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CITIZEN PARTICIPATION: TOWARD A GENERAL MODEL OF CITIZEN PARTICIPATION STRATEGIES WITHIN SOCIAL PLANNING CONTEXTS IN PUERTO RICO

The Ohio State University

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CITIZEN PARTICIPATION: TOWARD A GENERAL MODEL OF
CITIZEN PARTICIPATION STRATEGIES WITHIN
SOCIAL PLANNING CONTEXTS IN PUERTO RICO

DISSERTATION

Submitted to the Faculty
of the College of Social Work
In Candidacy for the
Degree of Doctor of Social Work

By
Angélica Varela

* * * * *

The Ohio State University
January, 1981

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DEDICATION

To my husband, Paquito Ocasio, for his constant devotion and compromise to our mutual values of personal freedom and self-realization that inspired and guided this effort.
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CHAPTER I
INTRODUCTION AND BACKGROUND TO THE PROBLEM

1- PURPOSE OF THE STUDY

This study is concerned with citizen participation in Puerto Rico. It describes and identifies a pattern of interaction between a group of elderly/marginal citizens and Agency Staff under the context of the Older Americans Act and its ramifications for citizen participation. Data are presented to facilitate understanding and determination of the Puerto Rican reality in the context of Federal policies which mandate citizen participation. Federal legislation expects, throughout the design and operation of services and programs, that citizens participate during the process. This study should provide at least a partial response to determine whether or not, and to what degree, citizen participation is a feasible and functional model for effective and vital decision-making for the social services in the island. Moreover, this might indicate a presumption of a Puerto Rican working model of citizen participation within Federal regulations that could be further studied and researched.

The basic research question is the influence of marginal groups (the elderly) in public sector decision-making processes. In Puerto Rico, important questions arise regarding
the imposition of Federal mandates vis-a-vis a Puerto Rican variant of dealing with citizen participation. Failure of social programs and services has been attributed to the apparent lack of communication with clientele.

Questions also arise regarding the real relationship between effectiveness in the planning and policy-making process and the extent of self-accomplishment as perceived by the citizens themselves. The question is: Does citizen participation work in the Federally-mandated programs in Puerto Rico? Another important question is: What is the Puerto Rican reality in the context of Federal mandates that require citizen participation?

The study will identify and describe the patterns of interaction in the decision-making process of Government in the context of Federal requisites for the planning and design of services and programs to overcome the poverty condition of the elderly. It is necessary to identify and determine a pattern of interaction between a non-participant group and the top echelon of bureaucrats who formulate and decide on services and programs for the elderly. It is also necessary to ascertain if there exists a specific system and process of communication developed between the clientele of services and programs and public officials of Government. Specifically, the research objective is to describe and analyze patterns of citizen participation in Regional Area Agencies on Aging, or "Comités Geriáricos Regionales."
The major research question of the proposed study is concerned with how elderly persons influence the decision-making process of public policy formulation of Federal services and programs. Is there a particular pattern of interaction between the elderly (marginal group) and the higher echelon of professionals in public agencies? What is the nature of citizen participation for the elderly who serve in Area Agencies on Aging and how is the participation perceived by Agency staff? This is to be studied in terms of the Federal programs, particularly the Older Americans Act.
The modernization process of Puerto Rico has generated a host of social and economic changes. The political system is much more "democratized" than formerly. There have been increased contacts, particularly with the Mainland, Europe and Latin America. Mass media has brought the modern world to isolated areas of the Island. The wider participation of women in the larger society has increased greatly. Modernization has not proceeded uniformly, and there is unevenness in its effect.

There exists a large number of marginal groups in Puerto Rican society. Citizen groups benefit differentially from the socio-economic development of the country. Included in these groups is the elderly population, one of the largest elements under this categorical definition.

The elderly, and specially the poor elderly in Puerto Rico, present a major area of concern. It is of primary importance to study the process, through which the beneficiaries of services and programs influence the establishment of goals and priorities in the nation's strategy toward the eradication of social problems.

The proposed research provides a description of the present model of interaction and communication between the
beneficiaries, in this case the elderly, or particular services and programs and the administrators or agency staff in the decision-making process in social services. It provides information on the factors which determine the degree of participation of the marginal citizen in the analyses and recommendations of programmatic implementation. Through this study, realistic alternative approaches toward a Puerto Rican form of behavior might be considered in the Federal Government for a more responsible decision-making process. Implied in the analysis and findings on this study is the generation of researchable questions and hypotheses for further study. This might indicate a presumption of a more appropriate Puerto Rican working model of citizen participation within Federal regulations that could be further studied.
A- The Elderly in Puerto Rico

In Puerto Rico, the socio-economic condition of the elderly is a major problem.

According to 1970 Census of Population, Puerto Rico had 2,716,300 inhabitants. Of these, 355,700 were fifty-five years of age and over. This represents 13.1% of the population. In 1976, the Planning Board estimated the total population at 3,223,800 inhabitants of which 427,830 were fifty-five years of age and over, representing 13.27% of the total population. According to these data, there was an increase of 72,130 inhabitants fifty-five years of age and over in six years, or from 1970 to 1976. This means an increase of 20.3%.

In a recent report, the Gericulture Commission states that "the low rate in mortality and the increase in the population of age is attributed to modern technology, improved medical care, and high living standards." Also, this report indicates that for known or unknown reasons, the elderly population is growing faster in comparison with the Mainland and other industrialized western societies.

The elderly, as a segment of the population in Puerto Rico, is affected and characterized by a syndrome. The
elderly condition, which is a constant deteriorating process, worsens and becomes chronic as changes take place within the socio-psychological sphere of society. The impact of the transition in the Island of Puerto Rico from an agricultural system to a more complex and technical one enhances demands for young, educated and trained people. Consequently, the elderly have become more isolated, with little opportunities to deal efficiently with an adequate solution to their needs.

One of the most significant changes in twentieth-century American society has been the emergence of a sizable and increasingly influential population group, the aged or people aged sixty-five and over. In the States, by mid 1975, there were twenty-two million aged, representing 10% of the total population. Current census projections anticipate an over-sixty-five population of about 30.6 million in the year 2,000, representing 11.6% of the overall population, that is, assuming no change in birth rate.

In a recent socio-economic profile of the elderly in Puerto Rico who participated in public forums during the month of May of 1979, it is noted:

a- The majority of the elderly interviewed were between the ages of sixty-one to eighty years of age. The larger number of elderly (or 38.5%) were between sixty-one and seventy years of age, and 28.6% were between seventy-one and eighty years of age.

b- The level of education was relatively low. Approximately 80% of the total of persons interviewed had
elementary or less education. 12.36% were high school graduates, and only 3.33% had university studies.
c- Among the highest number of interviewees, with the highest level of education, were women.
d- In terms of housing, 49.12% lived in urban areas, and 47.28% in rural zones.
e- Among women, the highest percent were widows.
f- Women were the largest group interviewed.
g- The income of the interviewees was relatively low. Of the total of those interviewed, 69.34% received less than $200.00 monthly; 26.1% received less than $100.00 monthly.
h- At least 60.02% of the interviewed were dependent on Social Security money; 14.38% on welfare, and 7% on pension plans or salary.
i- A high number, or 55.5%, lived alone, or with people who were not their spouses.

B- The Older Americans Act

Federal and local policy related to the elderly was enacted in Puerto Rico in 1930. By the approval of Law No. 205, the benefits of Title I of the Social Security Act of the 14th of August of 1935 were extended to Puerto Rico by the Federal Government. Specifically, this title made provisions for economic and health needs of the elderly. In 1950, Titles I, IV, X, and XIV of the Social Security Act were extended to Puerto Rico. In 1956 the Social Security Act was amended in various of its titles for the provision of forty-eight
million dollars in Federal share and disbursement. The Older
Americans Act of 1965, as amended, gave rise to important pro-
grams and services for the aged. This legislation was the
first and most substantial effort at the Federal level to
focus attention and resources on the needs of the elderly.
Furthermore, this legislation, and particularly the new Social
Security Act Amendment of Title XX, mandates planning and the
establishment of organized groups representing the aged. A
state planning process is required for citizen review and
approval. State plans provide for participation of the groups
represented by the aged and the community in general.

The Federal Register of 1980 provides that, by March 31,
1980, Title III of the Older Americans Act consolidate under
one Title, three activities, namely social services, nutri-
tion services and multi-purpose senior centers, which had been
authorized formerly under three separate titles. The purpose
of this consolidation is to provide more effective coordina-
tion and use of community resources in planning and providing
services to elderly American citizens.

Title III provides for requirements in which citizen
participation through organized bodies of clientele and agency
staff impact services and programs to be funded by the Federal
Government.

Section 1321.14 of the Rules and Regulations of the Older
Americans Act mandates that the State Agency in Puerto Rico,
the Gericulture Commission, has to allow to area agencies,
providers and older persons within the State adequate opportunity to comment on the policies.

Particularly in Subpart D--State Agency Responsibilities, part 1321.47 states the need for the establishment of a State Advisory Council on Aging. It is required that fifty percent (50%) of council members be at least sixty years of age; council meetings should be held quarterly, and directed the State Agency to provide staff and assistance to the council. The Advisory Committee advises the Governor as well as the State Agency in policies affecting older people. It is mandatory that public hearings are made before the Governor approves the State Plan.

Under Section 1321.61 the Area Agencies are the planning and service area designated by the State Agency to develop and administer the area plan for a comprehensive and coordinated system of services for older persons.

At another level, and through part 1321.97 Area Agency Advisory Council, each project shall provide a project council. More than one-half of the membership of this council should be actual consumers of services. Other members of the council could also be local elected officials, people knowledgeable and competent with regard to the needs of elderly persons and/or the general public. The purpose of this council is to advise the agency on the following:

a- Develop and administer the area plan
b- Conduct public hearings
c- Represent the interests of older persons and
d- Review and comment on all community policies, programs, and actions which affect older persons.

Under Title III and for Fiscal Years 1979-1981, the possible maximum appropriations of Congress, for the United States and territories, are:

**TABLE 1: Appropriations under Title III, Older Americans Act**

<table>
<thead>
<tr>
<th></th>
<th>FY1979</th>
<th>FY1980</th>
<th>FY1981</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social Services</td>
<td>$300</td>
<td>$360</td>
<td>$480</td>
</tr>
<tr>
<td>Nutrition Services</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>in Centers</td>
<td>350</td>
<td>375</td>
<td>400</td>
</tr>
<tr>
<td>Nutrition Services</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>in Homes</td>
<td>80</td>
<td>100</td>
<td>120</td>
</tr>
<tr>
<td>TITLE III Total</td>
<td>$730*</td>
<td>$835*</td>
<td>$1,000*</td>
</tr>
</tbody>
</table>

* (in million dollars).

For Fiscal Year 1978-79 for Puerto Rico under Title III of the Older Americans Act, it was granted a total of $1,952,073. There was no information for Fiscal Year 1979-80 due to budget revisions at the moment of the study with Region II Office of the Department of Health, Education and Welfare.

**C- The Agency**

In Puerto Rico the Gericulture Commission was created by Public Law No. 16 on May 22, 1962. Its main role is to assume leadership as advocate of persons sixty years of age and over, and to direct efforts of public and private organizations and groups of individuals from the community toward fulfilling the total well-being of the Puerto Rican elderly.
The Puerto Rico Gericulture Commission is composed of seventeen (17) members appointed by the Governor. Seven members represent governmental agencies as follows: Social Services, Education, Health, Labor, and Housing Departments, Parks and Recreation Administration, and the Planning Board. The remaining ten (10) are citizens identified with the needs of the aged. By law, the President of the Board is the Secretary of the Department of Social Services. At the state level, there is a State Advisory Council in compliance with the legislation.

The Commission's main objective is to promote the well-being of the elderly in regard to physical, mental, spiritual, social and moral needs. In order to make this possible, the Commission performs the following functions:

a- Coordinates with private and public agencies in relation to planning standards and services for the elderly and encourages the establishment of services according to needs.

b- Creates public awareness in relation to needs and potentialities of the elderly.

c- Acts as an information center related to planning, services available, and activities.

d- Initiates, performs and encourages research related to the elderly's situation, and also subsidizes research.

e- Formulates recommendations to the Governor, Legislature and to public and private organizations.
f- Provides assessment and technical assistance to public and private agencies.
g- Funds public and private organizations which serve the elderly.
h- Organizes and develops conferences, institutes, workshops in the field of Gerontology for personnel who work with the elderly population.
i- Establishes, when needed, model and demonstration projects such as pre-retirement clinics, multi-purpose senior centers, geriatric clinics and others.
j- Approves proposals, projects and services which promote the well-being of Puerto Rican elderly population.

Some of the activities performed by the Commission are:
a- To develop a State Plan to implement the Older Americans Act (Law of Congress No. 89-73). The funds received from this Law are granted to civic, private and public organizations through the Area Agencies on Aging to provide the following services:

- Information and Referral
- Transportation and Escorts
- Housing Repairs
- Health
- Home Services for the Physically Impaired
- Home Health Aids
- Recreation and Socialization
- Education and Alphabetization
- Nutrition Services in Multi-purpose Senior Centers
- Home Delivered Nutrition Services
- Acquisition, Remodeling and Extension of Multi-purpose Senior Centers
- Advocacy and Legal Aid Services.

b- To offer assessment and technical assistance to public and private agencies in relation to the well-being of the elderly.

c- To encourage the community as advocates on behalf of the elderly.

d- To stimulate centers of higher education in developing curriculum in the field of Gerontology.

e- To stimulate audits and fiscal evaluations to grantees in order to ensure the proper utilization of funds.

f- To encourage the development of cultural, educational and recreational activities for the elderly.

The Gericulture Commission has designated ten (10) Area Agencies on Aging throughout the island of Puerto Rico. This, in turn, is in accordance with the regional organization of the Social Services Department. The ten area agencies on aging are: Aguadilla, Arecibo, Bayamón, Caguas, Carolina, Guayama, Humacao, Mayaguez, Ponce, and San Juan. The purpose of Area Agencies is to develop a complete, coordinated, and comprehensive system of services and programs for the elderly of each geographical region of the island of Puerto Rico.

For Fiscal Year 1978 and due to an administrative reorganization, the Gericulture Commission under objective number 11 of the State Plan provided as follows:
The members of the Area Agencies on Aging will be represented by the Mayor of each town belonging to the Region, or his representative. Also, a senior citizen from each town, and the Regional Director of each of the following agencies which will be represented by the appropriate Gericulture Commissioner--Department of Social Services, Department of Health, Department of Labor, Department of Education, Department of Housing, Park and Recreation Administration, Planning Board.\(^\text{11}\)

The rationale for this objective was to have more effective coordination of the services offered to senior citizens. Also expressed by Ms. Ramírez, Executive Director of the Gericulture Commission, this innovation was proposed to guarantee citizen participation at the level of administration and planning of each Regional Area Agency.\(^\text{12}\)
FIGURE 1: The organizational structure of the Gericulture Commission is as above.
As part of the organizational structure, each Regional Area Agency (Comité Geriácola) provides for a Regional Administrative Office (Oficina Geriácola). This office is responsible for the administration of the Regional Plan submitted to the State Office by the Area Agency. The State Plan is sent to the Federal Government (H.F.W.). The personnel of the office is composed of an Executive Director, one Accountant, one Inter-agency Coordinator, and a Secretary.

Each Area Agency has an Advisory Council composed of clientele of the services, community representatives and/or the general public interested in the problems of the elderly. At the local level each town in a Region has an Advisory Council. The representatives of the local advisory councils are included in the Regional Advisory Council of each Area Agency. As noted, these councils advise on the interests of the elderly.

To conclude this section, citizen participation under Title III of the Older Americans Act as amended in 1978 and through the organizational structure of the Puerto Rican Gericulture Commission, gives the opportunity to participate in the process of decision-making to a group designated as marginal or non-participant.
Definitions of citizen participation have evolved historically from a truism in socio-democratic tradition to broad scale citizen participation in government and in public administration. Peggy Wireman, according to Hans B.C. Spiegel, indicates that:

Typically, citizen participation means a structured interaction between a local citizen's group and a branch of government operating a specific program.13

In her article, Wireman notes from Robert K. Yin, et. al., that two broad purposes of citizen involvement in human service programs are:

1- to influence policy decisions and the allocation of resources to share in the design, implementation, and monitoring of specific programs.14

Moreover, she states that:

... generally citizen participation for the purpose of implementing programs requires a collaborative approach with agencies, while participation that aims to influence policy and the allocation of resources more often involves conflict, confrontation, and adversary relations.15

On the other hand, Cahn and Passet make the following statements on citizen participation:

Citizen participation is:

1- a means of mobilizing unutilized resources—a source of productivity and labor not otherwise tapped.
2- a source of knowledge—both corrective and creative—a means of securing feedback regarding policy and programs and also a source of new inventive and innovative approaches.

3- an end in itself—an affirmation of democracy and the elimination of alienation and withdrawal of destructiveness hostility and lack of faith in relying on the people.\textsuperscript{16}

It may be hypothesized that the above-mentioned expressions are indications of the value of target area participation in planning and operation of poverty programs to which the authors refer. It suggests social criticism and claims of irrelevance and unresponsiveness of social programs and institutions.

Utilizing the public sector as a frame of reference, it can be seen that government has grown larger, its activities are more complex, and there are more specialists to deal with the various services offered. Often, the lines of communication among the people or constituency, the city, state officials, and politicians break down. Furthermore, agencies are frequently cut off from those whose needs they presumably serve.\textsuperscript{17}

According to Federal mandates, decision-making should be geared toward programs based on the community's real needs and, as a result, be capable of strengthening existing services and developing new agencies.

Dissatisfaction with the results of current decision-making processes is evident from the literature. Complaints about ineffective programs, wasted money, demands for accountability, are increasing. In this respect, Quade ascertains
that there is need for more effective ways and decision problem analysis for service improvement and its consequent accountability. He proposes a systems approach for problem analysis and emphasizes client participation in the entire decision-making process. Moreover, he expresses the need for more effective ways to get input from those who will be the participants or clients. Quade stresses that citizen participation is necessary to the success of programs and services.

Social planners, social workers, and policy-making officials have outlined possible reasons for failures in decision-making, policy formulation and the design of programs and services to meet the needs of users in the community. One of these is the apparent incapability of traditional community organization, community development, and technical planning models to provide real participation of the users of services to determine valid needs.

The island of Puerto Rico, from 1960 to 1970, received millions in Federal dollars for implementation of programs and services. The Economic Opportunity Act of 1964 and Title I, Demonstration Cities and Metropolitan Development Act of 1966, gave emphasis to the concepts of self-help and direct resident participation. Also, during that period of time, an emphasis on a decision-making model based on citizen participation was proposed to encourage the involvement of people in local decisions. Citizen participation, as a process, has tried to involve people in program planning implementation. It has been recognized that failure to involve citizens in the
planning process of administrative agencies has alienated a significant source of support and intelligence in addition to thwarting the ability of local public agencies to implement their programs.19

The turn of the century reflected the institutionalization of advisory citizens planning commissions throughout the mainland states. By the late 1960's, citizen participation had become a part of the Federal Government programs and became a requirement for nearly all laws concerning planning. In the social services area the profusion of community-oriented programs followed; programs such as community mental health centers established a new focus on clientele in its organizational structure.

In Puerto Rico, the Federal Assistance Programs have been offering for the past two decades the opportunity to implement programs and services sought to alleviate socio-economic needs of its population. They have affected a large part of the population of the Island, and in turn have entitled them as citizens to participate in these programs or services in terms of design and operation. It has become common for Federal programs to include citizen participation requirements. These requirements vary in their format. Some of them are imposed by statute and others are part of administrative regulations.20

In 1976, the Chairman of the Federal Regional Council for Region II, New York, Mr. S. William Green, and a Task Force on Citizen Participation sought to eliminate confusion by preparing a handbook on the subject.
The Citizen Participation Handbook defined with respect to Federal domestic assistance programs that citizens are people whose membership in a population served or affected by a special Federal program entitles them to participate in that program's design and operation. In terms of citizen participation, the Handbook notes the following:

Citizen participation is both a means and a process ...a means of encouraging people to be involved in the decisions which will affect them, and a process for involving them in program planning and implementation. It is a means for Government to keep in close touch with the people. ...and a process for planning and administering programs with the advice of "experts." 21

The contemporary literature on the subject of citizen participation is replete with the Federal legislation of the 1960's. Early in the 1950's, the emphasis was on influencing the provision of direct services. In the 1960's, partly as a result of the civil rights movement, the emphasis shifted to consumer control and social reform, with a greater readiness to engage in coercive tactics and confrontations over basic social policy issues. 22

As for 1971, the participation revolution was a reality in urban planning.

From a review of special reports and current literature prepared and published during the 1960's and early 1970's, it is clear that citizen participation was mandated by Federal legislation. It can be identified in the antipoverty O. E. O. program, Model Cities, and Community Development Block Grant programs and in certain health programs.
Melvin Mogulof has viewed the trend of the sixties as a progression of Federal programs where citizen participation was vital.23

The Federal agencies most deeply involved have been the Office of Economic Opportunity (now Community Services Administration), the Department of Health, Education and Welfare and the Department of Housing and Urban Development.

However, as Peggy Wireman states, neither H. E. W. nor H. U. D. has developed a consistent policy concerning citizen participation. As an example, she indicates that in 1972, sixty-five different requirements for citizen participation were included in fifty-seven H. E. W. programs. They vary in requirements for participation from token participation to powerful decision-making. Furthermore, she adds that neither H. E. W. nor H. U. D. has developed systematic, effective monitoring or evaluation procedures.

Evidence indicates that the poor have not been involved to any great extent in efforts of citizen participation and have been difficult to involve.24 In a study of fifty-four agencies in six cities, Roland L. Warren found that citizen involvement has little innovative impact, and agencies were successful in resisting threats to their control of the delivery of services.25 Despite this, in the middle 1970's, legislation such as Title XX of the Social Security Act, and the Older Americans Act, strengthened the citizens' role.

In Puerto Rico, special reports have been made by public agencies for the purpose of meeting federal requirements.
The subject was analyzed and valuable contributions were made in the 1970's by Dr. Carmen S. García. One of the major findings was that, although the Model Cities program had a Residents Council, it lacked systematized and adequate participation of its members. Dr. García observed that at the time of the study there was no coordination between the Municipality of San Juan and the members of the Residents Council. In fact, it indicated that an incomplete process of help was the result of this lack of coordination between both parties. The author emphasized the need for adequate participation between both groups for the success in the implementation of program and services. Another of the conclusions of Dr. García was the necessity to train citizens in mastering their roles for participation. Finally, the author described citizen participation in the Residents Council as a vicious circle. Misunderstanding resulted in changes in programs and services that were made by agency staff without a proper system of communication to the Residents Council.
A fundamental concept in contemporary Puerto Rican society is that the State is a benefactor and not a co-participant. Due to this fact, the State has provided a series of protective measures for society in general to cope with innumerable social hazards. The Government's responsibility in social welfare has established an equilibrium in terms of the physiological and psychological aspects of man. The first is needed for man's survival, and the other to provide for emotional security and individual needs. In Puerto Rico, the year 1900 marks the beginning of an era of profound social, economic and cultural changes. Social and political scientists considered it as the beginning of modernization. The economic structure changed dramatically, from a former agricultural base. Dramatic social changes occurred with development of the industrial economy. Federal incentives provided for socio-economic development, and new legislation appeared in the Puerto Rican scene. More recently, a Governor's report of 1974 described the most significant social changes in Puerto Rico at that time as follows:

1- Changes in the structure and function of the family
2- Changes in patterns of authority
3- Overpopulation and internal migration
4- Identity and conflict in the system of values
5- Polarization
6- Transculturation and youth problems
7- Civil rights and responsibility
8- Participation and democratic leadership
9- Marginal or non-participant groups

The problems that emerged as a result of the social changes mentioned above were presented to the Seventh Legislative Assembly in 1974 by the Governor of Puerto Rico as a request for the necessity of creating an integrated system of Social Security. For the most part, this policy approach provided for the participation of marginal groups in the decision-making process, particularly in the decentralization of this process. This is relevant as to Puerto Rico's own diagnosis of its situation in the face of copious Federal legislation of the 1960's related to citizen participation.

As the objectives and plans of such public policy developed it was established that the principal objectives of the social welfare area dealt with the assurance to guarantee the optimum of harmonious collective living. As a result a harmonious way of life and the importance of a better family life became the fundamentals of the social public policy of the time. Consequently, a Special Commission on the Integral Social Security System was created which would examine the problems of the social and economic ills of society. Also it would make recommendations to the Governor and the Legislative Assembly regarding these matters.
In Puerto Rico there exists large groups of marginal or non-participant citizens. These citizens, for a variety of conditions and/or economic reasons, are not able to participate adequately in the benefits of the socio-economic development of the country, nor do they participate in the decision-making process of their immediate area of interest or of society in general. They are characteristically limited by not having immediate access to society's opportunities of education, work, health, recreation, and the general and broad scope of social development of the individual. Juvenile delinquents, those addicted to drug use, alcoholics, the elderly, the physically and mentally handicapped, are some of the groups who are marginal people and are non-participants in the organizational life of society.

The concept of clientalism used by Huntington in Krause's analysis of citizen participation, is defined as a sustained and discretionary administrative behavior favorable to the interests of a private person or group in society. Moreover, this author maintains that the most significant political implications of clientalism are:

The emergence of the cliental bloc, the cliental use of public power for private ends, the development of cliental conflicts among government agencies, the change in the functions or regulations, the transformation into a stronghold of minority groups and, as a result, the new conservative role of the administrative in politics.

In terms of decision-making within a citizen participation perspective, Krause indicates that it occurs in a setting of either a general community power structure and/or
governmental-political-legislative structure in which the bureaucracy presumably plays its role.

Krause emphasizes the agency role and establishes a range relative to citizen participation. This moves from an extreme point of "caretaker" agencies, a middle point of "regulatory bureaucracies," and another extreme point at the end of the continuum called "social change or action." It is graded upon activity of passivity of the agency.

In his research evidence, Krause finally concludes that the use of ideologies by bureaucracies constitute a major threat to the individual capacity to direct development in his society in areas of community's vital interests.

In 1973, Miller stated that the phenomenon of local people participating in the reordering of national priorities turned out to be a minor skirmish. He described the concept of maximum feasible participation to be "petty patronage baronies" in many neighborhoods, with "local do-nothing bosses" fighting with City Hall over the division of federal dollars. 30

In another dimension, Dewar notes that citizenship has become a form of clienthood. In his terms, clienthood assumes incompetence, dependency, and control. Democracy, he emphasizes, requires persons and groups who understand their problems on their own terms, perceive their relatedness to one another, and believe in their capacity to act. This analysis concludes that "good clients" make bad citizens. 31
Following the same line of thought, Fox Piven and Cloward address failure to conventional organization in the 70's under federal programs umbrellas. They proposed the politics of "turmoil" which entails mobilizing masses of poor people to force elites to great significant concessions.32

Other alternatives have been proposed to activate marginal citizen participation in decision-making in the public sector as a result of inadequacy in that process. Roach and Roach, referring to the organization of the poor, propose that the major area of organization and action for those interested in eliminating poverty is within the ranks of organized labor.33

On a broader scope, there is a consensus among academics, writers, politicians, public officials, and professionals, as well as lay persons, that citizen participation is necessary to the success of programs and services.
CHAPTER I


6. Ibid., pages 313-314.


12 Interview with Ms. Alicia Ramírez, Executive Director of the Gericulture Commission, Department of Social Services, June 9, 1980.


14 Ibid.

15 Ibid.


21 Ibid., page 1.

22 Peggy Wireman, "Community Development and Citizen Participation, Friend or Foe?" Journal of the Community Development Society, Fall 1970.


26 Carmen S. García, "Estudio Sobre Características, Ideas, Actitudes y Reacciones de los Residentes en las Areas de Pobreza de San Juan hacia su Estado Socio-Económico, sus Programas y la Manera Como se Solucionan." Programa Ciudad Modelo, Municipio de San Juan, enero 1976.


CHAPTER II
REVIEW OF LITERATURE

The first chapter provides a background for the general purpose of the study. In this chapter, a more focused approach is taken regarding citizen participation in the context of community development, community organization and planning. The purpose is to substantiate the applied aspects of this research, namely an attempt to project a working model of some level of viability for Puerto Rico. It describes theoretical propositions, typologies and working models and other socio-political issues around the major research question. As noted, the latter is concerned with a description of patterns of interaction between a marginal group of society, the elderly, with a higher echelon of public officials in a decision-making process. The analysis of this chapter concentrates on literature elements regarding citizen participation and the public sector. It focuses on citizen participation as a concept, its purpose, and evolution throughout the macro and micro settings of practice. Also an overview of citizen participation through more contemporary foci will guide this analysis.
A- The Concept, Main Elements and Conceptual Evolution

As a strategy for development of human resources due to conditions of poverty, alienation and value disorientation, community development emerges as a practice model. Community development has been conceptualized in numerous and different ways. But, the most widely accepted definition has been enunciated for more than fifteen years through the United Nations, and is as follows:

a- The term "community development" has come into international usage to connote the processes by which the efforts of the people themselves are united with those of governmental authorities to improve the economic, social and cultural conditions of communities, to integrate these communities in the life of the nation, and to enable them to contribute fully to national progress.

b- This complex of processes is then made up of two essential elements: the participation by the people themselves in efforts to improve their level of living with as much reliance as possible on their own initiative; and the provision of technical and other services in ways which encourage initiative, self help and mutual help to make these more effective.1
Another cogent definition which states the objectives of community development is that by Lloyd:

To induce social change for balanced human and material betterment; to strengthen the institutional structure in such a way so as to facilitate social change and the process of growth; to ensure the fullest possible participation in the development process; and to promote social justice by permitting less privileged groups to give expression to their aspirations and to participate in development activities.²

The same author indicated that although community development is a concept particularly used in underdeveloped communities, within the United States and other Western nations, its techniques and basic concepts could be of major applicability. Lloyd indicated four basic elements of community development that are applicable to North America:

a- Planning for the needs of the total community
b- Self help as a basis for action
c- Technical assistance when required
d- Integration of specialist services

In relation to its historical background in America up to 1915 the ancestors of community development are many and diverse. But the reality is that the major criteria of community development self-help and citizen participation are not found together.³

Furthermore, three characteristics of Community Development appear:

a- There is no one overall national program of community development or an overall national development program.
b- Community Development is embedded in public policy and governmental program at various points.
c- Community Development like planning is pluralistic in North America. It may be carried out locally with technical assistance or aid from either public or private organizations and sometimes without technical assistance.

Of the five approaches mentioned toward Community Development in America, the following may be distinguished:

a- Education and promotion constitute an approach that often not only seek to stimulate people to think for themselves, but it is concerned also to impart particular information and to influence attitudes and behavior in particular directions. Family planning programs and most agricultural extension programs illustrate this approach.
b- Planning and Program Development may include governmental planning, as in urban renewal or planning by a voluntary organization that establishes a day nursery or a neighborhood center. In practice, these programs may or may not involve the consumers or residents of the district affected; in the past there has usually not been significant consumer involvement in most such programs.

In some cases, as in Medicare, the planning may take place on a higher level of Government, without any direct involvement of local officials. Under the Model Cities legislation, the neighborhood population was directly involved in program planning.
c- Community Development in the traditional sense, has a strong emphasis on "felt needs," citizen participation, self help and consensus.

The two most striking programs, the United States Economic Opportunity Programs, and Model Cities, are the largest urban programs with at least partial orientations to community.

In January 1969, President Richard M. Nixon, in a passage in his inaugural address, strongly suggested community development philosophy, if not Community Development itself:

But we are approaching the limits of what Government alone can do. Our greatest need now is to reach beyond Government and to enlist the legions of the concerned and committed.

What has to be done has to be done by Government and people together or it will not be done at all. The lessons of the past indicate that without the people we can do nothing. . .with the people we can do everything. 4

During the past decades (60's and 70's) there have been three major Community Development thrusts in the United States:

a- Private agencies (welfare planning federations and the Ford Foundation).

b- Federal government, illustrated by Office of Juvenile Delinquency, E.E.O., etc.

c- Civil rights groups (Industrial Areas Foundation, National Farm Workers Association, and The Southern Christian Leadership Conference). 5

But, as noted, the two striking programs in the United States in terms of citizen participation were the community
development-oriented programs of the Economic Opportunity Act and the Model Cities Program. Under the slogan of "Maximum Feasible Participation" in 1964 the Economic Opportunity Act was passed by Congress under the Lyndon B. Johnson administration.\(^6\)

B- Community Development in the Third World

In developing countries, Community Development is an important instrument of developmental planning. Directed mainly at the rural areas, it has attempted to mobilize local communities in order to bring about higher standards of living.

The principle of self determination asserts that communities are capable of initiative and collective action. It is by this principle that enables citizens to identify their needs and how to meet them in a democratic fashion.

Self help is a principle that commits communities to develop primarily through the efforts of local people and improved levels of welfare. Community development practice in the Third World countries relies on the basic principles of self help and self determination.\(^7\) Both principles articulate a philosophical ideal which proposes that communities should develop through their own efforts in ways that they themselves desire.\(^8\)

In different planning experiences in the Third World countries an integrated approach is conceived with a primary concern for the mobilization of human and material resources
in the rural areas. This approach, seen in India, Africa, Pakistan, and other under-developed countries involves the stimulation of a combination of factors but with particular emphasis to active participation of the population. This includes particularly young people and women in developing positive industrial and social attitudes toward the improvement required.

Community Development programs, specially in Tanzania and India have sought to strengthen the economic position of the former with human well-being and happiness. Community Development calls for changes in the technical, economic, and social life of people through a main vehicle called popular participation.

For developing countries, Community Development, as it has been noted, "is concerned with stimulating and guiding people in decisions to change." Participation in the processes of development provides an important stimulus in conditioning people to change their outlook and tradition. The experience of being involved is singularly important in aiding an individual to acquire the confidence to act and the skill to work. Being employed is, in its simplest sense, a form of participation in development. In a large sense, popular participation is an extension of democratic practice of becoming involved in the building of society.

Community development is a process geared at collecting and evaluating data, setting priorities and targets, and mobilizing and structuring popular participation. But
essentially, this last mentioned aspect, is where Community Development sets out with the objective of bringing about an increased capacity on the part of local groups to think, to organize, and to act, under the impact of the changing problems and opportunities with which they are confronted in a modernizing world. A further intention is to encourage practical application of practical experience of problem solving, as a means of developing human potential and releasing constructive energies. This is clearly an objective to achieve material improvement at a steady pace.

At the central level or national level, the substance of the literature is focused primarily on the problem of economic development, while social development and particularly the development of human resources, is treated as a decidedly minor issue. Treatment of the latter problem degenerates into a discussion of "ad hoc," unrelated and fragmented programs.

C- Citizen Participation Strategies in Community Development

Community Development is basically involved in the process of securing participation in inducing social change at the local level. Social change may be brought about the people themselves, solely through their own efforts or combined with the efforts of other agencies, whether governmental or non-governmental. Participation of citizens is most vital for the operation of the democratic process. Such participation
can be provided at every level, among different sections of
the community, and around particular projects or activities.

As the literature suggests, further steps are needed to
link Community Development with regional planning and develop­
ment. It has been suggested that national planning may only
pay lip service to the principles of Community Development as
regards popular participation in planning and may look on Com­
munity Development as a handy and ready-made mechanism for the
implementation of national plans imposed from above. Basic­
ally, the questions arise as to the contributions that illiter­
ate and tradition-bound people in isolated communities possi­
ble could make to the analysis, the projections, the target
setting and the input decisions which go into the shaping of
an overall development plan.

The agricultural transformation and the recent rural indus­
trialization are mixed blessings of the American contemporary
society. Through Community Development as a model for prac­
tice, and especially for Social Work practice, public policy
can be shaped and fill the gaps that inevitably social change
leaves in the rural scene.15

From the perspective of macro analysis and working typol­
ogies in the context of Community Development and particularly
in social work discipline in appropriate settings, it emerges
as a practice model.

In rural regions, Community Development is enhanced by
identifying and mustering local entrepreneurial talent, both
educationally and financially. This tends to maximize capital
control and ultimately benefits from the return on capital at the community level. Too many states and local governments smother local initiative with the same red carpet they roll out to out-of-state corporations.

If people's preferences for rural communities and small towns are sufficiently strong and persistent, then the theory of induced innovation suggests that new, smaller units or organizations in public and private concerns will evolve.\(^{16}\)

Also, at a micro and a macro level a bimodal approach is an example of an alternative to social planning and Community Development.\(^{17}\) As a mixed model, the bimodal approach defines two centers of action. First, an operational and comprehensive planning unit focuses within governmental agencies. Secondly, a citizen action program outside the Government brings balance to the first.

A key proposition for this approach is a genuine perception of democracy flourishing with independent citizen action. It balances governmental operation and stresses that an informed and articulate citizen movement can serve as a check and balance force, historically necessary to maintain American ideals.
A- The Concept, Main Elements, and Conceptual Evolution

Community organization is a basically "problem-solving" approach. Murray Ross defined community organization as a problem-solving process by which:

A community identifies its needs or objectives, orders (or ranks) these needs or objectives, find the resources (internal or external) to deal with these needs. . . take action in respect to them and in so doing extends and develops cooperative and collaborative attitudes and practices in the community.

The term Social Planning/Community Organization, as utilized in the field of social work, is the frame of reference for this study. As a method it is defined as a problem-solving approach in which a professional change agent helps a community action system composed of individuals, groups or organizations to deal with social problems. The purpose of social planning/community organization includes integration/capacity building and program development/social reform objectives.

Of the many elements that relate citizen participation to social planning/community organization, i.e., the neighborhood and community decision-making considerations, the structure of power and conflict and strategies for participation are vital
for this analysis. They indicate conditioning for success or failure in citizen participation.

In terms of neighborhood, there are social differences considerations for the success or failure of organization for participation. Looking at urban renewal, Wilson described an experience in which he viewed participation as a product of class composition. He described the upper and upper-middle class people as more likely to think in terms of general plans, the neighborhood or community as a whole, and long-term benefits. The lower-and lower-middle class people are more likely to see such matters in terms of specific threats and short-term costs. The poor or the marginal has been characterized by low morale, indifference and lack of enthusiasm toward neighborhood organization efforts.

The neighborhood organization experiences of the sixties led many scholars to interpret the "apathy" of the poor under different premises.

On the other hand, and for the purpose of this research, the failure of neighborhood strategies is a vital proposition for the behavior of the marginal to participate. Specifically, a community organization model based on assumptions of pre-conceived notions of community decision-power structure is foreseen as a possible cause of failure. An example is the voluntary participation of early O. E. O. programs. This conception failed to recognize the importance of cultural, regional size factors, etc., which are different for the
Appalachia, rural American South and could even be projected to Puerto Rico's particular situation.

Many authors, including Rubin, Levitan and Moynihan, have demonstrated that community action was intended to result in a restructuring of the social order. These authors indicated that it was an educative device by which the status quo would be maintained, even with a broadened constituency of citizen participation requirements of Federal grants. The Cincinnati Social Unit Organization was an effort to develop a broadened participatory base in social decision-making.

Other authors indicated the need of service change agents to focus on the need for information and technical information in order to prepare citizens for an emerging role. Sheila Kamerman explained the on-going dilemma in the management of community affairs. This includes the problem of reconciling rationality, political feasibility and value preference. In addition, the problem of integrating planning, politics and ethics or the problems of balancing the competing values of participation, leadership and expertise need vital solutions. As an example, Kamerman indicated that Anti-Poverty programs stressed participation while Model Cities exemplified a priority on leadership.

B- Community Decision-Making

One of the many dilemmas of social planning/community organization, is the demand for participatory democracy and
expertise in decision-making. This is particularly important for the selection of strategies for citizen participation.

In order to achieve workable strategies for citizen participation, it is essential to take into account the community power structure and the community decision-making process.

Community power structure refers to the individuals or entities who influence the action of others. Community decision-making is the process by which a community chooses a plan or idea that affects the community and puts this idea into action. The community decision-making process is described by Rogers and Burdge as a five-stage process. This is comprised of the following phases: stimulation, initiation, legitimation, decision, and action. But the importance of this is securing widespread community participation. The shortcomings of the latter question is related to the democratic base of community decision-making.

Pessimism on War on Poverty programs, and particularly in terms of participation, led many authors to ascertain that a reordering of priorities without a reorganization of power is a contradiction. Saul D. Alinsky proposed a strategy for participation in the capitalization of collective threats for collective action. It stresses the need of community organization and the means to exercise power on a collective basis. Alinsky uses conflict as a base for action and negotiation for the betterment of a threatened community. As an example, the Woodlawn Organization was built in the lower-income Black
area near the University of Chicago in response to urban renewal projects of the locality.

On the other hand, and for the purposes of community organizers, another alternative is to stimulate the creation of neighborhood organization for their areas in collaboration with the different agencies that constitute a particular neighborhood. Examples of government-oriented community organization activities are arrangements for public participation focused on education for consumer roles. But many attributed that this form of citizenship has become a form of clienthood. Consequently, in their view clienthood assumes incompetence, dependency and control. On the contrary, democracy requires persons and groups that understand their problems on their own terms, perceive their relatedness to one another, and believe in their capacity to act.

Findings in Philadelphia revealed that there is often quite a difference between Federal guidelines and what actually happens. In Philadelphia, tenants of two housing projects felt that their participation in decisions on schedule improvements was inadequate. The Citizens Housing Association helped them file complaints with the Federal Department of Housing and Urban Development. Secretary George Romney stopped funds, and the end result was much greater participation by tenants in project management.
C- Citizen Participation Strategies in Community Organization

Organizing the poor has been a major thrust in community organization. At the mezzo and macro levels, Rothman's and Brager and Specht's models of Community Development are outstanding examples of practical intervention that deal with participation. Also Perlman and Gurin, stressing a problem-solving approach, identify participation processes in which the practitioner is an enabler who must develop skills in communication and interaction with other people. A main assumption is the enhancement and strengthening of the community through participation.

Jack Rothman's models of community organization are based on conceptions of participation. The three models, locality development, social planning, and social action vary in degrees of participation. The locality development model, presupposes that community change may be pursued through a broad participation of a wide spectrum of people at the local community level in goal determination and action. The social planning approach expects community participation which may vary from much to little, depending on how the problem presents itself and what organizational variables are present. On the other hand, the social action approach presupposes a disadvantaged segment of the population that needs to be organized. In the latter, Rothman indicates:
Social action presupposes a disadvantaged segment of the population that needs to be organized, perhaps in alliance with others to make adequate demands on the larger community for increased resources or treatment mode in accordance with social justice or democracy.34

Their new base of power is in their organization and numbers. Examples of Social Action groups include racial minorities, student movements, labor unions, Nader's raiders, National Welfare Rights Organization, and women's movements. Evolving from the radical protest movement of the 60's, social action has grown up; issues are rooted in the lives of participants; there is a larger time perspective; people's consciousnesses are raised through participation with a concrete issue at a community level; a mass base rather than a minority base is sought, and ideology and rhetoric is toned down.

All of these approaches are valid areas concerned with citizen participation. They rely on citizen participation to exist. There are distinctions among the three in terms of macro and micro intervention. Locality development and social action are more appropriate modalities for micro intervention; social planning is macro oriented. The modalities are distinct entities with an assertion of the "mixing and phasing strategies" quality. Rothman asserts "that the skillful blending and interdigation of various action initiatives is as important as is the recognition of their differing characteristics."35

In tracing the history of citizen action there have been attempts to impact major institutions on a macro level. There
are groups that have become successful in bringing significant pressure to bear on policy makers. It has been recognized that the ability to relate local issues to national ones and to maintain active organization at the community level may constitute a national political force.

Rothman comments on social actions as follows:

It is obvious that locality based action has not brought about either powerful social reform or a new national left-leaning political alignment. It has become increasingly clear to analysts that local efforts must be linked with broader social change effort. Nevertheless, there has been a significant politization of the citizenry in the sense of greater awareness of social problems. . . . The new public awareness includes greater appreciation and use of group action and advocacy methods. Tom Hayden has said: "The radicalism of the '60's has become the common sense of the '70's. There is good reason to believe it will continue as part of the politics of the 1980's."
A- The Concept, Main Elements and Evolution

The literature on the general subject of social planning varies in conceptualizations of the terminology of the subject. Some authors place emphasis on process, others on change strategies and many others on the roles of the planners.

For the purpose of this study, social planning consists of the selection of ends and means for changing social arrangements and the implementation of actions to reach the desired ends. Under this context, the main processes in planning are: (1) choosing among valued goals; (2) analyzing a present state and calculating how to reach a desired future state and; (3) utilizing political agitation and settling issues among groups interested in various goals. The essence of the social planning definition mentioned before is highly rooted in Mayer's conception of social structural change. The rationalization for this is that it seems more oriented to the normal context in which people live and interact and not in clinical abstractions. It reflects purposive human interaction and in many ways is dealing with expected and projected participation of groups. Society is a system where an individual, groups and communities participate in minor or major decisions. In consequence, and in a democratic context way of
life, to be able to undertake structural change under Mayer's terms, citizen participation is an important element to consider for transformation.

During 1960 to 1970 there has been a great expansion of literature on citizen participation in the fields of social welfare and social planning. Beginning with Weber, Parsons, Etzioni and other early scholars, laid the fundamentals for citizen participation. They pronounced the basis for the arguments of participation for the successful functioning of democratic society. They introduced a conceptualization of balance in society by a distribution of power among members of society. But more important is the consideration of value preferences that individuals and groups share in society.

Citizen participation as an array of purposeful activities in which citizens take part in relation to government has been an argument of interest in planning and operation of social welfare. Citizen participation includes a variety of methods through which citizens can impact governmental decisions. This could be possible through citizen action and citizen involvement. Langton makes a distinction between citizen action and citizen involvement. Citizen action is initiated and controlled by citizens for purposes they determine. On the other hand, citizen involvement is initiated and controlled by Government to improve or support public decisions, programs and services.

In relation to planning, as early as 1950 with the Urban Renewal Act and the War on Poverty Programs of the 1960's,
citizen participation was required as part of the process. In Model Cities Program, citizen participation was a normal part of the planning process. In the United States and under citizen action during the 1950's and 1960's grassroots groups were initiated. Perlman indicates that with Saul Alinsky organization and the Civil Rights movements citizen participation began its grassroots characteristic. He foresees an expansion of these groups in the 70's in the Mainland as a reaction to unsuccessful governmentally mandated forms of participation.

Citizen participation has become a value orientation of social planning theory. Alfred Kahn, for example, states the following:

The very values which are most precious to a democratic society may be translated into planning objectives. While resource or service distribution may be instrumental goals of a planning process . . . the core goals may be set as enhancing capacity and opportunity for participation in community decision-making and activity. Our wealth and our social development increase the possibility of translating aspirations and preferences into social reality. If social planning is seen as a vehicle toward this end, it will implement and enhance, rather than subvert, democracy. A perspective of this kind places the issue of identifying and implementing values and preferences at the heart of each phase of the planning endeavor. A value-free social engineering is not involved here, but rather, a normative activity in which means and ends are constantly monitored and adjusted.

Kahn's conceptualization of social planning discards extreme technicality in the process. In turn, he sees planning as a socio-political process in which its main purpose is the translation of democratic values of participation into social reality.
Mayer, Moroney, and Morris consider in their model of centrally-planned change the issue and conflict of control versus consensus. In the aspect of consensus they express as follows:

Consensus demands that goals and directions be broadly representative. The process of consensus-building involves providing opportunities for newly-formed and neglected groups to increase their influence while overrepresented groups decline in influence. This process limits the control exercised by centralized authority.44

Although a main preoccupation emerges with the need for balance in such a model, the value and interest positions of citizen participation in the public sector is inherent and vital in the structure of its theoretical propositions.

Gilbert and Specht conceptualize as a background and frame of reference for their policy formulation model a continuing cycle of competition among those who govern the management of community affairs.45 These are participation, leadership and expertise. They are values that affect the conception of the public interest.

Participation is defined as "a value that extols the virtues of each and every man joining meaningfully and directly in making decisions that affect his welfare." Participation becomes a primary value vis-a-vis leadership and expertise when the latter values are perceived as unresponsive to those being led or served. Lastly, and as part of their analysis, they conclude that citizen participation in the fashion of past federal requirements will be emphasized less. On the
contrary, they expect and foresee for the future a shift to a broader urban constituency to the formal city-wide political apparatus.

David G. Gil, recognizes the importance of participatory democracy as an essential component of a strategy for social development. 46 His conception of social development is a set of policies that shape the conduct of public affairs, the patterns of governance, leadership and decision-making. Social development implies that choices and decisions affecting the circumstances of living of people may be arrived in a thoroughly democratic fashion. For him, community groups would be the basic units in decision-making for social development.

B- Citizen Participation Classifications

Several attempts have been made to classify citizen participation in relation to social planning, programming and decision-making. From one point of view, Lazar suggests a hierarchy or progression of participatory degrees which imply a large degree of choice and self direction.

a- Pay dues, attend meetings rarely
b- Attend meetings regularly, passively
c- Be very active and vocal at meetings
d- Undertake committee work
e- Become committee chairman
f- Become an officer
g- Become President
h- Become a board member47
Particularly in terms of decision-making, Sherry Arnstein identifies eight levels of citizen power. This ladder of participation ranges from least to greatest citizen control. It is illustrated as follows:

<table>
<thead>
<tr>
<th>Citizen Control</th>
<th>Delegated Power</th>
<th>Partnership</th>
</tr>
</thead>
<tbody>
<tr>
<td>Placation</td>
<td>Degrees of Citizen Power</td>
<td></td>
</tr>
<tr>
<td>Consultation</td>
<td>Degrees of Tokenism</td>
<td></td>
</tr>
<tr>
<td>Informing</td>
<td>Non-Participation</td>
<td></td>
</tr>
<tr>
<td>Therapy</td>
<td>Manipulation</td>
<td></td>
</tr>
</tbody>
</table>

FIGURE 2: A Ladder of Participation

In comparison, Burke conceived an approach or continuum of five types of objectives in participation. They are as follows:

a- **Review and Comment**: Citizens are given the opportunity to review proposed plans. Comments can be offered, but there is no commitment to alter the plan. This relies heavily on media techniques and public hearings. The objective is to disseminate information.

b- **Consultation**: Citizens are recruited and asked for specific advice and information. There is still no obligation for the planners to heed the advice, but two-way communication is more actively sought. The method is
generally via meetings and questionnaires. The objective is to improve planning decisions.

c- Advisory: Citizens are recruited and serve on policy and planning boards. They have an advisory capacity and no actual power, however, power can be gained through the method by gaining influence. Arnstein views this as "Placation," because tokenism often occurs by hand picking of the "worthy poor." The objective is to seek out information and support for activities.

d- Shared Decision-Making: Citizens and planners act as partners in planning and decision-making. This is accomplished by means of joint boards and committees. In delegated power the citizen group is given dominant decision-making power.

e- Controlled Decision-Making: Citizens exercise ultimate authority for all decisions. Professionals serve as advisors and provide technical assistance to facilitate decision-making. This form is found in voluntary organizations and is rare for public agencies where responsibility lies with elected representatives.

Judy Rosener identifies some possible functions or purposes of participation. They are: review, advocacy and conflict resolution. She matches purpose with optional techniques of participation, which leads the way to a rational base of decision-making.
Looking for strategies, Burke and others have identified three essential purposes of citizen participation. They are:

a- Source of wisdom and information to improve planning and program goals.
b- Device to organize approval and support for planning and program goals.
c- A way in which individual and collective rights can be protected.

Six strategies are also identified: Education therapy, behavioral change, staff supplement, cooptation, community power, and advocacy. These are described as follows:

a- **Education Therapy Strategy**: In this, the importance is the education and rehabilitation of individual participants rather than the accomplishment of the task. The objective is to educate and increase in competency working together on civic affairs. It is expected that a greater sense of community emerges. A second objective of this strategy is to use participation therapeutically to build self-reliance and self-confidence.

b- **Behavioral Change Strategy**: In this, group participation is utilized to change behavior. The goals are task oriented as compared to individual change. The group is seen as influencing the individual members.

The author remarks that the effectiveness of this strategy depends on participants strongly identified with the group.
c- Staff Supplement Strategy: is based on voluntary efforts. Citizens are utilized to provide services that staff can't provide or are not necessary. This requires some degree of expertise from citizens. Citizens in the planning process are used to provide personal, experiential knowledge of the problems and community to be addressed to improve planning decisions. In this strategy, the goal is to benefit the organization rather than the participant.

d- Community Power Strategy: deals with the role of members who in turn bestow power to the organization. The strategy is conceived with long-term goals, operationalized only after the organization has proven itself. A clustering effect is the end result as influential share membership with other people in power.

e- Advocacy Strategy: promotes change by utilizing confrontation between existing power sources with uprising ones. The latter are usually an organized mass of citizenry often with professional spokesmen. Conflict and legal techniques are employed to insure negotiation with power sources.52

It can be generalized that Burke's strategies approach citizen participation mainly from the organization's viewpoint instead of the participant's.

C- Social Planning and Citizen Participation

In the field of social planning, citizen participation has become a basic and fundamental requirement in democracies.
Although the value of participation is shared by theoreticians and professionals, the attempts to operationalize its principles into types, objectives and strategies of participation have generated much discussion and consternation in the past decade.53

A new approach in planning has emerged in which the clientele assumed a more direct and aggressive mode of action. The possibility of legitimate conflict between the planning agency and community groups over planning proposals has accounted for the challenge and, in too many cases, the failure of local planning.

Paul Davidoff proposed the concept of Advocacy Planning. Davidoff described interest groups as competing for resources, but having limitations. An advocate planner is a professional, an enabler, who organizes groups disenfranchised from the planning process and gives technical expertise needed to compete for desired interests. The planner gives assistance and guidance in developing alternatives and negotiating with the system.54

Guskin, Ross, and Goodman are identified as advocate planners. They outlined the ideological roles and obstacles of the advocate planner. One of the important contributions was to identify various maladies of citizen participation. The authors indicated that decisions were made at the upper level rather than a local level. Their negative experiences were addressed to the elites of power who refused to listen to the citizenry, despite the guidance of the planner expertise.
The necessity for change in economic and power distribution is cited for citizen participation success.55

Richard S. Bolan conceptualizes a working planning model in which he establishes a planning role, a client role and a community decision network around a public agenda.56 In this conceptual framework, the planner is viewed as having a primary relationship with his client group. A client group is the social entity which engages the planners services.57 Although Bolan makes a comprehensive analysis of the attributes conditioning the role performance of the client group, he stresses the importance they have in influencing community decisions or the alteration of community behavior.

Citizen participation has become a part of the federal government and is a requirement of nearly all laws concerning planning.58 It contains the value part of the analytical process.

In the social service area, programs such as community mental health established a new focus in population in its organizational structure. The mental health of the population of a given community became the responsibility of an agency operated by the community.

In 1970, the Policy Manual for Federally Funded Mental Health Centers included the following:

Community involvement: Community mental health centers must involve the community in the planning, development, and operation of the program. Community involvement is required to assure that the center's program will be responsive to the
mental health needs of the community, have visibility, optimal utilization, and a public base of support.

In summary, and for the purposes of this study, citizen participation is envisaged as the heart of community development, community organization and planning. On the other hand, it is quite clear that participation is not sufficient to deal with the problems of communities. However, within the constraints of adequate resources, participation is important as a goal and a means.

D- Citizen Participation in Puerto Rico

In Puerto Rico, according to U. S. A. Community Services Administration, programs and services funded by the Federal Government require citizen participation in the decision-making process. This requirement depends upon the regulations and statutes that guide each program. As an example, at the local level, in 1976, the municipalities of Puerto Rico received $4,000,000 under the Department of Housing and Urban Development. Funds were derived from the community development block grants.

In San Juan and Bayamón, as well as other municipalities, there exist offices of citizen participation. In San Juan, the main objective of the office of citizen participation is to involve the community with the city to solve the problems that affect their socio-economic development. Also a profile of each community is undertaken periodically. Various clubs are organized as vehicles for citizen participation. As of
1977, this office was integrated into an Office of Services and Citizen Participation with additional functions of information, referral, and follow-up of services.

With respect to the historical perspective of citizen participation, the Planning Board of Puerto Rico, the planning authority of Puerto Rico, in 1942 incorporated the mechanisms for city local planning. By Law No. 213 of May 1942, or The Planning and Budget Law of Puerto Rico, the Board formalized citizen participation mechanisms. These are Local Commissions, Public Hearings and an Advisory Citizens Board.

The Local Commission is composed of nine (9) citizen residents of the same municipality with the purpose of advising the Mayor and the Planning Board in terms of planning. The Public Hearing is the mechanism for popular participation, expression and revision of the Board proposals and plans. The Advisory Citizen Board is a group of professionals utilized by the President's Board as consultants in the decision-making process.

In a study made by the Planning Board, the experience of citizen participation was qualified as unsatisfactory and did not indicate full participation from the part of the citizenry in the planning process. This study reveals that the strategy utilized by the Board was not the most effective to promote participation. It is limited to a strategy in which citizens revise and comment on proposed plans made by the Board. Opportunity is given to citizens as a consultant body with no power to alter or affect decision-making. More
important, it indicated that the groups that participated were elite and did not represent the community as a whole.

In another study, the power delegation for decision of participants, is criticized as a limited factor which affects citizen participation.\textsuperscript{66} Since the citizens had limited education and little technical knowledge, delegation was given to public officials for decision-making.

Etiony Aldarondo indicates that in Puerto Rico there has not been developed a culture of citizen participation.\textsuperscript{67} This has been a result in the author's conception, of a lack of adequate mechanisms for the education of the citizenry. He further indicates that the development of the mechanisms to develop citizen participation would help private as well as public agencies in the island overall socio-economic enhancement. Moreover, he distinguishes an accentuated attitude of dependency in the people of Puerto Rico with relation to leadership. . .leadership that deliberately tries to obstruct effective citizen participation in a group.

A study by Alvarez Ramos et. al., concluded that the Puerto Rican citizenry was not capable to participate in the planning process.\textsuperscript{68} The citizenry has not been formally organized to visualize collectively the problems and their solutions. A lack of clarity in the exposition of objectives and goals, and philosophy of citizen participation, is indicated. Ramos reports that in Puerto Rico no attention has been given to the participation of marginal groups of society.
In 1976 Nieves Falcón, in a study of municipalities in the island of Puerto Rico, found that although the value of participation was shared as vital for democratic development, the type of participation at the local level comes from the Mayor to the citizens. Falcón found that the Municipal Assembly of the City was the most utilized forum for participation. This was followed by civic group organizations, particularly recreative associations, and parent-teacher organizations. Also Falcón found that there was little effort to develop and enhance a more effective citizen participation through the strengthening of the Municipal Assembly or new organizational structures.

At the local level, another study revealed that citizen participation is limited in Puerto Rico by a central planning effort. Alternatives are given in terms of a de-centralized process of planning, with emphasis on citizen participation for the municipalities in the island.

In 1971 an Office of Services for the Citizenry was created at the central government level in Puerto Rico, attached to the Office of the Governor.

In the study which gave the rationale for this office, it states as follows:

Except for the act of voting, most citizens have relinquished their role as participants in government and have become only observers. The feeling of alienation is more likely to come with the role of observer if the citizen feels a loss of control over his government's actions.
In summary, the studies have described the following:

a- the organizational structure of citizen participation in Puerto Rico in the planning arena, with emphasis on the local arena, and the mechanisms that have influenced it.

b- the need for citizen training for appropriate participation.72
FOOTNOTES

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CHAPTER III

METHODOLOGY

The purpose of this research project is to describe, qualify and interpret the patterns of interaction of a marginal group in society in a decision-making process between an organized citizen participation group of elders as mandated by Title III of the Older Americans Act (amended), and a group of bureaucrats responsible for the policy, planning, implementation, feedback and evaluation for programs and services. More specifically, patterns of interaction of a marginal group in society (the elderly) are described in a process designed by the Federal government to overcome the disadvantageous conditions of this group. This study may indicate a possibility of a Puerto Rican model of citizen participation within Federal regulations that might be further studied and researched.

The design of this study is explanatory-cross-section-survey.

A- Assumptions

From the theoretical framework and the review of the literature, the following assumptions are derived:

-- The socio-economic principles of the modern welfare state are based on a need to ascertain that a system and process of communication must be developed
between the clientele of services and officials of Government who make decisions about programs that serve the client.

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Citizen participation has been recognized as a principal element in vital decision-making for the effectiveness of program and service delivery. This concept is particularly relevant in the areas of community development, community organization, and planning, among others.

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In the mainland and in Puerto Rico in the 1960's the emphasis shifted from the provision of direct services to consumer control and involvement. Citizen participation was mandated by Federal legislation. Anti-Poverty programs: "The War on Poverty," "Model Cities," and the 1970's Community Development Block Grants provided for citizen participation in urban and social planning.

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In 1974 in Puerto Rico, social policy enacted by Government described the need for more relevant participation in the human services of the marginal or non-participant groups in society. The marginal or non-participant groups are defined as that sector of the population whose economic, personal and social conditions and limitations preclude participation in economic and social development decision-making processes. They are also described as those people in society who do not have the opportunity and adequate
access to education, work, health services, recreation and other services, designed for the social development of the individual. The poor population of Puerto Rico, the physically and mentally handicapped, alcoholics, drug abusers, the convicted in prison and the elderly, are considered the marginal and non-participant groups of society.

Recent literature shows dissatisfaction and disillusion with the subject and experience of citizen participation within Federal legislation contexts. Evidence indicates that the poor have not been involved to any great extent in efforts of citizen participation. Despite these indicators, in the middle 1970's legislation such as Title XX of the Social Security Act and the Older Americans Act, strengthened the citizen's role.

In Puerto Rico, particularly in the area of San Juan, capital of Puerto Rico, there have been indications that although councils and boards have existed since the 1960's, they have lacked systematized and adequate participation of its members. Reference is made to a gap in coordination between the agency and organized citizen groups. There have been observations in regard to a lack of coordination between agencies and the members of the organized bodies of citizens.

The need for citizen participation in the decision-making process has been an issue in Puerto Rico since
the 1960's in pre-planned American-Federal standards. In the last part of the decade of the 1970's, sixty percent (60%) of the total budget of Puerto Rico included funds granted by the Federal government for the planning and implementation of services for the disadvantaged. Citizen participation has been and is a constant and explicit variable required for Federal grants. This study analyzes and describes one citizen participation modality in the planning of social services in the context of Puerto Rican socio-cultural reality vis-a-vis a mandatory Federal planning model. It further addresses possibilities for future development in continuous and projected Puerto Rican American socio-political relations.

B- Major Research Question

The major research question of this study is concerned with the extent to which a marginal group (the elderly) influences decisions on federally-mandated programs and services. That is, does there exist a particular pattern of interaction between the elderly as a marginal group and the higher echelon of professionals who formulate public policy in the decision-making process of public agencies? As noted, this question relates directly to specific patterns of interaction of the elderly as representatives of the citizenry in the perception of the groups under study.
This major research question addresses the substance of a citizen participation experience, in order to determine the following:

a- Actualities of the interaction process of community representatives in the context of Regional Area Agencies on Aging in relation to the citizen participation phenomenon.

b- Explanatory variables underlying the unique nature and degree of actual and perceived pattern of citizen participation.

The study attempts to explore, analyze, and interpret citizen participation in the actualities of the interaction process, and explanatory variables for conformity and disengagement from the expectation of the Federal guidelines.

In relation to the major research question it was the belief of the researcher that there is a significant difference in the perception of agency staff and the elderly in the Regional Area Agency on Aging under study regarding the type and degree of citizen participation.

C- Minor Research Questions

The study raised the following questions:

a- Who are the members of the Regional Area Agency on Aging and its Administrative Office?

b- What are the social characteristics of the members (elderly and staff) of the Regional Area Agency on Aging and its administrative office?
c- How do they (both client or elderly members and agency staff) perceive citizen participation in the decision-making process?

d- How do the elderly and other agency staff members actually perceive community representatives participation in the Regional Area Agencies decision-making process?

e- Do the poor elderly represented in the Area Agency and as marginal members of society have a role in the social planning and decision-making process?

f- What is the role of the elderly in the policy formulation of programs and services within the Agency?

g- What is the role of the elderly in the planning process of programs and services within the Agency?

h- What is the role of the elderly in the implementation of programs and services within the Agency?

i- What is the role of the elderly in the feedback process of programs and services within the agency?

j- What is the role of the elderly in the evaluation process of programs and services within the Agency?

k- Can particular areas in the decision-making process be identified where the elderly participate?

l- Which areas are considered relevant and important to the elderly regarding their intervention in the social planning and decision-making process?

m- Which area in the decision-making process do the elderly believe is most important in changing conditions?
n- Is there a difference in perception in regard to participation of the elderly as a marginal group between citizen representatives and Government bureaucrats who participate in the planning process?

o- To what extent is the Federal Model of Citizen Participation achieved?

D- Definition of Terms

For the purposes of this study, the following definitions of terms are applied:

a- Marginal or Non-participant Groups: are citizens who, by different and diverse socio-economic conditions and/or personal limitations, do not take part in the economic development of the country, or in social decision-making processes of immediate or potential areas of their particular interest. They were also identified as those people in society who do not have the opportunity and adequate access to education, work, health services, recreation and other services designed for the social development of the individual. The poor population of Puerto Rico, the physically and mentally handicapped, alcoholics, drug abusers, the convicted in prison and the elderly were considered the marginal and non-participant groups of society. For this study, the elderly has been selected as a marginal and non-participant group.4

b- Elderly: For the purposes of this study, sixty years or over was considered old age, according to the Older
Americans Act of 1965 as amended in 1978. They are consumers of service who are included in Regional Area Agencies on Aging.

c- **Area Agency on Aging:** are the organized bodies of elderly citizens and representatives of agencies, throughout ten (10) regions of service of the island of Puerto Rico participating in accordance with Title III of the Older Americans Act and the State Agency of Puerto Rico (Gericulture Commission)

d- **Administrative Area Agency on Aging:** This office administers the Regional Annual Plan of the Area Agency.

e- **Agency Staff:** This category includes regular staff members and agency representatives of the Administrative Area Agency and the Regional Area Agency on Aging, respectively.

f- **Decision-Making Process:** This is the process by which the alternatives towards the solution of a problem are analyzed and evaluated, from which particular decisions are selected as a course of action.

g- **Elements in the Decision-Making Process**

1- **Policy:** is a standing plan. For the purpose of this study, it is each Regional Area Plan of the Area Agencies under study for 1979, submitted to the Federal Government, Administration of Aging, Department of Health, Education and Welfare, Region II New York by the State Agency or Gericulture Commission.
2- **Planning**: relates to a rational systematic and orderly approach devised to attain purposes and goals. For the purpose of the study it is the process of preparation of proposals.

3- **Implementation**: is the actual administration and operation of program and services made by the Administrative Area Agency on Aging.

4- **Feedback**: is an established mechanism of information in which data are systematically exchanged and retrieved between the parts of a system. For the purpose of the study, is the coordination or follow-up of the operational phase of programs and services made by the Administrative Area Agency.

5- **Evaluation**: refers to measurement of the effects of programs and services against goals and objectives as a means of contributing to subsequent decision-making.

6- **Citizen Participation**: is a means and a process. It is a means of encouraging people to be involved in the decisions which affect them and a mechanism for government to remain close to the needs of local people. For the purpose of this study, citizen participation is a process for involving citizens in program planning and implementation, feedback and evaluation processes in Area Agencies on Aging.
Older Americans Act, Title III of the Older Americans Act, as amended in 1978: Title III consolidates under one title three activities for the elderly. These are social services, nutrition services and multi-purpose senior centers. For the purpose of this research, the State Plan on Aging, particularly Objective 11 of the 1978 Plan, was utilized as the frame of reference for the analysis of organized citizen participation in Area Agencies.

Regional Area Agencies on Aging: includes Aguadilla, Arecibo, Bayamón, Caguas, Carolina, Guayama, and Mayaguez.

E- Sampling Procedure

The setting of this study incorporates six regions of the island of Puerto Rico. They are: Aguadilla, Arecibo, Bayamón, Carolina, Guayama, Mayaguez. San Juan, the capital city, was excluded from this study. First of all, San Juan's particular situation with regard to funding, administration, and organization of its Area Agency under Title III of the Older Americans Act is different from the rest of the Metropolitan Area. Secondly, the researcher tested the study's schedules in the San Juan Area which share similar urban-rural characteristics with the rest of the municipalities included in the Regions.

The Department of Social Services is the administrative context for the study, in particular the Puerto Rican Gericulture Commission which coordinates all elderly services for the island sponsored by Federal funds.
The sampling procedure was purposive. Two population segments were selected. The first segment includes forty elderly participants in the Area Agencies established by Administrative regulations by the State Agency under Title III of the Older Americans Act in the seven regions under which the study took place. The elderly had to be active in office on the Boards for at least six months. The other segment is Agency Staff. They are divided in two groups of twenty individuals, or a total of forty. The first group of twenty of this segment were agency representatives who are members of the Area Agency on Aging with full responsibility and commitment to the goals and work of this Committee. The other twenty members are Agency Staff of Administrative Area Agencies organizations responsible for the administration of the Regional Annual Plan of the Area Agencies.

The number of individuals intended to be studied was a total of eighty. Another important criteria for inclusion in the study was selected by utilizing Federal criteria and administrative regulations for citizen participation and decision-making under Title III of the Older Americans Act. The seven regions (Area Agencies) include the same process of funding, administration, and organization of services and programs as well as Administrative Area Agencies.

The emphasis of the study is the decision-making process of both groups in the policy, planning, implementation, feedback and evaluation components of this process. It is
analyzed through the context of the legislative mandate of Title III of the Older Americans Act as amended in 1978.

Finally, a total of sixty-eight were interviewed for the purpose of the study. It consisted of thirty elderly and thirty-eight agency staff.

F- Data Collection

Two instruments were designed for the data collection process. One of them, the citizen participation schedule (P. C.) was submitted to the elderly Area Agency members. The other, the Agency Staff schedule, was answered by Government officials, mayors, program managers, executives, planners, and other personnel involved in Area Agencies and Administrative offices as staff support. (See Appendix for Schedules).

From a study of literature and basic knowledge of the Puerto Rican situation, five main variables were selected:

a- Social characteristics
b- Knowledge of the organization of the Area Agency and its Administrative Office
c- Activities and actual participation
d- Degree of Satisfaction/Dissatisfaction of Participation
e- Importance of Participation

These variables were taken into consideration with the theoretical propositions of John Friedman. In his search for a common language and meaning between planner and its clientele, he insists on an integrated process for both parts.10

If a learning process is the means to obtain a maximum of
participation and transaction with the clients, undoubtedly there is a need to know and measure basic variables in that interrelationship. That is the rationale for the selection of the study's variables.

Friedman states that the client-planner process is a transactional one. In it, knowledge and action are united by a sequence of events and personal contacts between the planner and his client. Of his many basic assumptions, these are particularly relevant to the major research question which tries to identify a pattern of interaction in a decision-making process by identifiable elements in the process.

In relation to the selection of the five main variables of the study with the major and minor research questions it must be noted that a particular rationale was established. In terms of social characteristics and actual participation as variables, throughout the literature review and particularly in the references to poverty, different characteristics have been granted to interpret the "apathy" of the poor in the participation for organization. Short-term goal orientation and specific phenomena characterize the general thinking of marginal people in society. Low morale, indifference, lack of enthusiasm toward neighborhood organization efforts, are some of the many attributes of low-income class people. On the other hand, professionals or higher echelon officials, usually of a higher level of education and income, are noted for long-term goal orientation, wider participation and more,
inclusive analysis in terms of neighborhood organization and participation. The analysis of the data is intended to offer a socio-economic profile of both groups in study and a participatory profile of the elderly as perceived by both study segments. It allows a basic and general framework of reference to locate the decision-making mechanism under study, primarily related to the major research question.

Regarding the study's variable, knowledge of the organization of the Area Agency and its Administrative Office, degree of satisfaction/dissatisfaction of participation and importance of participation are related to the basic concern of the study, namely, the decision-making process. This was defined as a five-element process: public policy, planning, implementation, feedback and evaluation operationalized according to the actual decision-making mechanism described throughout the two main organizational structures under study. The definition of decision-making was made, utilizing basic conceptualizations of models, analytical tools work phases in the literature review of community development, community organization and planning focused on citizen participation. It is intended that, through a comparable perception of citizen participation in both groups under study, knowledge of a specific and real pattern of interaction and decision-making is described.

To assure reliability, the instruments of measurement were tested in the Advisory Board of the Area Agency of San Juan. This pre-test was performed with representatives similar to
the selected interviewees. Also, a complete orientation was given to the interviewers as to ensure proper and adequate training.

To assure validity, included with each of the schedules were complete manuals of information regarding a precise description of each item of the mentioned schedules and proper instructions for the interviewers. Also, a glossary of operational definitions was written to complement the analysis phase. Special training with instructions as to how schedules were to be completed, was given to each interviewer.

The two schedules were administered through personal interviews with each subject. Each interview took approximately two hours in length. Letters were sent to the agencies and Area Agencies on Aging and their Administrative Offices with sufficient information regarding the purposes of the study. There was included a written statement to each of the population elements indicating the purpose of the study and the guarantee of confidentiality of information.

G- Data Analysis

The data for this study were analyzed using computer technology in the form of statistical analysis. The schedules were pre-coded to give numerical order to each of the variables in the study. Consequently, cards were punched accordingly. Control cards were designed to aid the analysis of data. A computer analysis was designed according to major research questions of the study.
In terms of the statistical description of the data for the treatment of the nominal, ordinal, and interval variables, the scales of measurement utilized were frequency and percentage distribution. It must be noted that for the analysis of single variables compared between groups, percentage distribution is the most adequate measurement. The nature of the study, survey research, usually describes the total distribution of the sample by the total distribution of responses for a single item. These tabulations of the study are described by frequency and percentage distribution.

In particular, the analysis and comparison of the two groups under study (elderly and agency staff) were related to each of the five different sets of variables as indicated before. The analysis examines the significant relationship, if any, between the two groups. That is to say, for the purpose of the analysis of the variable social characteristics, percentage frequency was utilized to describe distribution. Also, median and mean were applied, when needed, for relevant data that address main or minor research questions. In terms of the variable regarding activities and actual participation similarities and differences on elderly participation between both groups under study, frequency and percentage distribution was utilized as statistical treatment. The other variables, knowledge of the organization of the Area Agency and its Administrative Office, degree of satisfaction/dissatisfaction and importance of participation were analyzed in the same
manner, emphasizing similarities and differences on perception between both study groups.

H- Limitations

This explanatory-cross-section-survey study makes difficult the generalization of the findings to other similar experiences. Because of the nature of its design, this becomes a typical consequence in the utilization of this model. However, it is important for the formulation of hypothesis and for further research on this same area.

The original sampling procedure included the North Metropolitan Area of San Juan, excluding the city of San Juan. This was done in order to obtain an urban profile of elderly citizens and agency pattern of interaction in decision-making. Problems regarding the elderly sample made it necessary to extend the geographical area of the study. Forty elderly members were not found in the Area Agencies of the North Metropolitan Area of San Juan. The geographical area for the study was enlarged to include nearly all of the entire island of Puerto Rico, with the exception of Caguas, Humacao, and Ponce. These Area Agencies at the time of the study were being reorganized or in the process or organization. This affected the analysis in terms of the participation of the elderly and consequently Agency Staff of those Regional Areas. Nevertheless, this made it possible to describe a more complete group in interaction. More than 75% of the whole universe of the elderly was interviewed. In consequence, it
was possible to give an urban-rural profile of citizen participation in Puerto Rico, instead of an urban-industrial one, as thought in the first place.

Finally, a total of sixty-eight persons out of an original eighty were interviewed. Thirty were elderly and thirty-eight were Agency Staff. The reasons for this were several. Time limitations had to be established; a three-time opportunity contact was set to communicate with the interviewee.

A large number of the elderly were from the rural areas of Puerto Rico and had geographical and communication problems, such as the lack or inadequacy of telephone facilities, roads, etc. In other instances, personnel of staff agencies were not complete in the administrative level of the Area Agencies at the time of the study. Finally, the criteria of time, six months or more in office in the Area and Administrative offices, were not met by elderly and Agency Staff.
FOOTNOTES
CHAPTER III


2Ibid., page 10.


CHAPTER IV
PRESENTATION AND STATISTICAL ANALYSIS OF DATA

In this chapter, the data obtained through the administration of the two instruments, staff and client, to the study population is described, analyzed and presented through a series of statistical tables. In the tables, client refers to the elderly and staff to Agency Staff. It is noted that all the figures and totals of the statistical tables were processed by computer.

As discussed before, the five main variables under study are the following:

a- Social characteristics: This describes the social profile of the population studied.

b- Knowledge of the organization of the Area Agency and its Administrative Office: This section provides information on the extent of knowledge of the legislation, objectives, components and elements of programs and services of low-income elderly.

c- Activities and actual participation: In this section, aside from information on actual participation of the respondents, information is gathered on perceptions of the degree of involvement of representative members of Regional Area Agencies.
d- **Degree of Satisfaction/Dissatisfaction of Participation**: This refers to an evaluation of the degree of satisfaction/dissatisfaction in the decision-making process.

e- **Importance of Participation**: In this section respondents register importance and extent of participation. They refer orderly to the five subparts of the interview schedule of the study:

1- **Public Policy**: is the formulation of the Regional Plan or work plan mandated by the Federal Government to the Gericulture Commission (State Office for Aging).

2- **Planning**: is the technical process of formulating objectives, goals, purposes and programs of services. The final outcome of this process is the annual proposal of services and programs for the elderly.

3- **Implementation**: is the process of executing and administering services according to objectives promulgated in the program formulation.

4- **Feedback**: is the phase of systematic flow of information as an on-going process. Feedback systems monitor progress of service delivery on a regularized basis. The final purpose is to achieve coordination or follow up of the operational phase of the Administrative Office of the Regional Area Agency.

5- **Evaluation**: is the process of measuring results of program/service delivery impact as related to basic goals and objectives.
For the purpose of the analysis, this chapter confines itself to three main headings, which are: Social Profile, Participation Profile and Decision-Making Process. The first one, the Social Profile, is a demographic account of the basic socio-economic characteristics of the study population. Mainly percentage frequencies are utilized for relevant data that address the major or minor research questions. Also, percentage distribution is used for cross-tabulation analysis. The Social Profile subpart of the chapter addresses Part I of staff and client of the study's interview schedules.

The other major sub-heading of the chapter, the Participation Profile, collects information basically of study's variable activities and actual participation of the elderly as perceived by both groups, clientele and a marginal group and Agency Staff. This offers the reader differences and similarities on the perception of elderly participation between groups. The main statistical treatment of the variable under study is again percentage frequency and distribution.

The last and major sub-heading of this chapter includes data relative to the major research question. This part will correlate Sections II, IV and V of both staff and client interview schedules. That is to say, that variables, knowledge of the organization of the Area Agency and its Administrative Office, degree of satisfaction/dissatisfaction of participation and importance of participation are analyzed as to describe a pattern of elderly interaction in decision-making as perceived by both study groups. Percentage distribution of
all other statistical scales of measurement, help to discrimi­nate similarities and differences on citizen participation perception between both study groups. Other statistical measure­ments such as the median are utilized when needed.
1- SOCIAL PROFILE

This section provides a background and context of socio-economic factors of a particular set of actors, which influence a particular pattern of interaction, namely, decision-making. Basic data are provided in order to identify a marginal group in society, namely, the elderly, with a group of public officials responsible for delivery of services. It illustrates a typical group of disadvantaged socio-economic group vis-a-vis a group of people of another strata of society expecting to work together on behalf of a larger and representative group.

A- The Data on Social Profile

A complete set of tables is provided to present data and establish a more complete analysis of the major research question. Moreover, it emphasizes an integrated and comparable analysis between both group.
TABLE 2: Client and Staff by Region

<table>
<thead>
<tr>
<th>Area</th>
<th>Total No.</th>
<th>%</th>
<th>Groups No. P.C.</th>
<th>%</th>
<th>No. P.A.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Carolina</td>
<td>18</td>
<td>26.5</td>
<td>9</td>
<td>13.2</td>
<td>9</td>
<td>13.2</td>
</tr>
<tr>
<td>Bayamón</td>
<td>16</td>
<td>23.5</td>
<td>9</td>
<td>13.2</td>
<td>7</td>
<td>10.3</td>
</tr>
<tr>
<td>Mayaguez</td>
<td>11</td>
<td>16.2</td>
<td>6</td>
<td>8.8</td>
<td>5</td>
<td>7.4</td>
</tr>
<tr>
<td>Arecibo</td>
<td>9</td>
<td>13.2</td>
<td>3</td>
<td>4.4</td>
<td>6</td>
<td>8.8</td>
</tr>
<tr>
<td>Guayama</td>
<td>8</td>
<td>11.7</td>
<td>2</td>
<td>2.9</td>
<td>6</td>
<td>7.4</td>
</tr>
<tr>
<td>Aguadilla</td>
<td>6</td>
<td>8.8</td>
<td>2</td>
<td>1.5</td>
<td>5</td>
<td>7.4</td>
</tr>
<tr>
<td>Total</td>
<td>68</td>
<td>100.0</td>
<td>30</td>
<td>44.1</td>
<td>38</td>
<td>55.9</td>
</tr>
</tbody>
</table>

The data indicate that the groups interviewed, both staff and clients are not homogenous. It is a purposive sample in which both urban and rural individuals were selected to be studied. This makes it more representative for the purpose of the analysis of this study.

TABLE 3: Type of Agency Staff

<table>
<thead>
<tr>
<th>Response</th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Representative of Area Agency on Aging</td>
<td>20</td>
<td>52.6</td>
</tr>
<tr>
<td>Staff</td>
<td>18</td>
<td>47.4</td>
</tr>
<tr>
<td>Total</td>
<td>38</td>
<td>100.0</td>
</tr>
</tbody>
</table>

This table suggests that the agency sample is characterized by a group of paid employees, the staff of the Administrative Area Agency, and a group of non-paid employees from other agencies. The latter are persons designated to represent agencies that are vital to address elderly needs. Also, a number of mayors are included in the representation of the Area Agency group in which many of them are responsible for the overall administration of the funds of the area agencies.
TABLE 4: Client and Staff by Months of Membership in Regional Area Agency

<table>
<thead>
<tr>
<th>Number of Months</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>35 months or less</td>
<td>27</td>
<td>49.1</td>
</tr>
<tr>
<td>Over 35 months</td>
<td>28</td>
<td>50.9</td>
</tr>
<tr>
<td>Total</td>
<td>55</td>
<td>100.0</td>
</tr>
</tbody>
</table>

This table indicates that although thirteen observations are missing, clients are more likely to have been members over forty-five months and staff under thirty-five months. This may indicate a turnover of agency staff, and a steady or permanent presence of citizen representatives. This might be an element which would tend to stabilize the reciprocal relationship already established and to be established.

TABLE 5: Client and Staff by Position in Regional Area Agency

<table>
<thead>
<tr>
<th>Position</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Member</td>
<td>25</td>
<td>46.3</td>
</tr>
<tr>
<td>Other</td>
<td>21</td>
<td>38.9</td>
</tr>
<tr>
<td>Secretary</td>
<td>4</td>
<td>7.4</td>
</tr>
<tr>
<td>President</td>
<td>2</td>
<td>3.7</td>
</tr>
<tr>
<td>Vice President</td>
<td>1</td>
<td>1.9</td>
</tr>
<tr>
<td>Treasurer</td>
<td>1</td>
<td>1.9</td>
</tr>
<tr>
<td>Total</td>
<td>54</td>
<td>100.0</td>
</tr>
</tbody>
</table>

This table reveals that there is a clustering effect, according to the data in the table, of higher level positions in regional agencies, accruing to staff.
TABLE 6: Client and Staff by Age

<table>
<thead>
<tr>
<th>Age</th>
<th>Total No.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Staff 20-30 years</td>
<td>1</td>
<td>3.3</td>
</tr>
<tr>
<td>Staff 31-40 years</td>
<td>9</td>
<td>30.0</td>
</tr>
<tr>
<td>Staff 41-50 years</td>
<td>5</td>
<td>16.7</td>
</tr>
<tr>
<td>Staff 51-60 years</td>
<td>15</td>
<td>50.0</td>
</tr>
<tr>
<td><strong>Sub-Total</strong></td>
<td>30</td>
<td>100.0</td>
</tr>
<tr>
<td>Client less than 60 years</td>
<td>16</td>
<td>42.1</td>
</tr>
<tr>
<td>Client 60-65 years</td>
<td>13</td>
<td>34.2</td>
</tr>
<tr>
<td>Client 66-70 years</td>
<td>7</td>
<td>18.4</td>
</tr>
<tr>
<td>Client 71 years or over</td>
<td>2</td>
<td>5.2</td>
</tr>
<tr>
<td><strong>Sub-Total</strong></td>
<td>38</td>
<td>100.0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>68</td>
<td>100.0</td>
</tr>
</tbody>
</table>

The mean is forty-seven years for staff and the median is fifty-one years; for clients the median is sixty-four years. This table indicates that staff are younger as a group than clients. This is one of a cluster of variables, such as education, occupation, and marital status, which would probably affect mutuality of interaction.

TABLE 7: Client and Staff by Marital Status

<table>
<thead>
<tr>
<th>Marital Status</th>
<th>Total No.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single</td>
<td>14</td>
<td>20.6</td>
</tr>
<tr>
<td>Married</td>
<td>45</td>
<td>66.2</td>
</tr>
<tr>
<td>Widow</td>
<td>6</td>
<td>8.8</td>
</tr>
<tr>
<td>Divorced</td>
<td>3</td>
<td>4.4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>68</td>
<td>100.0</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Marital Status</th>
<th>Groups No.</th>
<th>P.C.</th>
<th>%</th>
<th>No. P.A.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single</td>
<td>5</td>
<td>7.4</td>
<td>9</td>
<td>13.2</td>
<td></td>
</tr>
<tr>
<td>Married</td>
<td>19</td>
<td>27.9</td>
<td>26</td>
<td>38.2</td>
<td></td>
</tr>
<tr>
<td>Widow</td>
<td>6</td>
<td>8.8</td>
<td>0</td>
<td>0.0</td>
<td></td>
</tr>
<tr>
<td>Divorced</td>
<td>0</td>
<td>0.0</td>
<td>3</td>
<td>4.4</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>30</td>
<td>44.1</td>
<td>38</td>
<td>55.9</td>
<td></td>
</tr>
</tbody>
</table>

In this table both staff and clients are likely to be married. More staff than clients are single, and the latter
are widowed in a large number. The relationship is too weak to be significant.

TABLE 8: Client and Staff by Residence

<table>
<thead>
<tr>
<th>Residence</th>
<th>Total No.</th>
<th>Total %</th>
<th>Groups No. P.C.</th>
<th>Groups %</th>
<th>No. P.A.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Urban</td>
<td>46</td>
<td>67.6</td>
<td>16</td>
<td>23.5</td>
<td>30</td>
<td>44.1</td>
</tr>
<tr>
<td>Rural</td>
<td>22</td>
<td>32.4</td>
<td>14</td>
<td>20.6</td>
<td>8</td>
<td>11.8</td>
</tr>
<tr>
<td>Total</td>
<td>68</td>
<td>100.0</td>
<td>30</td>
<td>44.1</td>
<td>38</td>
<td>55.9</td>
</tr>
</tbody>
</table>

In this table it is demonstrated that both groups are mainly urban, although by inspection clients are more likely rural and staff are more likely urban in terms of residence.

TABLE 9: Client and Staff by Education

<table>
<thead>
<tr>
<th>Education</th>
<th>Total No.</th>
<th>Total %</th>
<th>Groups No. P.C.</th>
<th>Groups %</th>
<th>No. P.A.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Elementary</td>
<td>8</td>
<td>11.8</td>
<td>8</td>
<td>11.8</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Secondary</td>
<td>3</td>
<td>4.4</td>
<td>3</td>
<td>4.4</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Intermediate</td>
<td>14</td>
<td>20.6</td>
<td>10</td>
<td>14.7</td>
<td>4</td>
<td>5.9</td>
</tr>
<tr>
<td>University</td>
<td>36</td>
<td>52.9</td>
<td>7</td>
<td>10.3</td>
<td>29</td>
<td>42.6</td>
</tr>
<tr>
<td>Post-Graduate</td>
<td>7</td>
<td>10.3</td>
<td>2</td>
<td>2.9</td>
<td>5</td>
<td>7.4</td>
</tr>
<tr>
<td>Total</td>
<td>68</td>
<td>100.0</td>
<td>30</td>
<td>44.1</td>
<td>38</td>
<td>55.9</td>
</tr>
</tbody>
</table>

This table shows that the staff's cases are more likely to have university education and the client's cases tend more to have intermediate level education.
TABLE 10: Client and Staff by Occupation

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Professional</td>
<td>44</td>
<td>64.7</td>
</tr>
<tr>
<td>Non-Professional</td>
<td>18</td>
<td>26.5</td>
</tr>
<tr>
<td>Para-Professional</td>
<td>6</td>
<td>8.8</td>
</tr>
<tr>
<td>Total</td>
<td>68</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 10 indicates that staff are more likely to be professionals and clients are more likely to be non-professionals.

TABLE 11: Client by Income

<table>
<thead>
<tr>
<th>Income</th>
<th>No.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>$ 0-99 monthly</td>
<td>3</td>
<td>10.0</td>
</tr>
<tr>
<td>100-199 monthly</td>
<td>5</td>
<td>16.7</td>
</tr>
<tr>
<td>200-299 monthly</td>
<td>7</td>
<td>23.3</td>
</tr>
<tr>
<td>300-399 monthly</td>
<td>4</td>
<td>13.3</td>
</tr>
<tr>
<td>400-499 monthly</td>
<td>2</td>
<td>6.7</td>
</tr>
<tr>
<td>500+ over monthly</td>
<td>9</td>
<td>30.0</td>
</tr>
<tr>
<td>Total</td>
<td>30</td>
<td>100.0</td>
</tr>
</tbody>
</table>

The mean income is $332.60 monthly for client population.

Although there is no information regarding staff income, staff salaries included in each of the regional area plans indicated a monthly wage of over $500.00.
TABLE 12: Client Participation by Type of Group

<table>
<thead>
<tr>
<th>Type of Group</th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Civic</td>
<td>10</td>
<td>33.3</td>
</tr>
<tr>
<td>Religious</td>
<td>5</td>
<td>16.7</td>
</tr>
<tr>
<td>Missing</td>
<td>4</td>
<td>13.3</td>
</tr>
<tr>
<td>Other</td>
<td>3</td>
<td>10.0</td>
</tr>
<tr>
<td>All of the above</td>
<td>3</td>
<td>10.0</td>
</tr>
<tr>
<td>Political</td>
<td>2</td>
<td>6.7</td>
</tr>
<tr>
<td>Civic and Political</td>
<td>2</td>
<td>6.7</td>
</tr>
<tr>
<td>Civic and Religious</td>
<td>1</td>
<td>3.3</td>
</tr>
<tr>
<td>Total</td>
<td>30</td>
<td>100.0</td>
</tr>
</tbody>
</table>

These data indicate that the client group is significantly involved in a host of other than Agency associations, modally grouped in civic type of organizations. No data were obtained from the staff group.

B- Summative Social Profile Characteristics

Summative data for respondents in the Area Agency (staff, administrators, local government officials, and the elderly) indicate significant differences along a range of characteristics. These typically reflect observations and findings in the literature, and empirical data, of other human services agencies in Puerto Rico.

Area agency staff and administrators have higher levels of education, income and occupational status as compared to the elderly members of councils. Area agency staff and administrators are much more likely to serve at the apex of Council positions.

The clients commonly are at the low-income levels, for the most part, significantly older as a group; those who are
employed are mainly at the semi-skilled or unskilled levels. The clients are more likely to be rural in background. No significant differences are found in gender of actors or religion.

Thus the data reveals sharp status differentiations as between the two main groups in the study. It may be hypothesized from this vantage point, that interaction processes take place between two human groupings who do not have distinct socio-economic commonalities.

These differences are not atypical if one measures like characteristics in similar groupings in other human services systems, where citizen participation is mandated. But the basic question, still to be determined, is whether these groups, as depicted in this study, have converged in terms of common perception and actual activities in relation to mandated goals and program implementation as laid down in the federal mandate of the Older Americans Act, and in the policies and actions of the Gericulture Commission.
2- THE PARTICIPATION PROFILE

The ensuing section describes a contour of elderly inter-
action identified by both groups under study. A pattern of
citizen participation is identified, utilizing the device of
gathering data from clients and staff of their perception of
elderly or client involvement in Regional Area Agencies.

This section must be weighed and assessed against findings
and conceptualizations from studies delineated in Chapter II.

They are as follows:

a- Sixty percent of the federal funds mandated for Puerto
Rico are in human services programs where citizen partici-
pation is mandated.

b- An attempt will be made to draw from the data the mean-
ingfulness of citizen/client participation in programs
which plan and execute human services for the elderly.

c- The Government of Puerto Rico notes that marginal ele-
ments of the society have little access to human services,
much less as participants in decision-making for planning
and service delivery.

d- Evidence has been amassed (see Chapter II) of negative
experiences of citizen participation in a multiplicity of
settings.
The pundits from community development and social planning note the special relevance of citizen participation in their contexts.

Puerto Rican studies by Falcon and Ramos have expressed doubts concerning the capabilities of local citizens in the planning process.

Typological models by Arnstein and Burke indicate rare instances of either more than sheer co-optation or parity and/or delegated power of citizens in the settings studied.

A- The Data on Participation

Data will be grouped around tabular presentations which purport to delineate the pattern of interaction of clients (client/elderly) as perceived by staff (Agency Staff and Administration).

Preliminary assessment of the data will be followed by an in-depth analysis and interpretation in Chapter V.
## TABLE 13: The Client Tasks Within the Regional Area Agencies

<table>
<thead>
<tr>
<th>Elderly Tasks</th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Attend meetings of the Area Agency to represent the interests of the elderly</td>
<td>16</td>
<td>53.3</td>
</tr>
<tr>
<td>Make contributions for the betterment of the elderly</td>
<td>6</td>
<td>20.0</td>
</tr>
<tr>
<td>Bring complaints from the elderly of service centers</td>
<td>5</td>
<td>16.68</td>
</tr>
<tr>
<td>Attend and participate actively as a member of the evaluation committee</td>
<td>1</td>
<td>3.34</td>
</tr>
<tr>
<td>Evaluate actual services and proposed new services for the elderly</td>
<td>1</td>
<td>3.34</td>
</tr>
<tr>
<td>Visit, cooperate and counsel elderly when needed</td>
<td>1</td>
<td>3.34</td>
</tr>
</tbody>
</table>

The data from this table are derived from open-ended questions to the elderly from the third part of the questionnaire. From the table it appears that the elderly are frequent participants in meetings of the Area Agency. They are comfortable in noting simple tasks (complaints, general contributions) much less so with more sophisticated tasks of evaluation of services and actual counselling of the elderly.
**TABLE 14: Client's Perception of Additional Tasks**

<table>
<thead>
<tr>
<th>Response</th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>No</td>
<td>22</td>
<td>73.3</td>
</tr>
<tr>
<td>Yes</td>
<td>6</td>
<td>20.0</td>
</tr>
<tr>
<td>At times</td>
<td>2</td>
<td>6.7</td>
</tr>
<tr>
<td>Total</td>
<td>30</td>
<td>100.0</td>
</tr>
</tbody>
</table>

The data from Table 14 are consistent with the previous table, namely, that the elderly maintain a low profile in other than the most simple tasks.

**TABLE 15: Additional Tasks Performed by the Clientele in Area Agencies**

<table>
<thead>
<tr>
<th>Other Tasks of the Elderly</th>
<th>Number</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>No additional tasks other than the required in their Area Agency Staff</td>
<td>24</td>
<td>80.02</td>
</tr>
<tr>
<td>Make contributions to help the elderly</td>
<td>1</td>
<td>3.33</td>
</tr>
<tr>
<td>Delegate to the State Advisory Council of Bayamón</td>
<td>1</td>
<td>3.33</td>
</tr>
<tr>
<td>Attend and process complaints among persons or services</td>
<td>1</td>
<td>3.33</td>
</tr>
<tr>
<td>Participate in personnel recruiting, help in the preparation of the Regional Plan</td>
<td>1</td>
<td>3.33</td>
</tr>
<tr>
<td>Participate in the preparation of the Regional Plan and budget, and contribute with personal experience to the delivery of services</td>
<td>1</td>
<td>3.33</td>
</tr>
<tr>
<td>Answer not applicable</td>
<td>1</td>
<td>3.33</td>
</tr>
<tr>
<td>Total</td>
<td>30</td>
<td>100.00</td>
</tr>
</tbody>
</table>
The data from Table 15 show clearly that the elderly, from their own perception, are not significantly involved in key task areas such as personnel recruitment, preparation of the Regional Plan, the Budget, or delivery of services.

TABLE 16: Client and Agency Staff Perception on the Nature of Participation of Elderly in Area Agency

<table>
<thead>
<tr>
<th>Type of Participation</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Active</td>
<td>48</td>
<td>72.7</td>
</tr>
<tr>
<td>Passive</td>
<td>18</td>
<td>27.3</td>
</tr>
<tr>
<td>Total</td>
<td>66</td>
<td>100.0</td>
</tr>
</tbody>
</table>

By visual inspection, it may be inferred that the clients are more likely to be perceived as passive by themselves than the staff's active perception of the latter.

TABLE 17: Client and Agency Staff Perception on Elderly Contribution in Meeting

<table>
<thead>
<tr>
<th>Response</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Yes</td>
<td>58</td>
<td>85.3</td>
</tr>
<tr>
<td>At times</td>
<td>6</td>
<td>8.8</td>
</tr>
<tr>
<td>Total</td>
<td>68</td>
<td>100.0</td>
</tr>
</tbody>
</table>

From this table, it may be noted that the staff tend to perceive a higher level of contributions from clientele than the elderly representatives.
TABLE 18: Client and Agency Staff Perception on Elderly Participation in Decision-Making

<table>
<thead>
<tr>
<th>Response</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Yes</td>
<td>59</td>
<td>86.8</td>
</tr>
<tr>
<td>At times</td>
<td>6</td>
<td>8.8</td>
</tr>
<tr>
<td>No</td>
<td>3</td>
<td>4.4</td>
</tr>
<tr>
<td>Total</td>
<td>68</td>
<td>100.0</td>
</tr>
</tbody>
</table>

It may be seen from this table that staff perceive a higher degree of client/elderly participation in key decision-making arenas than the clients.

TABLE 19: Client and Agency Staff Perception on Elderly Receiving Proposals

<table>
<thead>
<tr>
<th>Response</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Yes</td>
<td>31</td>
<td>45.6</td>
</tr>
<tr>
<td>No</td>
<td>32</td>
<td>47.1</td>
</tr>
<tr>
<td>Don't know</td>
<td>5</td>
<td>7.4</td>
</tr>
<tr>
<td>Total</td>
<td>68</td>
<td>100.0</td>
</tr>
</tbody>
</table>

TABLE 20: Client and Agency Staff Perception on Elderly Receiving Monitoring Reports

<table>
<thead>
<tr>
<th>Response</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>No</td>
<td>42</td>
<td>61.8</td>
</tr>
<tr>
<td>Yes</td>
<td>17</td>
<td>25.0</td>
</tr>
<tr>
<td>Don't know</td>
<td>9</td>
<td>13.2</td>
</tr>
<tr>
<td>Total</td>
<td>68</td>
<td>100.0</td>
</tr>
</tbody>
</table>
TABLE 21: Client and Agency Staff Perception on Elderly Receiving Evaluation Reports

<table>
<thead>
<tr>
<th>Response</th>
<th>Total</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>No</td>
<td>36</td>
<td>52.9</td>
</tr>
<tr>
<td>Yes</td>
<td>25</td>
<td>36.8</td>
</tr>
<tr>
<td>Don't know</td>
<td>7</td>
<td>10.3</td>
</tr>
<tr>
<td>Total</td>
<td>68</td>
<td>100.0</td>
</tr>
</tbody>
</table>

TABLE 22: Client and Agency Staff Perception on Elderly Receiving other Reports

<table>
<thead>
<tr>
<th>Response</th>
<th>Total</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Did not respond</td>
<td>53</td>
<td>77.9</td>
</tr>
<tr>
<td>Responded</td>
<td>15</td>
<td>22.1</td>
</tr>
<tr>
<td>Total</td>
<td>68</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Tables 19, 20, 21, and 22: From the data derived from these tables, it may be noted that staff indicate, with relative strength, that clients are receiving proposals, monitoring and evaluation reports. On the other hand, clients indicate their passive role (Table 16), maintaining that they are not receiving key information. As Tables 17 and 18 indicate, clients note their lack of significant participation in decision-making.

B- Summative Participation Profile

From the data derived from this section, a clear distinction may be made in the level and pattern of participation of the clients (client/elderly) and the staff (agency representative). This phenomenon may be explained as follows:
a- The staff are more likely to perceive positive contributions from the elderly in meetings, specially as regards decision-making.

b- Conversely, the elderly consistently maintain a gap in receipt of basic information relative to key decision-making; for example, in matters of budgeting, personnel recruitment, delivery of services. Their self-perception of their role is passive in main areas of agency deliberation.

c- The elderly characterize their involvement in dealing with simplistic matters (attendance, "working toward the betterment of client conditions"). In connection with main task areas, the elderly keep a low profile.

What emerges from an examination of the patterns of interaction in participatory decision-making, is the shape of superordinate and subordinate types of relationships as between the clients and staff.
3- Decision-Making Profile

In this section of the chapter, data on decision-making patterns are produced, consisting of five elements: public policy, planning, implementation, feedback and evaluation. These elements are operationalized in conformity with the actual setting of the Regional Area Agencies for the Aging in Puerto Rico.

a- Public Policy Making: For the purpose of this, Alfred Kahn's conception of social policy as a "standing plan" is acceptable. Public Policy embraces philosophy, legislation, and a formulation of objectives within the framework of a planning process.

Public policy is syncretically related to planning realities, refreshed and renewed by feedback and evaluation.

The functioning of a social agency reflects differential degrees of enunciation of public policy. In this study, selective analysis is made to correlate positional perceptions of agency representatives and the clients/elderly in terms of clientele participatory actions and involvement in decision-making around the various components of the Regional Plan for services to the elderly.
A- The Data on Decision-Making

TABLE 23: Client and Staff Knowledge of Legislation for the Organization of Area Agency

<table>
<thead>
<tr>
<th>Response</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Yes</td>
<td>49</td>
<td>72.1</td>
</tr>
<tr>
<td>No</td>
<td>19</td>
<td>27.9</td>
</tr>
<tr>
<td>Total</td>
<td>68</td>
<td>100.0</td>
</tr>
</tbody>
</table>

The data indicate more extensive knowledge of legislation related to the agency staff.

The analysis offers a comprehensive view of the role interplay of elderly as seen by both agency representatives and clientele, as indicated in Tables 23 to 37.
<table>
<thead>
<tr>
<th>Concept of Citizen Participation</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Is a helping process for the community in general</td>
<td>27</td>
<td>39.70</td>
</tr>
<tr>
<td>Is the involvement of the citizenry in the problems that affect the community and possible solutions toward their eradication</td>
<td>14</td>
<td>20.59</td>
</tr>
<tr>
<td>Is the participation of citizenry in the activities provided for the benefit of the community</td>
<td>12</td>
<td>17.65</td>
</tr>
<tr>
<td>Is the participation of citizenry to relate to public agencies in terms of their needs and problems</td>
<td>6</td>
<td>8.82</td>
</tr>
<tr>
<td>Is an active decision-making process for the benefit of the community in general</td>
<td>4</td>
<td>5.88</td>
</tr>
<tr>
<td>Is every activity the citizen has within a group</td>
<td>3</td>
<td>4.41</td>
</tr>
<tr>
<td>Question not answered</td>
<td>1</td>
<td>1.47</td>
</tr>
<tr>
<td>Is the opportunity provided by law to the citizenry to plan, implement and evaluate federal programs so as to provide for changes</td>
<td>1</td>
<td>1.47</td>
</tr>
<tr>
<td>Total</td>
<td>68</td>
<td>100.00</td>
</tr>
</tbody>
</table>
Data indicate that the clients see citizen participation, in general terms, much more as a helping process, implying immediate short-term solutions for basic needs.

Staff view citizen participation from the vantage point of active involvement in community problem-solving, whereas one can extrapolate from the data, the passive dependency stance of the elderly.

TABLE 25: The Client and Staff Perception of Citizen Participation in Area Agencies

<table>
<thead>
<tr>
<th>Perception of Citizen Participation in Area Agencies</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>To participate as a member of the Regional Area Agency in the discussion of the needs and problems that affect the elderly and alternatives toward their solution</td>
<td>43</td>
<td>63.24</td>
</tr>
<tr>
<td>To participate in the problem-solving process regarding the needs and problems of the elderly</td>
<td>8</td>
<td>11.76</td>
</tr>
<tr>
<td>To participate in public hearings and/or forums</td>
<td>8</td>
<td>11.76</td>
</tr>
<tr>
<td>To get aid for the elderly</td>
<td>5</td>
<td>7.35</td>
</tr>
<tr>
<td>To participate in a. conscious, cooperative, positive, and orderly manner by the elderly</td>
<td>4</td>
<td>5.88</td>
</tr>
<tr>
<td>Total</td>
<td>68</td>
<td>100.00</td>
</tr>
</tbody>
</table>
From the data it is clear that both groups accept the mandate of common deliberations, identifying needs and finding alternative solutions to these.

TABLE 26: The Client and Staff Identification of the Objectives of the Regional Area Agencies

<table>
<thead>
<tr>
<th>Objectives of the Regional Area Agency</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>To help the elderly satisfy their needs and provide for services</td>
<td>30</td>
<td>44.12</td>
</tr>
<tr>
<td>To promote proper access to the services for the elderly</td>
<td>16</td>
<td>23.53</td>
</tr>
<tr>
<td>To become leader in the defense of the rights of the elderly</td>
<td>12</td>
<td>17.65</td>
</tr>
<tr>
<td>To identify needs, participate in planning of services and programs and supervise them</td>
<td>6</td>
<td>8.82</td>
</tr>
<tr>
<td>To participate in the process of obtaining federal funds for the elderly</td>
<td>2</td>
<td>2.94</td>
</tr>
<tr>
<td>Answer not applicable</td>
<td>1</td>
<td>1.47</td>
</tr>
<tr>
<td>Did not have the proposal on hand at the time of interview</td>
<td>1</td>
<td>1.47</td>
</tr>
<tr>
<td>Total</td>
<td>68</td>
<td>100.0</td>
</tr>
</tbody>
</table>

According to Table 26, it appears that the elderly have primary interests (in identifying objectives) in service delivery for immediate needs, and the promotion of access to these
services. The agency people are service/need-meeting oriented, but also stress the advocacy role for the agency.

TABLE 27: Client and Agency Staff Perception of Participation of Elderly in the Preparation of the Regional Plan of Work

<table>
<thead>
<tr>
<th>Response</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Yes</td>
<td>44</td>
<td>64.7</td>
</tr>
<tr>
<td>No</td>
<td>22</td>
<td>32.4</td>
</tr>
<tr>
<td>At times</td>
<td>2</td>
<td>2.9</td>
</tr>
<tr>
<td>Total</td>
<td>68</td>
<td>100.0</td>
</tr>
</tbody>
</table>

The data in Table 27 indicate a weak perceived role for the elderly in the preparation of the Regional Plan of Work.

TABLE 28: Client and Staff Perception of Reaction to Elderly Preparation of the Regional Plan of Work

<table>
<thead>
<tr>
<th>Response</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Satisfied</td>
<td>37</td>
<td>82.2</td>
</tr>
<tr>
<td>Greatly Satisfied</td>
<td>6</td>
<td>13.3</td>
</tr>
<tr>
<td>Dissatisfied</td>
<td>2</td>
<td>4.4</td>
</tr>
<tr>
<td>Total</td>
<td>45</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Since twenty-three cases mainly from the staff are missing, the table can only be partially analyzed. There exists an anomaly, if we consider both Tables 27 and 28, that clients who note little, if at all, participation in the preparation of a Regional Plan, indicating satisfaction to the process of its formulation. This is to be explained by the fact that both staff and clients indicated confidence and certainly in
the need of technical expertise in the preparation of the Regional Plan of Work.

b- Planning: As a technical process, planning is a step-by-step formulation of goals, objectives, purposes and programs of services. The processes in planning are basically three: (1) choosing among valued goals; (2) analyzing a present state and calculating how to reach a desired future state; (3) utilizing political agitation and settling issues among groups interested in various goals. For the purpose of this study, processes one and two are emphasized.

However, the importance of planning lies in the elements that legitimate it. The planners expertise and the citizen participation opportunity are key aspects in the development of such legitimation. It is the intention of this section to offer through statistical analysis an overview of staff and client interaction in an operationalized process of planning. Planning becomes for the purpose of this study the annual process of proposal formulation in Regional Area Agency and its administrative office.
### TABLE 29: The Client and Agency Staff Identification of Objectives of the Regional Administrative Area Agency

<table>
<thead>
<tr>
<th>Objectives of the Regional Administrative Area Agency</th>
<th>Total No.</th>
<th>%</th>
<th>Groups No. P.C.</th>
<th>%</th>
<th>No. P.A.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>To supervise and assess the elderly service centers</td>
<td>26</td>
<td>38.23</td>
<td>8</td>
<td>26.67</td>
<td>18</td>
<td>47.37</td>
</tr>
<tr>
<td>To help and care for the elderly</td>
<td>15</td>
<td>22.06</td>
<td>9</td>
<td>30.00</td>
<td>6</td>
<td>15.79</td>
</tr>
<tr>
<td>To provide for transportation, housing, health</td>
<td>10</td>
<td>14.70</td>
<td>2</td>
<td>6.67</td>
<td>8</td>
<td>21.05</td>
</tr>
<tr>
<td>services, nutrition, employment, and recreation</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>services for the elderly</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Answer not applicable</td>
<td>7</td>
<td>10.29</td>
<td>6</td>
<td>20.00</td>
<td>1</td>
<td>2.63</td>
</tr>
<tr>
<td>To participate with the Regional Area Agencies</td>
<td>5</td>
<td>7.35</td>
<td>5</td>
<td>16.67</td>
<td></td>
<td></td>
</tr>
<tr>
<td>for the betterment of the elderly</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>To become a leader in defense of the rights of the</td>
<td>5</td>
<td>7.35</td>
<td></td>
<td></td>
<td></td>
<td>5</td>
</tr>
<tr>
<td>elderly</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>13.16</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>68</td>
<td>100.00</td>
<td>30</td>
<td>44.12</td>
<td>38</td>
<td>55.88</td>
</tr>
</tbody>
</table>

The data indicate awareness on the part of both the elderly and the Agency Staff in terms of objectives, which are both short and long-term in scope.
TABLE 30: Client and Agency Staff Perception of Elderly Participation in Proposal Preparation

<table>
<thead>
<tr>
<th>Response</th>
<th>Total</th>
<th></th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
<td>No. P.C.</td>
</tr>
<tr>
<td>No</td>
<td>31</td>
<td>47.7</td>
<td>21</td>
</tr>
<tr>
<td>Yes</td>
<td>29</td>
<td>44.6</td>
<td>7</td>
</tr>
<tr>
<td>At times</td>
<td>5</td>
<td>7.7</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>65</td>
<td>100.0</td>
<td>29</td>
</tr>
</tbody>
</table>

The data generate another anomaly which will bear further explanation. The staff respond in large number to the question of client participation in proposal preparation. The elderly, in turn, respond in a negative, for the most part, to the question of participation in proposal preparation.

c- Implementation: As noted, the implementation phase in decision-making is the reality and actuality of public policy formulation and the process of planning. For the purpose of this study, implementation is the process of executing and administering services according to objectives promulgated in program formulation. In this part of the study a statistical analysis correlates the two study segments in the context of implementation.
TABLE 31: The Elderly and Agency Staff Identification of the Services of the Regional Administrative Area Agencies

<table>
<thead>
<tr>
<th>The Services of the Regional Administrative Area Agency</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Transportation, nutrition, and health services</td>
<td>16</td>
<td>23.53</td>
</tr>
<tr>
<td>Supervise the elderly service centers</td>
<td>14</td>
<td>20.59</td>
</tr>
<tr>
<td>Transportation, nutrition, health services and recreation</td>
<td>12</td>
<td>17.65</td>
</tr>
<tr>
<td>Transportation, nutrition, health services, recreation and housing</td>
<td>11</td>
<td>16.68</td>
</tr>
<tr>
<td>Housing, health services, and recreation</td>
<td>8</td>
<td>11.76</td>
</tr>
<tr>
<td>Nutrition, health services and recreation and/or unemploy-ment services</td>
<td>2</td>
<td>2.94</td>
</tr>
<tr>
<td>Information and referral services</td>
<td>2</td>
<td>2.94</td>
</tr>
<tr>
<td>Did not answer</td>
<td>2</td>
<td>2.94</td>
</tr>
<tr>
<td>To make everything possible to benefit the elderly</td>
<td>1</td>
<td>1.47</td>
</tr>
<tr>
<td>Total</td>
<td>68</td>
<td>100.00</td>
</tr>
</tbody>
</table>

Both groups agree consistently, according to the text of the Regional Plan, with the identification of services to the elderly. Clients respond more readily to the one item of supervision of elderly service duties.
### TABLE 32: Client and Staff Knowledge of Administrative Area Agency Budget

<table>
<thead>
<tr>
<th>Response</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>No</td>
<td>41</td>
<td>62.1</td>
</tr>
<tr>
<td>Yes</td>
<td>25</td>
<td>37.9</td>
</tr>
<tr>
<td>Total</td>
<td>66</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Considering the trend of responses, it is clear from this table that staff are significantly more knowledgeable (and involved) in budgetary matters, as might be expected.

### TABLE 33: Client and Agency Staff Perception on Participation of Elderly in the Implementation of Services of the Administrative Area Agency

<table>
<thead>
<tr>
<th>Response</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Yes</td>
<td>36</td>
<td>55.4</td>
</tr>
<tr>
<td>No</td>
<td>26</td>
<td>40.0</td>
</tr>
<tr>
<td>At times</td>
<td>3</td>
<td>4.6</td>
</tr>
<tr>
<td>Total</td>
<td>65</td>
<td>100.0</td>
</tr>
</tbody>
</table>

The data are significant in delineating a much stronger pattern of responsibilities and actions of staff in the implementation of services for the elderly.

### Feedback

The process of feedback as a phase in decision-making is one of systematic flow of information as an ongoing process. As noted, feedback monitors progress of service delivery on a regularized basis. The final purpose is to achieve coordination or follow-up of the operational phase of the Administrative Office of the Regional Area Agency.
Tables 19, 20, 21, and 22 of the Participation Profile give indication of feedback involvement of both study segments, the elderly and agency staff. The main indication and interpretation of the above-mentioned tables is that staff acknowledgment of different reports particularly such as proposals, monitoring reports, and evaluation reports, are more likely to be associated with staff's perception than with clients' and almost no involvement of the latter in the preparation of proposals.

TABLE 34: Client and Agency Staff Perception of Elderly Participation in Coordination and Follow-Up of Operations of the Administrative Area Agency

<table>
<thead>
<tr>
<th>Response</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Yes</td>
<td>31</td>
<td>48.4</td>
</tr>
<tr>
<td>No</td>
<td>28</td>
<td>43.8</td>
</tr>
<tr>
<td>At times</td>
<td>5</td>
<td>7.8</td>
</tr>
<tr>
<td>Total</td>
<td>64</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Similar to Table 33, the data derived from Table 34 indicate, for all practical purposes, a new role for the elderly in coordination and follow-up operations of the Administrative Area Agency.

e- Evaluation: The evaluation process as a vital phase in the decision-making process for the purpose of this study and as noted, is the process of measuring results of program/service delivery impact as related to basic goals and objectives. Through statistical analysis, a clear
picture can be seen of both segments of the study population in their intervention of the process.

TABLE 35: Client and Staff Knowledge of Evaluation of Services of Administrative Area Agency

<table>
<thead>
<tr>
<th>Response</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No. %</td>
<td>No. P.C. %</td>
</tr>
<tr>
<td>Yes</td>
<td>48 71.6</td>
<td>16 23.9</td>
</tr>
<tr>
<td>No</td>
<td>19 28.4</td>
<td>14 20.9</td>
</tr>
<tr>
<td>Total</td>
<td>67 100.0</td>
<td>30 44.8</td>
</tr>
</tbody>
</table>

Although one observation is missing from the table it is clear that staff are much more knowledgeable of evaluation as a process and a fact than the clients who are split down the middle in their knowledgeability.

TABLE 36: Client and Staff Perception of Elderly Participation in the Evaluation of the Administrative Area Agency

<table>
<thead>
<tr>
<th>Response</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No. %</td>
<td>No. P.C. %</td>
</tr>
<tr>
<td>Yes</td>
<td>29 46.8</td>
<td>8 12.9</td>
</tr>
<tr>
<td>No</td>
<td>29 46.8</td>
<td>19 30.6</td>
</tr>
<tr>
<td>At times</td>
<td>4 6.5</td>
<td>3 4.8</td>
</tr>
<tr>
<td>Total</td>
<td>62 100.0</td>
<td>30 48.4</td>
</tr>
</tbody>
</table>

From the data of this table, staff perceive larger blocks of participation in the evaluation exercise than the clients. The clients enumerate 65% activity of the elderly, whereas the elderly only list 30% activity in participation in evaluation.
Both clients and staff were asked to rank and order a list of problems facing the elderly. The data from this table suggest that the staff (50%) rank housing very high, the staff affording 26% to this social problem. In terms of other needs assessment of the elderly, mental health, transportation, etc. no significant relationship was noted between staff and clients.

To the question as to adequacy of serving elderly needs, of the total group, 59.4% felt that there was limited adequacy; 31% listed adequate; 36% of clients listed limited or adequate, whereas 54% of staff noted limited or adequate. Evidently, there are differences in capacity to discriminate, or both...
groups may be using different criteria to measure adequacy of services.

f- Priority Settings: Priority settings, for the purpose of this study, refer to an objective rank ordering of program areas for which resources are to be allocated and services delivered.

TABLE 39: Client and Agency Staff Perception of Priorities in Implementation of Services of the Administrative Area Agency

<table>
<thead>
<tr>
<th>Response</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Most Important</td>
<td>25</td>
<td>38.5</td>
</tr>
<tr>
<td>Other</td>
<td>37</td>
<td>56.9</td>
</tr>
<tr>
<td>Least Important</td>
<td>3</td>
<td>4.6</td>
</tr>
<tr>
<td>Total</td>
<td>65</td>
<td>100.0</td>
</tr>
</tbody>
</table>

TABLE 40: Client and Agency Staff Perception of Priorities: Coordination and Follow-Up of Operation of the Administrative Area Agency

<table>
<thead>
<tr>
<th>Response</th>
<th>Total</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Most Important</td>
<td>2</td>
<td>3.1</td>
</tr>
<tr>
<td>Other</td>
<td>57</td>
<td>87.7</td>
</tr>
<tr>
<td>Least Important</td>
<td>6</td>
<td>9.2</td>
</tr>
<tr>
<td>Total</td>
<td>65</td>
<td>100.0</td>
</tr>
</tbody>
</table>
### TABLE 41: Client and Agency Staff Perception of Priorities: Evaluation of the Administrative Area Agency

<table>
<thead>
<tr>
<th>Response</th>
<th>Total</th>
<th>Groups</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
<td>No. P.C.</td>
<td>%</td>
</tr>
<tr>
<td>Most Important</td>
<td>6</td>
<td>9.2</td>
<td>3</td>
<td>4.6</td>
</tr>
<tr>
<td>Other</td>
<td>27</td>
<td>41.6</td>
<td>17</td>
<td>26.2</td>
</tr>
<tr>
<td>Least Important</td>
<td>32</td>
<td>49.2</td>
<td>9</td>
<td>13.8</td>
</tr>
<tr>
<td>Total</td>
<td>65</td>
<td>100.0</td>
<td>29</td>
<td>44.6</td>
</tr>
</tbody>
</table>

Tables 39, 40, and 41: In response to assessment of decision-making phases, data were derived in Tables 39, 40, and 41, along a continuum of implementation of services, coordination and follow-up, and evaluation.

From the data in Table 39, 50% of the staff perceived that the elderly would rank and order implementation of services as a top priority; 24% of the clients, to the direct question, rank ordered implementation at the apex.

In Table 40, neither clients and/or staff gave much credence to coordination and follow-up of operations as a high priority in the decision-making phases. According to Table 41, evaluation of services of the Administrative Area Agency is afforded a low order of priority.

### B- Summative Analysis of Data

Data are presented along the lines of knowledge of public policy, appraisal of the concept of citizen participation, decision/plan phases of plan preparation, implementation, feedback, evaluation, and priority settings.
Public Policy

Clients are not nearly as knowledgeable as staff about the background mandates which govern agency operations, agency structure, and citizen participation. The question may be raised as to the actual viability of citizen involvement under these conditions.

Concept of Citizen Participation

The elderly define citizen participation in terms of "a helping process" for resolving short-term needs and provision of services. Agency people assess the concept as active involvement for long-term need identification and analysis of alternatives for service delivery. Both groups perceive the importance of common deliberations related to problems and needs of the elderly.

Planning

From the data it is clear that the elderly have a miniscule role in plan preparation or proposal writing. The elderly identify with service objectives of the agency, staff people leaning to objectives of provision and supervision of services.

Implementation

Both groups conversely identify needs of transportation, nutrition, health and recreation. In connection with service needs, clients have no viable role in the implementation of services.
Feedback

Clients do not appear to be clear on regularized transmission of reports (monitoring, evaluation, Regional Plans) to the elderly, or in aspects of coordination and follow-up.

Evaluation

Similarly, there does not exist a valid role for the elderly in any facet of the evaluation process.

Priority Settings

Both groups gave relatively high marks to implementation, coordination, and follow-up.
FOOTNOTES

CHAPTER IV


CHAPTER V

INTERPRETATIONS AND IMPLICATIONS OF THE FINDINGS

PURPOSE OF THE CHAPTER

This part of the study tries to present and define a citizen participation pattern of interaction in Puerto Rico with regard to a methodological design and in the context of normative assumptions from reviewed literature in several areas of knowledge. The literature selected for the study, particularly in the areas of community development, community organization and social planning, provides a frame of reference for the analysis of the major and minor research questions.

The purpose of this chapter is to review, synthesize and integrate findings with basic assumptions, selected theoretical and normative propositions from the literature. This analysis is made through the parameter given by the major and minor research questions of the study. The desired outcome of this section is to apply findings to the study setting and to propose and formulate general guidelines for a strategy of citizen participation in Puerto Rico. The latter should conform to the guidelines of the federal mandate and more importantly, to the reality and constraints of the Puerto Rican situation.

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The major research question of this study is concerned with the extent to which a marginal group, the elderly, influences decisions on federally mandated programs and services. That is, does there exist a particular pattern of interaction between the elderly as a marginal group and the higher echelon of professionals who formulate public policy in the decision-making process of public agencies?

Moreover this major research question addresses the substance of a citizen participation experience in order to determine the following:

a- Actualities in the interaction process as between community representatives and officials in Regional Area Agencies on Aging in relation to the citizen participation phenomenon.

b- Explanatory variables underlying the unique nature and degree of actual and perceived pattern of citizen participation.

From the major research question other minor research questions are made. They are relevant to particular areas of study:

a- Who are the members of the Regional Area Agency on Aging and its Administrative office?

b- What are the social characteristics of the members (elderly and staff) of the Regional Area Agency on Aging and its administrative office?

c- How do the elderly and other staff agency members actually participate in program decision-making process?
d- How do they (both elderly and agency staff) perceive their participation in the decision-making process?

e- Do the poor elderly represented in the Area Agency as marginal members of society have a role in the decision-making process?

f- What is the role of the elderly in the policy formulation of programs and services within the agency?

g- What is the role of the elderly in the planning process of programs and services within the agency?

h- What is the role of the elderly in the implementation of programs and services within the agency?

i- What is the role of the elderly in the feedback process of programs and services within the agency?

j- What is the role of the elderly in the evaluation process of programs and services within the agency?

k- Can particular areas in the decision-making process be identified where the elderly participate?

l- Which areas are considered relevant and important to the elderly regarding their intervention in decision-making process?

m- Which are in the decision-making process do the elderly believe is most important in changing conditions?

n- Is there a difference in perception in regard to citizen participation of the elderly as a marginal group between Government bureaucrats and clientele who participate in the decision-making process?
To what extent is the Federal Model of Citizen Participation achieved?

These minor research questions concentrate in the three main areas of the analysis of this study. They refer to the actors, their interaction and their performance in a decision-making process within a federally mandated planning framework.

The basic normative assumptions for this study already cited from Chapter III, and from which the research questions were derived are the following:

The socio-democratic principles of the modern welfare state are based on a need to ascertain that a system and process of communication must be developed between the clientele of services and programs and public decision officials of Government.

Citizen participation has been recognized as a principal element in vital decision-making for the effectiveness of program and service delivery. This concept is particularly relevant in the areas of community development, community organization, and planning, among others.

In the mainland and in Puerto Rico in the 1960's the emphasis shifted from the provision of direct services to consumer control and involvement. Citizen participation was mandated by Federal legislation. Antipoverty programs, "The War on Poverty," "Model Cities," and the 1970's Community Development Block Grants provided for citizen participation in urban and social planning.
In 1974 in Puerto Rico, social policy enacted by Government described the need for more relevant participation in the human services of the marginal or non-participant groups in society. The marginal or non-participant groups are defined as that sector of the population whose economic, personal and social conditions and limitations preclude participation in economic and social development decision-making processes. They are also described as those people in society who do not have the opportunity and adequate access to education, work, health services, recreation and other services, designed for the social development of the individual. The poor population of Puerto Rico, the physically and mentally handicapped, alcoholics, drug abusers, the convicted in prison and the elderly, are considered the marginal and non-participant groups of society.

Recent literature shows dissatisfaction and disillusion with the subject and experience of citizen participation within Federal legislation contexts. Evidence indicates that the poor have not been involved to any great extent in efforts of citizen participation. Despite these indicators, in the middle 1970's legislation such as Title XX of the Social Security Act and the Older Americans Act, strengthened the citizens role.

In Puerto Rico, particularly in the area of San Juan, capital of Puerto Rico, there have been indications that although councils and boards have been existing since the 1960's, they have lacked systematized and adequate participation of its
members. Reference is made to a gap in coordination between the agency and organized citizen groups. There have been observations in regard to a lack of coordination between agencies and the members of the organized bodies of citizens.

The need for citizen participation in the decision-making process has been an issue in Puerto Rico since the 1960's in pre-planned American-Federal standards. In the last part of the decade of the 1970's, sixty percent of the total budget of Puerto Rico included funds granted by the Federal government for the planning and implementation of services for the disadvantaged. Citizen participation has been and is a constant and explicit variable required for federal grants. This study analyzes and describes one citizen participation modality in the planning of social services in the context of Puerto Rican socio-cultural reality vis-a-vis a mandatory Federal planning model. It further addresses possibilities and viability for future development in continuous and projected Puerto Rican American socio-political relations.

In the following parts of this chapter the findings of the study are analyzed and compared to theoretical propositions, studies and other normative assumptions. The analysis will comprise four main areas: first a section, on the actors; second on the consequent interaction, then an interpretation of the studied model with regard to performance in decision-making; and finally proposed guidelines for a citizen participation strategy within a planning framework.
1- CITIZEN PARTICIPATION: THE ACTORS

The analysis of data reveals findings related to similarities and differences in socio-economic characteristics. Differences are found in terms of age, marital status, urban and rural residence, education, occupation and income between the elderly and agency staff. No significant differences are found in gender of the studied segments or their religion.

Key concepts are inferred through the analysis of the social profile of the actors. First, there is a sharp difference among them, reflecting a heterogenous social profile. It may be said that the elderly constitute an identifiable marginal group based on their particular traits. Agency staff constitute a typical sample of bureaucratic personnel. Marginal citizens are those who by a variety of conditions and/or economic reasons are limited to adequately participate in the benefits of the socio-economic development of the country. They are characterized by limitations of education, work, health, recreation and broad scope of social development of the individual. These segment of society are the clientele of welfare programs in the Mainland as well as in Puerto Rico. Kramer, Harrington and Lewis interpret socio-cultural variables conditioning participation. The concept of "apathy" of the poor and the failure to participate effectively are important
premises brought by many authors particularly during the 1960 decade. There is evidence showing that socio-economic predisposition of the marginal poor apparently facilitates a typical way of reacting as clients. As Dewar notes, citizenship has become a form of clienthood. In his analysis clienthood assumes incompetence, depending and control by way of agency bureaucratic structure.

In summary, these sets of conditions, being marginal and part of a clientele, worsens the pre-conditions for citizen participation in decision-making in the public sector. Some conditions are: an informed, aggressive and goal-oriented group of people eager to disagree and cooperate in a logical pattern of interaction.

The findings indicate that agency staff are part of a government-political power structure. Krause indicates throughout his research evidence that the use of ideologies by bureaucracies constitute a major threat to the individual capacity. In direct relation to this, the experience of War on Poverty Programs and Model Cities are confronted by many authors. Miller characterized the concept of maximum feasible participation as "petty patronage baronies" with "local do-nothing bosses fighting with City Hall over the division of federal dollars." In terms of the findings for agency staff of this study similar characteristics are found in the literature.

In Puerto Rico, Alvarez Ramos concluded that the citizens of the island were not capable to participate in the planning
Evidence has been aggregated in connection with the lack of attention that has been given in Puerto Rico to the participation of marginal groups of society.

Another study by Nieves Falcón found that although the citizen participation value was shared by those interviewed as vital for democracy development, the type of participation at the local level is superimposed from the Mayor to the citizens.  

Finally a study made of the Services for the Citizenry maintains that, except for the act of voting, citizens have distorted their role and have become observers.

Integrating findings with empirical data from studies suggests that the social characteristics of the group studied may pre-condition citizen participation in decision-making.

As with the findings of this study these differences may determine participation in decision-making activities. They may pre-impose inequality of conditions, so that agency staff are in the advantage in relation with clientele. In general the socio-economic profile of both groups in the study may generate limited involvement on the part of the elderly.
From the interpretation of the findings under this section, there are differences and similarities which identify a pattern of interaction among both study segments. The differences are basically in perception regarding clientele positive contribution as well as participation in decision-making from agency staff. Clientele is more likely to establish a low profile. As far as similarities are concerned, elderly and agency staff perception of citizen participation in decision-making is ranked as very important, making it contradictory in relation to the actual interaction pattern.

One of the key and basic concepts inherent to the participation profile demonstrated in this study is performance. It appears that clientele participation in interaction with agency staff is of a receptive nature in comparison with the availability of more active staff action. On the other hand, there is indication that a lack of systematic information hinders clientele participation in decision-making. The interaction contour of both groups demonstrates an enabler role on the part of the clientele in comparison to a more proper advocacy attitude toward their needs and interests. Very important, also is the manifest recognition of both parties for technical authority and expertise in decision-making.
phases. Lastly, there is evidence that although the federal mandates proposes a broad-base for citizen participation clientele performance deviates from it.

Peggy Wireman clearly defines a typical citizen participation experience as a structured interaction between a citizen's group and a branch of government in the context of particular services and programs. In relation to the findings of this study it is obvious that such formal interaction exists; but the studied pattern of interaction is in contradiction with Wireman's conception of the purposes for citizen participation. She states that citizen participation should influence decisions. The study reveals more an interaction for legitimization of required exercise than a purposeful exercise.

The value from of citizen participation relies on democratic principles and, as Cahn and Passet indicate, it is a means of mobilizing unutilized resources, a source of knowledge and end in itself. As compared to the study's realities, citizen participation is unresponsive to the three above mentioned purposes of this involvement.

On the other hand, it is recognized as a healthy experience by both sets of actors in the study segments specially in regard to needs assessment, which is a standard precedent act for decision-making.

In terms of class composition vis-a-vis interaction, there is obvious reference for Wilson's consideration for the success or failure of organization of participation. He described a cluster of characteristics that condition
participation by socio-economic class. Basically middle class thinks in terms of long-term goals. Lower and marginal groups think in tangible short-term orientation. This could be an element in direct correlation with the social characteristics of the studied groups.

In relation to low profile of performance many authors have described the poor and marginal as characterized by low morale, indifference or lack of enthusiasm toward group organization. This is very near the description of the level of performance of the group composed of elderly and agency staff studied. There are studies which reflect bureaucratic conformity and attempt to preserve the status quo. Rubin, Levi-tan and Mognihan have noted bureaucratic intentions to comply with Federal grants rather than creativeness and change for the betterment of constituencies.

Sheila Kamerman synthesizes the key concepts found in the study of respect for authority. She states and emphasizes the problem of balancing of competing values. There is a need to combine values of participation, leadership and expertise for the safeguard of the process. This is a basic assumption which appears to be unresolved in the interactive pattern studied.

As a result, the interaction pattern studied seems to be far removed from the transactional relationship expected of Friedman's conceptual planning framework.

In Puerto Rico, as indicated by a study made by the Planning Board, the experience of citizen participation was
qualified as unsatisfactory without a full participation in the planning process. Dr. García in the Model City program, claimed a communication problem hindering the involvement of citizens with agency officials. Moreover, Aldarondo emphasizes a problem of leadership for participation due to the fact of the Puerto Rican people’s dependency levels.

In summary, the exchange process between the two study segments seems to indicate minimal involvement and passive participation in decision-making from clientele. It is characterized by a low conflict, high consensus and excessive confidence in agency staff technical expertise. As a result, the exchange process is a quasi-contractual agreement based on a Federal mandate on which citizen participation legitimizes the decision-making process.
In regard to the findings of the decision-making process of the study, it can be established that there is minor participation from the elderly in the different phases of this process. Important conceptualizations seem to appear on the basis of the results of the study. Clientele apparently perceive decision-making as an end rather than a means. Moreover, clientele participation represented legitimization of a required federal standard. There is an informal non-systematic pattern of decision-making in which authority on needs assessments by the clients is accepted. Finally, there is a possibility of tokenism regarding citizen participation affecting a positive dynamic exchange. In reference to normative assumptions, starting from the definition of citizen participation established by the United Nations, there is an inherent element of involvement and partnership basic to the development of effective citizen participation. Even Lloyd's citizen participation orientation of community development imposes the strengthening of an institutional structure that ensures the fullest participation. Relating it to the decision-making pattern studied, it seems to be a dominated government exchange pattern affecting positive citizen participation.
participation and interaction. The dynamics of the exchange process are thwarted, inducing satisfaction of dependence on the part of the clientele. In sum, an interruption of a productive relation of both segments permits and/or provokes a dangerous situation for citizen participation involvement.

In developing countries, the literature reveals key conceptualizations of self-help, self-determination and integrated collective approaches within citizen participation approaches. India, Africa, Pakistan, and other Third World countries place special emphasis on active participation of the population. Encouragement of local initiative is geared in community development in many of these countries. A problem-solving approach is stressed in a process defined to collect and evaluate data, setting priorities and targets relying on the structure and mobilization of popular participation. Comparing with the results of the study, the key elements of citizen participation are essentially limited to a part of a complete process which is the needs assessment approach. Citizens by lack of basic information are conditioned to limited participation. Citizen intervention is determined and molded to federal standards and not to local realities. The hierarchical organization of the members of the Area Agency is more advantageous to staff participation limiting self-help, self-determination and an integrated collective approach.

As regards literature in community organization, studies have demonstrated the failure of local efforts as a consequence of an unyielding power structure. As this experience
is projected to the Puerto Rican reality, there is a possibility that the conditioning of different and local patterns of interaction have been modified to the imposed federal model, thus impeding real citizen participation.

Finally Sherry Arnstein's reference to "tokenism" reveals a possible typology for the pattern of citizen participation studied. In addition, according to Burkes analysis, the present study falls into the "advisory" category. Citizen participation invests an "advisory capacity" for citizens with no actual power. In effect, it also relates to Arnstein's "placation," where the objective is to seek out information and support for activities.

In summary, the pattern of decision-making perceived through the study is a legitimation of a federal requisite with a tendency towards tokenism, thus affecting a positive dynamic exchange. The exchange observed through the findings of this study reflects a by-partisan involvement of only one aspect of the decision-making process. That is, participation seems to occur between the study segments in the needs-assessment part of the public policy phase. As has been operationalized for this study, interaction can be observed in the preparation of the regional work plan. This observed pattern can be delineated by Figure 1.
FIGURE 3: An Observed Citizen Participation Strategy
4- A PROPOSED CITIZEN PARTICIPATION STRATEGY

It may be stated that citizen participation, as a key variable in decision-making, enhances the democratic life of the island. As a constant element and requisite for federal grants, it has become a discipline that bureaucrats have accepted and implemented. As a result, any strategy for citizen participation must be framed within the context of a legislative mandate. In this respect, the laws are more general than specific, offering an opportunity for creativeness and innovation.\textsuperscript{24} With regard to citizen participation for Title III of the Older Americans Act of 1980 provides for a service consolidation of services aimed to provide more effective coordination and use of community resources in planning and service delivery to elderly American citizens.\textsuperscript{25} Particularly Sections 1321-15, 1321-47 (Sub-Part D) and 1321-97 of the Rules and Regulations of the Older Americans Act addresses formal and organized citizen participation. In brief, they provide for representativeness of consumers of services in area agency advisory councils, local elected officials and knowledgable people in the interest of the elderly.

Basically the purpose of this organized body is to advise the agency on the following:
a- Develop and administering the area plan  
b- Conduct public hearings  
c- Represent the interest of older persons and  
d- Review and comment on all community policies, programs and actions which affect older persons.

At the local level, through the Puerto Rican Gericulture Commission for Fiscal Year 1978 under Objective 11 of the State Plan provided for the composition of Regional Area Agencies on Aging. It provides for Mayors, senior citizen representatives from each town of the region and regional directors of public service agencies.

Citizen participation by definition proposes contributions of marginal people in the analysis, projections, target setting and input decisions in the development of an overall plan. Concerns arise as to how unskilled and limited people possibly could contribute to the intellectual analytical problem-solving process of decision-making. Also one must take into account the cost and benefit of generating a citizen participation model in relation to limited fiscal resources. This has been an ever-evolving and unsolved question for planning efforts and community development programs and a valid consideration for Puerto Rico.

A proposed approach for citizen participation in decision-making would include general guidelines for desired outcomes and definition of role structure as related to the different phases of decision-making. Also information and training systems for both clientele and staff, and provisions for a
system of ongoing monitoring evaluation and scientific research would be viable for optimum performance.

A- Desired Outcomes of the Strategy for Citizen Participation

Applying findings not only to this study setting, there is a need to conform to federal mandates in the Puerto Rican situation. The desired outcomes are as follows:

a- Base-line scientific data regarding citizen participation in Puerto Rico, as a process and a means for decision-making.
b- Formulation of a strategy that conforms to federal mandates, but adjusts to the attitudes, beliefs, socio-economic and cultural facts of life in the Puerto Rican regions.
c- A strategy which in its very essence is feasible, implementable and constitutes a joint effort of the main actors.
d- Formulation of a mechanism which is growth centered, evolving and problem-solving focused.
e- A strategy which is specific and practically oriented as regards roles and relationships of main actors in the Area Agencies or other citizen participation councils.
f- A strategy which provides a built-in feedback mechanism to citizen participation performance geared for review and further research.

These outcomes are based on an active problem-solving thrust with a standarized reciprocal and transactional
relation between clientele and technical experts. It is based on the concept of shared decision-making.

B- Role Structure of the Strategy for Citizen Participation

Taking into account the nature of the findings of this study and the Federal by-laws for the organization of a citizen participation body specific role definitions are needed. The following are basic considerations for a role structure for citizen participation:

a- There is need for research for the needs and priority of the elderly regarding tasks and responsibilities for citizen participation and in accordance with their potentialities and limitations.

b- Identification of particular problem-solving tasks for both elderly and agency staff in the different phases of decision-making process. There has to be clear-cut dimensions of involvement between agency staff and the elderly regarding public policy, planning, implementation, feedback and evaluation.

c- Delineation of a systematic process of decision-making flexible enough to accommodate to the ever-changing conditions of the dynamics of needs and services of the elderly.

d- Professionalization of elderly or marginal people tasks in the process. This implies the need to legitimize the roles of the elderly vis-a-vis agency staff ones.
e- Agency staff and elderly participation in orientation and training for role performance in a regularly sponsored basis.

f- Joint participation (agency staff/elderly) for advocacy activity for the interests of the elderly client.

g- Delineation of performance standards for role evaluation and task accomplishment.

h- By-partisan participation in periodic review of performance and role accomplishment.

i- Delineation of special committees by important decision-making area and the promotion of active participation and involvement of both agency staff and elderly in key committees.

C- Information and Training for Citizen Participation

Other general considerations for the proposed citizen participation strategy include two fundamental concepts for its development. They are as follows:

a- On-going, up-to-date information flow to elderly, with joint consultation, of all key reports, and the like relevant to development of services.

b- Training of elderly in the meaning, definition, standards, processes, and actions related to program formulation and implement activities.

c- Training of elderly in Area Agency meetings and decision-making procedures and guidelines.
d- Training in the conduct of surveys geared to opening client reaction to services.

e- Training in out-reach of staff and elderly in the involvement of local people not presently in the service system.

D- Provision for Monitoring and Evaluation of Performance for a Citizen Participation Strategy

The following are key proposed elements in the important area of evaluation and research on citizen participation performance:

a- Development of appropriate performance standards for each of the defined specific role for actors in the Area Agency and mutual decision-making roles.

b- The development of performance indicators against which information may be gathered, reviewed, and serve as the basis for quarterly or semi-annual evaluation.

c- Generation of actions and hypotheses for further testing and measurement.

E- A Graphic Presentation of a Feasible Citizen Participation Model

The following presentation, Figure 2, integrates key concepts for a feasible citizen participation strategy model for Puerto Rico. It is based on a cyclical and dynamic approach, growth centered and on a shared-decision basis. This model reconciles federal expectancies with Puerto Rican realities.
and establishes a transactional relationship between citizens and agency staff.
FIGURE 4: A Proposed Citizen Participation Strategy
FOOTNOTES

CHAPTER V


2Ibid., page 10.


19Carmen S. García, Ph.D., "Estudio Sobre Características, Ideas, Actitudes y Reacciones do los Residentes en las Areas de Pobreza de San Juan hacia su Estado Socio-Económico, sus Programas y la Manera como se Solucionan," Programa Ciudad Modelo, Municipio de San Juan, enero 1976.


The major research question in this study is to identify and characterize citizen participation as mandated by federal law (Older Americans Act) and acted out at Area Agency (Regional Level). Concomitantly, the study included five basic elements in the decision-making process, namely public policy, planning, implementation, feedback and evaluation.

Data in this exploratory survey were gathered between July and September 1980, in the Regional Area Agencies of Aguadilla, Arecibo, Bayamón, Carolina, Guayama and Mayaguez, in Puerto Rico. Three other Regional Areas were not studied due to the fact that they were under reorganization at the time of the study. The pre-test was done in San Juan.

Sixty-eight out of an original sample of eighty were interviewed. Out of these, thirty were client/elderly and thirty-eight were agency staff. These area agencies are funded under Title III of the Older Americans Act, as amended. They are under the organizational structure of the Department of Social Services as Area Agencies of the Gericulture Commission. Each area agency is mandated to implement a
structure of citizen participation in all phases of plan development and implementation.

Two schedules were developed for accumulation of data. They are elaborated under five main variables: social characteristics, knowledge of the organization and functioning of the Area Agency and its mandate, activities and actual participation, degree of satisfaction/dissatisfaction with patterns of interaction.

**Statistical and Computer Analysis**

For the analysis of this study computer data processing was utilized. In terms of statistical analysis frequency and percentage distribution was used to interpret data. Mean and median analysis was used when necessary. The nature of the study, descriptive survey-research, lends itself to this type of analysis. The five sets of variables were related to the study segments. This had the purpose of testing differences and similarities between both groups.

**Main Findings**

Findings are elaborated under three main analytical areas: social profile, participation profile, and decision-making.

**Social Profile**

The study findings indicate contrasting socio-economic characteristics of the main actors at Regional Area Agency Councils, namely the client/elderly and staff. (See Chapter IV).
The staff are a relatively significant younger group, mainly professionals or administrators, with higher education attainment and income. Staff are more likely to be urban in their background, and with a linear type of professional services experience.

Conversely, the client/elderly as a group, tend to have fixed incomes hovering around the poverty line, well within an "elderly" age cohort, with intermediate education at most, residing largely in rural surroundings.

It is within the matrix of these differential characteristics that the scenario of citizen participation is being enacted, as mandated in the Older Americans Act.

Within this socio-economic background, certain questions were raised, suggestive of the nature of the participatory form. Is the Regional Area Agency an open system permitting free and unrestrained deliberation in development planning/service delivery sources? What are "degrees of freedom" for the client/elderly in decision-making? What is the differential or common perception of both sets of actors of the nature of citizen participation? Do clients have an understanding of the provisions of the law, specially as regards their "citizen" participatory dispositions?

**Participation Profile**

The data indicate a low profile on the part of clients in key areas of agency operation. Agency staff, in their verbalized perceptions, note the need for "active and varied
participation" of elderly members, but all indications point to the contrary.

Client participatory patterns may be characterized as passive. It is interesting to note, in this connection, that clients do not have access to key information in the form of relevant reports. Without a steady flow of information and knowledge, how is it possible for clients to be other than passive in their interaction with agency staff?

The staff, in their own and clientele perceptions, are legitimated in what appears is their role as authoritative experts. What is apparent, extrapolated from the data, is the "licensing" by these experts to elderly/clients to meet in Council reunions in order to "be informed" verbally, to confirm decisions already taken, and to express needs of further services.

General perceptions are further indicative of participatory patterns. The elderly are interested in short-term objectives and the immediate gratification of needs, whereas the staff have interests in long-term needs, translated into long-term programs, budgeting, and effectiveness and efficiency of services delivery.

Decision-Making Profile

The data express a pattern of interaction as between superordinate and subordinate groups of staff and clientele. Staff are secure in the power and legitimacy of their role structure as key decision-makers, giving lip service to
common deliberations with the client/elderly in Councils as people who really should have an active role in decision-making.

Staff view their professional roles within a problem-solving context, although the systematic nature of their social planning efforts may be worthy of another study. Clientele, from their less dominant position, are content to express immediate needs and concomitant services.

The staff of the agency have not been challenged in the conduct of a planning and services enterprise, secure in their knowledge and expertise. Clients, although expressing dissatisfaction in their lack of participation of the Regional Plan, are content to accept the leadership of staff in decision-making phases of planning, implementation, feedback and evaluation.

Both group rank implementation, coordination and follow-up as main priorities, taking into account perceptual differences in time-frame. The staff people, possibly through the influence of the Gericulture Commissions, have been trained in the art of long-term planning.

The general atmosphere of interaction indicates a client group, willing to express their problem/service needs to a group of "experts" who are authorized to develop, plan, implement and evaluate.

Clientele have received limited orientation and information relative to the complexities of the federal mandate.
What has followed expresses a gap between the mandate and the operational reality. Clients are in a responding rather than a leadership role.

Thus, the exchange process reflects a minimal role of involvement of client members of the Area Agencies, with little or no innovation or initiative. Clients express a high degree of consensus and trust in the more superordinate and knowledgeable agency staff within the context of a government induced mandate for citizen participation.

**General Interpretation of Findings**

In Chapter V, the author noted, if only by implications, that the finding in the study tend to defy basic assumption of "citizen participation as a principal element in vital decision-making for effectiveness of programs and services delivery." Furthermore, data are not consonant with the assumption that citizen participation is a "systematic process set up for clients and decision officials, as a socio-democratic principle in a welfare state." And, indeed, the data lend credence to the Government of Puerto Rico stance of the need to enhance involvement of the marginal, non-participants in society.

In connection with the findings, Puerto Rican studies since the 1960's confirm the lack of adequate participation in Boards and Councils in a host of human services settings where citizen participation is mandated explicitly in federal programs.
The data of the present study indicate differences in ideological and hierarchical positions, differences in capacity and ability in sheer negotiations and dialogue, and paternalistic attitudes which tend to demean initiative and capacity of the client participant.

**Specific Participation Pattern**

Key to the interpretation of findings under the participation pattern are the low profile of clients in the face of staff dominance, lack of an information flow basic to decision-making, an enabling rather than advocacy role for clients, respect for staff authority and expertise, and an apparent deviation from the intent of the "democratic pattern" as defined generally in the federal mandate.

Wireman\(^1\) characterizes citizen participation as structured interaction influencing citizen participation. Results from the present study do not support this assumption.

Studies characterizing client members of citizen participation bodies as marginal, low in morale, and not impacting in relevant decision, tend to match findings of this study.\(^2\)

The lofty ideal of mobilization of unused resources through citizen participation bears little reality to actual evidence, either in developed parts of the world, or for the most part, in the Third World studies.
A Proposed Citizen Participation Strategy in Area Agency Settings in Puerto Rico (Early)

Having analyzed and interpreted the findings of a citizenship pattern in Puerto Rico, a proposed strategy of citizenship participation is outlined:

Guidelines:

Any strategy must be framed within the context of a legislative mandate (say, Title III, Older Americans Act). Provisions should be made for comment and review, specifically defined tasks in all phases of decision-making and planning, and for regularized monitoring and evaluation of citizen impact.

Desired outcomes should include arrangements for agreed on, contractually arranged roles and responsibilities for representative groupings of citizen/clients in the Area Councils. Provisions should be made explicit for regularized monitoring and feedback of interaction patterns of staff and clients, specially dealing with decision-making phases around planning and development.

Provisions should be included for intensive orientation and training by client/participants related to the substance of legislation, citizen participation provision, and all aspects of the development, planning and evaluation processes.

The basic assumptions of this exercise relate to a more significant and meaningful bi-partite relationship, than the monitoring and evaluation process. This must be contractually
arranged, reported and reviewed, and submitted to the Gericulture Commission as a fundamental part of Regional Agency operations.

**Recommendations for Future Research**

The following are some recommendations based on the study findings:

a- It is recommended that provision be made by the Gericulture Commission to replicate this study in greater depth, in order to further test, refine, and sharpen findings and concepts arising from this study.

b- Other agencies of government may wish to update in some depth the state of the Art, through rigorous research procedures, of mandated provisions for citizen participation.

c- The Commission may wish to set up a demonstration model for research, evaluation and public policy purposes, as delineated in this study.

d- The Commission may very well support future research to determine theoretical/empirical models and settings supportive of the concept and practice of citizen participation.

e- The Gericulture Commission may wish to reformulate provisions for citizen participation in more specific and operational terms suitable and adaptable to the exigencies of agency operations in the island of Puerto Rico.
Finally, it will be important to undertake research in the area of interest groups in Puerto Rico, and their impact on decision-making. It would be of great interest to the Puerto Rican reality to begin integrating positive concepts of interest groups dynamics for more specific guidelines for effective citizen participation strategies.
FOOTNOTES

CHAPTER VI


Carman S. García, Ph.D., "Estudio sobre Características, Ideas, Actitudes y Reacciones de los Residentes en las Areas de Pobreza de San Juan hacia su estado socio-économico, sus Programas y la manera como se solucionan," Programa Ciudad Modelo, Municipio de San Juan, 1976.
APPENDIX A

INTERVIEW SCHEDULES
Hoja de Consentimiento a Participar en el Estudio

Yo doy mi consentimiento a participar en el estudio titulado "Participación Ciudadana: Hacia un Modelo General de Planificación Social en el Área de los Servicios Humanos en Puerto Rico."

El propósito primordial y el procedimiento de investigación del estudio se me ha explicado. Este estudio está siendo realizado bajo la dirección y supervisión del Dr. Milton Rosner de Ohio State University, que está autorizado a usar los servicios de otras personas para llevar a cabo el mismo.

Tengo entendido que cualquier información adicional que solicite y esté relacionada al estudio será contestada. Entiendo que mi identidad no será revelada en ninguna publicación, documento, grabación, "video-tape," fotografía, información de computadora o en alguna otra forma relacionada a este estudio. Finalmente yo entiendo que estoy en libertad de retirar mi consentimiento y descontinuar mi participación en el estudio en cualquier momento previo a notificar al Director de Proyecto, Sra. Angie Varela.

Firma _________________________
Entrevistado

Fecha _________________________

Testigo-Entrevistados

Hora _________________________

a.m. p.m.

Investigador
I- SOCIAL PROFILE DATA

1- Name of Regional Area Agency (check one)
   __1- Aguadilla   __4- Caguas   __6- Guayama
   __2- Arecibo   __5- Carolina   __7- Mayaguez
   __3- Bayamón

2- Indicate position in Area Agency (check one)
   __1- President   __3- Secretary   __4- Treasurer
   __2- Vice President
   __5- Member

3- Indicate duration of membership in the Area Agency
   __________ months
   __________ years

4- Type of Agency (check one)
   __1- Government
   __2- Private

5- Gender (check one)
   __1- Male   __2- Female

6- Age (check one)
   __1- Less than 60 years
   __2- 60-65 years
   __3- 66-70 years
   __4- 71 years or over
Form "PC"

7- Marital Status (check one)
    ___1- Single     ___3- Widowed
    ___2- Married    ___4- Divorced
8- Citizenship (check one)
    ___1- American   ___2- Foreign
9- Resident of (check one)
    ___1- Urban Area  ___2- Rural Area
10- Indicate city (town) of residence__________________________
11- Education (check one)
    ___1- Elementary School    ___4- Vocational School
    ___2- Secondary School     ___5- University
    ___3- Intermediate School  ___6- Post-Graduate Study
12- Occupation (check one)
    ___1- Professional         ___3- Non-Professional
        (Skilled, Unskilled Worker, etc.)
    ___2- Para-Professional    ___
13- Income (check one)
    ___1- $0-99 monthly        ___4- $300-399
    ___2- $100-199             ___5- $400-499
    ___3- $200-299             ___6- $500 or over
14- Religion (check one)
    ___1- Roman Catholic       ___3- Other_____________________
    ___2- Protestant
15- Have you ever been a member of other committees or organized groups?
    ___1- Yes    ___2- No
16- If yes, in how many of them have you been sitting?
   Indicate: _______________________

17- Indicate the classification of the above-mentioned
groups
   ___1- Civic        ___3- Religious
   ___2- Political     ___4- Other (indicate)

II- KNOWLEDGE OF ORGANIZATION AND FUNCTIONING OF THE AREA
AGENCY AND THE ADMINISTRATIVE AREA AGENCY

18- Do you know the law which provides the organization of
the Area Agency on Aging for your region? (check one)
   ___1- Yes        ___2- No

19- If yes, can you tell me the Title of the Act? (check one)
   ___1- Older Americans Act
   ___2- Other (indicate)______________________________
   ___3- Don't know

20- In your opinion, what is citizen participation?_____

________________________________________________________________________
________________________________________________________________________

21- How is citizen participation developed in your Area
Agency?_____________________________________________________________________
________________________________________________________________________

22- How many members are included in your Area Agency?
Number of members_________
23- Do you know the objectives of your Area Agency?
   ___1- Yes    ___2- No

24- If yes, mention some of these objectives: _________________________
    _________________________
    _________________________

25- Do you know if the Area Agency has been evaluated?
   ___1- Yes    ___2- No

26- Do you know the objectives of the Administrative Area Agency in your Region?
   ___1- Yes    ___2- No

27- If yes, mention some of these objectives: _________________________
    _________________________
    _________________________

28- What are the services offered by the Administrative Area Agency?
    _________________________
    _________________________
    _________________________

29- Do you know the number of staff persons on the Administrative Area Agency?
   ___1- Yes    ___2- No

30- If yes, how many persons are on the staff of the Administrative Area Agency?
    Total _________________

31- Do you know the responsibilities of the personnel in the Administrative Area Agency?
   ___1- Yes    ___2- No

32- Do you know the budget of this office?
   ___1- Yes    ___2- No
33- If yes, what is the total of the budget?

Total________________

34- Do you know if the services offered by the Administrative Area Agency have been evaluated?

___1- Yes ___2- No

35- If they have been evaluated, please indicate on which services (check relevant items)

___1- Budget
___2- Productivity of personnel
___3- Responsibilities of personnel
___4- Measure of impact of objectives
___5- Number of services offered
___6- Number of beneficiaries
___7- Other (indicate)________________________________________

36- In your opinion, which are the five problems which most affect the elderly? Indicate a (1) for the most important and, successively, to (5):

___1- Alcoholism   ___7- Health Care
___2- Isolation     ___8- Unemployment
___3- Mental Health ___9- Recreation
___4- Housing       ___10- Nutrition
___5- Income        ___11- Transportation
___6- Home Care

37- In your opinion, are the actual services of the Administrative Area Agency directed to deal with the aforementioned problems?

___1- Yes ___2- No
38- If yes, are these services catering to the needs of the elderly? (check one)

1- In a limited way
2- Adequately
3- Considerably

III- ACTIVITIES AND ACTUAL PARTICIPATION

39- Indicate the tasks of your position in the Area Agency:

________________________________________________________________________
________________________________________________________________________
________________________________________________________________________

40- Did you perform additional tasks other than those of your position?

1- Yes  2- No  3- At times

41- If yes, or at times, indicate which were those additional tasks:

________________________________________________________________________
________________________________________________________________________
________________________________________________________________________

42- How do you feel about the attendance of citizen representatives in the Area Agency? (check one in each item):

1- Regular meetings
   1a- Scarce
   1b- Acceptable
   1c- Considerable
   1d- Don't know

2- Committee meetings
   2a- Scarce
   2b- Acceptable
   2c- Considerable
   2d- Don't know

3- Special meetings
   3a- Scarce
   3b- Acceptable
   3c- Considerable
   3d- Don't know
42. (Con't)

4- Other meetings (indicate)  
   ___4a- Scarce  
   ___4b- Acceptable  
   _____________  ___4c- Considerable  
   ___4d- Don't know

43- Indicate the number of committees that you participated in during the last year:

Number of committees ________________

44- Name the committees related to (43) above:

____________________________

45- What was the nature of your participation? (check one)

___1- Active participation

___2- Passive participation

Explain: ________________________________________________

____________________________

46- In the meetings, how attentive are the other members of the Area Agency to your opinions? (check one)

___1- They are not attentive

___2- They are attentive at times

___3- They are always attentive

47- In the meetings, how do you get along with the other members? (check one)

___1- I do not get along well

___2- At times, I get along well

___3- I always get along well
48- Do you have the opportunity to react to positions or considerations of others? (check one)

___1- I am not able to react
___2- At times, I am able to react
___3- I always react

49- Do you contribute in the meetings? (check one)

___1- Yes ___2- No ___3- At times

50- In the meetings, do you contribute the same as other members? (check one)

___1- Yes ___2- No ___3- At times

51- Did you believe your contribution was considered? (check one)

___1- Yes ___2- No ___3- At times

52- How do you believe the other members of the Area Agency interact with one another? (check one)

___1- They do not interact well
___2- At times, they interact well
___3- They always interact well

53- Do you participate in decision-making? (check one)

___1- Yes ___3- At times (explain)

___2- No

54- If yes, or at times, how informed are you for decision-making?

___1- Partially informed
___2- Completely informed
55- Indicate if you receive the following:

___1- Proposals
    ___1a- Yes  ___1b- No  ___1c- At times

___2- Monthly Service Reports
    ___2a- Yes  ___2b- No  ___2c- At times

___3- Monitoring Reports
    ___3a- Yes  ___3b- No  ___3c- At times

___4- Evaluation Reports
    ___4a- Yes  ___4b- No  ___4c- At times

___5- Other (please indicate)

56- If yes, or at times, how do you receive them? (check one)

___1- Monthly

___2- Annually

___3- Other (indicate)

57- Did you participate in the preparation of the above-mentioned reports? (check one)

___1- Yes  ___2- No  ___3- At times

58- If yes, or at times, please indicate:

___1- Proposals

___2- Monthly Service Reports

___3- Monitoring Reports

___4- Evaluation Reports

___5- Other (please indicate)
IV- DEGREE OF SATISFACTION/DISSATISFACTION IN PARTICIPATION

59- Did you participate in the preparation of the regional plan of work? (check one)

___1- Yes  ___2- No  ___3- At times

Explain:_____________________________________________________________________

____________________________________________________________________________

60- If yes, or at times, how do you relate your participation to this phase? (check one)

___1- Dissatisfied

___2- Satisfied

___3- Greatly satisfied

61- Did you participate in the preparation of proposals? (check one)

___1- Yes  ___2- No  ___3- At times

Explain:_____________________________________________________________________

____________________________________________________________________________

62- If yes, or at times, how do you relate your participation to this phase? (check one)

___1- Dissatisfied

___2- Satisfied

___3- Greatly satisfied

63- Did you participate in the implementation of services of the Administrative Area Agency? (check one)

___1- Yes  ___2- No  ___3- At times

Explain:_____________________________________________________________________

____________________________________________________________________________
64- If yes, or at times, how do you relate your participation to this phase? (check one)

1- Dissatisfied

2- Satisfied

3- Greatly satisfied

65- Did you participate in the coordination or follow-up of the operation of the Administrative Area Agency? (check one)

1- Yes

2- No

3- At times

Explain: _______________________________________________________


66- If yes, or at times, how do you relate your participation to this phase? (check one)

1- Dissatisfied

2- Satisfied

3- Greatly satisfied

67- Did you participate in the evaluation of the Administration Area Agency? (check one)

1- Yes

2- No

3- At times

Explain: _______________________________________________________


68- If yes, or at times, how do you relate your participation to this phase? (check one)

1- Dissatisfied

2- Satisfied

3- Greatly satisfied
V- IMPORTANCE OF PARTICIPATION

69- How important is citizen participation in preparation of the annual regional work plan? (check one)

___1- Not important
___2- Of little importance
___3- Important
___4- Very important
Explain: _______________________________________________________

70- How important is citizen participation in the process of preparation of proposals? (check one)

___1- Not important
___2- Of little importance
___3- Important
___4- Very important
Explain: _______________________________________________________

71- How important is citizen participation in the implementation of services of the Administrative Area Agency? (check one)

___1- Not important
___2- Of little importance
___3- Important
___4- Very important
Explain: _______________________________________________________
72- How important is citizen participation in the coordination and follow-up of the operation of Administrative Area Agency services? (check one)

___ 1- Not important
___ 2- Of little importance
___ 3- Important
___ 4- Very important

Explain: __________________________

73- How important is citizen participation in the evaluation of the Administrative Area Agency? (check one)

___ 1- Not important
___ 2- Of little importance
___ 3- Important
___ 4- Very important

Explain: __________________________

74- In what order and priority do you consider citizen participation in the following phases? Indicate with No. 1 as the most important and successively to No. 5:

___ 1- Preparation of annual regional plans
___ 2- Process of preparing proposals
___ 3- Implementation of services of the Administrative Area Agency
___ 4- Coordination and/or follow-up of operations of the Administrative Area Agency
___ 5- Evaluation of services, Administrative Area Agency
VI- OTHER OBSERVATIONS IMPORTANT TO THE PURPOSES OF THE STUDY

__________________________

__________________________

__________________________

__________________________

__________________________

__________________________

__________________________

__________________________

__________________________

__________________________

__________________________

__________________________

__________________________

__________________________

Signature of Interviewer
THE OHIO STATE UNIVERSITY

CITIZEN PARTICIPATION STUDY

Form "PA"
(For Agency Representatives)

Date _____________________ Code #: Interviewer

Code #: Respondent

I- SOCIAL PROFILE DATA

1- Name of Regional Area Agency on Aging (check one)
   ___1- Aguadilla  ___4- Caguas  ___6- Guayama
   ___2- Arecibo  ___5- Carolina  ___7- Mayaguez
   ___3- Bayamón

2- Agency Official (check one)
   ___1- Staff of Administrative Area Agency
   ___2- Representative of Area Agency on Aging

3- Type of Agency (check one)
   ___1- Government
   ___2- Private

4- Position in Agency

   4a- If employed in Administrative Area Agency, please indicate (check one)

      ___1- Director of Administrative Area Agency on Aging
      ___2- Planner
      ___3- Evaluator or Program Analyst
      ___4- Supervisor
      ___5- Other (indicate) ________________________________
Form "PA"

4b- If representative of Area Agency, indicate which Agency (check one)

___1- Department of Housing ___4- Department of Social Services
___2- Department of Labor ___5- Other (indicate)
___3- Department of Health

5- If you have answered (4b), please indicate position (check one)

___1- President ___3- Secretary ___5- Member
___2- Vice President ___4- Treasurer

6- Indicate duration of membership in the Area Agency

___1- months
___2- years

7- Gender (check one)

___1- Male ___2- Female

8- Age (check one)

___1- 20-30 years ___3- 41-50 ___5- 61 or over
___2- 31-40 ___4- 51-60

9- Marital Status (check one)

___1- Single ___3- Widowed
___2- Married ___4- Divorced

10- Citizenship (check one)

___1- American ___2- Foreign

11- Resident of (check one)

___1- Urban area ___2- Rural area

12- Indicate city (town) of residence_______________________
13- Education (check one)
   __1- Elementary School  __4- Vocational School
   __2- Secondary School  __5- University
   __3- Intermediate School  __6- Post-Graduate Study
14- Occupation (check one)
   __1- Professional  __3- Non-Professional
   __2- Para-Professional (Skilled, Unskilled Worker, etc.)
15- Religion (check one)
   __1- Roman Catholic  __3- Other __________________
   __2- Protestant

II- KNOWLEDGE OF ORGANIZATION AND FUNCTIONING OF THE AREA
    AGENCY AND THE ADMINISTRATIVE AREA AGENCY

16- Do you know the law which provides the organization of the Area Agency on Aging for your region? (check one)
   __1- Yes  __2- No
17- If yes, can you tell me the Title of the Act? (check one)
   __1- Older Americans Act
   __2- Other (indicate) ______________________________________
   __3- Don't know
18- In your opinion, what is citizen participation?
    __________________________________________________________
    __________________________________________________________
    __________________________________________________________
19- How is citizen participation developed in your Area Agency?

________________________________________________________________________
________________________________________________________________________

20- How many members are included in your Area Agency?

Number of members ________

21- Do you know the objectives of your Area Agency? (check one)

   1- Yes       2- No

22- If yes, mention some of these objectives _______________

________________________________________________________________________
________________________________________________________________________

23- Do you know if the Area Agency has been evaluated? (check one)

   1- Yes       2- No

24- Do you know the objectives of the Administrative Area Agency in your Region? (check one)

   1- Yes       2- No

25- If yes, mention some of these objectives _______________

________________________________________________________________________
________________________________________________________________________

26- What are the services offered by the Administrative Area Agency?

________________________________________________________________________
________________________________________________________________________
Form "PA"

27- Do you know the number of staff persons on the Administrative Area Agency? (check one)

____1- Yes  ____2- No

28- If yes, how many persons are on the staff of the Administrative Area Agency?

Total

29- Do you know the responsibilities of the personnel in the Administrative Area Agency? (check one)

____1- Yes  ____2- No

30- Do you know the budget of this office? (check one)

____1- Yes  ____2- No

31- If yes, what is the total of the budget?

Total

32- Do you know if the services offered by the Administrative Area Agency have been evaluated? (check one)

____1- Yes  ____2- No

33- If they have been evaluated, please indicate on which services (check relevant items)

____1- Budget

____2- Productivity of personnel

____3- Responsibilities of personnel

____4- Measure of impact of objectives

____5- Number of services offered

____6- Number of beneficiaries

____7- Other (indicate)__________________________________________

__________________________________________
34- In your opinion, which are the five problems which most affect the elderly? Indicate a (1) for the most important and, successively, to (5)

_1- Alcoholism
_2- Isolation
_3- Mental Health
_4- Housing
_5- Income
_6- Home Care
_7- Health Care
_8- Unemployment
_9- Recreation
_10- Nutrition
_11- Transportation

35- In your opinion, are the actual services of the Administrative Area Agency directed to deal with the aforementioned problems? (check one)

_1- Yes
_2- No

36- If yes, are these services catering to the needs of the elderly? (check one)

_1- In a limited way
_2- Adequately
_3- Considerably

III- Activities and Actual Participation

37- How do you feel about the attendance of citizen representatives in the Area Agency? (check one in each item)

1- Regular meetings
   _la- Scarce
   _lb- Acceptable
   _lc- Considerable
   _ld- Don't know
<table>
<thead>
<tr>
<th>Meetings</th>
<th>Option A</th>
<th>Option B</th>
<th>Option C</th>
<th>Option D</th>
</tr>
</thead>
<tbody>
<tr>
<td>2- Committee</td>
<td>Scarce</td>
<td>Acceptable</td>
<td>Considerable</td>
<td>Don't know</td>
</tr>
<tr>
<td>Meetings</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3- Special</td>
<td>Scarce</td>
<td>Acceptable</td>
<td>Considerable</td>
<td>Don't know</td>
</tr>
<tr>
<td>Meetings</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4- Other meetings</td>
<td>Scarce</td>
<td>Acceptable</td>
<td>Considerable</td>
<td>Don't know</td>
</tr>
<tr>
<td>(indicate)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

38- What is the nature of the participation of community representatives in the meetings? (check one)

1- Active participation
2- Passive participation
3- Don't know

Explain ____________________________________________________________

39- In these meetings, how attentive are the (citizen) representatives? (check one)

1- They are not attentive
2- They are attentive at times
3- They are always attentive
4- Don't know
40. In the meetings, how do they get along with each other? (check one)
   __1- They do not get along well
   __2- At times, they get along well
   __3- They always get along well
   __4- Don't know

41. Do you believe that community representatives have an opportunity to react to positions or considerations of others? (check one)
   __1- They are not able to react
   __2- At times, they react
   __3- They always react
   __4- Don't know

42. Do you think they contributed in the meetings? (check one)
   __1- Yes
   __2- No
   __3- At times
   __4- Don't know

43. If yes or at times, how do you think the representatives assessed their contributions? (check one)
   __1- With little care
   __2- Carefully
   __3- Very carefully
   __4- Don't know

44. How do you believe the representatives of the community interacted with one another? (check one)
   __1- They did not interact well
   __2- At times, they interacted well
   __3- They always interacted well
   __4- Don't know

45. Do you think that representatives of the community participated in decision-making? (check one)
   __1- Yes
   __2- No
   __3- At times (explain)
   __4- Don't know
46- If yes, or you answered at times, how informed were the representatives of the community who participated in decision-making? (check one)

1- Partially informed
2- Completely informed

47- Did community representatives take part in the following (check one for each item)

1- Proposals
   1a- Yes   1b- No   1c- Don't know

2- Monthly Service Reports
   2a- Yes   2b- No   2c- Don't know

3- Monitoring Reports
   3a- Yes   3b- No   3c- Don't know

4- Evaluation Reports
   4a- Yes   4b- No   4c- Don't know

5- Other (please indicate) ________________________________
   ___________________________________________________
   ___________________________________________________

IV- DEGREE OF SATISFACTION/DISSATISFACTION IN PARTICIPATION

48- Did community representatives participate in the preparation of the regional plan of work? (check one)

1- Yes
2- No
3- At times
4- Don't know

Explain__________________________________________________
   ___________________________________________________

49- If yes, or if you answered at times, how do you believe representatives of the community reacted to this phase? (check one)

1- Dissatisfied
2- Satisfied
3- Greatly satisfied
50- Do community representatives participate in preparation of proposals? (check one)

1- Yes  3- At times

2- No  4- Don't know

Explain

51- If yes, or if you answered at times, how do you believe the community representatives felt in relation to (50)? (check one)

1- Dissatisfied

2- Satisfied

3- Greatly satisfied

52- Do community representatives participate in implementation of services of the Administrative Area Agency? (check one)

1- Yes  3- At times

2- No  4- Don't know

53- If yes, or at times, how do you think community representatives felt in relation to (52) above? (check one)

1- Dissatisfied

2- Satisfied

3- Greatly satisfied

54- Do community representatives participate in coordination or follow-up of the operation of the Administrative Area Agency? (check one)

1- Yes  3- At times

2- No  4- Don't know

Explain
55- If yes, or at times, how do you think the community representatives felt in relation to (54) above? (check one)

___1- Dissatisfied
___2- Satisfied
___3- Greatly satisfied

56- Do representatives participate in the evaluation of the Administrative Area Agency services? (check one)

___1- Yes
___2- No
___3- At times
___4- Don't know

Explain________________________________________

57- If yes, or at times, how do you think representatives felt in relation to this phase (56)? (check one)

___1- Dissatisfied
___2- Satisfied
___3- Greatly satisfied

V- IMPORTANCE OF PARTICIPATION

58- How important do you think representatives of the community consider participation in preparation of the annual regional work plan? (check one)

___1- Not important
___2- Of little importance
___3- Important
___4- Very important

Explain________________________________________
59- How important do you think representatives of the community consider participation in the process of preparation of proposals? (check one)

1- Not important
2- Of little importance
3- Important
4- Very important

Explain ______________________________________________________

60- How important do you think representatives of the community consider participation in the implementation of services of the Administrative Area Agency? (check one)

1- Not important
2- Of little importance
3- Important
4- Very important

Explain ______________________________________________________

61- How important do you think the representatives consider their participation in coordination and follow-up of the operations of the Administrative Area Agency services? (check one)

1- Not important
2- Of little importance
3- Important
4- Very important

Explain ______________________________________________________
62- How important do you think representatives consider their participation in the evaluation of the Administrative Area Agency? (check one)

___1- Not important
___2- Of little importance
___3- Important
___4- Very important

Explain _________________________________________________________

63- In what order and priority do representatives of the community consider participation in the following phases? Indicate with No. 1 as the most important and successively, to (5)

___1- Preparation of annual regional plans
___2- Process of preparing proposals
___3- Implementation of services of the Administrative Area Agency
___4- Coordination and/or follow-up of operations of the Administrative Area Agency
___5- Evaluation of services, Administrative Area Agency
VI- OTHER OBSERVATIONS IMPORTANT TO THE PURPOSES OF THE STUDY


APPENDIX B

INSTRUCTIONS TO INTERVIEWERS
Instructions to Interviewers

This study has two questionnaires or instruments: for "Citizen Participants" (PC) and "Agency Staff" (PA). The first instrument (PC) attempts to collect data relative to the group of elderly participants. The second instrument (PA) should gather information from agency staff.

The primary purpose of the study is to describe citizen participation in one program in Puerto Rico, using as a point of reference the provisions of Title III of the Older Americans Act and amendments of 1978. The desired outcome is to describe a pattern of decision-making between the elderly members of Area Agencies on Aging and officials who administer programs and services to improve socio-economic conditions for the aged. The study should assist agencies and groups concerned to make recommendations and observations on the pattern of citizen participation.

None of the instruments will be identified by name and confidentiality of information will be guaranteed. Questionnaires pre-coded will be used.
The interviewer should:

a- Identify and solicit the collaboration of the respondent, explaining the purpose of the study, urging cooperation, explaining confidentiality, and noting that the study is part of a doctoral program at the Ohio State University.

b- If there are negative responses, please indicate as such in the questionnaires.

c- The interviewer should not suggest nor pressure for responses. In each case the instrument is to be administered to the elderly, these have a tendency to speak at length, but rapport is to be maintained. A good technique is to interrupt, saying "later, we can converse on this subject, but for the present I suggest that. . . .," and repeat the question.

We should say to the respondent:

We are part of a study of The Ohio State University to determine patterns of participation of the elderly in Area Agencies for the Aging in selected regions of the island of Puerto Rico. You have been selected as part of a representative group of agencies and Area Agency committees. We would be pleased to gain your cooperation in answering questions related to your needs.

The information gathered will be of high utility in improving participation in decisions which affect programs and
services for the elderly. Information will be kept confidential, in conformity with basic principles of a scientific investigation.

FORMS FOR CITIZEN PARTICIPATION (PC) AND FOR AGENCY REPRESENTATIVES (PA)

These forms comprise six parts. The first five correspond to the five variables in the study. The last part is for the relevant observations of the interviewer where the context of the study so demands.

1- Face-Sheet (Identification) Data:
Should describe the social profile of the respondent.

2- Knowledge of the Program:
This section provides information on the extent of knowledge of the legislation, objectives, components and elements of programs and services of low-income elderly.

3- Activities and Actual Participation:
In this section, aside from information on actual participation of respondents, information is gathered on perceptions of the degree of involvement of representative members of Area Aging Committees. In the Form (PC), respondents should offer judgments on their particular situation. In the Form (PA) respondents grade the participation of the elderly in Area Agencies.
This part of the questionnaire refers to an evaluation of the degree of satisfaction/dissatisfaction in the decision-making process.

For purposes of this study, decision-making is divided into the following phases:

a- **Public Policy**: is the formulation of the regional plan or work plan mandated by the Federal Government of the Gericulture Commission (State Office for Aging).

b- **Planning**: is the technical process of formulating objectives, goals, purposes and programs of services. The final outcome of this process is the annual proposal of services and programs for the elderly.

c- **Implementation**: is the process of executing and administering services according to objectives promulgated in the program formulation.

d- **Feedback**: is the phase of systematic flow of information as an on-going process. Feedback systems monitor progress of service delivery on a regularized basis. The final purpose is to achieve coordination or follow-up of the operational phase of the Administrative office of the Area Agency.

e- **Evaluation**: is the process of measuring results of program/service deliver impact as related to basic goals and objectives.
5- Importance of Participation

In this section respondents register importance and extent of participation.

In the Form (PC) the question is asked directly, in Form (PA) respondents are asked what they consider to be important and their ranking of elements of participation of representatives of Area Agencies.

SAMPLE PLAN

A total of eighty persons are to be interviewed for the study. Forty of them are older persons (sixty years or over) part of a selected Regional Area Agency on Aging. The other forty are Agency Staff. Twenty of the latter are actual representatives of Government agencies including municipal or city employees. The remaining twenty agency staff officials are the personnel of the Administrative Office of Area Agencies. The subjects to be interviewed had to be part of, or be employed by, the Area Agency Committees for no less than six months at the time of the study.

The Area Agencies or Agency selected for the study are: Aguadilla, Arecibo, Bayamón, Caguas, Carolina, Guayama, and Mayaguez.

All the persons representing the elderly are to be interviewed from the selected Area Agency. The second choice would be his or her delegate. In terms of the Agency staff the selection is at random. They are to be chosen according to an orderly numerical order (1, 2, etc.) of the listed names
for Agency representatives, in each official Regional Plan. This will relate to the agency and city representatives of Area Agencies. The Agency Staff to be interviewed from each administrative office of the Area Agencies are four employees. These will include the executive director, accountant, inter-agency coordinator and secretary.
APPENDIX C

LETTERS OF AUTHORIZATION FROM AGENCY
13 de junio de 1980

Sra. Angie Varela
P.O. Box 750
San Juan, Puerto Rico

Estimada señora Varela:

Nos place comunicarle que ha sido aceptada su solicitud para realizar un estudio relacionado con la participación ciudadana dentro del contexto de los programas federales y la problemática de nuestros ciudadanos envejecientes.

Esta autorización está condicionada a que los resultados del estudio no sean usados para otros fines que no sean los de obtener el grado de doctor en Trabajo Social. Además deberá enviarnos tres copias del informe final.

Le deseo éxito en sus estudios.

Cordialmente,

Judith Porrata-Doria De Cajigas
Sub-Secretaria
11 de junio de 1980

Dra. Wanda Orriols
Secretaria Auxiliar
Planificación y
Desarrollo
Servicios Sociales
Santurce, Puerto Rico

Estimada señora Orriols:

Según su petición en su carta fechada el 9 de junio de 1980, me reuní con la señora Angie Varela. Al dialogar sobre su interés en preparar su Tesis en el área de participación ciudadana en los programas de envejecientes que la Comisión otorga fondos, consideré que la señora Noemí Rivera de Montañez, Directora de la División de Adiestramiento y Coordinadora de Universidades de esta Oficina, la Directora de Programas de Gerontología y mi ayudante, la señorita Blanca R. Machín, participaran en esto. Se determinó una próxima reunión para planificar el programa de trabajo que realizará el respecto del estudio que llevará a cabo.

Estoy segura que, tanto mis compañeras como la que suscribe, ayudaremos a la señora Varela a lograr sus objetivos. Conocemos que los resultados de dicho estudio redundarán en gran beneficio tanto para la Comisión como para la señora Varela.

Siempre a sus órdenes

Cordialmente,

Alicia Ramírez Suárez
Directora Ejecutiva

cc: Sra. Angie Varela
Comisión Puertorriqueña de Gericultura  
Apartado 11398  
Santurce, Puerto Rico  

CPG- CGR- BRM- 80-18  
23 de junio de 1980  

COMUNICACION:  

A : Presidentes de los Comités Gerícolas Regionales  
De : Alicia Ramírez Suárez  
Directora Ejecutiva  
Asunto : VISITA DE LA SEÑORA ANGIE VARELA, ESTUDIANTE DE LA UNIVERSIDAD DE OHIO STATE A COMITES GERÍCOLAS REGIONALES  

Mediante ésta, deseo comunicarles que la señora Angie Varela, estudiante de la Universidad de Ohio State, está preparando su tesis sobre Participación Ciudadana. Nos ha manifestado ella su interés en que se le permita estar presente en el lugar donde se lleven a cabo las reuniones de los Comités Gerícolas Regionales para, luego de terminadas las mismas, proceder a entrevistar los ciudadanos de mayor edad del Comité Gerícola. Debe ella recopilar información de por lo menos 40 personas de mayor edad, representantes de todas las regiones.

A estos efectos, le hemos informado a la señora Varela las fechas programadas por algunos Comités Gerícolas Regionales para llevar a cabo la próxima reunión para que ella realice la visita a los fines antes expuestos. Le acompañará, posiblemente, la señora Annie Colombani a estas reuniones o, si no, ésta última les visitará en otra ocasión.

Confío en que habrán de ofrecer a la señora Varela la colaboración que siempre nos han brindado en todos nuestros asuntos.

BRM/nc  

cc: Directores Oficinas Gerícolas Regionales  
    Sra. Angélica Font de Ortíz  
    Directora de Programas  
    Sra. Angie Varela  

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Interview with Ms. Alicia Ramírez, Executive Director of the Gericulture Commission, Department of Social Services. June 9, 1980.