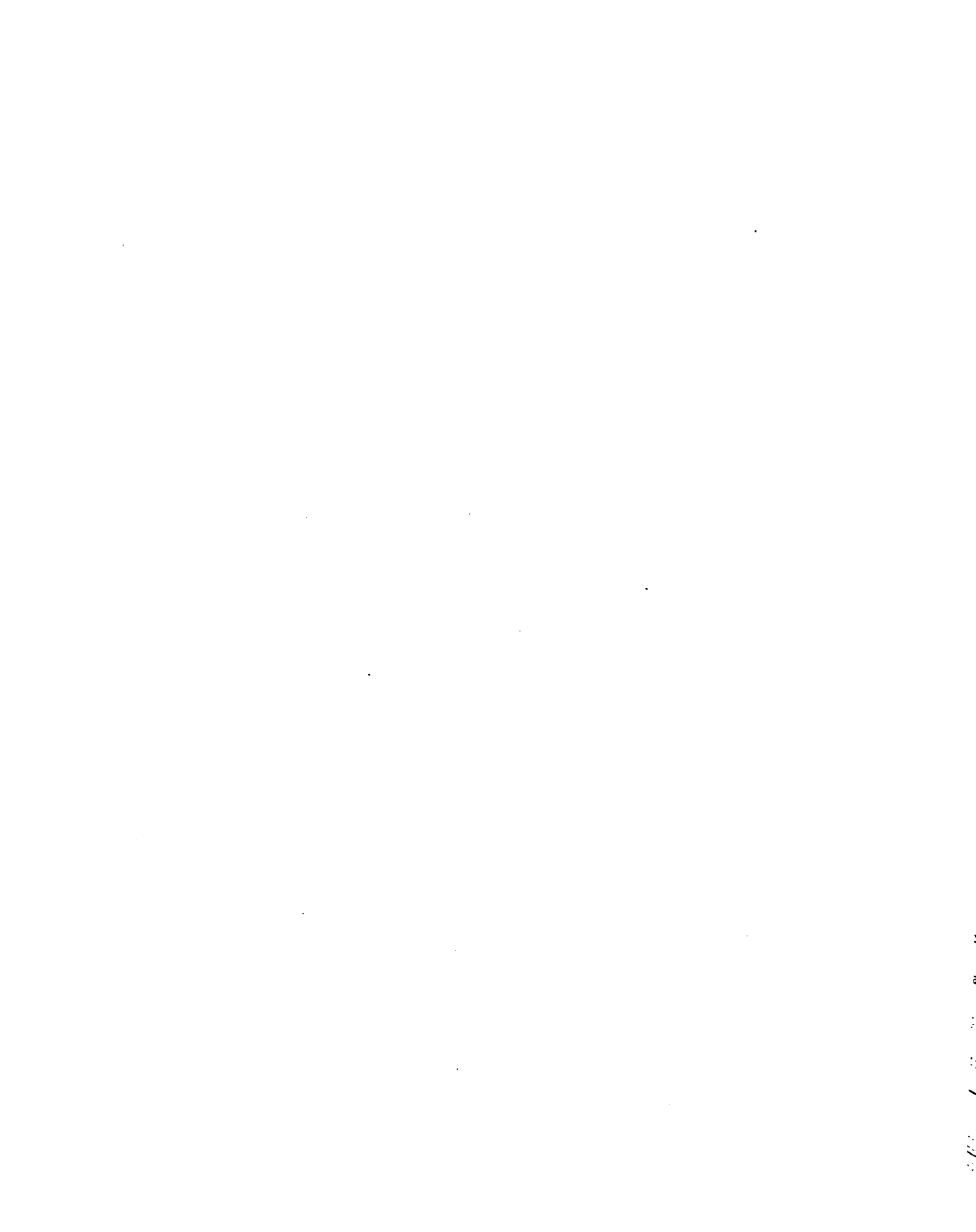
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## The American Culture

Tied in with the Social Service State myth is America's particular cultural view of aging referred to in the first chapter. America, in general, is a productive minded society. When over three-fourths of the 65 and over age group is not working, therefore not productive, they are consciously or unconsciously given an inferior position in the society. The modern American family has become greatly dependent on many outside factors and usually has stretched its credit to the limit to care for the "needs" of its immediate members, let alone the grandparents. As a result, this society has come to expect government to aid in caring for the elderly to a great extent. This is true even in the more conservative elements of the society, as is seen by the widespread acceptance of the Social Security program.

Although the frontier individualism myth has several advocates and the industrial individualism myth a strong following in out-state Michigan, the Social Service State myth now reigns dominant in the state of Michigan. Generally, in the large metropolitan area of Detroit and the upper peninsula of Michigan this myth system prevails. The political coalition of organized labor, social welfare organizations, and the Democratic party has enabled advocates of the Social Service State to capture the Governorship fourteen consecutive years in Michigan. Despite this popular mandate, however, the legislative apportionment is such that the more conservative elements have controlled the legislature all during this period.



Thus there are various expectations of government in Michigan, ranging from the frontier "caretaker" category to the Social Service State. Across all of these areas there seems to be a growing expectation of governmental responsibility for the aged, the question being, how much and to how many? These are the thoughts, the myths that are channeled into the political system via the legislators and their understanding of their constituents. Still, these demands are for services, whether they be as minimal as old age welfare or as complete as residential and medical care. Who is it that feels the need for a Commission on Aging?

Recognition of the Need for the Michigan Commission on Aging

From a strict organizational standpoint, Fritz Morstein Marx talks of the problem of expanding governmental agencies, overlapping and duplication in Chapter Nine of the Elements of Public Administration,<sup>25</sup> Herbert Hoover, then United States Secretary of Commerce in 1924, proposed the Congress provide the frame of reference for services and the chief executive take action to work within his authorization to meet their charges and make organizational adjustments in view of changing times. This proposal has served as a guideline for development of federal reorganization plans to date and has led to consolidation of efforts, coordinating agencies, broader spans of control, and, in

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<sup>25</sup>Fritz Morstein Marx, "The Departmental System," Elements of Public Administration, ed., F. M. Marx (Englewood Cliffs, N. J.: Prentice Hall, Inc., 1959), pp. 169-183.

general, many attempts to streamline and make more effective, the working of government. This kind of thinking has been responsible for the development of many broad agencies with intensive departmentalization covering a variety of functions as well as coordinating agencies, to bring about effective planning and to avoid duplication of efforts. It was this latter principle which guided much of the initial concern for the need of a Commission on Aging in Michigan. As was shown earlier in this chapter, several state agencies had developed extensive programs for the elderly by 1950. Due to this increased activity, Governor Williams and others became concerned lest those agencies develop duplicating or overlapping programs.

Also of concern to many was the lack of a focal point at the state level to which local groups and individuals could go for information and assistance in programming for the elderly. Others saw the lack of any one agency responsible for the over-all aging programs as a real short coming in the development of comprehensive and inclusive programs. Some examples of expression of need for a central state agency can be seen in some early reports and recommendations. Governor Williams' Interdepartmental Committee on Problems of the Aging in 1950 stated that, "since the problem is broad and having an increasing effect on our social and economic life, it seems clear that no single lay or professional agency is equipped to adequately deal with it alone." They further say that "a Commission

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representative of all interested lay and professional groups as well as the aging themselves, should further study the many specific problems involved and work toward their solution."<sup>26</sup> The report of the Commission to Study Problems of Aging in 1953, recommended a permanent organization to use and integrate materials and also for maintaining a state-wide interest in aging.<sup>27</sup> The Legislative Advisory Council on Problems of the Aging in 1957 felt that, "A permanent Interdepartmental Committee on Aging established through legislative action and with funds for staff assistance is needed to continue and expand this needed work of coordination (of state services). Further on, the report states "this lack of a proper state agency to develop and coordinate these programs makes obvious the need for a special office to serve older people."<sup>28</sup>

Thus there was concern over the need for an Aging Commission and it was recognized as a problem. Apparently this need was not recognized by the general public but rather by a few of the effective leaders of aging programs across the state. The efforts of these individuals and the process

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<sup>26</sup>Summary Report of Interdepartmental Committee on Aging to Governor Williams, September 26, 1950, Lansing, Michigan.

<sup>27</sup>Report of the Governor's Commission to study the Problem of Aging, January, 1953, Lansing, Michigan

<sup>28</sup>First Annual Report of the Legislative Advisory Council on Problems of the Aging, January, 1957, Ann Arbor, Michigan.

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of gaining favorable legislation will be described in the following chapters.

In this chapter, an attempt has been made to summarize the problems of aging in our modern society, the programs and activities for the aging population on the local, state, and national level, the expectations people have of state government in Michigan, and recognition of the problem of providing a focal point for developing and coordinating state programs for the aging.

## CHAPTER III

### THE BEGINNING OF THE PROCESS--1950-1954

The first formal state activity to deal with the ever-increasing problem of planning services for the aged seems to have been Governor Williams' appointment of an "Interdepartmental Committee on Aging" in early 1950. Following this organization, he appointed a "Commission to Study Problems of Aging" in spring of 1951. In 1955, the Michigan Legislature created a Legislative Advisory Council on Problems of the Aging. In order to prepare for the Whitehouse Conference on Aging to be held in Washington, D. C., in January of 1961, the Governor appointed a temporary "Commission on Aging" in 1959. These groups were the main attempts made by the state of Michigan in trying to arrive at a solution to the problem of planning services for the elderly, providing a focal point for information and research, as well as establishing over-all authority for state aging programs. The works and recommendations of the Interdepartmental Committee, the Study Commission, and the first piece of formal legislation shall be covered in this chapter.

Interdepartmental Committee on Problems of the Aging: 1950

On July 6, 1950, Governor Williams called a meeting of state government officials involved with aging programs to discuss the establishment of an Interdepartmental Committee on Problems of the Aging. The Governor asked the Committee to do three things:

1. To define the general problem and break it into manageable units which could serve as an outline for working committees of a Commission on Problems of Aging.
2. To suggest individuals and groups for possible appointment to the commission.
3. To review the work done in this field and evaluate its usefulness in developing an integrated program in Michigan.<sup>1</sup>

The Governor's reasons for taking this initial action have been laid to the amount of interest shown in his attempt to repeal the lien law of the Old Age Assistance Program in 1948-49. The lien law, as it is commonly called, is a part of the Old Age Assistance program in Michigan. The law calls for a lien which is assessed against the estate of an Old Age Assistance client after their death to repay the state for monies expended in welfare. As part of his campaign in 1948, Governor Williams had included the repeal of this provision and made an attempt to do so in the 1949 legislative session. Although this attempt was unsuccessful, the amount of interest shown stimulated the Governor

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<sup>1</sup>Summary Report, Interdepartmental Committee on Problems of Aging, September 26, 1950, p. 1.

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to further investigate the aging field.<sup>2</sup>

The Institute for Human Adjustment at the University of Michigan has also been credited by persons close to the Governor with assisting in his recognition of the problem. A study of aging in 1947 by Dr. Clark Tibbetts stimulated activity and focussed attention on the problems of aging. In June, 1951, the Division of Gerontology of the Institute was formed and Dr. Wilma Donahue became its chairman.<sup>3</sup> The Federal Security Agency's National Conference on Aging, called for August of 1950, was also responsible for stimulating the Governor's action.

Active in the original appointment of the Interdepartmental Committee was Mr. Clinton Fair and Mr. Clarence Smazel of the Governor's staff. Named to the group were: Miss Ruth Bowen, Supervisor, Social Services, Social Welfare Department; Mrs. Molly Guiney, Assistant Supervisor, Wayne County Bureau of Social Aid; Mr. Ralph Walton, Research Psychologist, Mental Health Department; Dr. John Altland, Director of Local Health Units, Department of Health; Dr. Clarence Poppen, Chief, Cancer and Adult Health Services, Department of Health; Mr. Robert Sharer, Chief, Adult Education, Department of Instruction; Mr. John Simmons, Michigan Employment Security Commission; Mr. William Phillips, Secretary, Commissioner of Labor; Mrs. Loleta Fyan, State

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<sup>2</sup>Interview with Frank Blackford, former legislative aide to Governor Williams, July 5, 1961.

<sup>3</sup>Wilma Donahue, "Gerontology at the University of Michigan, the Historical Perspective," Geriatrics, Vol. 15, (April, 1960), pp. 222-223.

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Librarian; Dr. Wilma Donahue, Director, Institute for Human Adjustment; Mr. W. C. Conley, Actuary, Insurance Department; and Mr. James Magdanz, Department of Administration, who served as Committee Chairman. This committee organized into seven groups, each dealing with one area of concern, and met continually until September 26, 1950, when their report was given to the Governor.<sup>4</sup> This report recommended a Michigan Commission on Aging to further study the problem in these seven areas. These areas were:

1. Employment - using the productive energy of older people in paid employment. Specifically this would include consideration of such matters as part-time employment, transferring older employees to less demanding jobs to enable them to continue in employment, the effect of workman's compensation, insurance and retirement plans on the employment of older people, employer and union attitude toward employment of older people, differentials in chronological and biological ages as they affect retirement, and vocational counselling, re-training and rehabilitation.

2. Economic support - other than employment. In this area are such considerations as family support, savings, insurance, annuities, retirement benefits, pension plans, and public assistance.

3. Health - both physical and mental. This area includes such things as disease prevention and control, both

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<sup>4</sup>Summary Report, Interdepartmental Committee, pp. 1-2.

acute and chronic, communicable and non-communicable, boarding homes and out-patient programs, facilities for custodial care, convalescent care, hospitalization, visiting nurses or homemaker services and county public health programs.

4. Education - a. of older people themselves; b. of personnel for work with older people; c. of general community attitudes toward older people and the value of their employment and participation in the life of the community. Covered under these sub-heads are such things as field and extension services, continuing education, library services, survey of training resources, analysis of curricula and need for institutes.

5. Activities in retirement - both group and personal. This includes what people can do to make their lives worthwhile both to themselves and to society after they have retired from their usual occupations as well as preparation for such activities in advance of retirement. These activities are usually, but not necessarily, non-remunerative.

6. Living arrangements and housing - Covered here are the physical and social needs of the aging as they relate to housing. Among these considerations are possibilities for living in a community of friends or with relatives and in public or private institutions with special emphasis on independent living arrangements. Programs of activity in connection with groups or individuals and public or private living arrangements would be a part of the considerations under this heading.



7. Community planning - This includes the planning and coordination of state and local programs in the fields of employment, health, housing, etc., to discover gaps in existing programs and to best utilize community resources. Churches, schools, social agencies, service clubs, professional and non-professional organizations and other interested groups and individuals could all be employed.

Their final report stated that "We therefore believe that a Commission representative of all interested lay and professional groups as well as the aging themselves, should further study the many specific problems involved and work toward their solution."<sup>5</sup> It was given to the Governor along with a list of suggested names and groups for appointment, and the Committee, at least temporarily, went out of business.

Governor's Commission to Study Problems of the Aging

The Commission recommended by the Interdepartmental Committee was created by Governor Williams in accordance with the provisions of Act 195 P. A. 1931, on March 15, 1951.<sup>6</sup> Financing this study commission was \$5,000, shared by several other study commissions. Thirty-nine persons representing various professions, geographical areas and interests were named to the Commission. Mrs. Harold S. Patton of Kalamazoo,

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<sup>5</sup>Ibid., p. 12.

<sup>6</sup>Sec. 10.51, C. L. 48, gives the Governor of the State of Michigan authority to appoint special commissions.

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Michigan was appointed chairman and the group named Rabbi Morris Adler, John Badoud, Dr. Wilma Donahue, Miss Ruth Edison, Fedele F. Fauri, Rev. Charles M. Herbst, and Mrs. Elizabeth L. Belen to its executive committee.

From March 15, 1951, to July 1952, when the final report was drafted, the Commission held fourteen meetings and a state conference on aging, went on several field trips, carried on surveys and hearings to gather data, and published their report. The eighty-six page report developed some comprehensive recommendations and was quite thorough in view of the Commission's limited funds available.<sup>7</sup>

#### Recommendations

According to his letter of appointment, the Governor created the Commission because "The solution to the problem (of aging) is not one that can be resolved over night, but is one that requires mature judgment and consideration. To assist in this solution, I have established a commission to study the problem and its ramifications, and to recommend programs and legislation that will be both beneficial to those older people and to our state."<sup>8</sup> The Governor did not mention the problem of developing a centralized state program in his letter, nor did the Interdepartmental Committee suggest an area of state planning for the aging in

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<sup>7</sup>Report of Governor's Commission to Study Problem of the Aging, 1953, pp. 1-4.

<sup>8</sup>Ibid., p. 1.

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their recommendations. Nevertheless, the thinking of the Commission moved clearly in that direction, as its recommendations show. The Commission recommended:

1. That adequately financed and staffed governmental 'ad hoc' committees be developed under appropriate sponsorship to make detailed studies and present authoritative findings and definite recommendations for long range housing, health, education and employment programs respectively for the aging in Michigan.
2. That a permanent organization, committee or agency assume responsibility not only for using and integrating the materials produced by the 'ad hoc' committees, but also for maintaining a continuing statewide interest in the problems of aging.
3. That each community in the state be encouraged to organize a Committee on Aging, either under the leadership of an existing agency or by means of a newly activated group, to inventory the resources of the community, to assess unmet needs, and to stimulate voluntary programs aimed at making a more comfortable life for all older people.
4. That organized groups in the community, e. g., churches, schools, recreation departments, fraternal societies, professional clubs, and similar

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organizations evaluate the place of the older member and where necessary take positive steps to maintain his integration in the normal patterns of community activity.

5. That the state legislature should memorialize the Congress and the citizens of the state should urge their representatives in Congress to amend the Social Security Act so as to make the coverage of Old Age and Survivor's Insurance universal.
6. That such steps as are necessary to be taken to make available to non-profit groups loans of public funds to supplement private funds in the capital financing of facilities for the care of the aged--such loans to be repaid at a low rate of interest and over a long period of time, under proper safeguards.
7. That the State Department of Public Instruction explore the need for extending its planning including older adults and carry on experimental programs designed to determine course content, teaching method and materials, facilities, and places of meeting appropriate for older people.
8. That a committee of the agencies concerned with health, welfare and related activities explore the feasibility and desirability of a change of responsibility from the Department of Social Welfare to the Department of Health, for the

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supervision and standard-setting for homes for the aging.<sup>9</sup>

Recommendations 1, 2, 3 & 8 really represent the first formal statements concerning the need of an agency like the Michigan Commission on Aging as well as some recommended solutions to these needs. The need for long-range study of the various problems of aging, bringing together data and maintaining statewide interest, stimulating local communities, and bringing together state agencies to determine responsibilities and prevent overlapping was specifically recognized. These functions ultimately became the backbone of the Michigan Commission on Aging.

Recommendation two is especially pertinent because it would set up a "permanent organization, committee or agency." Although the purpose according to this recommendation would be much more limited than later plans for such an agency, it nevertheless recognized a governmental responsibility for such a task. Interestingly, the recommendations in the bulk of the Commission's committee reports do not recognize such responsibility. The only committee recommendations concerning this problem of state wide planning was found in the Community Planning chapter. This recommendation states "That consideration be given after community committees on aging are functioning, to the formation of a state organization inspired from the local level (a) to pool

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<sup>9</sup>Ibid., p. vii-viii.

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information and make it available to community committees; (b) to offer consultant services; and (c) encourage new organizations."<sup>10</sup> This recommendation itself does not place the responsibility for development of such an agency, but the following descriptive sentence places such responsibility solely in the private sphere: "If there were a privately organized and financed central gerontological society or by whatever name it may be known, the difficulties of getting under way would be considerably minimized."<sup>11</sup> Thus, it is apparent that the community planning section, chaired by Fedele Fauri, Dean of the School of Social Work at the University of Michigan, saw the need for a statewide agency to assist the local planning bodies, but that they saw this as a function of a private organization.

It must be assumed that the executive committee, which had the responsibility of compiling, editing and publishing the committee reports as well as making the major recommendations, chose to interpret this one recommendation in the light that it did. Probably greatly influencing their decision on this matter was Governor Williams' statement at the Conference on Aging: "I hope also that from the work of the Study Commission and Conference discussion will come suggestions regarding next steps to be taken at our state level. Although you have agreed that local planning must

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<sup>10</sup>Ibid., p. 67.

<sup>11</sup>Ibid.

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take precedence because conditions vary from one community to another, it appears that local action would be greatly stimulated by a statewide organization, committee, or council, which would be available to assist communities and governmental units in the planning and initiation of additional programs and services for older people."<sup>12</sup>

A private state planning agency on aging has never been seriously considered since the Study Commission's report in 1952. The Michigan Society of Gerontology, a private, non-profit corporation composed of persons interested in aging, was formed a few years later; however, it soon lent its support to the Michigan Commission on Aging Bill. At any rate, we see in this Study Commission report the seeds of the Michigan Commission on Aging. Not meant to be an ongoing commission, this group was dismissed following its report to the Governor and the Interdepartmental Committee, which had been reactivated to assist the Study Commission in its work, assumed the responsibility of carrying out those recommendations which were not intended for any specific agency.

Interdepartmental Committee on Problems of the Aging, 1953-1954

As we have noticed earlier, the Interdepartmental Committee, after making its recommendation in September, 1950, offered its collective resources to the Study Commission and disbanded. After being reactivated in the fall

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<sup>12</sup>Ibid., p. 85.

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of 1951, the committee met twice with the Study Commission, was kept informed of their progress and assisted them in their studies. Following the report of the Michigan Commission to Study the Problems of Aging, the Interdepartmental Committee began its activities in the direction of creating a permanent state Commission on Aging. On November 5, 1953, Dr. Wilma Donahue, chairman of the Institute for Human Adjustment, Division of Gerontology, wrote a letter to Frank Blackford, then Legislative Secretary to Governor Williams and chairman of the Interdepartmental Committee, proposing a permanent Commission on Aging.<sup>13</sup> On December 1, 1953, the committee met, considered Dr. Donahue's suggestions, reviewed other state's activities in this area and unanimously recommended the establishment of a permanent "Commission on the Problems of the Aging." Mr. Darrett Lyons, Assistant to the Director of the Department of Social Welfare and Mr. John Reid, head of the Michigan Department of Labor, were instructed by the Interdepartmental Committee to draw up a proposed bill for submission to the 1954 Legislature. Dr. Donahue was also elected chairman of the committee at this meeting.<sup>14</sup> Senate Bill 1257 of the 1954 Legislature was the result of this activity.

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<sup>13</sup>Letter from Wilma Donahue, Chairman, Division of Gerontology, University of Michigan, to Frank Blackford, Legislative Secretary to Michigan Governor G. Mennen Williams and Chairman of the Interdepartmental Committee on Problems of the Aging, November 5, 1953.

<sup>14</sup>Letter from Blackford to Donahue, December 2, 1953.

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1954, initial legislation: A careful examination of Journals of the Michigan Senate and House of Representatives since 1948 reveals little activity specifically catalogued as "aged" or "aging." As a matter of fact, the first entry under such a category was in the 1952 session, and this bill had no connection with the establishment of an agency.

S. B. 1257: The first bill calling for the creation of a permanent state agency in aging was introduced into the 1954 Michigan Legislature. Senate Bill No. 1257, sponsored by Senator Brown, a Detroit Democrat, was the one written by Barrett Lyons and John Reid for the Interdepartmental Committee on Problems of the Aging. After some modification, it was introduced with the Governor's support but lived a relatively short life. Introduced on February 10, 1954, the bill was referred to the Senate Committee on State Affairs and was never reported out of Committee.

Description of S. B. 1257 - Calling for the establishment of a "Michigan Commission on the Aging," this bill would have set up a body of fourteen members. Five ex-officio members were the Superintendent of Public Instruction, the Director of the State Department of Mental Health, the Commissioner of Health, the Director of the State Department of Social Welfare and the Director of the Employment Security Commission. These persons would not have voting power. There was also a provision that the above named members could appoint an employee of their department to function temporarily

in their stead. Of the remaining nine members, five members from the general public were to be appointed by the Governor with the advice and consent of the Senate, two members of the Senate were to be appointed by the Lieutenant Governor, and two members of the House of Representatives were to be appointed by the speaker. The bill specifically stated that "the five members appointed by the Governor shall be selected without partisan consideration from persons with a demonstrated interest in one or more of the problems of the aging." This method of selecting members meant that the Governor could control nine of the Commission members by the virtue of the fact that four of the five ex-officio offices are technically appointive positions. Of the nine voting members, however, four could be appointed by Republican leaders presuming their control of both Houses, and, strictly interpreted, the five appointed by the Governor would be non-partisan, thus removing much of any one party's control over the Commission.

The powers and duties of the Commission would have been to:

1. Study and investigate the employment, economic, health, educational, recreational, housing, institutional care and other needs of aged persons which constitute present or potential problems for the state;
2. Request and receive reports from all state departments on subjects within the regular functions

of the commission and of said departments;

Provided, that said departments shall comply with such requests to the extent that the governing bodies of said departments deem practical;

3. Receive inquiries from persons and agencies interested in problems of or programs for the aged and to redirect any inquiries to appropriate departments or agencies for reply;
4. Arrange and conduct hearings or discussions on aspects of the problems of the aged, with the end in view of meeting the needs of the aged economically and effectively;
5. Make recommendations for needed legislation to the governor and the legislature; and
6. Make requests for appropriations for the printing and mailing of reports or other materials for public distribution, and to arrange for the distribution of same when printed: Provided, that the department of administration shall contact or arrange for the reproduction of materials authorized for publication by the legislature under this subsection.<sup>15</sup>

The bill also stipulated that the Governor should convene the Commission 60 days after the effective date of the act. The Commission would elect a chairman and vice-

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<sup>15</sup>Michigan, Senate Bill 1257, 1954 Legislature.

chairman from its membership and could not meet less than four times a year. The Department of Social Welfare would provide secretarial services and the Commission was granted authority to accept donations, grants and bequests.

Some interesting points of this bill were the lack of either an Executive Director or of the power of vote for the ex-officio members. Apparently the authors of the bill felt that the duties so prescribed could be carried out without any staff, which is indeed doubtful. In not giving the powerful departments a right to vote on the Commission, this bill did not enhance its chances for passage. One of the fears of any established agency towards a newly established single-purpose agency is that such an agency might deprive it of an integral part of its program. Without having a legal voice on such a body, some departments were not overly enthusiastic about the passage of S. B. 1257. As will be seen in later chapters, sources close to the legislative scene have credited the Department of Social Welfare and the Michigan Department of Health with delaying passage of the Commission bill. The activities of some departments, notably the Department of Social Welfare, on the present Commission on Aging underlines their lack of enthusiasm and support for the program. This is true, despite the number of changes made in later legislation to give the state departments more control and to appease their opposition to the bill. Another interesting facet of this bill was the inclusion of two members of the House and two members from the

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Senate. Probably aimed at getting support for this proposal, representation was never mentioned in any subsequent legislation. At any rate, even though the bill died quickly in the legislative process, it had broken the ice and had served notice that the problems of an aging population were reaching proportions demanding such legislative action.

Interdepartmental Committee: 1954-1959

In discussing the reasons for the failure of S. B. 1257 in their April, 1954, meeting, the Interdepartmental Committee concluded that "the bill had died from lack of grass root support and interest on the part of other senators who were busily engaged in more urgent matters such as unemployment compensation, and salary increases for both state personnel and legislators." Another reason advanced by the Committee for the ill fate of the Bill was that "since the Governor has been given appointive power the legislature reacted negatively." Concerned over eliminating the shortcomings, the committee suggested four ways of strengthening its approach the following year. These were:

1. Group support is necessary. Unions and other community organizations should be urged to support such a bill.
2. There should be some indication of the number of people who would benefit from the passage of such a bill.
3. Press should be used extensively. Articles containing facts and figures should be prepared and

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sent to organizations who would in turn get them released through the press in their local communities.

4. In order to get action on any such bill, grass root support must be secured. This may be done by using churches, insurance agents, local weeklies, State and City Council of Churches, the American Legion, Community Councils as well as Councils of Social Agencies.<sup>16</sup>

From this point on the establishment of a Commission on Aging became the main reason for the committee's existence. Other activities were carried on by the Committee, however. A review of the Committee's 1955-1956 memorandum to the Governor suggests that through its meetings the various state agencies concerned were kept informed of each other's activities.<sup>17</sup> This memorandum also pointed out the committee's role in following up the recommendations of the Study Commission. The minutes of the meeting of April 27, 1954, suggest the following activities for the Committee's activities.

1. Conducting hearings in various communities on the problem of aging.
2. Serving as a clearing house for information on problems of the aging.

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<sup>16</sup>Minutes of Interdepartmental Committee on Problems of the Aging, April 27, 1954 (from Dr. Donahue's files).

<sup>17</sup>Tentative and Rough Draft, Report of Interdepartmental Committee to Governor Williams, September 12, 1955.



3. Serving as consultant to local communities who are interested in resolving the problem on a local level or in arousing interest in communities who have not become aware of the problem.
4. Surveying present facilities for the aging in Michigan.
5. Serving as watch dog over legislation so as to assure progressive legislation and interpretation.
6. Assuring progressive policies in hiring of aged by the state and its over-all personnel policies and practices.
7. Coordinating efforts of various State agencies in their services to the aged.<sup>18</sup>

In these suggestions, the Commission agreed with Mr. Blackford's letter to Dr. Donahue when he said "I believe also that the committee has an important task to perform, at least until a permanent commission is established."<sup>19</sup> Under the leadership of Dr. Donahue and later, Mr. Jordan Popkin, Director of the Office of Hospital Survey and Construction, the Committee continued to submit yearly recommendations to the Governor and his whole-hearted support of these recommendations to the legislature testifies to the value of this Committee. With the creation of a temporary

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<sup>18</sup>Minutes of Interdepartmental Committee, April 27, 1954.

<sup>19</sup>Letter from Blackford to Donahue, December 2, 1953.

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or Governors Commission on Aging in 1959, however, the need for the Interdepartmental Commission ceased and it became part of Michigan's history.

## CHAPTER IV

### CREATION OF A COMMISSION: THE MIDDLE STAGE

Having seen the beginnings of interest in a statewide agency, the establishment of an Interdepartmental Committee to coordinate state programs, a Study Commission of Problem of Aging, and the first formal step in the legislative process, we shall now turn to the more intensive middle stage of the creation of a Commission. This stage, lasting from 1955 to 1959, includes the legislature's recognition of the problem and their consequent appointment of a Legislative Advisory Council on Problems of the Aging, the submission of a new bill calling for a State Council on Aging and a coordinator of state aging programs, the formation of an outside pressure group and the beginning of interest being shown by groups other than the experts and bureaucrats, the unification of persons working for the Commission through a special House committee, submission of the bill very similar to the one eventually passed, and finally the Governor's appointment of a Temporary Commission on Aging.

1955: Still intent upon gaining passage of their desired Commission, the Interdepartmental Committee restructured S. B. 1257 to gain support and had it submitted to the 1955 Legislature as S. B. 1128.

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S. B. 1128: Changing the title of the proposed agency to "Advisory Council on Problems of the Aging," this bill was introduced on February 10, 1955 by Senators Brown and Doyle, Detroit Democrats. The bill appeared to have every chance of passing the Senate and the House was considered to be favorably disposed towards such legislation. After having been reported out of the Senate Committee on Health and Welfare favorably and with no amendments, the Committee of the Whole referred it back to the Committee on Health and Welfare on February 23 and it was never reported out again.<sup>1</sup>

Senate bill 1128 was very similar to the 1954 bill S. B. 1257, with the exception that the title of the agency was changed, the Governor appointed all nine public members, the ex-officio members were not deprived of the authority to vote, and the Department of Social Welfare was given more authority on the Commission.

The removal of appointive power by the legislature and the expansion of the Governor's power in appointing all nine citizen members seems to be contrary to the Interdepartmental Committee's conclusion that his appointment of five members in the 1954 bill was a major reason for its failure. Despite the fact that Democratic Governor Williams could appoint thirteen of the fourteen members of the Commission, (the Superintendent of Public Instruction is elected) the Committee seemed to feel sure it would pass the Republican Legislature. Apparently this feeling had some justification,

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<sup>1</sup>Journal of the Michigan Senate, 1955, Legislature.

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because the bill was making excellent progress up to the point when it was referred back to committee. Another reason for its improved chances was undoubtedly the power of voting granted, or more correctly, not taken away from the department heads. Although some heads were reportedly still not enthusiastic about the Commission, they must have been at least partially pacified by this extension of control to them to protect their vested interests.<sup>2</sup> The Director of the Social Welfare Department was given authority to convene the Commission instead of the Governor; materials which would have been provided by the Department of Administration were now to be supplied by Social Welfare; and the expenses of the Commission as well as secretarial assistance were to be paid through the appropriation for the Department of Social Welfare. The powers and duties as prescribed under S. B. 1257 were generally the same under S. B. 1128.

It was at this point, February 23, 1955, shortly after S. B. 1128 had been effectively side-tracked, that one of the significant events for the future creation of the Michigan Commission on Aging took place. The Senate Republican majority either saw the handwriting on the wall or recognized their obligation to provide a central state agency for aging and introduced S. B. 1187 on February 24, 1955.

S. B. 1187: This bill called for the creation of a "Legislative Advisory Council on Problems of the Aging." As originally introduced, it was an exact duplicate of the

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<sup>2</sup>Interview with Blackford.



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"Advisory Council on Problems of the Aging" with a few major exceptions. These were centered around the appointment of the Council.

Introduced on February 24 by leading Republican Senators Coleman, Hittle, Geerlings, Feenstra and Morris, the bill was referred to the Senate Committee on Health and Welfare. This committee, chaired by Senator Graebnor, Republican, where S. B. 1128 was peacefully resting, amended the bill to add an Executive Secretary and appropriated \$20,000 to carry out the provisions of the act. The bill was referred out with amendments and sent to the Senate Committee on Appropriations. This committee, which was to become the final resting place for future Commission bills, removed \$5,000 from the appropriation and referred the bill to the Committee of the Whole on March 24, 1955. On March 28, the bill was passed and sent to the House where it was referred to the Committee on Ways and Means. Here the functions were amended to remove Section 2 (d) giving authority to hold hearings, and Section 2 (f), giving authority to make requests for appropriations for printing and mailing. Also amended here was Section 2 (d) to read "Make reports on or before the first day of January of each year of their activities and for needed legislation to the legislature." On May 26, the amended version of S. B. 1187 passed the House and was returned to the Senate. The Senate concurred with the amendments. Senator Brown was named co-introducer, and it was sent to the Governor on May 31. On June 17, the bill was

signed by Governor Williams, becoming Public Act No. 200 of the 1955 Michigan legislature.<sup>3</sup>

This bill, with the exception of the amendments described above and the method of appointing the Council, was similar to S. B. 1128 of 1955 and S. B. 1257 of 1954. The act called for a Council which would consist of eight members, four appointed by the Senate and four by the House. Also, funds were to be appropriated from the legislature for this purpose as opposed to the Social Welfare device called for in S. B. 1128.

As may be obvious to the reader, this was a maneuver by the Republican party in Michigan to answer Governor Williams' insistence upon the need for such an agency, but to keep it safely controlled in their own party. The method of appointment looked secure in view of the Republican majority in both houses. By not including state departments, however, this act necessitated the continuance of the Interdepartmental Committee, thereby undermining the single focal point idea for a state agency.

The significance of this act for the eventual establishment of the Commission was the fact that the Republicans openly agreed to the need for such an agency and some of their influential leaders threw their own weight behind it. In the future when their own group was to recommend its own abolishment in favor of a single state commission, they had

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<sup>3</sup>1955 Senate Journal.

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very little ground left to stand on in opposition to Governor Williams' proposal. It was also the first bill to include a salary for a paid staff person. Unfortunately, Senators Coleman and Brown, the two leaders most responsible for and interested in the Legislative Advisory Council, did not return to the Senate and according to some sources, the Council lost much of its effectiveness by not having a champion in the Legislature.<sup>4</sup>

The Legislative Advisory Council on Problems of the Aging:  
1955-1960

The Legislative Advisory Council was to undertake the following activities:

- (a) Study and investigate the employment, economic, health, education, recreational, housing, institutional care and other needs of aged persons which constitute present or potential problems for the state;
- (b) Request and receive reports from all state departments on subjects within the regular functions of advisory council and of said departments;
- (c) Receive inquiries from persons and agencies interested in problems of or programs for the aging and to redirect any inquiries to appropriate departments or agencies for reply;
- (d) Make reports, on or before the first day of January of each year, of their activities and recommendations for needed legislation to the legislature; and
- (e) Employ an executive secretary on an annual basis whose compensation shall not exceed \$9,000 per year.<sup>5</sup>

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<sup>4</sup>Interview with Dr. Donahue, June 30, 1961.

<sup>5</sup>Compiled laws of Michigan, Public Act No. 200, 1955 Legislature.

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Named to the Council were Howard R. Estes, Chairman; John B. Martin, Jr., Vice-chairman; Wilma Donahue, Ph.D; John V. Fopiano, M. D.; Richard C. Hedke; Rev. Charles M. Herbst; Alfred E. Thomas, Jr., M. D.; Ernest Wunch; and Anthony Lenzer, Executive Secretary. Mrs. A. R. Jacobs, Msgr. Wilber Suedcamp, and Mrs. John J. Walch were later appointed to fill vacancies on the Council and Mr. Martin served as chairman the last three years.

Despite its limited funds, the Council carried on an active program from July, 1956, to December, 1959. Their main areas of activity were research and investigation, publication and dissemination of information, technical assistance and other direct services to legislators and to community and statewide groups.

The Council held a series of public hearings on the employment, health and housing problems of the aged. Nearly 100 persons testified in person or submitted written statements. The hearings helped to stimulate public interest in aging, and provided information useful to the Council. They brought together much existing data about Michigan's aged into a single publication "Michigan's Older People: Six Hundred Thousand over Sixty-Five,"<sup>6</sup> which has been widely used as a reference work, both in Michigan and in other states. A series of specific studies designed to fill in some of the

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<sup>6</sup>Anthony Lenzer, Adele S. Pond, and John Scott, Michigan's Older People: Six Hundred Thousand Over Sixty-Five (Ann Arbor, State of Michigan, Legislative Advisory Council on Problems of the Aging, 1958).

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gaps in existing knowledge was carried on. Two sets of estimates of the number of persons aged 65 and over in Michigan counties and cities were published in 1958 and 1959.<sup>7</sup>

The Council surveyed the state's nine known local committees on aging in 1958. A survey of the mayors of fifty-two large Michigan cities was undertaken the following year, in an attempt to uncover previously unknown community programs in the aging field.

The Council carried out two brief surveys on housing for the aging in 1958 and 1959. The first was a survey of the seventeen local public housing commissions, designed to discover the extent of use of public housing by older persons. The second was a survey of the sixteen urban renewal programs in Michigan. Information was obtained on the number of older persons displaced by urban renewal programs and local plans for rehousing such persons. The staff analyzed data from the 1956 National Housing inventory, to find out what changes had taken place in the housing status of the aged in Detroit between 1950 and 1956.

Information on topics of special interest to members of the Legislature was obtained for them upon request. An investigation on anti-age discrimination laws in other states illustrates this type of activity.

The Legislative Advisory Council prepared twenty-three publications in the field of aging and functioned as

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<sup>7</sup>Fourth Annual Report of the Legislature Advisory Council on Problems of the Aging, 1960, Ann Arbor, Michigan.

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a clearinghouse for information on aging in Michigan.<sup>8</sup> In addition to handling many direct requests for information, they also served other state agencies and the Governor's office by answering inquiries which had originally been sent to those agencies.

In addition to these research and information activities, the Council offered direct services to various groups in the state. As an agency of the Legislature, it assisted individual members and committees of that body by (1) carrying out special investigations of laws pertaining to the aging in other states; (2) arranging public hearings on bills affecting older people; and (3) helping draft proposed legislation.

The Council served other organizations primarily through assistance in the preparation of field surveys and other studies of older groups. In 1959, for example, it provided technical assistance to four local communities which were planning surveys on aging.

Even though it had been the intention of some of the legislators to circumvent the proposed Commission on Aging with this Advisory Council, the Council in its first year and every year thereafter recommended an official agency on aging other than itself.<sup>9</sup>

The 1958 report made a recommendation for a State Commission on Aging which was basically the same as the final

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<sup>8</sup>Ibid., Bibliography.

<sup>9</sup>Interview with Dr. Donahue.

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bill passed in 1960. Included in this proposal was the recommendation that the Interdepartmental Committee and the Advisory Council be replaced by the new Commission. The reason for the proposal was the Council's recognition that neither the Interdepartmental Committee or itself had the authority or resources to help communities establish local programs, to enable public or voluntary agencies to effectively coordinate their aging programs, or to carry out long-range studies. The 1959 and 1960 report carried the same recommendation to the Legislature and, with the passage of House Bill 24 in 1960, the Legislative Advisory Council on Problems of the Aging went out of existence. It left behind many significant achievements. Perhaps the most significant of these achievements was their demonstration that "A state agency, operating with a very modest budget and a staff consisting of two persons, can usefully assist both the government and the citizens of Michigan in better understanding and meeting the needs of the state's 625,000 citizens who are today over 65 . . . and the many additional thousands who will reach that "Golden Age" tomorrow."<sup>10</sup>

Even though some legislators might have felt that setting up this council would mean the end of hearing about the need for a state commission on aging, they were soon to learn that they were very wrong. The following year, 1956, there were no bills introduced concerning this subject, but in 1957 there were several items of particular significance.

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<sup>10</sup>Fourth Annual Report of Legislative Advisory Council, p. 4.

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The Legislative Advisory Council's report of January, 1957, carried a recommendation that an "Office of Aging" should be created which, along with the Interdepartmental Commission and Legislative Advisory Council, would serve a function in filling the gaps in needed services for the elderly. The report states;

"Neither the existing state departments, an Interdepartmental Committee on aging, or a Legislative Advisory Council on aging is able to fill certain crucial gaps in present state services to older persons. Housing, for example, is one of the most pressing of the problems faced by older persons today. Yet there is no state agency which has responsibility in this matter. The same is true of recreation, of the coordination of state programs for the elderly with voluntary services, and of assisting others who wish to turn their skills and talents into income-producing enterprises and thus increase their self-sufficiency. This lack of a proper state agency to develop and coordinate these and other important programs makes obvious the need for a special office to serve older people."<sup>11</sup>

This "Office on Aging" would have the following functions according to the Council's recommendations:

- (1) Working with groups at the local level to develop projects and studies designed to help the aging.
- (2) Carrying out research and surveys in the problem areas concerning older people.
- (3) Receiving and dispersing monies appropriated by the state of Federal government for programs for which it has responsibility.
- (4) Offering such research and training funds, and grants-in-aid for local programs for the aging as become available.

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<sup>11</sup>Ibid., First Annual Report, p. 9.

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- (5) Stimulating the proper training of personnel who provide specialized services for older persons.

House Resolution No. 30: 1957

Apparently the members of the House of Representatives were not convinced that the final word on state organizations had been spoken. A resolution calling for a committee to study existing and proposed state organizations in the field of aging passed the House, and Representatives Emmons, Root, Hunsberger, Mahoney, and Townsend were appointed to this task. More will be said later about their work.

House Bill 103 and Senate Bill 1108: 1957

These were companion bills calling for the creation of a state coordinator of aging programs and a State Council on Aging. H. B. 103 was introduced by Representatives Romano, Jeffries, Sobieski, Senmeraski, Wozniak, Murphy, Dzendzel, Townsend, Wales and Williams; and S. B. 1108 by Senators Steeh and Miron, all Democrats. These bills were referred to the respective committee's on State Affairs and were never reported out.<sup>12</sup>

Apparently these bills were based largely on the comments of the Legislative Advisory Council in 1957 that "A permanent Interdepartmental Committee on aging established through legislative action and with funds for staff assistance is most certainly needed to continue and expand this important

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<sup>12</sup>Michigan, Journals of the House and Senate, 1957.

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work of coordination."<sup>13</sup> Primarily this bill formalized the Interdepartmental Committee on Problems of the Aging by creating a State Council on Aging made up of agency representation as well as by creating the position of coordinator of programs for the aging. The functions of this Council and the coordinator were "to encourage, promote, and aid the establishment of local community programs and services for the aging, to offer consultant services to communities and agencies on programs for the aging, to serve as a clearing house for information and the referral of older people, communities, and agencies desiring information on problems of older persons, to coordinate existing State programs for the aging and to make recommendations to the Governor concerning needed legislative and administrative action."<sup>14</sup> The coordinator, who would also serve the State Council as Executive Secretary, was to be a member of the Executive staff and appointed by the Governor with Senate approval.

This proposal differed from the existing Legislative Advisory Council in three ways. First, the State Council on Aging would be composed of the 15-20 state agency departments who had some responsibility for the aging as opposed to the eight citizen members of the Legislative Advisory Council appointed by the Legislature. Second, the coordinator would be directly responsible to the Governor as contrasted to the

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<sup>13</sup>First Annual Report of Legislative Advisory Council, p. 9.

<sup>14</sup>Memo of Interdepartmental Committee to Gov. Williams, November 1, 1957.

Advisory Council's Executive Secretary being responsible to them. Third, the State Council would report to the Governor while the Advisory Council reported to the Legislature. In many other areas, these groups would be overlapping and would probably result in duplication of effort as well as confusion as to whom to look to for leadership in the aging field on the state level. According to some sources, the Advisory Council did not think highly of this proposal even though it was taken from their report. What the Advisory Council had actually recommended was a "State Office on Aging" which had a considerably different purpose from that of these bills as we have seen earlier in this Chapter.

To summarize this particular bill, it was still primarily a Democratic piece of legislation and was quickly stifled in the Republican-dominated legislature. Perhaps this was just as well because in effect the bill was a considerable compromise with what had originally been desired in S. B. 1257 in 1954. Not only would there be two state agencies, one for the Governor and one for the Legislature, but citizen participation was not provided for in the latter bill. The coordinator, serving at the pleasure of the Governor, would be much more politically oriented than the Director of a non-partisan Commission. In addition, thinking was now going on in Special Interim Committee of the House which would lead to a much sounder approach to this problem.

#### The Michigan Society of Gerontology

Late in 1956, a group of some 300 persons who worked or were interested in the field of aging, formed the Society

as a private non-profit corporation. Mainly a professional society, the purpose of the group is to "serve the interests of those in the state of Michigan who are concerned with service, research, training, and other aspects of the problems of aging and the aged. It will provide a forum for the interchange of information and for the mutual promotion of programs designed to improve the position and welfare of older people." The specific objectives of the society are given as (1) to increase awareness, improve knowledge, and promote study of the problems of an aging population; (2) to provide a channel for the exchange of information and the development of coordinated efforts in the field of gerontology; and (3) to collaborate with other groups and organizations interested in gerontology and the welfare of older people."<sup>15</sup>

Dr. Wilma Donahue was one of the key persons behind the formation of the society and was elected its first president. Her Division of Gerontology at the University of Michigan provided secretarial service to the society and the annual Conference on Aging, which she heads, provided much of the material the society published. A prime mover behind the Commission on Aging since 1949, Dr. Donahue announced that the first meeting of the Society would be on March 25, 1957, and would deal with current legislation concerning the aging, primarily H. B. 103 and S. B. 1108.<sup>16</sup> The Society supported

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<sup>15</sup>Sections 1 and 2, By-laws of the Michigan Society of Gerontology.

<sup>16</sup>Letter from Dr. Donahue to all members of the Society, March 25, 1957.

these proposed bills and urged its membership to contact their legislators in this regard. This was the first formal pressure put forth by a private non-governmental organization and was continued until the passage of the Commission bill in 1960.

Report of Interim House Committee to Study Existing and Proposed State Organizations in the Field of Aging: 1958.

During the interim period of the 1957 and 1958 Sessions of Legislature, the House Commission to Study Existing and Proposed State Organizations for Aging held several hearings and came up with a comprehensive report for the 1958 legislature. The Committee was created by House Resolution No. 30, 1957 Legislature and was composed of Representatives Emmons, as chairman, Root, Hunsberger, Mahoney, and Townsend. They recommended that Public Act 200 creating the Legislative Advisory Council be repealed and that a commission on Aging, composed of five department heads and six citizen members, be established. Other recommendations were made which eventually formed the basis for H. B. 79 of the 1958 Legislature. The most important achievement of the Committee was the agreement of all interested groups and individuals for a single proposal to submit to the Legislature.

In a letter addressed November 8, 1957, Anthony Lenzer, Executive Secretary of the Legislative Advisory Council, discussed the coming together of ideas of both his Council and the Interdepartmental Committee.<sup>17</sup> One difference still

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<sup>17</sup>Letter from Anthony Lenzer, Ex. Sec. Legislative Advisory Council, to Wm. Nichols, Coordinator, Project on Aging, Lansing, Mich. Nov. 8, 1957. Also The State Journal, Lansing, Mich., Oct. 17, 1957.

existed in the manner of appointing a chairman, the Council saying that the director should serve as chairman and the Interdepartmental Committee recommending the Governor appoint a chairman. This difference was apparently resolved by using the Interdepartmental Committee's approach. Once minor differences were resolved, the Legislative Advisory Council, Interdepartmental Committee on Problems of the Aging, Governor Williams, Republican Representative Emmons, the Michigan Society of Gerontology and other interested groups and individuals went to work on gaining passage of House Bill No. 79.

House Bill 79: 1958

This was a bill to create a State Commission on Aging and to repeal P. A. 200, 1955 legislature. Introduced by Representative Emmons and others, the bill was referred to the House Committee on State Affairs. On January 23, it was reported out of committee and sent to the House Committee on Ways and Means on February 5. On March 28, the bill was reported out of committee and on April 3, was named the Emmons Bill, passed the House and was sent to the Senate. Here the bill was referred to the Senate Committee on Appropriations on the same day, April 3. Apparently this committee had no intention of reporting the bill out because on April 10 Democratic Senator John Swainson made a motion on the floor of the Senate that the Committee on Appropriations be discharged from any further consideration of the bill. According to Article 5, Section 15 of the Senate rules, a majority vote of members elected is necessary to carry such a motion. Along straight

party lines, the motion was defeated with eleven Democrats in favor, nineteen Republicans opposed. Senator Haskell Nichols, Jackson Republican, filed a protest on his vote, saying that he did not favor discharging committees but was very much in favor of the bill and urged the committee to favorably consider the bill. Senator Nichol's plea notwithstanding, however, the bill was never reported out of committee.<sup>18</sup>

Very similar to the act that was eventually passed to set up the present Commission, this bill called for an eleven man body, five ex-officio heads of agencies, and six citizen members appointed by the Governor with the advice and consent of the Senate. The chairman would be elected by the Commission along with a vice-president and other officers deemed necessary. The Commission was ordered to appoint a director who was given authority to hire such other personnel as the Commission determined to be necessary. Advisory Committees of the Commission could be set up and demonstration projects carried on. The purposes were also the same as the final Commission bill which is enclosed as an appendix to this study.

The important aspect of the bill was the solidification of supporters behind it. This bi-partisan support seemed to indicate that it was just a matter of time before the bill's passage. Despite these forces for the bill, however, it was not reported out of committee.

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<sup>18</sup>Michigan: 1958 Senate and House Journals.





The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that every entry should be supported by a valid receipt or invoice. This ensures transparency and allows for easy verification of the data.

In the second section, the author outlines the various methods used to collect and analyze the data. This includes both manual and automated techniques. The goal is to ensure that the information gathered is both reliable and comprehensive.

The third section provides a detailed breakdown of the results. It shows that there is a significant correlation between the variables being studied. This finding is supported by statistical analysis and is consistent with previous research in the field.

Finally, the document concludes with a series of recommendations for future research. It suggests that further studies should be conducted to explore the underlying causes of the observed trends. This will help to refine the current model and provide more accurate predictions.

Of course there were forces against the bill also. Even though they were not too vocal, some state agencies were still lobbying against this bill in Committee. Apparently threatened by the creation of a new agency, these agencies have been credited by persons close to the legislative scene for delaying passage of the Commission bill by at least two years.<sup>19</sup> Then too, the conservative block of Republican Senators were reportedly concerned about the creation of a new governmental agency. This concern was not only based on the expenditure for this agency's funds but also on the assumption that the Commission would stir up increased programming in existing agencies and therefore again increase state expenditures. The only lobby known to have opposed the passage of the bill was the Michigan Chain Stores Bureau. Mr. William Doyle, representative of the bureau and acknowledged as one of the most influential lobbyists at the capitol, was said to have favored a private agency carrying on functions similar to those the state agency would have.<sup>20</sup>

Thus, this same committee which three years earlier had whisked through a \$15,000 dollar appropriation for the Legislative Advisory Council now balked at reporting out a bill that the same Advisory Council highly recommended. So the natural conservatism of this body, plus the activities of some state agencies, plus a lack of strong public support resulted in the demise of House bill 79, 1958 Legislature.

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<sup>19</sup> Interview with Blackford

<sup>20</sup> Letter from Nicholas to Lenzer.

The first point to be considered is the nature of the evidence. It is clear from the outset that the evidence is circumstantial. There is no direct evidence of the crime. The only evidence is that of the various items found at the scene. These items, taken together, form a picture which strongly suggests that the defendant was the person who committed the crime.

The second point to be considered is the reliability of the evidence. It is clear that the evidence is reliable. The items were found at the scene of the crime, and there is no doubt that they are the items which were used in the commission of the crime. The items were found in a place which was not accessible to anyone other than the defendant.

The third point to be considered is the weight of the evidence. It is clear that the evidence is of a high quality. The items were found in a place which was not accessible to anyone other than the defendant. The items were found in a place which was not accessible to anyone other than the defendant.

In conclusion, the evidence is circumstantial, reliable, and of a high quality. It strongly suggests that the defendant was the person who committed the crime.

The stage was now set. The bill was agreed upon, the forces united behind it were all working towards converting more persons to the cause of supporting the Commission bill. On February 2, 1959, House bill 59 was introduced into the Michigan Legislature. Before discussing it, however, there was one other small item of business in 1958.

Senate Resolution 41: 1958:

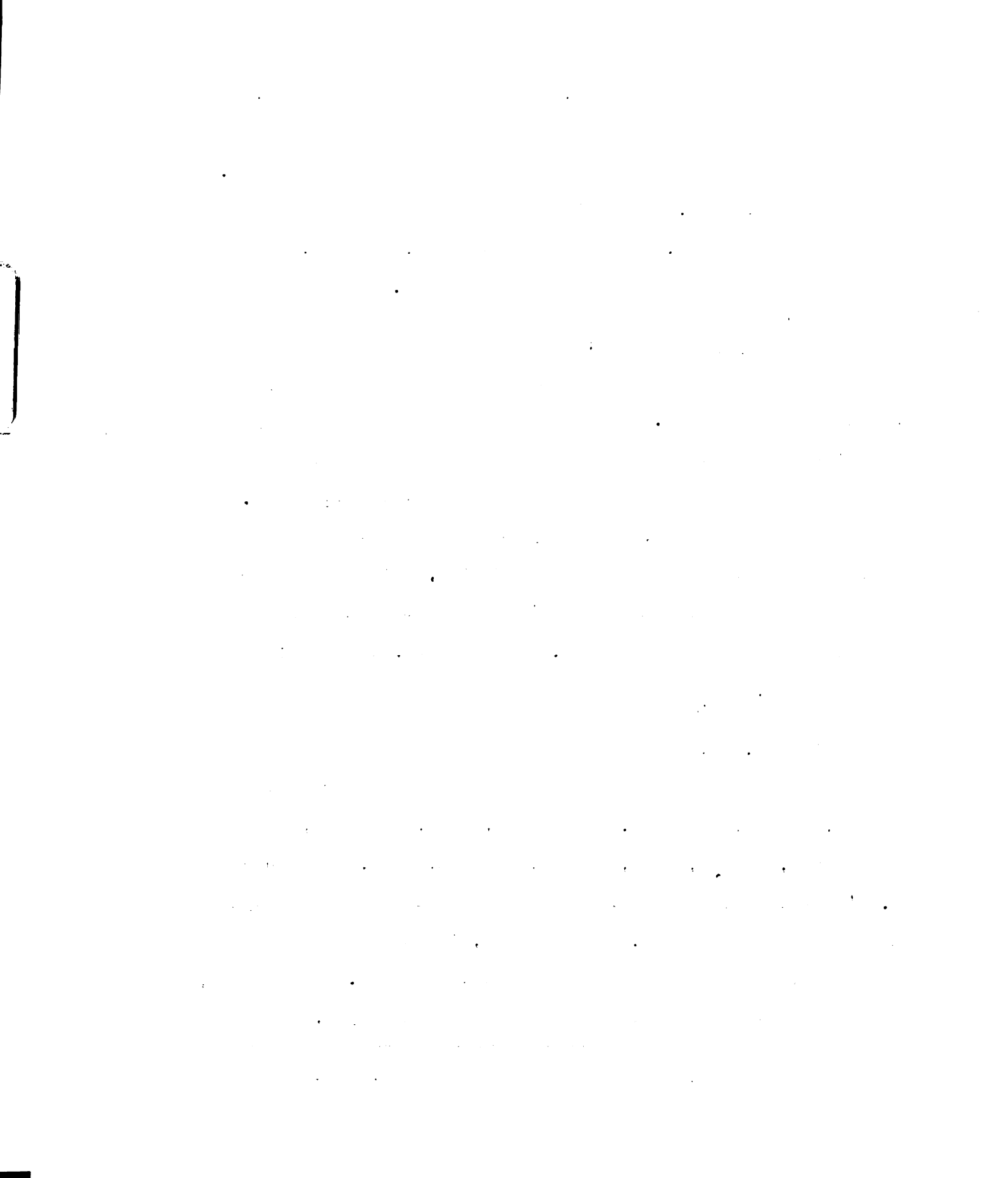
Establishing a Senate Interim Committee to Study Problems of the Aging. This resolution was introduced by Republican Senators Nichols and Greene and was referred to the Committee on Senate Business and was not reported out. Introduced on April 18, eight days after the motion to discharge the appropriation Committee failed, this could have been the more liberal Republican's attempt to set up some support for the coming session. At any rate, the resolution did not pass.<sup>21</sup>

House Bill No. 59: 1959

A bi-partisan bill was introduced by Representatives Emmons, Lohman, Townsend, Hunsberger, Root, Sobieski, Folks, McCollough, Darker, Nill, DeMaso, Borgman, Bolt, Mezzane and F. O'Brien. It was referred to the House Committee on Ways and Means on February 2. On March 30, it was reported out and referred to House Committee on State Affairs. On June 30, it was reported out of this committee and on July 7, it passed

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<sup>21</sup>Michigan: 1959 House and Senate Journals.



the House and was sent to the Senate. Even though this was past the deadline for referring bills out of the House, the late date of this action was made possible because it concerned appropriations and as such was not subject to the same deadline. Once in the Senate, the bill was referred to the Committee on Appropriations and was not reported out.<sup>22</sup>

Description of House Bill No. 59

With the exception of having several more introducers, this was the same bill as had been introduced in the 1958 Legislature.

Those who can remember Michigan's fiscally black year of 1959 can probably understand the reason for this bill's failure. This session, lasting until December of the year, was much more concerned with keeping the state solvent than in passing legislation creating new agencies. This was the year that Michigan was ridiculed across the nation as being bankrupt, a social welfare state, having payless paydays for state employees, etc.<sup>23</sup>

It is doubtful if anyone really expected the bill to pass this year. Even Representative Emmons, who was sincerely interested in having the bill passed, said as early as February 25 in the session that the budget troubles and the cost of the Commission could block its creation. Nevertheless, the bill was introduced, probably to keep it in everyone's mind for the coming 1960 session.

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<sup>22</sup>Ibid.

<sup>23</sup>Martin, Saturday Evening Post

Senate Resolution 42

This resolution, to establish an Interim Committee to Study Problems of the Aging, was introduced on March 24 by Senators Nichols and Greene. The resolution was referred to the Committee on Senate Business where the appropriation was reduced from \$1000 to \$500 and favorably reported. On August 29, Republican Senators Nichols, Greene, Stephens, Graebnor, and Democrat Miron were named to the Committee. Apparently the budget problems were not severe enough to prevent this amount being spent for further study. Their report will be covered under the 1960 Session.<sup>24</sup>

Governor's Commission on Aging

In 1958, the Congress of the United States passed public law 85-908 presented by Congressman Fogarty of Rhode Island which called a "Whitehouse Conference on Aging." This Conference, patterned after the long-standing "Whitehouse Conference on Problems of Children and Youth" granted to each participating state with an appropriate receiving agency an amount up to \$15,000 to prepare for the Conference, which was to be held in January, 1961.

Michigan, at this time, had still not passed the bill creating the Commission and, as a result, in April of 1959, Governor Williams appointed a "Temporary" or "Governor's Commission on Aging" to be the recipient of the federal grant and to carry on Michigan's plans for the Whitehouse Conference.

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<sup>24</sup> Michigan: 1959 Senate Journal.

This Commission was composed of the five state agency heads plus six citizen members, chosen on a basis of interest and knowledge in the field of aging. These six members included James Brophy, chairman, John B. Martin, Jr., Charles Odell, Dr. Wilma Donahue, Msgr. John Slowey, and Dan Connell. Leonard Gernant of Western Michigan University's Extension Service was loaned to the Commission as Executive Director and the University also furnished office space and secretarial assistance.<sup>25</sup>

Given the charge by the Governor to prepare Michigan's report to the Federal Conference, the Commission and its staff set up a series of regional areas and preparations for a state conference were begun. This was the situation when House bill 24 passed the 1960 Legislature, thus removing the need for the "temporary Commission" on July 1, 1960.

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<sup>25</sup>The State Journal, Lansing, Michigan, April 11 and April 30, 1959.



## CHAPTER V

### THE COMMISSION'S CREATION

This chapter shall be devoted to a careful examination of the legislative process which resulted in the Commission's creation. The act will be examined in detail and the roles various individuals, groups, and agencies had in its enactment will be evaluated and summarized.

#### Review

As we have seen, by 1960 the State of Michigan had gone through several phases in developing a comprehensive permanent state agency for planning services for the elderly. In 1960, the Legislature Advisory Council was still working, recommending the passage of the Commission bill, and the Governor's Commission on Aging was busily engaged in setting up regions for the upcoming Whitehouse Conference on Aging. The Michigan Society of Gerontology had expanded and interested some other groups in the need for the Commission, and local communities felt the need for the agency and were expressing these views to their legislators. In general, everything seemed to be ready for the final push. On January 24, 1960, the move started with the introduction of House Bill 24.

1. The first part of the document discusses the importance of maintaining accurate records of all transactions and activities. It emphasizes that this is crucial for ensuring transparency and accountability in the organization's operations.

2. The second part outlines the various methods and tools used to collect and analyze data. This includes both traditional manual methods and modern digital technologies, highlighting the benefits of each approach.

3. The third section focuses on the challenges faced in data management and analysis. It identifies common pitfalls such as data inconsistency, incomplete information, and the difficulty of integrating data from different sources.

4. The fourth part provides practical recommendations for overcoming these challenges. It suggests implementing robust data governance policies, investing in advanced analytics tools, and fostering a data-driven culture within the organization.

5. Finally, the document concludes by summarizing the key findings and reiterating the importance of continuous improvement in data management practices. It encourages stakeholders to regularly review and update their data strategies to stay ahead of the competition.

House Bill No. 24; 1960

This bill was introduced on January 21 by Representative Emmons, O'Connor, Bergman, Sobieski, Buth, McCollough, M. O'Brien, Jeffries, Edwards, Hunsinger, Morrison, Gillis, Green, Novak, Fitzpatrick, Olson, Lohman, Erlandsen, Cobb, Raad, Edwalski, Yates, and Jackson.

The bill was referred to House Committee on State Affairs. On February 19, it was reported out and sent to the Committee of the Whole. On February 23, the bill passed the House and was sent to the Senate. Once in the Senate, the bill was referred to the Committee on State Affairs. Public hearings were held in this committee and the bill was amended to add a representative of the Michigan Health Council as an ex-officio member and to set a limiting effective date of July 1, 1965. On March 24, the bill was reported out of committee with amendments and was passed by the Senate on March 28. On March 31, the House concurred with the amendments and named the bill the Emmons-O'Connor act. On April 7, the bill was signed by Governor Williams making it Public Act 11, 1960 Legislature.<sup>1</sup>

The number of co-sponsors alone would seem to indicate the growing support for this bill. Some twenty-three legislators of both political parties saw fit to affix their names and give their support to it. There were several significant points of interest in the passage of the bill. The

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<sup>1</sup>Michigan: Journals of the 1960 House and Senate.

first and probably most important change from past years procedure was the by-passing of the House Committee on Ways and Means and the Senate Committee on Appropriations. According to Section 3, Rule 59 of the House rules of order, any bill which calls for the expenditures of funds should be examined by the Committee on Ways and Means. In order for this committee not to examine such a bill, they must waive their right to do so. The House Committee on Ways and Means had examined and passed this bill on both of the preceding years and so might understandably waive their right in order to save time. The Senate Committee on Appropriations, however, had not been so kind in the past and their consent to waive their rights should be viewed as a major occurrence.<sup>2</sup>

It has been impossible to determine the reasons for this action despite several attempts to do so. Several reasons have been put forth, ranging from the expected, "We felt the bill was a good bill and, having seen it before, decided to waive our right to review it again to save time," to "every election year the Republicans come up with some program aimed at the urban area voter and this was probably it." Authoritative sources could not be contacted, however, and so the real reasons for this important action remain unknown to the author.

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<sup>2</sup>Interviews with Harold Hingerford, State Representative, Ingham County, 1st District and Paul Younger, State Senator, Ingham County, July 16, 1961.

Report of the Senate Interim Committee to Investigate Problems  
of the Aging Among Michigan's Population: 1960

Among other findings, this committee, composed of Perry Greene, Haskell Nichols, and Lloyd Stephens discovered "The need to assist community groups and other voluntary organizations in developing effective local programs on aging."<sup>3</sup> This finding probably assisted in getting the bill referred out of Senator Greene's Committee.

The Governor's basically non-partisan appointments to his temporary commission is reported to have been significant in obtaining the favorable attitudes of some Republican leaders.<sup>4</sup> Another significant point of interest was the hearings of the Senate Committee on State Affairs. At this hearing several persons and organizations testified on the merits of the bill. Probably most outstanding and influential of these were John B. Martin, Jr., Msgr. Wilber Suedcamp, John A. Doherty and Charles O'Dell.

Senate State Affairs Committee Hearings: 1960

John B. Martin, Jr., a Grand Rapids attorney, who had been a State Senator, State Auditor General, and a candidate in the Republican primary for U. S. Senator, was and is now serving as Republican National Committeeman from Michigan. As chairman of the Legislative Advisory Council,

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<sup>3</sup>Report of the Senate Interim Committee to investigate problems of the aging among Michigan's population. Michigan: Journal of the Senate, February 25, 1960, pp. 191-192.

<sup>4</sup>Interview with Jordan Popkin, Administrative Officer to Michigan Governor John B. Swainson, July 3, 1961.

a Republican-created body, and as an influential member of the Republican party, his testimony urging creation of the Commission must have carried some weight with this Republican controlled committee. His main point was the fact that such an agency could work with the local communities and help them develop comprehensive programs for the elderly. It goes without saying, of course, that such an activity would not greatly increase state expenditures for the aging. A well-known liberal Republican, Mr. Martin has also been given credit for lining up much support in both the House and the Senate among the Republican party stalwarts.

Monsignor Wilbur Suedcamp, the Director of Catholic Charities for the Archdiocese of Detroit and long an active leader in developing programs for the aging, gave very moving testimony on the need for a commission. Bringing home some of the statistics in personal experiences, Msgr. Suedcamp was said to have changed the minds of some committee members to vote in favor of the Commission. In general, Catholic Charities of Michigan and Francis J. Coomes, its Executive Director, played a major role in passage of the bill. Catholic Charities of Michigan, a newly founded organization, has as its goal to "promote the material and moral well being of all Michigan residents."<sup>5</sup> In addition to many other programs, the organization plays a legislative role in matters concerning social welfare, migratory labor, aging, and family problems.

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<sup>5</sup>Interview with Francis Coomes, Executive Director, Catholic Charities of Michigan, February, 1961.

This role is carried out by "creating an awareness of legislative needs and channelling these interests into the political system." Extensive use of the Catholic press and personal visits to members of the Senate Committee on State Affairs by influential Catholics of both parties certainly must have helped the cause.

John A. (Tony) Doherty, Executive Director of the Michigan Health Council testified for his organization. The Michigan Health Council is a private, non-profit organization which has as its purpose the development of effective programs to safeguard the health of Michigan residents and is composed of some 79 member organizations and affiliates. The Health Council works closely with the Michigan State Medical Society and is supported to a large extent by the latter group. Their position was that they would support the Commission providing it included representation of the Council. Mr. Doherty's recommendation that a representative of the Health Council be included as an ex-officio member came as no surprise and the immediate acceptance of this proposal was a tribute to the smooth-working Medical Society lobby.

Charles Odell, Director of the UAW-CIO's Older and Retired Workers Department and a nationally recognized authority in the field of aging, testified on behalf of the membership of the Michigan members he represented. Strongly urging the creation of the Commission, Mr. Odell pointed out the value of the Commission and indicated the amount of interest his organization and its membership had in the

Commission. Probably the well-known liberal CIO-Williams alliance in Michigan had a tendency to reduce the effect of his comments on this Conservative group, however. Following the hearings, the committee voted five for and two against reporting the bill favorably out of committee, and the bill was on its way.

### Analysis of Public Act 11

Before examining the resultant act, which is included in the Appendix of this study, it should be read in its final form. (See Appendix III.)

There are several significant features of this act which should be drawn to the readers attention. The six ex-officio members, one-half the Commission membership, have the power to vote. A private organization, the Michigan Health Council, is given the same ex-officio status as the public department head. If a department head cannot make a meeting, he can designate anyone to go in his place and have the power to vote. A Director of the Commission is to be hired and has various responsibilities. The Commission may establish advisory committees to carry on functions in specialized areas. Many of the functions are basically the same as S. B. 1257 in 1954; however, the departments are not required to submit reports in Public Act 11. Also, the main push of Public Act 11 is toward the local community where S. B. 1257 did not include any responsibilities for the development of local community committees. Demonstration projects to show



the value of a program may be set up. The Commission is the agency designated to receive funds for the aging not directly allocated to another agency and may also accept grants provided the legislature approves use of the funds. Finally and very important, a time limit of July 1, 1961 was set for the expiration of the bill. This time limit may cause some to question whether this is to be a "permanent" commission or not. Many of these factors will be discussed further later in this chapter and in the next.

#### Evaluation of the Role of Pressure Groups, State Agencies, Newspapers, and Prime Movers

Pressure Groups: Although at the final stage of process several pressure groups were found indicating interest in passage of the Commission, there were few of the powerful lobbies such as the business, industry, and similar groups. The Michigan Society of Gerontology began its activities in 1957 and worked hard for the passage of the bill. The society, however, could hardly be considered a powerful lobby. Catholic Charities also played a helpful role in the final stage of the process but again is not considered as a powerful group. Although the UAW-CIO leadership lobbied for passage of the bill, it is doubtful if they really considered it a top priority. The Michigan Health Council probably went along with the Commission as long as they had a representative. Generally the role of powerful pressure groups in working either for or against the Commission was negligible. Two small groups were interested and worked for passage but did not play a major role in the eventual passage of the bill.

This lack of concern, either for or against the Commission, on the part of groups representing segments of the public as well as the lack of editorial interests on the part of newspapers probably represents the general lack of interest in the Commission on the public's part.

State Agencies: Fritz Morstein Marx talks of the problem of agencies in terms of reorganization. "Talk about shifting any of these activities to some other department and heated argument breaks loose." When lines of demarcation have to be drawn, departments claim reasons for programs it "always had" or "belongs to it."<sup>6</sup> Departments have been called "monsters with great defensive power developed at the expense of movement and intellect," by Pendleton Herring.<sup>7</sup> References to state agencies throughout the paper would seem to bear this observation out. First, the heads were given the power to vote, then could send anyone else to protect their interests. The provision calling for agency reports to the Commission was eliminated. As we shall see, some agencies, even with this leeway, have attended only a few of the Commission meetings, apparently feeling secure that the Commission cannot take actions which will affect their program.

Inasmuch as some department heads are acknowledged as being astute lobbyists, it can be safely said that their activities must have played a key role in impeding progress.

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<sup>6</sup>Op. cit., p. 174.

<sup>7</sup>Pendleton Herring, "Executive - Legislative Responsibilities," A.P.S.R. (1944, Vol. 38), p. 1161.

In view of these findings, it is interesting to speculate on the reason for the Interdepartmental Committees interest and continued activities in sponsoring the Commission bills. Apparently contrary to these findings, this activity could be explained in three ways.

a. The Governor continued to push the Committee to come up with reasonable solutions to this problem.

b. The Committee was composed of second-line leadership and, as a result, could not make any real decisions without the department heads approval.

c. The Committee really did nothing. The chairmen were usually on the Governor's staff and worked for the bill in the name of the Committee without any support..

Newspapers: Going over the morgue of the Lansing State Journal from 1950 to the present, one finds many articles written about the various developments. These articles however, were covered strictly as news items without any editorial slant either for or against the idea of a Commission. Mr. Frank Sallows, editorial writer for the Journal, could not recall ever writing an editorial on the Commission nor being asked to by anyone in his organization.<sup>8</sup> The State Journal covers more state news than any other state newspaper. Apparently, the newspapers were not particularly concerned one way or the other about the Commission on Aging. As such, there was no concentrated effort to arouse public opinion

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<sup>8</sup> Interview with Frank Sallows, editorial writer for the State Journal, July 7, 1961.

in this matter, probably indicating the lack of public interest in the Commission.

Prime Movers: Probably the most significant factor in the Commission's Creation was the activity of several key individuals. Governor G. Mennen Williams from the beginning used his office to urge action on the part of the legislature. Supplying the leadership in appointing the several preceding commissions and committees, planting the idea of a state agency, gathering support, and in many other ways he must certainly be considered a prime mover. Dr. Wilma Donahue, supplying the expert advice, suggesting the Commission to the Interdepartmental Committee, served as head of or a member of nearly all organizations working for the Commission. She worked tirelessly for its passage and is now serving on the Commission and is another prime mover.

Although coming on the scene later than the other prime movers, Mr. John B. Martin, Jr., must also be considered in this category. Through the Legislative Advisory Council and using his influence in the Republican party, Mr. Martin was helpful in obtaining a favorable vote in the Republican controlled Committees. Of crucial importance was the waiver of the right of the Committee on Appropriations to view the bill in 1960 and its assignment to the Committee on State Affairs whose chairman is Senator Perry Greene, who is from Mr. Martin's home town, Grand Rapids.

There are many others who played major roles in the passage of the bill, and undoubtedly without their assistance,

there would be no Commission today. This study will not be able to give recognition to all whom it is due, but it is clear that the Commission's creation was due in large part to the urging of these key individuals. Supported by these interested groups and individuals, the efforts of the Prime Movers spearheaded the movement for the creation of the Michigan Commission on Aging.

In summary, this chapter has seen the end of the legislative process on April 7, 1960, with the signing into law of P. A. 11 by Governor Williams. In order to accomplish this end, many things were necessary. The Legislative Advisory Council and the Interdepartmental Committee saw eye to eye and put their combined weight behind the bill. The Michigan Society of Gerontology urged action on the part of its members in obtaining passage. Republican Legislators forgot their personal feelings towards Governor Williams and passed one of "his" bills. Governor Williams never stopped using his office to urge action on the part of the Legislature. Influential citizens, such as John Martin and Mrs. Helen Jacobs, members of the Legislative Advisory Council, created favorable attitudes among key legislators. All of these factors finally overcame the negative side of the ledger and the bill was passed. This activity, it should be noted, was mostly on the part of experts, politicians and a few lay persons and involved very little "public" demand. Most persons agree there was very little public interest in the bill or the Commission, despite some attempts to arouse such interest.

It should not be assumed that Michigan has seen the end of such legislation. In 1961, for instance, the Senate, apparently still not convinced of the merits of the Commission, passed S. R. 52, calling for an "Interim Committee to Study Problems of the Aging," with special emphasis on local community activities, and appropriated \$1000 for it to carry out its assigned function. However, despite this indication of lack of confidence shown by the legislature, the Commission has been established.

## CHAPTER VI

### ESTABLISHING THE COMMISSION

As the saying goes, "now that we're here, what will we do?" All of the efforts described in the preceding pages have led to the final step of the analysis, the establishment of the agency. To follow the establishment of the Michigan Commission on Aging, the appointment of Commission members, appointment of Commission Director, development of programs, and plans for the future shall be examined. This examination should be made much clearer and the reasons easier to understand in the light of Simon, Smithburg and Thompson's observation on the origins of agencies and of the hypothesis guiding this study.

#### Appointment of Commission Members

According to Public Act 11, the Commission has two types of members; ex-officio and citizen. The ex-officio or government members are the heads of the Departments of Social Welfare, Health, Mental Health, Public Instruction and Employment Security Commission, plus a representative of the Michigan Health Council. The six citizen-members were appointed by the Governor with the advice and consent of the Senate and were selected on the basis of interest and knowledge in the field of aging. In actuality, these

appointees were the same as the Governor's temporary Commission and are basically non-partisan.

The Government Members. These persons are all members of the Commission ex-officio, that is, by virtue of their office. They represent the five state agencies most concerned with aging programs and a representative of a voluntary health council also greatly concerned with aging.

Mr. Max Horton is the Michigan Employment Security Commission Director. His agency carries on several functions concerning the older worker. These include: participation in older worker replacement studies, older worker demonstration programs to develop favorable community attitudes and retraining programs for older workers.

Albert Heustis, M. D., Commissioner of Health, heads a department which carries on several programs affecting older persons. These include nursing home and homes for the aged licensure, chronic disease case finding procedures, and health education.

The Department of Mental Health and its Director, Charles Wagg, play a major role in providing service to the elderly. Over thirty per cent of the inpatient load of Michigan mental institutions are 65 years of age or over. The department also assists with out-patient clinics and after-care programs which serve the elderly.

Lynn Bartlett is the Superintendent of Public Instruction. This agency provides consultative services stimulating local Adult Education Centers to serve older persons as well



as carrying on the Vocational Rehabilitation program which included older persons. It is also interested in the recreational aspects of aging.

Mr. Willard Maxey is the Director of the Department of Social Welfare, a department which carries on extensive programming for the elderly. This includes administration of direct relief, Old Age Assistance, Aid to the Blind, and Aid to the Disabled as well as the new Medical Aid to the Aged. The Department is concerned with the aged in nursing homes and hospitals and in establishing auxiliary services for them.

The Michigan Health Council Representative, Harry B. Zemmer, M. D., is president emeritus of the Council. The Health Council carries on an active program of education, placements, training and service for all ages, including the elderly. Its 1961 state conference had a section giving considerable background on aging. Dr. Zemmer also informally represents the medical profession on the Commission and the activities of the Geriatrics Committee of the Michigan State Medical Society.

These persons were all included on the Commission in order that it might carry on the coordinating functions of the Interdepartmental Committee on Aging. As we have seen earlier, they have power to vote and can send a deputy in their absence with power to represent the agency and to vote.

The Citizen Members. These six members of the Commission were appointed by the Governor with the advice and

consent of the Senate. They are: Mr. James Brophy, Executive Vice-President, James T. Barnes Company, Investment Brokers, Detroit Michigan. An active Democrat, Mr. Brophy was chosen by Governor Williams as chairman of his temporary Commission and was elected as chairman at the first meeting of the Commission following its passage in 1960. His special interest in aging is in the housing field as he assisted in arranging finances for Carmel Hall, a 500-bed home for the aged, operated by the Roman Catholic Archdiocese of Detroit. Mr. Brophy's term expired on April 6, 1961, and he was not reappointed. Governor Swainson replaced him with Earl F. Wolfman, Business Manager, United Bakery and Confectionary Workers, Local 30, AFL-CIO.

Mr. Dan Connell, Director of Personnel, Campbell, Wyatt, and Canon, Muskegon. Mr. Connell has been very active in the Geriatrics Council of Greater Muskegon as well as the Temporary Commission on Aging. His term has also expired but no action has been taken to replace him and it is expected that he will be reappointed.

Dr. Wilma Donahue, Director, Division of Gerontology Institute for Human Adjustment, University of Michigan. An internationally recognized authority on aging, Dr. Donahue has written extensively on the subject. The Ann Arbor Conference on Aging which she heads is one of the foremost in the United States. She had been active in Michigan even before the establishment of the Interdepartmental Commission in 1950.

Mr. John B. Martin, Jr., a Grand Rapids attorney, is vice-chairman of the Commission and former chairman of the Legislative Advisory Council. He was a member of the Advisory Council for the White House Conference on Aging, and is presently Republican National Committeeman and President of the Coordinating Council for the Aging in Grand Rapids, Michigan. Mr. Martin is nationally recognized for his activities in aging.

Mr. Charles Odell is Director, UAW-CIO Older and Retired Workers Department. Another nationally-known figure, Mr. Odell is Secretary of the Commission. He also serves as secretary of the National Committee on Aging, Treasurer of the Michigan Society of Gerontology, and has developed several programs in the pre-retirement area.

Monsignor John Slowey, Director, Catholic Social Service, Lansing, Member of the Lansing Project on Aging. Monsignor Slowey's agency serves a goodly number of older persons, and he has had an active interest in this field for many years.

Governor Williams submitted the names of these six citizen members and they were confirmed by the Senate.

Election of Officers - At its meeting on May 27, 1960, the Commission carried out Sec. three of the act which states, "The Commission shall elect a chairman, a vice-chairman, and other such officers as it deems necessary." James Brophy, the personal choice of Governor Williams to chair his temporary Committee, was elected chairman without too much discussion.

Charles Odell and John B. Martin, Jr., were both nominated for the vice-chairmanship of the Commission. Mr. Martin, the Republican National Committeeman, was elected vice-chairman in a move that reportedly surprised some members of the Commission and the Governor's staff. Reports have it that at this point the post of secretary of the Commission was decided upon and Mr. Odell, the UAW-CIO labor union leader, was elected to that post.<sup>2</sup> These developments are particularly interesting and do point out the bi- or perhaps non-partisan nature of the Commission.

#### Appointment of the Director

According to Section five of the Act, "After its citizen members have been confirmed by the Senate, the Commission shall appoint a Director who shall act as chief administrative officer of the Commission. He shall be a person who is professionally qualified by experience and training to assume the responsibilities of the Commission." The act also gives authority to the Director to "appoint such other personnel as the Commission deems necessary," and further says that "The Commission, through its Director, shall take action to carry out the following purposes:" Also, "the Commission may establish, under the administration of the Director, in selected areas and local communities of the state, demonstration programs of services for the aging."<sup>3</sup>

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<sup>2</sup>Interview with Commission member.

<sup>3</sup>Public Act 11.

After screening ten or so candidates, the Commission appointed Mr. Manfred Lilliefors, to carry out these various functions. Prior to his appointment, Mr. Lilliefors had been employed as a research analyst by the Michigan Department of Social Welfare for ten years. His experience in aging had been as Executive Secretary of a Family Service Agency, as director of a study of clubs for older people in Ohio, as a member of the Interdepartmental Committee on Problems of the Aging, and as a member of the Lansing Project on Aging. He possesses a Master's Degree in Social Work and is sixty-four years of age.

The Commission appointed Mr. Lilliefors and on July 11, 1960, was ready to give attention to the functions assigned to it.

#### Developing a Program

By its very existence, the Commission had begun to serve one of the needs for which it was created: to provide a focal point for aging programs and inquiries in the state. As far as actual programming is concerned however, the Commission was faced with the very real need of carrying on and completing the preparations for the White House Conference on Aging. Started by the temporary Commission under the Governor's auspices a year earlier, the State had been divided into eleven regional areas, composed of several counties. At the instigation of these regional area committees, many counties had conferences on aging. Each region then had a conference to consider the needs of the area, suggest

appropriate solutions, and to draw up a report for local use and for the use of the State Commission on Aging in preparing for the State Conference on Aging. The State Conference on Aging was held in Lansing on September 21-22, 1960. Attended by an estimated 1000 persons, this conference drew together recommendations on ten areas of concern to the aging for a report to the National White House Conference.<sup>4</sup>

Following the State Conference, the Commission was engaged in preparing its report, meeting with various communities, and meeting with several related agencies and committees. The National Conference took place in January of 1961 and following this, the Commission was ready for the first time to really begin developing a continuous program for the state. Following the White House Conference on Aging, several members of the Commission had decided that the Commission should set up committees of Commission members and carry on activities themselves.<sup>5</sup> As a result, three committees were established: local community organization and housing, employment and income maintenance, training, health and recreation. These committees met and made some recommendations. One of the things done by the committee on local organization and housing was the bringing together of the four executives of local aging programs in the state to share their

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<sup>4</sup>Michigan's Recommendations to the White House Conference on Aging (Michigan Commission on Aging, October, 1960), p. 1.

<sup>5</sup>Interview with Manfred Lilliefors, Director of the Commission.

views on the Commission activities and follow-up to the White House Conference. The remaining activities of these committees were primarily in the area of making studies and recommendations for future activities.<sup>6</sup> Activity reports of the Director show his function in visiting numerous groups and communities, interpreting the Commission to them and assisting those groups in planning for the aging. The Commission has also published a quarterly newsletter AIM (Aging in Michigan) and a directory of services for older people at the county level. The Director has met with State Highway Department officials and plans for relocating the oldsters displaced by the new highways which have begun.<sup>7</sup>

Having only been involved in carrying on a program since January, 1961, this agency has not really had time to get settled, decide priorities, methods of procedure, etc. As we shall see in the last chapter, the Commission has also had other special problems which have slowed down its activities.

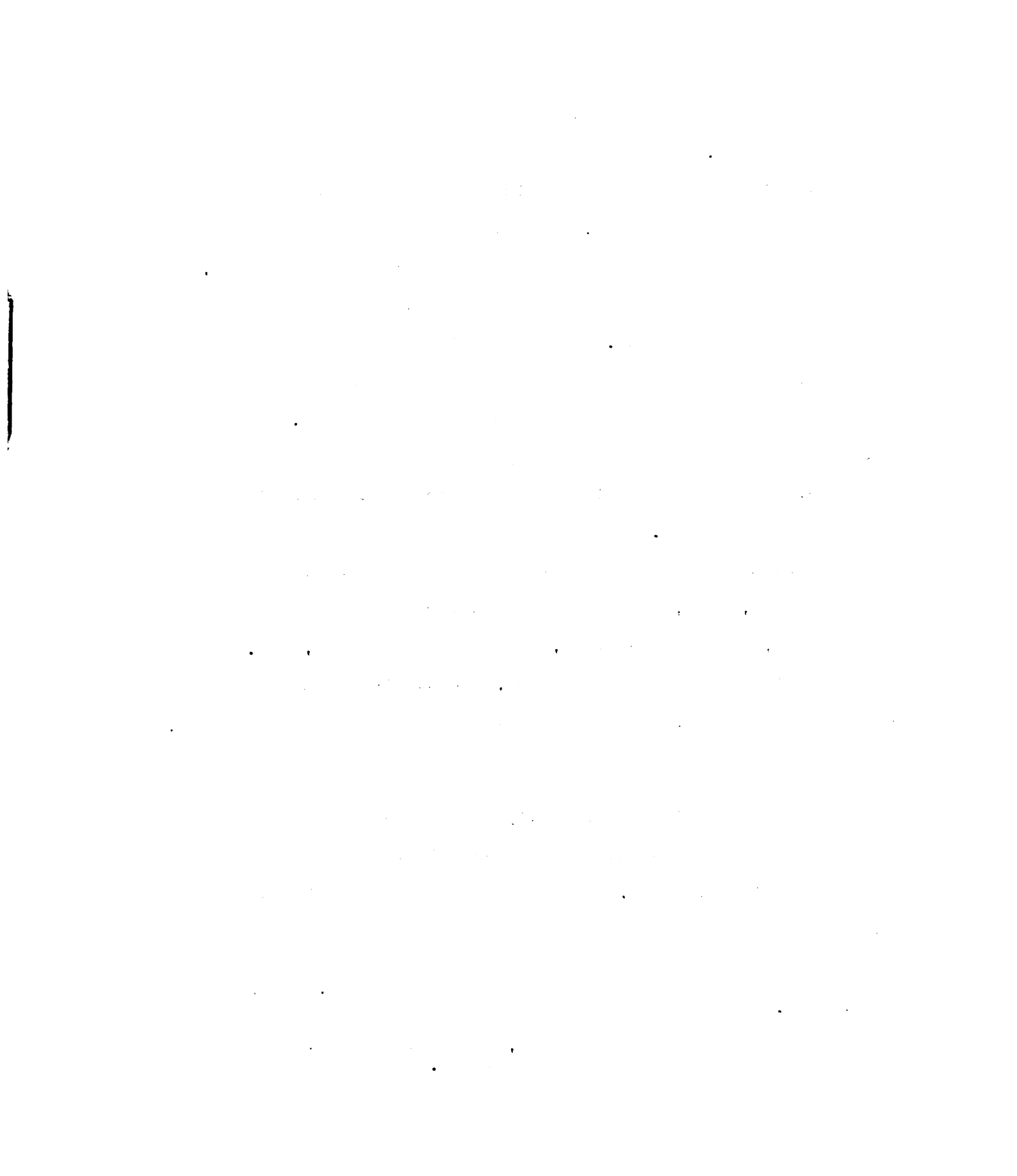
#### Plans for the Future

The Commission has recently decided to hire an additional staff person to have the responsibility for developing local community programs. This decision by the Commission indicates its intention to work with the local groups rather

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<sup>6</sup> Minutes of Commission meetings from August, 1960, to June, 1961.

<sup>7</sup> Interview with Lilliefors, his monthly activity sheets and minutes of commission meetings.





than setting up special state services, such as housing for which there is no existing agency. The response to the newsletter has been such that the plans include its continuance and possible expansion. An Inter-University Training Committee is presently being considered. The purpose of this group would be to stimulate specialized training in gerontology and other work with older people. As we shall see in the final chapter, the commission has yet to make several decisions on its role and these decisions will have an impact on the type and number of future programs of the Commission.

The Michigan Commission on Aging, after several years of effort, is now in existence. Its members have been appointed, a Director has been hired, a major project carried on and some continuing programs established. What the future will bring cannot be determined at this point in the agency's life. The act set a limit of July 1, 1965, on the Commission; and it will have to be reconsidered and passed upon once again by the Legislature. Will the decision be to carry on or will it be to drop the Commission? A lot will depend on the actions of the Commission in the next four years. One thing seems apparent: the needs which were expressed and for which the Commission was created will not subside. Aging is an area of ever-growing concern. Even the most conservative of legislators have recognized the state's responsibility in planning adequate programs for the elderly and this responsibility will be met, if not by the Commission, then by another group or organization.

## CHAPTER VII

### SUMMARY AND CONCLUSIONS

Having examined the background of aging as a matter of concern, the recognition of the need for a state agency, proposals for solution of the problem, the legislative processes, both formal and informal, and the establishment of the agency and its program, we are now in a position to re-examine our hypothesis. The hypothesis put forth in chapter one was that when a governmental agency is created as a result of bureaucratic preference, pressure, expert advice and limited interest group pressure rather than general public demand and/or strong interest group pressure, such an agency will be deliberate and careful in undertaking its functions and will proceed very slowly toward meeting its stated objectives.

#### Examination of the Hypothesis

In the case of the Michigan Commission on Aging, there was very little "public" demand. As we have seen, the pressure put forth for the agency was by a limited public, the lay and professional leaders of a few interested groups, a few interested citizens, Governor Williams and his staff, and several experts. Although several legislators professed a keen interest in the Commission bill after it passed, it

appears that they did so to show they were interested in the "old folks" rather than as a response to or against the Commission bill; and those that did have more or less discontinued their interest in the Commission. So it can be safely said that the Commission was created by bureaucratic preference, pressure, and expert advice and not as a result of any strong public or interest group demand for such an agency. But, what about the development of a program?

Interviews with members of the Commission, the Commission Director, and persons in and out of state government who are interested in the Commission indicate some dissatisfaction with the program to date. The examination of the program itself indicates many shortcomings. One of the main purposes of the Commission, to stimulate and assist local communities to take action in the field of aging, has not been carried out to any extent. The Commission did not give permission to hire a staff person for this purpose until nearly a year after its creation, even though it had been recommended by the Director and funds were available during that time.

A review of the minutes of the Commission also would indicate that the coordinating function of the Commission was not being carried out. In the first place, several state agencies serving the aged directly or indirectly, are not represented on the Commission. Secondly, the minutes show that the projects of the member state agencies

were very seldom, if ever, discussed. Then too, out of seven meetings of the Commission since August, 1960, the following agencies were totally absent.<sup>1</sup>

AGENCY	TIMES ABSENT
Employment Security Commission	0
Department of Health	2
Mental Health Department	3
Department of Public Instruction	4
Department of Social Welfare	5

Obviously, if the department heads did not attend or did not designate an employee of the department to attend, then their programs were not being coordinated through this Commission. Not only were some of these departments occasionally absent, but the May and June meetings of 1961 had only the Employment Security Commission represented. The Department of Social Welfare has not had a representative at a meeting since December, 1960. The question arises as to whether these absences were unavoidable or if the department heads simply did not consider attendance at the meetings worthwhile.

As the Commission's function, according to Public Act 11, 1960 Legislature, is compared with the program of the Commission to date, it becomes increasingly apparent that very little progress has been made toward meeting the needs for which the agency was created. Studies have not been conducted, local programs have not been encouraged extensively, only limited public education programs have

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<sup>1</sup>Minutes of Commission meetings from August, 1960, to June, 1961.

been carried on, existing state programs and proposed legislation have been reviewed only to a limited degree, and very little effective coordination has taken place.

Many of the defenders of the Commission point out the time it takes to get such a program going. "After all, they've only had a year to get going and you can't really do anything until you've been around awhile," seems to be the prevailing thought. However, some agencies are set up and develop a full-fledged program in months. Simon describes the phenomenal growth of the Economic Cooperation Administration from a handful of employees to a complete bureaucracy in months in "The Birth of an Organization."<sup>2</sup> As we have suggested, the reason for such growth could be equated in terms of outside demand for such an agency. Backed by strong interest group pressure or public and legislative demand, an agency can boldly strike out to deal with the problems for which it was created. Lacking such support, however, the agency must move slowly, gain support outside of the political system, and then increase its program to meet the needs. This has obviously been the case with the Michigan Commission on Aging. Wishing to improve its service to local communities, the Commission asked for funds this year to hire a field representative at the IV level, for an additional stenographer-clerk, and for some funds to carry on demonstration projects. This request

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<sup>2</sup>Simon, loc. cit.



amounted to about \$52,000 and was reduced to \$33,500, the same amount appropriated for the Commission in its initial year by the legislature.<sup>3</sup> Thus the Commission, receiving requests for service from the State Conference on Aging, and other individuals and groups and facing growing discontent amongst the persons in the field looking to it for assistance, is faced with developing a program with no more means than the previous year. So, in this case history at least, it would seem that the speed with which an agency begins its program and meets the needs which it was created for is in direct proportion to the amount of pressure behind that agency creation.

A large amount of pressure could be said to be extensive public demand and interest group activity. The demand lends support to the agency in obtaining an adequate budget, thus enabling it to take the immediate steps desired by the pressure groups. Conversely, an amount of pressure, potent enough to gain passage of desired legislation, yet without the backing of an aroused public or vocal interest groups, can be considered a minimal amount of pressure. In this case, even though the need for action may be as great or greater than the former case, the strong support is lacking and public funds are not as easily obtained. Fortunately, the demanding public is not as large either, therefore minimizing the demand for immediate action.

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<sup>3</sup>Interview with Manfred Lilliefors, Director, Michigan Commission on Aging.

### Other Inhibiting Factors

So we have seen that our hypothesis has held up in the examination of this agency. The reasons stated as "obvious" in the introduction however, have not proven to be the exclusive factors for the slow development of the agency. The agency can be said to be off to a slow start for three reasons. They are:

- (1) The failure of Commission members to clearly define the role of the Commission, their role as Commissioners, and the role of the Director.
- (2) The lack of strong support in obtaining an adequate budget from the Legislature.
- (3) The lack of truly "citizen" members on the Commission.

The failure of Commission members to clearly define the role of the Commission, their role as Commissioners, and the role of the Director was pointed out when one of the Commission members asked at their meeting of December 14, 1960, "What is the role of the Commission? Is it to be a policy-making body with the Director and staff carrying on the work of the Commission, or is the Commission itself to be a working group with committees carrying on program responsibilities?"<sup>4</sup> Apparently some members of the Commission decided the latter philosophy to be preferable because of their action in setting up the three Committees mentioned earlier. Others however, do not take this position and have not been effective in carrying out responsibilities.

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<sup>4</sup>Minutes of Commission meeting, December 14, 1960.



Several of the regional chairmen mentioned the need for the Commission to define its role and the role of the regions more closely in order that work may proceed in those areas. Faced with a variety of functions and demands for service, the Commission has been unable to decide what to do first, and as a result, has done very little. The Governmental members, afraid of losing some program to this newcomer, held down its growth. What to do and what to do first are questions the Commission has yet to answer.

Some of the more vocal members of the Commission felt that they should set up committees and carry on program responsibilities and the Director carry on the miscellaneous tasks assigned to him. These committees would be the backbone of the Commission. This has been tried. The three committees were set up and members assigned. The results were not too spectacular. The committees met once or twice, rehashed some old material, and issued another report. The Act grants considerable authority and responsibility to the Director and to date the Commission has not performed in such a way so as to give the impression that they are willing to release such authority. The Commission member's question still stands. Can these busy persons with multiple responsibilities hope to carry on additional program responsibilities with the Director simply assisting them? The answer is apparently no, and until the members do redefine their role as a policy-making board, the agency's progress is not likely to increase too much.

The lack of strong support in obtaining an adequate budget from the Legislature has been mentioned earlier. The reaction of the Legislature to the budget request of the Commission will probably have serious consequences on future programs. The Commission's hopes of filling the field representative position with a highly qualified person have been diminished somewhat due to the reduced classification possible with the budget. The present steno-clerk of the Commission has no relief and has been under pressure since July 14, 1960, when she was hired. In addition she will now have to handle the work of the field representative as well as the many bookkeeping, purchasing and secretarial duties she performs for the Director. The demonstration projects will have to be put off until another year. Often, a small grant from such an agency as the Commission can greatly stimulate local action through such demonstration projects.

However, in a year when many budgets were cut down from previous years, the Commission possibly did all right to hold its own. If the projects of the Commission had been better defined and an effective program started which would have garnered some support, they might have fared better. Until such programming is instituted and until the public, even the limited public working with the Commission, becomes convinced of its worth, they will probably face rough sledding in gaining additional appropriations.

The lack of truly "citizen" members of the Commission should have been apparent in the analysis of the members of the Commission. The Commission is not, with a few exceptions, made up of lay interested citizens. Of the twelve members, six are members ex-officio and represent a limited portion of the population. They are professionals, primarily representing and protecting their own agency's interests. An example of this is one governmental commission member's statement that he did not wish to work on a certain committee because his recommendations would be too narrow and the Commission should take a broader look than an agency head. Included on the Commission as voting members, these persons certainly do not represent the general public. Of the six citizen members, one is an internationally known expert in gerontology; another is head of an international union's older worker department and is known as an expert in pre-retirement counseling. Another was a chairman of a major section at the White House Conference on Aging, and, although a layman, is certainly considered very knowledgeable in the field. The chairman, Mr. Brophy, has been replaced with a representative of the International Confectioners Union by Governor Swainson and the remaining two Commissioners, Mr. Connell and Msgr. Slowey, alone amongst this group, are not considered experts, even though they both have had considerable experience in this field.

This collection of learned and knowledgeable persons in the field of aging would seem to be an optimum as far as

Commissions go, but in reality it has served to stifle the activities of the group by their inability to resolve differences of opinion, establish priorities and some concrete programs. Such persons could much better serve the agency as advisors and relinquish some of their control to a more representative lay group. This type of Commission might possibly have more time and fewer vested interests than some of the present membership. They might also be able to come to conclusions easier and earlier and would utilize the staff to a greater extent. Such a Commission would also tend to broaden the public's knowledge of it by the very process of bringing "newer" people in on the membership.

Of course, all of these factors can be attributed to the lack of an interested public for this agency. If such a highly motivated group did exist, then some of the actions, or lack of action, on the part of the Commission would have been more closely scrutinized and demands made.

### Recommendations

The perusal of the development of the Commission and its consequent programming lead quite naturally to some recommendations for the Commission's consideration. These recommendations are based on numerous interviews with many persons connected with, or interested in, the Commission.

#### A. Commission membership.

##### I. Governmental members

- a. Public Act 11, 1960 Legislature should be amended to remove the power of voting from the six governmental members.

They were included on the Commission for coordinating purposes and can do so without the power to effectively decide the functions of the Commission as they can presently do.

- b. Use the authority of the Governor's office and the Legislature to encourage departmental representation in Commission affairs and for bi-annual written reports on agency activities concerning the aging.

## 2. Citizen members

- a. Upon termination of their appointments, certain professional members of the Commission should be replaced by interested lay persons more representative of the general public and without regard to political affiliations. These members would include Dr. Wilma Donahue and Charles Odell.
- b. The Commission should define its role as a policy-making and guiding body, leaving program responsibilities to the staff and the Advisory Committees.

## B. Programs

- 1. The creation and utilization of advisory committees to the Commission. The present members mentioned could play a key role in organizing the available knowledge throughout the state into advisory committees. These committees would:
  - a. make available to the Commission vast amounts of knowledge,
  - b. include in the plannings and workings of the Commission many more people, thus adding support for programs, and
  - c. save costs in adding staff persons to work in specific areas. The advisory committees could be staffed by the appointment of an employee of the logical state agency to that responsibility to work closely with the Director of the Commission.

2. Utilization of available Universities for research. Foundation funds and governmental grants could be channeled through the Commission to the Universities for such research as is needed.

C. Staff.

1. Efforts be made within existing budget or additional funds be requested for an additional steno-clerk.
2. After obtaining a qualified field representative, a person skilled in public relations should be appointed to carry on a continuous program of interpreting the Commission and the general field of aging to the public.

Conclusion

In their report to Governor Williams in 1958, the Special Staff on Aging of the Department of Health, Education and Welfare said that "each state develops the kind of state agency for the aging that best suits its needs."<sup>5</sup> Here in Michigan we have seen the development of a state agency for the aging, and the effect that the needs, as they were perceived, had on the Commission's creation.

What the needs of other states are is difficult to tell. Hopefully, Michigan's experience will assist them in developing the program most effective in meeting their particular needs. As far as procedure is concerned, it would seem that one of the most vital steps to be taken in creating such an agency would be to convince the Governor of the merits of such a Commission and then to bolster his

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<sup>5</sup>William Fitch, Director, Special Staff on Aging, D.H.E.W., in preliminary report to Governor Williams, 1958.

position with support, both in terms of expert testimony to the need and in stimulating key individuals to talk to their legislators in the local districts. It should not be hoped that the public's interest will be aroused to the point that a massive campaign could be launched. Instead, interested persons far sighted enough to see the problem, should work from within the political system to bring their representatives to the point that they too see the need and favor action to meet it.

The report also stated that "Experience seems to indicate that greatest success is likely to accrue when the organization is not closely identified with, or subordinated to, any one agency of the State Government."<sup>6</sup> Again, we have been able to establish an independent agency in Michigan. Michigan with its wealth of talent and experience in aging has every opportunity to develop a new and exciting approach to aging. The Commission on Aging can play a vital role in developing such a program and, given the proper leadership, can quite easily do so. It is now providing a base upon which to learn and to develop new programs and ideas. The conflicts, criticisms, and compromises are all part of a process, a process which, if minds are kept open and eyes looking ahead, can only lead to better things in the future for the aging in Michigan.

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<sup>6</sup>Ibid.

**APPENDIX**



APPENDIX I

MICHIGAN  
67TH LEGISLATURE  
Regular Session of 1954

SENATE BILL NO. 1257

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February 10, Introduced by Senator BROWN, ordered printed  
and referred to the Committee on State Affairs.

A bill to create a commission of inquiry and referral to make investigations and submit reports and legislative recommendations relative to the problems of the aging population; to provide for the appointment of the members of said commission and to prescribe their powers and duties; and to provide for the cooperation of state and certain other agencies with such commission.

THE PEOPLE OF THE STATE OF MICHIGAN ENACT:

Sec. 1. There is hereby created a commission to be known as "the Michigan commission on the aging", hereinafter referred to as the commission. Said commission shall consist of 14 members, 5 of whom shall be ex-officio members consisting of the superintendent of public instruction, the state health commissioner, the director of the state department of mental health, the director of the state department of social welfare, and the director of the employment security commission, all without voting powers: Provided, That any of the ex-officio members of the commission may select some other employee of the department he directs to function temporarily on the commission in his stead. The 9 members

who are not ex-officio members shall be voting members, 5 to be appointed from the general public by the governor, with the advice and consent of the senate, within 30 days after this act shall take effect, 2 to be members of the senate appointed by the lieutenant governor, and 2 to be members of the house of representatives appointed by the speaker. Of the members first appointed by the governor, 1 shall serve for a term of 4 years, 2 shall serve for terms of 3 years, 1 shall serve for a term of 2 years, and 1 shall serve for a term of 1 year, and their successors shall serve for terms of 4 years. Vacancies may be filled for the unexpired portion of the term in the same manner as appointments are made for a full term. The senators and members of the house of representatives shall serve on the commission for the term of their election to the legislature. The 5 members appointed by the governor shall be selected without partisan consideration from persons with a demonstrated interest in 1 or more of the problems of the aging. The voting members shall serve without compensation other than for their necessary and proper expenses, which expenses are to be audited and paid in the same manner as expenses of state employees from funds appropriated for this purpose as a separate item in the annual appropriation for the Michigan department of social welfare.

Sec. 2. The commission shall have the power and duty to:

(a) Study and investigate the employment, economic, health, educational, recreational, housing, institutional

care and other needs of aged persons which constitute present or potential problems for the state;

(b) Request and receive reports from all state departments on subjects within the regular functions of the commission and of said departments: Provided, That said departments shall comply with such requests to the extent that the governing bodies of said departments deem practical;

(c) Receive inquiries from persons and agencies interested in problems of or programs for the aged and to redirect any inquiries to appropriate departments or agencies for reply;

(d) Arrange and conduct hearings or discussions on aspects of the problems of the aged, with the end in view of meeting the needs of the aged economically and effectively;

(e) Make recommendations for needed legislation to the governor and the legislature; and

(f) Make requests for appropriations for the printing and mailing of reports or other materials for public distribution, and to arrange for the distribution of same when printed: Provided, That the department of administration shall contract or arrange for the reproduction of materials authorized for publication by the legislature under this subsection.

Sec. 3. The governor shall convene the commission originally within 60 days after the effective date of this act. The commission shall elect annually a chairman and

vice-chairman from their membership. The commission shall meet not less than 4 times a year and shall set the date for such meetings. The commission may authorize committees of the commission to meet during interims between meetings.

Sec. 4. The department of social welfare shall provide secretarial service to the commission in reasonable amount as shall be determined by the Michigan social welfare commission, and the cost of such service shall be reported to the commission to be included in their report to the governor and the legislature annually.

Sec. 5. The commission is hereby authorized to accept donations, grants or bequests for the furtherance of its work and to expend such for the purposes for which they were made available. The commission shall not obligate the state for materials or other services except as otherwise provided in this act.

APPENDIX II

PUBLIC ACT NO. 200

AN ACT to create a legislative advisory council on problems of the aging; to make investigations and submit reports and legislative recommendations relative to the problems of the aging population; to provide for the appointment of the members of said advisory council and to prescribe their powers and duties; and to provide for the cooperation of state and certain other agencies with such advisory council.

THE PEOPLE OF THE STATE OF MICHIGAN ENACT:

400.351 Legislative advisory council on problems of the aging; members, term, vacancies, expenses. (M.S.A. 2.621)

Sec. 1. There is hereby created a legislative advisory council to be known as the "legislative advisory council on problems of the aging". Said advisory council shall consist of 8 members from the general public, 4 of whom shall be appointed by the senate in the same manner as are standing committees in the senate, and 4 of whom shall be appointed by the house of representatives in the same manner as are standing committees in the house of representatives. Of the members first appointed, 2 from the senate and 2 from the house of representatives shall serve for a term of 4 years each, and 2 from the senate and 2 from the house of representatives shall serve for a term of 4 years each, and 2 from the senate and 2 from the house of representatives shall serve for terms of 2 years each.

Their successors shall serve for terms of 4 years. Vacancies may be filled for the unexpired portion of the term in the same manner as appointments are made for a full term. The 8 members appointed shall be selected without partisan consideration from persons with a demonstrated interest in 1 or more of the problems of the aging. The members shall serve without compensation other than for their necessary and proper expenses, which expenses and any other secretarial or contractual service expenses incurred by said commission, are to be audited and paid in the same manner as expenses of state employees from funds appropriated for this purpose as a separate item in the annual appropriation for the legislature.

400.352 Same; powers and duties. (M.S.A. 2.622)

Sec. 2. The advisory council shall have the power and duty to:

(a) Study and investigate the employment, economic, health, education, recreational, housing, institutional care and other needs of aged persons which constitute present or potential problems for the state;

(b) Request and receive reports from all state departments on subjects within the regular functions of the advisory council and of said departments;

(c) Receive inquiries from persons and agencies interested in problems of or programs for the aging and to redirect any inquiries to appropriate departments or agencies for reply;

(d) Make recommendations, on or before the first day of January of each year, of their activities and for needed legislation to the legislature; and

(e) Employ an executive secretary on an annual basis whose compensation shall not exceed \$9,000.00 per year.

400.353 Same; officers, meetings, committees. (M.S.A. 2.623)

Sec. 3. The advisory council shall elect annually a chairman and vice-chairman from their membership. The advisory council shall meet not less than 4 times a year and shall set the date for such meetings. The advisory council may authorize committees of such council to meet during interims between meetings.

This act is ordered to take immediate effect.

Approved June 17, 1955.

APPENDIX III

Act No. 11  
Public Acts of 1960  
Approved by Governor  
April 7, 1960

STATE OF MICHIGAN  
70TH LEGISLATURE  
Regular Session of 1960

Introduced by Reps. Emmons, O'Connor, Borgman, Sobieski,  
Buth, Mrs. McCollough, Michael J. O'Brien, Jeffries,  
Edwards, Mrs. Hunsinger, Morrison, Gillis, Green,  
Novak, John J. Fitzpatrick, Olsen, Lohman, Erlandsen,  
Cobb, Raap, Kowalski, Yates and Jackson.

ENROLLED HOUSE BILL NO. 24

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AN ACT to establish a state commission on aging;  
to provide for the appointment of a director and such advisory  
committees as the commission deems necessary; to prescribe  
the powers and duties of the commission and its director;  
to provide for the administration and financing of demonstra-  
tion programs for the aging; and to repeal certain acts and  
parts of acts.

THE PEOPLE OF THE STATE OF MICHIGAN ENACT:

Sec. 1. There is hereby created the Michigan commis-  
sion on aging, hereafter called the commission. The commis-  
sion shall consist of 12 members, as follows: Six members  
ex officio, herein referred to as government members, who  
shall be the director of the Michigan employment security  
commission, the commissioner of health, the director of the  
department of mental health, the superintendent of public  
instruction, the director of the department of social welfare



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and a representative of the Michigan health council, and 6 citizens of the state, herein referred to as citizen members, who have an interest in and knowledge of the problems of the aging. The governor, with the advice and consent of the senate, shall appoint the 6 citizen members of the commission, none of whom shall be employees of any state department.

Sec. 2. The citizen members of the commission shall be appointed for terms of 3 years each; except that of the members first appointed, 2 shall be appointed for terms of 1 year, 2 for terms of 2 years, and 2 for terms of 3 years. Vacancies shall be filled for the remainder of any unexpired term in the same manner as the original appointment.

Sec. 3. A majority of the members of the commission shall constitute a quorum for the transaction of business. The commission shall elect a chairman, a vice-chairman, and such other officers as it deems necessary. The commission shall meet at least 6 times each year and more often if necessary, on call of the chairman. If unable to attend a commission meeting, a government member shall send in his place his deputy or another person who has authority to act on behalf of the government member, who shall be considered a member of the commission for the purpose of obtaining a quorum.

Sec. 4. Citizen members shall be entitled to reimbursement for expenses incurred in the work of the commission.

Sec. 5. After its citizen members have been confirmed by the senate, the commission shall appoint a director who shall act as chief administrative officer of the commission. He shall be a person who is professionally qualified by experience and training to assume the responsibilities of the position. The director's annual salary shall be fixed by the legislature and he shall be reimbursed for travel and other expenses incurred in the performance of his official duties.

Sec. 6. The director shall appoint such other personnel as the commission determines to be necessary for the efficient performance of the duties prescribed by this act.

Sec. 7. The commission shall create whatever advisory committees it deems necessary in such fields as community services, education and recreation, employment, financial security, health, and housing, and may use its funds to defray the expenses of such advisory committees and their members. The commission, where feasible, shall designate a commission member having special competence in a field as chairman of any advisory committee it may create in that field. Advisory committees shall report to the commission with regard to their activities and findings.

Sec. 8. The commission, through its director, shall take action to carry out the following purposes:

(a) Conduct, and encourage other organizations to conduct, studies of the problems of the state's older people;

(b) Encourage, promote and aid in the establishment of local programs and services for the aging. The commission shall assist local governmental and other agencies by designing surveys that could be used locally to determine needs of older people; by recommending the creation of such services and facilities as appear to be needed; by serving as a clearing house for the collection and distribution of information on aging; and by assisting organizations and communities in such other ways as the commission may deem appropriate;

(c) Conduct programs of public education on the problems of the aging;

(d) Review existing state programs for the aging, and annually make recommendations to the governor and the legislature for improvements in and additions to such programs;

(e) Encourage and assist governmental and private agencies to coordinate their efforts on behalf of the aging in order that such effort be effective and that duplication and wasting of effort be eliminated.

Sec. 9. The commission may establish, under the administration of the director, in selected areas and local communities of the state, demonstration programs of services for the aging. Particular emphasis shall be given to services designed to foster continued participation of older people in family and community life and to prevent, insofar as possible, the onset of dependency and the need for long-term

institutional care. The programs shall be established to demonstrate their value and to stimulate local agencies to continue the programs and to create new services where needed.

Sec. 10. The commission shall constitute the designated state agency for handling all programs of the federal government related to the aging requiring action within the state which are not the specific responsibility of another state agency under the provisions of federal law or which have not been specifically entrusted to another state agency by the legislature.

Sec. 11. The commission may receive on behalf of the state any grant or gift and accept the same, so that the title shall pass to the state. All grants or gifts shall be deposited with the state treasurer and used for the purposes set forth in the grant or gift, if the purposes are within the powers conferred on the commission and the use is approved by the legislature. If the use is not so approved, the grant or gift shall revert to the donor or his administrator or assigns.

Sec. 12. The legislature shall authorize the necessary appropriations to carry out the work of the commission. In respect to local demonstration programs, the appropriations may be made contingent upon local appropriations or gifts in money or in kind for the support of such programs. The board of supervisors of any county or the governing body of any city, village or township in this state may furnish and appropriate money for establishing a demonstration program.

Sec. 13. Act No. 200 of the Public Acts of 1955, being sections 400.351 to 400.353 of the Compiled Laws of 1948, is hereby repealed. All records, files and other property, including property held in trust, belonging to the legislative advisory council on problems of the aging, shall be turned over the commission on aging herein created and shall be continued as part of the records, files, and other property thereof.

Sec. 14. This act shall take effect on July 1, 1960, and shall remain in effect until July 1, 1965.

This act is ordered to take immediate effect.

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Clerk of the House of Representatives

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Secretary of the Senate

Approved \_\_\_\_\_

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Governor

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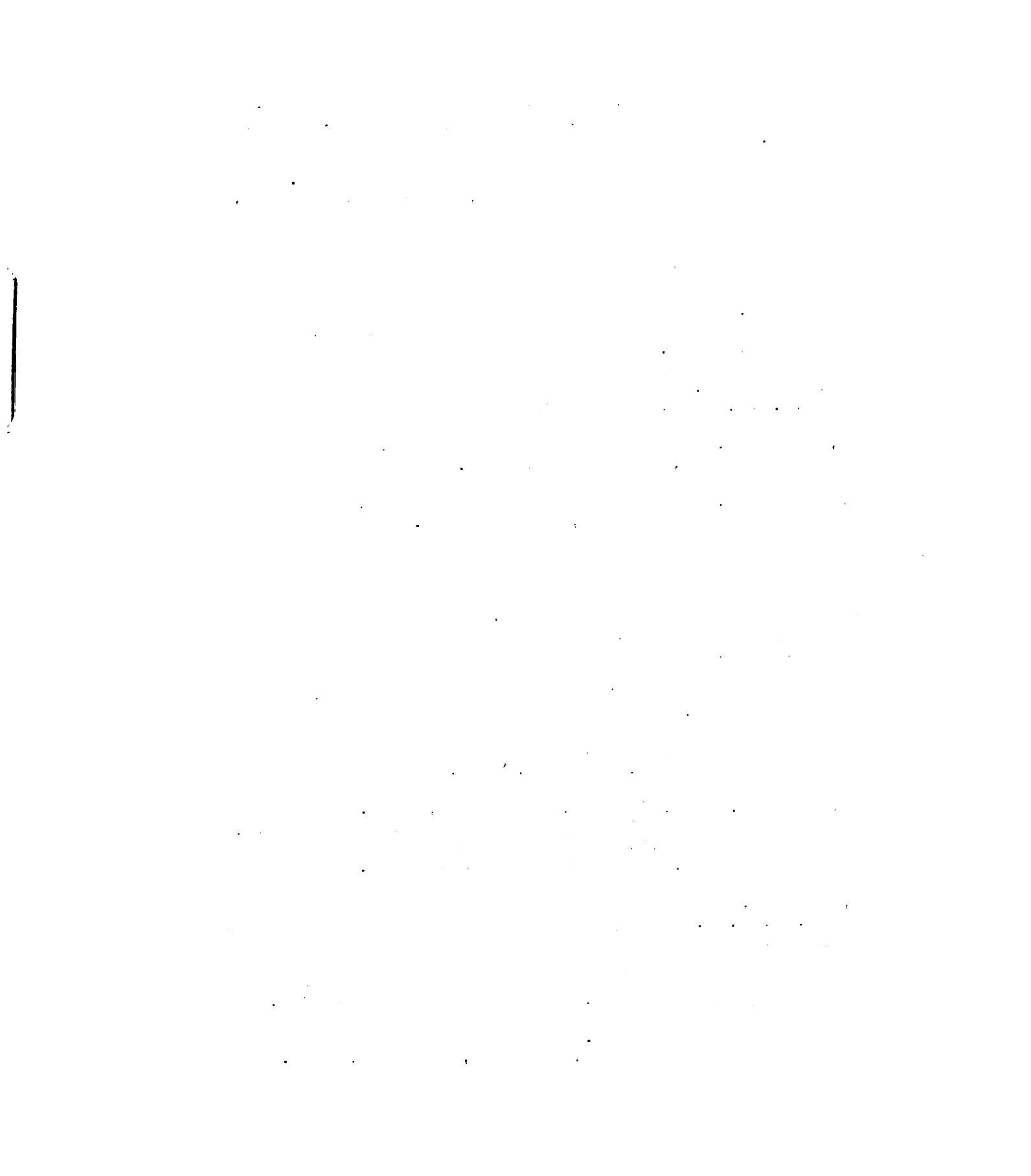
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