Box# 25

Folder# 480

Poverty, War On: Hudson Guild-Fulton Center

1965
SPONSOR: HUDSON GUILD-FULTON CENTER
Hudson Guild Neighborhood House
420 West 26th St.
New York, N. Y. 10001

TITLE: PROPOSAL FOR A COMPREHENSIVE COORDINATED COMMUNITY ACTION PROGRAM FOR THE EXPANSION OF PRESENT SERVICES AND PROVISION OF NEW COMMUNITY RESOURCES AND SERVICES FOR AND WITH THE IMPOVERISHED AGED LIVING IN CHELSEA. (EXPANSION OF SERVICES TO THE IMPOVERISHED AGED IN CHELSEA)

PURPOSE: TO PROVIDE COORDINATED AND COMPREHENSIVE SERVICES THAT WILL HELP MAINTAIN AND IMPROVE THE SOCIAL, EMOTIONAL, PHYSICAL AND FINANCIAL WELL-BEING OF THE IMPOVERISHED AGED.

SERVICES:

a) INDIVIDUAL AND GROUP COUNSELING
b) CONSUMER EDUCATION PROGRAMS
c) EMPLOYMENT COUNSELING, GUIDANCE AND TRAINING
d) HOUSING SERVICES AND COUNSELING
e) HOME MANAGEMENT COURSES
f) SERVICES DESIGNED TO ORGANIZE COMMUNITY
g) SPECIAL SERVICES
   LEGAL
   NURSING
   HOMEMAKER
   HOME-CARE PROGRAMS
h) REFERRAL AND INFORMATION SERVICES
i) VOLUNTEER WORK PROGRAM

PARTICIPANTS: THE INDIGENT AGED IN THE AREA (THE PROGRAM HOPEs TO REACH AT LEAST 1,000 PERSONS.

STAFF:
PROFESSIONAL: 8
NON-PROFESSIONAL: 20 PERSONS FROM THE NEIGHBORHOOD WHO ARE EITHER UNEMPLOYED OR 'UNDER-EMPLOYED' TO SERVE AS COMMUNICATORS

LOCATION: MANHATTAN — CHELSEA (LOWER WEST SIDE)

SECTION OF ACT: 207
BUDGET:
TOTAL: $123,310.
NON-FED CONTRIBUTION: $ 12,340.
FED GRANT REQUESTED: $110,970.
Office of Economic Opportunity
APPLICATION FOR COMMUNITY ACTION PROGRAM
CAP 7. COMPONENT PROJECT: CONDUCT AND ADMINISTRATION

FORM APPROVED.
BUDGET BUREAU NO. 116-R016

NAME OF APPLICANT AGENCY
HUDDLE GUILD-FULTON CENTER
COMPONENT PROJECT NO. 7.
DO NOT FILL IN (For Administrative Use)

7.1 BRIEF DESCRIPTIVE TITLE OF PROJECT
EXPANSION OF SERVICES TO THE IMPOVERISHED AGED IN CHELSEA

7.1.1 SUMMARY OF PROJECT Describe the component project, using only the space below:
Increasing community services through the employment of specialists and 20 communicators from the target population.

7.1.2 WORK PROGRAM Attach a description of the work program for this component project, following the requirements for such a work program contained in the CAP GUIDE.

7.1.3 AREA AND GROUP TO BE SERVED

7.1.4 LOCATION AND TYPE Describe the location within the community of the people to be served directly by this component project and the type of population to be served (pre-school, aged, families with children, etc.)

The Chelsea area of New York City in which approximately 61,000 persons reside, 8,000 of whom are people 65 years and over. A large percentage of the population is impoverished.

To reach at least 1,000 impoverished aged out of 8,000. Minimum 1,000.

7.2 DELEGATION OF ACTIVITIES TO OTHER AGENCIES
The following information is to be provided if any part of this component project is to be carried out by an agency or organization other than the applicant.

NAME AND ADDRESS OF DELEGATE AGENCY
Hudson Guild Neighborhood House
420 West 26th Street
New York, N. Y. 10001

TYPE OF AGENCY (check one):
PUBLIC AGENCY ☑ PRIVAT NONPROFIT ORGANIZATION ☑ INSTITUTION OF HIGHER EDUCATION ☑ OTHER (Specify)

7.2.1 SCOPE OF DELEGATION Attach a statement describing:
a. The degree of responsibility that the delegate agency will have in carrying out the component project.
b. The qualifications of the delegate agency to undertake and complete the component project.
c. The way in which the applicant agency will supervise and/or coordinate the activities of the delegate agency.

7.2.2 ASSURANCE OF COMPLIANCE ON CIVIL RIGHTS Attach a fully executed copy of the Civil Rights Assurance Form for each delegate agency.

7.3 PREVIOUS APPLICATION
Has this component project, in substantially its present form, ever been the subject of a previous application for Federal financial assistance?
☑ YES ☑ NO If “Yes”, attach an explanatory statement.

7.4 BUDGET

<table>
<thead>
<tr>
<th>COST CATEGORY</th>
<th>ESTIMATED COST</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. PERSONNEL</td>
<td>$ 93,644</td>
</tr>
<tr>
<td>2. CONSULTANTS AND CONTRACT SERVICES</td>
<td>16,000</td>
</tr>
<tr>
<td>3. TRAVEL</td>
<td>1,200</td>
</tr>
<tr>
<td>4. SPACE COSTS AND RENTALS</td>
<td>7,200</td>
</tr>
<tr>
<td>5. CONSUMABLE SUPPLIES</td>
<td>1,000</td>
</tr>
<tr>
<td>6. MENTAL, LEASE, OR PURCHASE OF EQUIPMENT</td>
<td>1,200</td>
</tr>
<tr>
<td>7. OTHER COSTS</td>
<td>2,866</td>
</tr>
<tr>
<td>TOTAL ESTIMATED COST OF PROJECT</td>
<td>$ 123,110</td>
</tr>
</tbody>
</table>

NON-FEDERAL CONTRIBUTION
12,340

FEDERAL GRANT REQUESTED UNDER TITLE II-A
$ 110,970

7.4.1 BUDGET DETAIL Attach a statement giving the basis for estimating the costs of this component project, in accordance with the instructions set forth in the CAP GUIDE. Where convenient, the cost estimates should be shown on CAP Form 21 (Budget for Component Project).

7.4.2 PERIOD OF GRANT How long will this component project be financed by the grant requested in this application?
1 year

NUMBER OF MONTHS
12 months

CAP FORM 7 JAN 65
CAP 7, Section 7.2.1. (Scope of Delegation)

Hudson Guild as a neighborhood center has served the community for 70 years. Hudson Guild-Fulton Center is now operating under Hudson Guild's supervision. The director and other personnel presently employed are on the staff of Hudson Guild.
EXHIBIT II

Assurance of Compliance with the Office of
Economic Opportunity's Regulations under
Title VI of the Civil Rights Act of 1964

HUDSON GUILD-FULTON CENTER

(Name of Applicant or Delegate Agency)

AGREES THAT it will comply with title VI of the Civil Rights Act of 1964 (P. L. 88-352) and the Regulations of the Office of Economic Opportunity issued pursuant to that title (45 C.F.R. Part 1010), to the end that no person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which the Applicant receives Federal financial assistance either directly or indirectly from the Office of Economic Opportunity; and HEREBY GIVES ASSURANCE THAT it will immediately take any measures necessary to effectuate this agreement.

If any real property or structure thereon is provided or improved with the aid of Federal financial assistance extended to the Applicant either directly or indirectly by the Office of Economic Opportunity, this assurance shall obligate the Applicant, or in the case of any transfer of such property, any transferee, for the period during which the real property or structure is used for a purpose for which the Federal financial assistance is extended or for another purpose involving the provision of similar services or benefits. If any personal property is so provided, this assurance shall obligate the Applicant for the period during which it retains ownership or possession of the property. In all other cases, this assurance shall obligate the Applicant for the period during which the Federal financial assistance is extended to it either directly or indirectly by the Office of Economic Opportunity.

THIS ASSURANCE is given in consideration of and for the purpose of obtaining either directly or indirectly any and all Federal grants, loans, contracts, property, or discounts, the referral or assignment of VISTA volunteers, or other Federal financial assistance extended after the date hereof to the Applicant by the Office of Economic Opportunity, including installment payments after such date on account of applications for Federal financial assistance which were approved before such date. The Applicant recognizes and agrees that such Federal financial assistance will be extended in reliance on the representations and agreements made in this assurance, and that the United States shall have the right to seek judicial enforcement of this assurance. This assurance is binding on the Applicant, its successors, transferees, and assignee, and the person or persons whose signatures appear below are authorized to sign this assurance on behalf of the Applicant.

Date October 28, 1965

THE HUDSON GUILD

(Name of Applicant or Delegate Agency)

By

(President, Chairman of Board or comparable authorized official)

147 West 25th St.

New York, N. Y. 10001

(Mailing address)
Office of Economic Opportunity
APPLICATION FOR COMMUNITY ACTION PROGRAM

BUDGET FOR COMPONENT PROJECT

This form is to accompany each component project form (CAP 6, CAP 7, or CAP 8) in applying for a grant under Sections 204, 205, or 206 of Title II-A, Economic Opportunity Act of 1964. Applicants are not required to use this form -- they may substitute a typed budget which contains the same information in the same order as on the form.

NAME OF APPLICANT
HUDDSON GUILD-FULTON CENTER

DO NOT FILL IN: (For Administrative Use)

BRIEF TITLE OF PROJECT
EXPANSION OF SERVICES TO THE IMPOVERISHED AGED IN CHELSEA

COMPONENT PROJECT NO.

B-1.0
PERSONNEL

B-1.1
PERSONNEL EMPLOYED BY APPLICANT AGENCY

<table>
<thead>
<tr>
<th>NUMBER OF PERSONS</th>
<th>POSITION OR TITLE</th>
<th>SALARY PER MONTH</th>
<th>PERCENT OF TIME ON PROJECT</th>
<th>MONTHS TO BE EMPLOYED</th>
<th>COST</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Project Director (see 1)</td>
<td>$875.</td>
<td>100</td>
<td>12</td>
<td>$10,500</td>
</tr>
<tr>
<td>1</td>
<td>Caseworker (see 2)</td>
<td>792.</td>
<td>100</td>
<td>12</td>
<td>9,500</td>
</tr>
<tr>
<td>1</td>
<td>Community Organization Specialist (see 3)</td>
<td>792.</td>
<td>100</td>
<td>12</td>
<td>9,500</td>
</tr>
<tr>
<td>1</td>
<td>Income Maintenance Specialist (see 4)</td>
<td>750.</td>
<td>100</td>
<td>12</td>
<td>9,000</td>
</tr>
<tr>
<td>1</td>
<td>Housing Specialist (see 5)</td>
<td>750.</td>
<td>100</td>
<td>12</td>
<td>9,000</td>
</tr>
<tr>
<td>20</td>
<td>Communicators (see 6)</td>
<td>2,500.</td>
<td>50</td>
<td>12</td>
<td>31,200</td>
</tr>
<tr>
<td>2</td>
<td>Supervising Stenographers (see 7)</td>
<td>736.</td>
<td>100</td>
<td>12</td>
<td>8,832</td>
</tr>
<tr>
<td>1</td>
<td>Secretary (see 8)</td>
<td>181.</td>
<td>50</td>
<td>12</td>
<td>2,172</td>
</tr>
</tbody>
</table>

COST OF FRINGE BENEFITS (Indicate basis for estimate)

Workmen's Compensation Insurance (see 9) Total Cost - $3,940.44 (see 13)

Disability Insurance

SUB-TOTAL, PERSONNEL EMPLOYED BY APPLICANT AGENCY $ 89,704.

B-1.2
PERSONNEL EMPLOYED BY DELEGATE AGENCY(IES)

<table>
<thead>
<tr>
<th>NUMBER OF PERSONS</th>
<th>POSITION OR TITLE</th>
<th>SALARY PER MONTH</th>
<th>PERCENT OF TIME ON PROJECT</th>
<th>MONTHS TO BE EMPLOYED</th>
<th>COST</th>
</tr>
</thead>
</table>

COST OF FRINGE BENEFITS (Indicate basis for estimate)

SUB-TOTAL, PERSONNEL EMPLOYED BY DELEGATE AGENCY(IES)

TOTAL, PERSONNEL $93,644.*

*Including fringe benefits
1) **Project Director** -- M.S. Degree in social work, with administrative and supervisory experience in group work, casework or allied setting.

2) **Caseworker** -- M.S. Degree with several years' experience in counseling and at least one year working with the aged. Capable of working without supervision but able to train and supervise others. Knowledgeable about problems of the aging and able to utilize and develop community resources.

3) **Community Organization Specialist** -- M.S. Degree in social work or equivalent. Capable of organizing community, recruiting, training and supervising 20 communicators.

4) **Income Maintenance Specialist** -- M.S. Degree in social work or home economics. Experience with older people.

5) **Housing Specialist** -- M.S. Degree or equivalent. Knowledgeable about housing.

6) **Communicators** -- Underemployed or unemployed people from the community. Paid $1.50 per hour, 20 hours per week per person. Recruited from target population.

7) **Supervising Stenographers (2)** -- $4,420 per year, $368.00 per person per month, $84.90 per week. The salary is in line with comparable salaries paid at Hudson Guild.
8) **Secretary** -- Half-time steno-typist. Salary is comparable to salaries paid at Hudson Guild.

9) **Cost of Fringe Benefits:**

<table>
<thead>
<tr>
<th>Description</th>
<th>Rate</th>
<th>Range</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Workmen's Compensation Insurance</td>
<td>@ $2.10 per $1,000</td>
<td></td>
<td>$188.</td>
</tr>
<tr>
<td>F.I.C.A.</td>
<td>@ 4.2% up to $6,600</td>
<td></td>
<td>3,159.</td>
</tr>
<tr>
<td>Disability Insurance</td>
<td>@ $.87 per $100 up to $5,200</td>
<td></td>
<td>593.</td>
</tr>
</tbody>
</table>

**TOTAL COST** -- $3,940.
APPLICATION FOR COMMUNITY ACTION PROGRAM
BUDGET FOR COMPONENT PROJECT (Continued)

### B-2.0
CONSULTANTS AND CONTRACT SERVICES

<table>
<thead>
<tr>
<th>NATURE OF SERVICES</th>
<th>BASIS FOR FEE ESTIMATE</th>
<th>FEE TO BE PAID</th>
</tr>
</thead>
<tbody>
<tr>
<td>Research Consultant</td>
<td>$100 per day - 30 days a year (see 10)</td>
<td>$3,000.00</td>
</tr>
<tr>
<td>Community Homemakers</td>
<td>$10 per visit - 2 per day for 50 weeks</td>
<td>$5,000.00</td>
</tr>
<tr>
<td>Visiting Nurses</td>
<td>$10 per visit - 2 per day for 50 weeks</td>
<td>$5,000.00</td>
</tr>
<tr>
<td>Legal Services</td>
<td>120 hours @ 36 per hour (see 11)</td>
<td>$3,000.00</td>
</tr>
<tr>
<td><strong>SUB-TOTAL, CONSULTANT SERVICES</strong></td>
<td></td>
<td><strong>$16,000.00</strong></td>
</tr>
</tbody>
</table>

### B-2.2
OTHER CONTRACT SERVICES

<table>
<thead>
<tr>
<th>NATURE OF SERVICES</th>
<th>BASIS FOR COST ESTIMATE</th>
<th>FEE TO BE PAID</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>SUB-TOTAL, OTHER CONTRACT SERVICES</strong></td>
<td></td>
<td><strong>$</strong></td>
</tr>
</tbody>
</table>

**TOTAL, CONTRACT SERVICES**

**$16,000.00**

### B-3.0
TRAVEL

<table>
<thead>
<tr>
<th>ITEM</th>
<th>BASIS FOR COST ESTIMATE</th>
<th>COST</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local bus and subway transportation</td>
<td>$60 per communicator per year (This will be paid to the communicators who will go out to contact the aged in the community.)</td>
<td>$1,200.00</td>
</tr>
<tr>
<td><strong>TOTAL, TRAVEL COSTS</strong></td>
<td></td>
<td><strong>$1,200.00</strong></td>
</tr>
</tbody>
</table>

### B-4.0
SPACE COSTS AND RENTALS

<table>
<thead>
<tr>
<th>ITEM</th>
<th>BASIS FOR COST ESTIMATE</th>
<th>COST</th>
</tr>
</thead>
<tbody>
<tr>
<td>3,000 square feet</td>
<td>@ 20¢ per month per square foot</td>
<td>$7,200.00</td>
</tr>
<tr>
<td><strong>TOTAL, SPACE COSTS AND RENTALS</strong></td>
<td></td>
<td><strong>$7,200.00 (see 13)</strong></td>
</tr>
</tbody>
</table>

### B-5.0
CONSUMABLE SUPPLIES

<table>
<thead>
<tr>
<th>ITEM</th>
<th>BASIS FOR COST ESTIMATE</th>
<th>COST</th>
</tr>
</thead>
<tbody>
<tr>
<td>Office supplies &amp; postage</td>
<td></td>
<td>$800.00</td>
</tr>
<tr>
<td>Program materials &amp; visual aids</td>
<td></td>
<td>$200.00</td>
</tr>
<tr>
<td><strong>TOTAL, CONSUMABLE SUPPLIES</strong></td>
<td></td>
<td><strong>$1,000.00</strong></td>
</tr>
</tbody>
</table>

### B-6.0
RENTAL, LEASE, OR PURCHASE OF EQUIPMENT

<table>
<thead>
<tr>
<th>ITEM</th>
<th>BASIS FOR COST ESTIMATE</th>
<th>COST</th>
</tr>
</thead>
<tbody>
<tr>
<td>Typewriters, Telephones, Cabinets, equipment</td>
<td>(see 12)</td>
<td>$1,200.00</td>
</tr>
<tr>
<td><strong>TOTAL, RENTAL, LEASE, OR PURCHASE OF EQUIPMENT</strong></td>
<td></td>
<td><strong>$1,200.00 (see 13)</strong></td>
</tr>
</tbody>
</table>

### B-7.0
OTHER COSTS

<table>
<thead>
<tr>
<th>ITEM</th>
<th>BASIS FOR COST ESTIMATE</th>
<th>COST</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cleaning</td>
<td>3 hours per day @ $1.75</td>
<td>$1,365.00</td>
</tr>
<tr>
<td>Cleaning supplies</td>
<td>Soap, towels, wax, etc.</td>
<td>$23.50</td>
</tr>
<tr>
<td>Accounting</td>
<td>3 days per month @ $30 per day</td>
<td>$1,080.00</td>
</tr>
<tr>
<td>Public Liability Insurance</td>
<td>@ $62 per 1,000 sq. ft.</td>
<td>$186.00</td>
</tr>
<tr>
<td><strong>TOTAL, OTHER COSTS</strong></td>
<td></td>
<td><strong>$2,866.00</strong></td>
</tr>
</tbody>
</table>

**GRAND TOTAL, COST OF COMPONENT PROJECT**

$123,310

CAP FORM 23 (Page 2 of 2) JAN 65

GSA DC 65-11596
CAP 7, Section B-2.1 (Consultants and Contract Services)

10) **Research Consultant** -- Assistant Professor of Social Research, Florence Heller School, Brandeis University, Waltham, Mass. He will spend 30 days on the project and will be paid $100 a day.

11) **Legal Services** -- Local attorneys are utilized.

Section B-6.0

12) **Rental, Lease or Purchase of Equipment:**
- 3 Telephones @ $175. each $ 525.
- 2 Typewriters 250.
- Cabinets 125.
- Mimeograph 200.
- Movie Projector
  
  $1,200.

Sections B-4.0, B-1.1 and B-6.0

13) $ 7,200 -- Total Space Cost and Rental
- 3,940 -- Total Cost of Fringe Benefits
  
  $12,340*

*Included in contribution of 10% by agency.
PROPOSAL FOR A COMPREHENSIVE COORDINATED COMMUNITY ACTION
PROGRAM FOR THE EXPANSION OF PRESENT SERVICES AND PROVISION
OF NEW COMMUNITY RESOURCES AND SERVICES FOR AND WITH THE
IMPOVERISHED AGED LIVING IN CHELSEA.

CAP 7 Section 7.1.2

CONDUCT AND ADMINISTRATION

Hudson Guild submits this proposal for a coordinated program expansion under the provision of the Community Action Program Section of the Economic Opportunity Act of 1964. Its objectives are as follows:

1. To augment and enrich the present program of community services within the Hudson Guild-Fulton Center to serve increasing numbers of impoverished older adults in Chelsea.

2. To provide coordinated and comprehensive resources on a neighborhood basis by bringing together a range of skills and services which will help to maintain and improve the social, emotional, physical and financial well-being of the impoverished aged.

3. To provide specific services to low income older men and women which will help to upgrade their housing, improve their income and management thereof and assist them to be self-sustaining members of the community through the addition of a project director, specialists in housing,
income management, community organization and personal
counseling. These specialists will train older volunteers
in specified areas who can, in turn, teach and instruct
others.

4. To establish communication with the hitherto
unidentified and homebound aged through a saturation survey
undertaken by part-time neighborhood individuals who are
either unemployed or under-employed. After identification,
appropriate services will be brought to them by a combination
of professional workers, communicators and volunteers.

5. To provide readily accessible services on a neighbor-
hood basis directly related to the needs of the impoverished
aged. In addition to those mentioned above, these will
include Homemaker Services, Visiting Nurse Services and
Legal Services. (Providing that meals to some homebound,
impoverished aged is part of an experimental program now
going on.)

6. To develop indigenous leadership among low income
older persons so that they may become increasingly responsible
citizens and workers with a larger stake in their own destiny.

7. To demonstrate that, even though trained personnel
are in short supply, services to the impoverished aged can
be stepped up by utilizing people (some over 65 themselves)
who can be trained to identify and "feed-back" individuals
and information about their needs to the staff at the Center.
8. To ascertain what further services are most needed, what others may be required in order to reverse the present trend of the impoverished poor to withdraw from the mainstream of community life.

BENEFICIARIES

There are approximately 61,000 people living in the Chelsea area of Manhattan. Of these, 13% are persons 65 years or over. About 3,500 are receiving Old Age Assistance and 1,500 of them live on Social Security Benefits. Little or nothing is known about an additional 3,000 older persons. Presently, over 6,000 aged people live in tenements, rooming houses or in otherwise unsatisfactory dwellings in the area. Their unsatisfactory living conditions coupled with numerous other problems have been and are of great concern to the Guild. And, their numbers are growing.

The proportion of unemployment in Chelsea is high and has mounted in recent years with the arrival of American Negroes and Puerto Rican families into Chelsea. Identification and analysis of areas of heavy unemployment in New York City, in conjunction with the 1960 census, showed that a section of Chelsea was a "worse than average" pocket of unemployment among the 90 areas identified. Further evidence of economic deprivation among Chelsea families is provided in an analysis of 1960 census data of neighborhoods made by the Community Council of Greater New York. This revealed that in 1959 incomes of 26.2% of the families in the Chelsea community fell below $3,000. Comparable figures for the borough of Manhattan and for New York
City were 22.1% and 15.2%, respectively. There is considerable evidence that people over 65 constitute the largest proportion of this poverty group in Chelsea.

In recent years, as the aged population in Chelsea has increased, Hudson Guild Neighborhood House has become concerned with the evidence of deterioration, depression and physical needs exhibited by these people. Wherever possible, staff at the Guild provided assistance with these problems within the limits of experience and time, or referred the individual to an appropriate resource, if it was available. Too often, there was no available resource.

In an effort to meet the needs of a maximum number of older people living in Chelsea, Hudson Guild, in conjunction with several New York City agencies providing programs for aged persons, opened the Hudson Guild-Fulton Center in the new Robert Fulton Housing Project in January 1965. Here, the New York City Housing Authority provided appropriate space for programs. The New York City Department of Health opened, within the same premises, a Health Maintenance Clinic. The New York City Board of Education is providing teachers for a variety of adult education courses and St. Vincent's Hospital, located nearby, is cooperating with the Guild in providing psychiatric diagnosis and treatment, and physical and medical treatment for aged persons who need it.

Hudson Guild, in conjunction with several other agencies, has already begun increasing community services to meet the
needs of a growing neighborhood population. A CAP application has been made to the OEO in New York City for "expansion of community services utilizing older paid workers". This project will provide part-time employment to older people, as baby sitters, thrift shop workers, "handy man operators", home aides, librarians, etc. However, many gaps in services to the impoverished aged still exist.

A few months after the opening of the new Hudson Guild-Fulton Center, the following trends became evident which have been substantiated by experience elsewhere:

1. People coming to the Center are "relatively" healthy, but they require assistance in managing their meager funds and in improving their housing which, in many instances, is substandard. They need professional assistance to reach these goals.

2. Alienation from nuclear family and other relatives is an evident problem among many of the known low income aged people. Personal problems are manifest and require the intervention of a trained and skilled person.

3. There is increasing evidence that countless old and poor people are hidden in the community because of physical ill health or emotional depression. A specialist is required who can establish contact with these individuals and train part-time older people to assist in this task.

4. In addition, home-maker and nursing services must be planned on "ad hoc" basis for illness or incapacity that confine
older people at home. Legal assistance too must be contracted for as needed to deal with: landlord and tenant suits; to appeal unfair welfare decisions; any case where old people appear before the Family Court; disorderly conduct charges; unnecessary commitments, etc.

Since the opening of the Center, over 650 older people have already availed themselves of the various services there and each week sees more impoverished aged persons coming to participate in programs and asking for help with problems. But due to the lack of adequate personnel, many of their problems cannot be met and many others are virtually unknown for the same reason, while an equal number, though known, cannot at this point be served. A comprehensive coordinated expansion of services should fill in these gaps.

PROPOSED PROGRAM EXPANSION

The Guild seeks to expand community services for the impoverished aged through the development of new and diversified programs and projects, through staff additions, and through the training of older people to serve as paid personnel for these programs or as volunteers.

While a core program is in operation at the present time, the staff at the Center is virtually swamped. Requests for help with personal problems, for better housing, for income management are growing daily and few can be met. The program director, responsible for volunteers, has presently little or no time to
provide training for them so that they can be used to maximum effectiveness. Freed from trying to meet some of these other problems, he would have more opportunity for training and supervision. A concentrated survey, for the purpose of establishing lines of communication between the Center and those impoverished aged not now attending, needs to be begun at once.

Experience with older people, both at the Center as well as in other settings, has shown several facts:

1. They move and change slowly.
2. They require professional assistance to re-learn independence.
3. When professional help is available to them, they display enormous reservoirs of strength.

Therefore, to meet the needs of the impoverished aged in Chelsea, Hudson Guild is requesting funds to engage professionals and part-time communicators who will serve as catalysts to restore older people to useful roles which will help involve them as planners and participants in community action and services.
The following diagram will serve to illustrate what is now available for elder people at the Center and what is required to expand services:

COMMUNITY CENTER FACILITIES
(Provided by NEW YORK CITY HOUSING AUTHORITY)

PERSONAL COUNSELING
HEALTH SERVICES
CLINIC & FOLLOW-UP (Provided by N.Y.C. DEPARTMENT OF HEALTH)
ST. VINCENTS HOSPITAL

COMMUNITY ORGANIZATION
COMMUNICATIONS (C.O.)
(Without aged or young folk from target population)
(REACHING OUT, IDENTIFICATION SERVICE)

DIRECTOR AND PROGRAM DIRECTOR
Housing Consultant
Elderly Volunteers
Housing Outreach
Special Services Visiting Nurse
Legal Research
WORK PROGRAM (APPLICATION RECRUITING)

EDUCATION (Provided by HUDSON Guild)
EDUCATION (Provided by Board of Education)

ARTS & CRAFTS (Provided by HUDSON Guild)

CAP EXPANSION
CAP EXPANSION

PRESENTLY AVAILABLE
PRESENTLY AVAILABLE
DEVELOPMENT OF NEW AND DIVERSIFIED PROGRAMS

1. Project Director

The Project Director will provide overall administration and expanded resources and services. He (or she) will integrate the new services with those already available at the Center in order that all will work as a unit. He will be responsible for implementing procedures recommended by the research consultant.

2. Services for income maintenance and management, supervised by a specialist in this field, to provide the following:
   a) Individual and group consultation on economic problems.
   b) Adding to Income:
      1) Promotional program for jobs in local community:
         a) Canvass area for job opportunities; b) hold community meeting on the subject; c) meet with business association, P.T.A.'s, churches, agencies, unions; d) constantly keep program before the public, through newspaper articles and posters.
      2) Preparing those for work who are capable of being employed, through counseling, guidance and training.
      3) Cooperating with Social Security Administration and New York Employment Service.
      4) Exploring the use of sheltered workshop techniques.
5) Fostering the making and sale of various crafts.

C) Stretching the Dollar:

1) Consumer Education and Demonstration Programs:
   a) Buying; b) food preparation; c) recreation;
   d) special purchases -- plan with local
      merchants; and e) develop co-op arrangement,
      where feasible, for buying, living, eating.

3. Services to improve housing for the impoverished aged
   would be provided, through the employment of a specialist in
   this field, in the following manner:

   a) Check living arrangements of older people through:
      1) A voluntary registration
      2) Block-by-block inspection
      3) Spot surveys by students and healthy older
         volunteers

   b) Develop programs to help formulate living conditions
      most suitable for individual's needs.

   c) Arrange promotional meetings with real estate
      operators and owners to get their cooperation in
      making available suitable apartments.

   d) Provide listing service for vacant standard living
      arrangements.

   e) Work closely with code enforcement agencies of the
      City and individuals to see that occupied apartments
      are satisfactorily maintained. (For over 40 years
      the Guild has worked with the Department of Sanitation,
Fire Department and other city facilities in upgrading housing in Chelsea. In addition, the local neighborhood conservation program has agreed to help with housing needs.)

f) Experiment with cooperative living arrangements. Where appropriate, two people will be helped to join together to rent an apartment in order to get better facilities at lower costs.

g) Home management courses for making living arrangements more comfortable, safe and attractive.

4. Services for community organization, to be provided by a specialist in this field would provide the following:

   a) Continuous identification and study of older people in the area who do not attend the Center through:

      1. Block checks
      2. Spot surveys
      3. Registration system with landlords, agencies, churches, unions
      4. Cooperation with other community projects.

   b) Open up additional volunteer jobs in the community for older people by:

      1. Training them to do interviews
      2. Utilizing them as friendly visitors
      3. Assisting in contacts with area organizations and groups. (Volunteers already available are being supervised by the program director presently employed by the Guild. Additional volunteers are
needed and their training and supervision will be provided by the community organization specialist in consultation and cooperation with other personnel at the Center).

c) Communicators:

The community organization specialist will employ and train approximately 20 part-time neighborhood individuals who are either unemployed or under-employed to undertake the saturation survey in the Chelsea area on a block-by-block, house-by-house basis. Some of the communicators will come from the target population.

As blocks are surveyed, a trained communicator will be assigned to an area where from 50 to 60 elderly people live. The communicator will be expected to maintain constant contact with the elderly in his assigned area or division.

Each communicator will be expected to maintain a relationship with the staff at the Center. The community organization specialist will provide continuous supervision and continuity. Hudson Guild will furnish office space. Information about programs needing to be extended to the home-bound aged will be given to the caseworker.

5. Services in individual and group counseling:

   a) Individual, evaluative interviews at intake--follow-up evaluative interviews.
b) Individual counseling with the elderly concerning:
   1. Interpersonal relations such as:
      social needs; loneliness; family relationships
      and connections.
   2. Emotional health; fears anxieties; overt psychiatric
      symptoms.
   3. Physical health (referral to Health Maintenance
      Clinic).
   4. Socio-economic problems such as: income and
      economics; clothing; estate-burial; food.
   5. Pursuits such as: hobbies and interests;
      recreation; job skills.

c) Referral, when appropriate, for psychiatric diagnosis
   and treatment.

d) Group sessions around similar problems.

e) Exploit multi-function aspects of the Center, as well
   as community, for referral or planning in working out
   problems through providing:
   1. Visiting nurses
   2. Homemaker services
   3. Home-care programs
   4. Friendly visitors
   5. Hot meals - (Exploration now underway for means of
      providing these to home-bound older people. Funding
      is not requested).
f) Information and referral services for situations not handled in the Center itself.

6. Legal services, visiting nurses, community homemakers, etc., will be contracted for as needed. Since none of these are presently available through the Center, and because there is mounting evidence of need for these, a modest request for funds is included in this request. It is anticipated that as contact is established with the impoverished poor, who are homebound, the services of visiting nurses, community homemakers, will be called upon with increasing frequency.
TIMETABLE

1. First Month:
   Hiring of Project Director, four specialists
   and secretarial help.

2. Second Month:
   Organization of program
   Preparation for program expansion
   Hiring and training of part-time neighborhood
   communicators.

3. Third Month:
   Start new program
   Recruit additional volunteers

It is expected that the development of the new programs
will be in full operation within four months after the funds
are received.

ADMINISTRATION AND ORGANIZATION

Miss Ruth Friedman, director of the Hudson Guild-Fulton
Center, will be the over-all administrator at no expense to
the project. She will engage the Project Director and the
four specialists. The Project Director will supervise the
activities of the specialists and coordinate them with all
other activities undertaken for and by the aged at the Center,
including health, recreation, etc. The community organization
specialist will employ and supervise the part-time neighborhood
communicators. The caseworker will evaluate demands for legal
services, visiting nurses and community homemakers and contract for them as needed. The research consultant will spend 30 days a year on the project and will design required instruments for study and train staff and volunteers in their use. The Project Director will also engage two full-time and one-half time secretary for the project.

The Project Director and the four specialists will participate in weekly staff meetings in order to review effectiveness of help, developing needs and problems, and any other matters germaine to the successful functioning of the project. Communicators, many of them from the target population, should also participate in meetings. At least once a month the research consultant will participate in staff meetings.

Hudson Guild operated a Head Start Program this summer, and the Lower West Side Anti-Poverty Board has begun their programming.

In order to implement the proposed program expansion, Hudson Guild will provide space, furniture, bookkeeping and accounting costs, utilities, equipment, telephone, postage, supplies and other incidental expenses will be funded by the project.
DEMONSTRATION ASPECTS OF THE PROJECT

Since this is a demonstration project, a part-time research consultant will be employed. Records will be kept and a number of ideas will be tested. The evaluation will be in the nature of a documentation of the progress, successes and failures in utilization of services. The evaluation will be conducted in the following fashion:

1. Chronology:

A diary or a log will be maintained by the assistant director to record all known significant events and uses of the several services. A content analysis of the diary will be undertaken for purposes of identifying the chain of events leading up to changes in policy or procedure.

2. Records:

Records of services offered, requested and received will be maintained throughout the life of the project. An analysis of these records will be undertaken to demonstrate the degree to which clients request and receive multiple services. Although not a major objective of this demonstration, it should be possible to perform rudimentary costs analysis to determine the efficiency of coordinated services in comparison with known or reliable estimates of costs of single services.
3. Data to be Collected

It is proposed that three panels of 100 persons each be drawn at 6-month intervals from among new recipients of service from the demonstration program. The first panel will be drawn as soon as possible after the program is initiated. Six months later, a similar panel will be drawn and interviewed and the first panel will be re-interviewed. A third panel will be introduced six months later. At the end of the year and a half, all three panels will be interviewed.

Differences between panels at the time of initial interviews may be attributed to differences in composition of applicant for service. Differences between panels at the same time will then reflect the aforementioned differences as well as differences due to length of contact with the services at the Center and, finally, two substantive differences in experiences with the available services. The information to be obtained by interviewing can be classified as follows:

a. Classificatory Information

Name, address
Age
Place of birth and citizenship
Race (if legal)
Education
Religion (if legal)
Marital status
Employment history
b. Physical and Emotional Health

Recent medical history
Perception of physical health
Emotional evaluation
Nutritional evaluation
Problems and complaints

c. Social Circumstances

Description of residence
With whom does he live
Proximity to and contact with family
Nature and frequency of social contacts
Membership in and activities with church, fraternal groups, etc.
How long in the area

d. Knowledge and Use of Services

Knowledge
Use
Perceived need for services
Attitudes toward services

e. Economic Factors

Income
Source of income
Allocation of expenditures
Present Occupation

f. Others

Source of referral
Skills, special training
Interest in or capable of service to others

4. Interviews

The intake interview will be conducted by a social worker. Subsequent interviews will be conducted by volunteers to the project who have been trained in the inter-
procedure by the program director, supervised by the research consultant. Additional specialized information, such as medical and psychiatric evaluations, will be conducted by the specialist already performing in those areas.

5. Processing and Analysis

A research consultant will prepare codes for use in a content analysis of the interviews and records maintained by the various services. The analysis to be performed will include straight description of the use of services, as well as an analysis of changes in individual circumstances taking place over time. All analyses will be done within panels to permit comparison between panels.

6. Determination of Demand for and Use of Services

All records including intake interviews and records maintained by the individual services will be analyzed to determine:

a. The number of clients served by the Center.

b. The number of clients served by each service.

c. The frequency of combinations of services used.

d. Professional judgment of individual instances of services needed but not available, i.e., sheltered workshop.

e. Frequency of requests for services either not received or not available.
The above evaluatory process is required in order to determine for the future if this project is the most satisfactory means of meeting the needs of impoverished older persons. It is not feasible at this point to study a controlled group either within Chelsea or out of the area.

It should also be noted that anyone coming to the Center after the project has begun (approximately 600 people) will receive an intake interview by a social worker. Evaluation, in the clinical sense, will be made at this point, as well as interpretation of services. The older person will be routed to the services which he needs, and the person responsible will be notified. The part-time communicator will be required to keep records of every individual contacted by them, as well as their needs as they see them. They will report back to the community organizer who, in cooperation with the caseworker, will initiate appropriate services to those contacted. When evaluation has been made, specialists in each area will assume responsibility for helping the aged person implement the plan and take full advantage of the resources.

RESEARCH CONSULTANT

Kermit K. Schooler, PhD, Assistant Professor of Social Research, Florence Heller School, Brandeis University, Waltham, Mass.
RESIDENT PARTICIPATION

The Center itself now has 650 members and it is anticipated that this number will grow to over 1,000 in the next 12 months. This group is in the process of forming its own council and will elect representatives from their membership. The staff members requested in this proposal would report to, and work closely with, this council. The Center Council will be closely related to the Hudson Guild Council which represents not only the complete range of age groups involved in the Guild program, but the community as well. There would also be referral from and cooperation with the following local organizations:

1. Chelsea Committee for Neighborhood Development
2. Chelsea Clinton Welfare and Health Council
3. 10th and 14th Precincts Youth Councils
4. Chelsea Area Meetings for Planning
5. West Side Association for Community Centers
6. Borough Presidents Community Planning Board #4
7. Lower West Side Anti-Poverty Board, Inc.
8. Department of Welfare
9. St. Vincents and French Hospitals
TABLE OF ORGANIZATION

DIRECTOR

Funded by Hudson Guild

PROGRAM DIRECTOR

VOLUNTEERS

PROJECT DIRECTOR

COMMUNITY ORGANIZATION SPECIALIST

20 PART-TIME COMMUNICATORS

INCOME MAINTENANCE SPECIALIST

RESEARCH CONSULTANT

CASEWORK COUNSELOR

HOUSING SPECIALIST