

TRANSPORTATION AND THE ELDERLY: PROBLEMS AND PROGRESS

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SPECIAL COMMITTEE ON AGING
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Transportation and the Elderly: Problems and Progress

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TRANSPORTATION AND THE ELDERLY: PROBLEMS AND PROGRESS

THURSDAY, FEBRUARY 28, 1974

U.S. SENATE,
SPECIAL COMMITTEE ON AGING,
Washington, D.C.

The committee met, pursuant to recess, in room 1318, Dirksen Office Building, Hon. Lawton Chiles, presiding.

Present: Senator Chiles, Stafford, and Clark.

Also present: William E. Oriol, staff director; George Cronin, professional staff member; John Guy Miller, minority staff director; Margaret Fayé, minority professional staff member; Gerald Strickler, printing assistant; Patricia Oriol, chief clerk; Yvonne McCoy, assistant chief clerk; and Kay Thomas, clerk.

OPENING STATEMENT BY SENATOR LAWTON CHILES, PRESIDING

Senator CHILES. The committee will come to order.

Today we begin the final day of our hearing on "Transportation and the Elderly: Problems and Progress." I would like to welcome my colleague, Senator Clark, who will have a few words about the subject. I would also like to welcome Dennis Bakke of the Federal Energy Office. We had been told that John Sawhill would represent FEO, but it is my understanding that he has been called out of town.

Today we are also scheduled to hear from Dr. Arthur Flemming of the Administration on Aging; Alvin Arnett, Director of the Office of Economic Opportunity; Benjamin Davis, Assistant Secretary for Environment, Safety and Consumer Affairs, Department of Transportation.

We have already heard from representatives from across the country. One of the common threads throughout their testimony has been the impact of the energy crisis on our older Americans. Individuals who have in the past volunteered to provide transportation for the elderly, for example, are no longer able to provide this service because of the increased cost of gasoline and long waiting lines.

The elderly are being affected in other ways: Meals-on-Wheels programs are being threatened with termination. The nutrition program is being curtailed because of lack of fuel.

Health services are not being provided. I think it is a sad commentary that to the best of my knowledge no one representing the Federal Energy Office was present during this hearing. I hope that

the testimony of FEO will express a sense of concern that has not been shown prior to today.

Many other issues are of concern.

We heard of some programs that were meeting the needs of the elderly, but more often we heard of lack of transportation.

FEDERAL APPROACH FRAGMENTED, LIMITED

In addition, the Federal approach has been described as fragmented and limited in scope. One witness from Florida described it as follows:

The local social service agencies with transportation elements as part of their program receive direct or indirect funding from various federal sources.

HEW, HUD, and OEO have all been involved in the funding and/or planning of social service-related transportation programs. They have all established different guidelines with differing eligibility and operating restrictions.

In many instances the State agencies acting as the conduits of Federal funds have established overlapping guidelines and requirements. What's more, these Federal and State guidelines have been in a constant state of flux.

The transit manager who gave that statement asked a very important question: "How can a transportation system have competent operation under such fragmented, chaotic conditions?"

The hearing has also asked another vital question: Who is to coordinate the Federal Government's response to the mobility needs of older Americans?

The Department of Transportation has had certain responsibilities over the years. Have they met these responsibilities with action?

The Administration on Aging has a number of programs that are related to the transportation problems of the elderly. All too often these programs have been short term in nature and only demonstrated some notion or theory. After the end of the demonstration, the elderly are left with the same problems, or worse, that they had before the demonstration.

I feel that the Federal agencies involved in problems that are here today should make a commitment—and a commitment to the people—a commitment to Congress—and hopefully a commitment to each other to advance the actions needed to solve the mobility problems of older Americans.

Finally, I hope the administration witnesses will address some of my concerns about the unified transportation assistance program, in particular section 154 which would amend many of the key provisions of the Urban Mass Transportation Act.

In a letter to Secretary Brinegar of the Department of Transportation, dated February 25, I asked certain questions about this proposal, and I will repeat those questions later this morning.

Senator Clark, we know of your concern in this area, and we are delighted to have you here to testify before us today.

STATEMENT BY SENATOR DICK CLARK OF IOWA

Senator CLARK. Thank you very much.

Mr. Chairman, I would like to congratulate you and the committee for holding these hearings.

Transportation for the elderly is a vital topic. I have spent about 30 of the last 60 days in Iowa speaking, listening, and meeting with a great number of elderly groups, and during that time, one of your staff members came out to our State. I know of no topic in which there is more interest than the question of transportation—how elderly people are going to get where they have to go. We have a very high percentage of elderly citizens; second, in fact, only to your home State of Florida. Indeed, it is a very significant topic, and we are particularly happy that you have taken an interest in it.

The lack of energy and the resulting lack of transportation is a nationwide problem, affecting all citizens in every kind of community—urban, suburban, and rural. But for today, I would like to concentrate on the rural population, and especially, the rural elderly.

For them, the consequences of a gasoline shortage is more than just an inconvenience. Because they are older and live in rural areas, many were cut off from the mainstream of society even before the energy emergency.

They have to depend upon relatives, neighbors, or friends to take them where they wish to go. With gasoline so limited, the loneliness and immobility which they already must endure could be compounded.

RURAL CITIZENS DEPEND ON AUTOMOBILE

At least so far, the energy problem in Iowa has not been as severe as it has been in other parts of the country. However, the threat to the well-being of rural Iowa, and the well-being of the rural communities throughout this country, is alarming. Alternate forms of transportation are often available in larger cities and towns, but rural citizens have to depend upon the private automobile as the sole means of transportation.

There are few buses, trains, and subways in rural areas. And that means that the gasoline shortage will have a more profound impact on rural areas than in cities—where alternatives to private cars are often available, and vital facilities and services are more accessible.

Rural areas tend to have a disproportionately large elderly population. In Iowa, for example, the proportion over 65 in rural areas is increasing so that soon one out of every five people will be 65 or older. And, older people tend to have less income with less ability to pay for gas, insurance and a car.

The Bureau of Labor Statistics' intermediate budget for a retired couple cites transportation as the third largest expenditure for the elderly.

Only food and housing take up more income. For those who can afford an automobile, health problems often prevent them from driving. Studies in several States show that a significant proportion of those over 65 aren't licensed drivers.

As a Florida report noted:

89 percent of the eligible population of driving age were licensed to drive an automobile, yet 48 percent of those 65 years and over, and 61 percent of those 75 years and over were not licensed to operate an automobile . . .

It is fair to say that in order for elderly citizens to maintain a fair and reasonable degree of mobility, they must have public transportation.

Congress recognized long ago that older people should be provided adequate transportation to enable them to participate fully in society. Some money has been appropriated for just this purpose, and several major bills have been passed to meet the needs of the elderly, both in rural and urban areas. Yet we have not had any significant effect in providing transportation to America's rural elderly.

Section 147 of the Older Americans Act and the Federal-Aid Highway Act, otherwise known as the Rural Highway Public Transportation Demonstration Program, became law last August. It mandated the Department of Transportation to develop, improve and find ways to use public mass transportation within rural areas.

This initiative demonstrated the congressional interest and dedication in this area. However, little has been done to promote this program. Recently, the Federal Highway Administration has been designated as the agency responsible for administering this section, and hopefully it will generate the action that has been missing.

Section 412 of the Older Americans Comprehensive Services Amendments of 1973 became law in May of 1973, and it is known as the "Special Study and Demonstration Projects on the Transportation Problems of Older Americans." It provides for a study and survey of community transportation systems and research and demonstration projects. Section 412 could provide elderly people with special transportation projects as well as direct payments to enable them to obtain transportation services. It is unfortunate, however, that the administration has not requested funding for his section for fiscal year 1975.

SEATS PROGRAM SUCCESSFUL

The Federal Government can and does have a valuable role in providing transportation to elderly citizens. There's an excellent example of this in Cedar Rapids, Iowa, where Federal money made available through title III of the Older Americans Act has helped the Kirkwood Area Agency on Aging establish a program known as SEATS. It provides transportation to rural elderly people for a minimal charge. While the success of this program has not been proved yet, the potential for success is surely there.

Mr. Chairman, when we look at the full impact of the overwhelming shortage of transportation programs and growing threat of disruption from a gasoline shortage in rural areas, there can be little doubt that we are dealing with a staggering problem.

While there is a great deal of interest in this complex area, we have not seen many concrete results.

I know that the hearings which you are conducting will provide the Congress and the public with the kind of information which is so necessary if we are going to move toward a solution of the transportation and the energy problems this year.

I hope that representatives of the executive branch who will be following me today can provide some of the answers—especially

in regard to programs already passed and authorized by the Congress. For, in order to develop and coordinate a comprehensive transportation policy and program, in rural areas and for the elderly, the cooperation of the Congress, the executive branch, the States, along with private industry, is imperative.

Thank you. It was a pleasure to appear before the committee this morning.

Senator CHILES. Senator Clark, we are delighted to have your testimony, and to have you appear.

It is my understanding that you have given considerable attention to this problem since coming to the Senate. You have held a series of hearings and meetings, have you not, in your State, with the elderly on their problems?

Senator CLARK. Yes, in fact, in February we met with several elderly groups—people who were involved in congregate meal programs—and ate with them, and we had open question and answer sessions. It is from those meetings, as well as several others, that one can begin to see the enormous importance of transportation.

Many of the people we met with live in small towns, all over the State, and they have no way in the world of getting to the doctor, getting to hospitals, getting to drugstores, getting to grocery stores, except by private car, and most of them do not have cars.

ELDERLY CANNOT GET TO PROGRAMS

Senator CHILES. That is the same kind of information that continues to come to me. You begin to realize that we might as well not say we are making certain programs available to the elderly, because they cannot get to those programs. It is almost a lipservice to say that there are such things as clinics, services, meals, and many of these other things.

Senator CLARK. You are precisely right.

Senator CHILES. I noticed that you were speaking about the Federal Highway Administration. In your opinion, should they seek active cooperation, perhaps even a formal agreement with other Federal agencies, in order to carry out the mandate to find and improve public transportation in rural areas?

Senator CLARK. I would certainly think so. I think now that they are charged with implementing the various programs passed by Congress, that it will be their responsibility to coordinate agencies of Government to try to achieve success.

If they do not, concrete results will not occur. It is ridiculous for us to go out to these meetings in our States and talk to elderly groups, and to tell them we have section 147 that does this and does that, because they see no results of such programs. However, there is one transportation project in Cedar Rapids, Iowa, where they do have several minibuses serving rural areas. But, for us to go out and tell our constituents that we have these programs passed in the Congress is ludicrous.

It is meaningless to talk about congressional programs if we are not going to implement them.

Senator CHILES. I think that is exactly right. Just the language, as important as it was in the Biaggi amendment, and other initiatives, where Congress has tried to speak to the program, indicating what public policy of this country should be, appears to be getting very little results. I guess it really shows there is no way you can pass something like that, and pretend there is going to be some implementation. You were talking about what had been done, or what little has been done.

One thing has been done, and I would like to show you a copy of "Transportation for the Elderly and Handicapped," a study authorized by the Department of Transportation, done with a consulting group.

I think this is one of the ways they are carrying out the Biaggi amendment.

I wonder if you notice any significance in the picture on the cover of that study. It looks like a Dickens character who is carrying a handful of canes, and I do not know whether it is Freudian, or just prophetic, but it certainly seems to indicate to me really what the policy has been.

I hope the record can reflect a picture of the Dickens character with his handful of walking sticks, because it appears to be the kind of bandaid we are placing on this problem right now. I would not be surprised to find that somewhere we are issuing some walking sticks, one of the ways of trying to meet the problem.

*Transportation
for the
Elderly &
Handicapped*



Senator, we thank you very much for your appearance and your testimony today.

Senator CLARK. Thank you very much. I appreciate being here.

Senator CHILES. Our next witness is Dennis Bakke, Executive Assistant to the Deputy Administrator, Federal Energy Office, and he is accompanied by Duke Ligon, Assistant Administrator for Policy, Planning, and Regulations, Federal Energy Office.

Mr. Bakke, we are delighted to have you here. We are sorry Mr. Sawhill could not be here.

Senator STAFFORD. Mr. Chairman, is Mr. Sawhill absent because he could not get enough gasoline to come here?

Senator CHILES. He may be waiting in a line, Senator.

STATEMENT OF DENNIS BAKKE, EXECUTIVE ASSISTANT TO THE DEPUTY ADMINISTRATOR, FEDERAL ENERGY OFFICE, ACCOMPANIED BY DUKE LIGON, ASSISTANT ADMINISTRATOR FOR POLICY, PLANNING, AND REGULATIONS

Mr. BAKKE. Thank you very much, Mr. Chairman.

Mr. Chairman and members of the committee, we welcome the opportunity to appear before you this morning and discuss the impact of the energy crisis on American senior citizens. I would like first to outline briefly the general strategy adopted by the Federal Energy Office to deal with the energy shortages before going into some problems of the aged, especially those related to transportation.

The first element of our strategy at the FEO is to form a central, efficiently operating energy organization that can respond to the current shortages and provide the framework by which we can meet the challenges of the future.

In this regard, we are in desperate need of a statutory base for the Federal Energy Administration. We hope that Congress will move quickly to provide us with the capability to recruit and hire top-flight administrators and to create a solid organization.

We must have this authority if we are to continue to carry out both our responsibility for the allocation program and the important assignment of moving the country toward energy self-sufficiency.

PERMANENT ENERGY CONSERVATION SOUGHT

Second, we will seek the establishment of a permanent energy conservation ethic in this country. Aware, now that we have been extravagant and wasteful in our use of a limited resource, we will begin re-educating ourselves in the preservation of energy and attempt to spread an attitude of energy consciousness among the population at large.

Third, through Project Independence we will move toward self-sufficiency in energy so that we will never again find ourselves subject to economic blackmail by other nationals.

We must expand exploration of untapped resources in our own country. We must support the active development of new technol-

ogy that will permit us to burn our plentiful fossil fuels in ways that will not endanger the environment.

We must extensively research potential new energy sources that are, as yet, virtually unused but that promise to be our sources of power in the decades ahead.

Fourth, we shall forge a new partnership between Government and industry. We will implement a built-in monitoring program of every aspect of the energy situation so that the Government and the public, will always have accurate, up-to-date information available. In addition, the Government and industry must form new partnerships to assure the development, extraction, and use of domestic energy sources.

Fifth, we must establish an international framework for cooperation among energy-consuming and producing nations of the world. Through increased communications and shared knowledge, we hope to achieve a sound energy policy on a global basis.

Keeping in mind these broad objectives, let me turn to the subject of specific interest today—the aged. We are well aware that certain groups of people in this country bear greater burdens than others during this period of shortages. Those who are poor, or are geographically isolated, or are old, traditionally live at a disadvantage with respect to the American mainstream.

Now we find that those very factors which place them at a disadvantage—poverty, isolation, and age—contribute further to increase the impact of the present energy situation upon them. With this fact in mind the Federal Energy Office announced last month the creation of a Special Impact Office that will focus on the special problems of people such as those of the aged and take appropriate action on their behalf.

This office will approach the problems of the aged from three perspectives:

(1) It will serve as a focal point for information on energy and its effect on the aged;

(2) It will cooperate with other Federal, State, and local agencies and organizations to study the implications for the aged of energy shortages;

(3) The office will review and assist in the formulation of energy policy and regulations that have a major impact on the elderly.

Let me expand on each of these functions.

INFORMATION CENTER

The Special Impact Office's information function is especially critical during the early months of the allocation program.

It is a time of much confusion and uncertainty. It is absolutely essential that accurate information concerning allocation policies and regulations reach those affected. It is equally important that information concerning the effects of the shortages on the aged and other severely impacted groups reach those in the FEO responsible for developing energy policy.

The Impact Office will insure that this information flow is an integral part of FEO operations.

Obviously, the Impact Office must develop a working relationship with other agencies if it is to be at all responsive to the problems of senior citizens as they face the energy shortages. In this regard, we have worked closely with HEW in the development of allocation policies and regulations.

In addition, Arthur Flemming, Commissioner of the Administration on Aging, has indicated that he is forming a special group under the Interdepartmental Task Force on Research on Aging to study the impact of the energy crisis on the elderly.

Dr. Flemming has asked us to participate in the study and we will, of course, cooperate to the fullest possible extent.

The third primary function of the Impact Office as it relates to the aged—that of reviewing and assisting in the formulation of energy policy—may be the most important and most difficult task facing the new office.

It is an important role because we at the Federal Energy Office believe that energy policies should, as much as possible, minimize the negative effects of the shortages on vulnerable groups such as the aged. It is a difficult task because energy shortages present the aged with unique and severe problems.

This brings us to the specific concern of the committee today—transportation for the aged. The elderly suffer numerous disabilities. Advanced in years, they are frequently less mobile than others because failing faculties preclude their driving.

Their dependence upon public transportation or the good will of families, friends, or organized volunteers is necessarily increased. Public transportation to the extent that it services an elderly resident's community is sometimes adequate and economical.

But in many cases, public transportation does not exist or the individual is simply not physically able to walk to a bus or subway stop or to negotiate the trip alone. What, for most people, would present a minor inconvenience, for the old person might prove mentally disorienting or physically impossible.

CANNOT AFFORD NUTRITIOUS DIET

As a result, numerous organizations have undertaken to bring vital services to the homes of the elderly. Let us take as a case in point the problem of food. Many of the elderly cannot afford a nutritious diet or are not able to obtain or prepare their own meals. In response to a critical need, Meals-on-Wheels programs have proliferated, providing balanced meals delivered by volunteers to the homes of the elderly.

A random sample of nutrition projects in 25 States funded under the Older Americans Act indicates that 100 percent include volunteer-delivered meals on wheels. The impact of the energy crisis here is immediately apparent. Increased prices and decreased availability of gasoline have made drivers reluctant to donate their supplies to charitable causes.

The effect is the curtailment of meal delivery services to those most in need. Likewise, with dependence on family and friends we see that there is a point at which economics overcomes altruism and

the older person suffers neglect. Ultimately, the result may be the institutionalization of individuals who have formerly been functioning at home with voluntary assistance.

In this regard, the National Center for Voluntary Action has asked the Federal Energy Office to give voluntary provision of services priority in gasoline allocations.

At the present time, we have asked the volunteers to apply for consideration as an exception under the regulation. In the process of considering this exception, we shall actively seek information on the numbers of people affected by such services and the recent change attributable to the gasoline shortage. The fact-finding effort in this and other areas is regarded as crucial to our Special Impact Office in general, and specifically with respect to the needs of the aged.

The problems of the elderly are compounded by the fact that a high proportion of the aged are also poor. According to latest available statistics, in 1972 there were 20,948,000 people age 65 and over in the United States; 18.6 percent of them, or nearly one in five had annual incomes of under \$1,994.

Thus, the problems of age are in many cases compounded by the problems of poverty. The impact of the energy situation is considerable. Simply stated, as the prices of commodities and services, including transportation increase, fewer and fewer of the aged are able to get along on their fixed incomes.

In the case of food, again, the elderly are hard-pressed to buy adequate meals. Consequently, their dependence on food services such as Meals-on-Wheels grows.

Add to the problems of age and poverty, the prevalence of ill health, and we must recognize that the elderly endure tremendous hardship under the ongoing energy shortages.

In many cases, visiting nurses offer the only alternative to permanent institutionalization for the aged patient. The nurse is, of course, dependent on gasoline to make his rounds, and again, our attention is drawn to the far-reaching affects of the gasoline shortages.

TRANSPORTATION COSTS AFFECT HEALTH

The Department of Health, Education, and Welfare has issued a report on the effects of lowered temperatures on health. Fortunately, few conditions are induced or aggravated by reduced temperature, yet those few diseases that are affected, that is, arthritis, are those most common among the elderly.

But due to the increased cost of transportation, the chronically ill will likely make fewer trips for treatment and may forego medical attention as a means of saving money. Such neglect is sure to have a deleterious affect on the elderly.

Obviously, the transportation problems faced by the elderly during this time of energy shortfall, are difficult and numerous. Unfortunately, the strategy I outlined earlier to increase supply and reduce demand, thereby partially remedying the situation, will take time to implement. But action is underway. The President has committed

us to an accelerated energy research and development program that carries a funding level during the next 5 years of over \$10 billion. In addition, the President has asked the Congress for a significant increase in spending during 1974 for mass transportation.

Until additional supplies are brought on line and public transportation is improved, however, we in the FEO recognize the difficulties faced by the aged and understand the importance of being sensitive to their needs.

Ultimately, the activity of the Federal Energy Office is directed at equity in sharing the burden of an energy crisis that affects all of us.

In this regard, we recognize our responsibility to the aged of America, and through the efforts that I have outlined for you, we hope to be effective in ameliorating their special hardships. I will be glad to answer any questions you might have.

Mr. Chairman, with me is Duke Ligon, Assistant Administrator for Policy, Planning, and regulations. He is in charge of developing the regulations and the policies that go into the regulations. He also has reporting to him this new Special Impact Office which I described in my testimony.

Senator CHILES. Who is in charge of the Special Impact Office?

Mr. LIGON. The Special Impact Office will be as Mr. Bakke represented to you, under my authority; however, we are currently interviewing candidates for the top position. We do have a deputy that has been hired, and he is in the process of moving to Washington from Denver at the present time. Hopefully, he will be here at the first of next week.

Senator CHILES. So you do not have a Special Impact Office at this time, Mr. Bakke?

Mr. BAKKE. We have it on the organization chart.

Mr. LIGON. We have it on the chart, and we also have a nucleus of staff that is presently working insofar as making the input to policy regulations, and the procedures that Mr. Bakke outlined here this morning.

IMPACT OFFICE STILL GEARING UP

Senator CHILES. I understand you have massive problems over there, and I do not mean to make life miserable, but I think we have a credibility program today in Government, generally, and when we say that last month we created a Special Impact Office, then I think we have to be careful that what comes out of this hearing today, is not to tell someone that a month ago we jumped on top of these problems and started solving them, then find we do not have a Director of that office, just a Deputy Director en route. So we are now creating a Special Impact Office, and again when we talk about how critical these early months are, however, I want to be careful that I am not indicating some signal to people that something is going to happen that does not happen. When do you think a Special Impact Office will be functioning and doing some of the things you are talking about in your statement, and what is a good, reasonable, accomplishable date?

Mr. BAKKE. The office itself, the people in it are actually functioning at the present time. Some people are not there yet, but there is a nucleus of staff that are working on the problems, so it is on-going in that respect.

Senator CHILES. You are gathering or collecting information.

Mr. BAKKE. Yes.

Senator CHILES. But you are not making the hard kind of decisions you are talking about here?

Mr. BAKKE. If it becomes apparent we need to make a move based on the information that Mr. Ligon has, he is the one to be looked to by Mr. Simon and Mr. Sawhill as the acting head of this office, and we are certainly not going to fail to act based on the fact we do not have a permanent director.

We want to make sure we have the right person for the job.

Senator CHILES. I trust that is true, but they are probably looking at him to do a number of things, and not just this.

Mr. LIGON. You are right, Senator.

Senator CHILES. This is not the only thing they are looking to you to do. There are all kinds of other squares that fit in.

Mr. LIGON. I guess we do want to convey that we are very concerned about this, by the announcement of the development of the office, and we will move as fast as we physically can to get these people in place.

We definitely feel we have to be realistic about what we portray the office does. There is no question about that, and we do have a nucleus of the staff, and the top people are being brought in as fast as possible.

Senator CHILES. You still have not given me a target date, and I would rather you stretch it out than narrow it as to when this office will be functioning the way your statement says it is going to function, if you could furnish that date for me. I am not asking for something you cannot do.

Mr. LIGON. I will be glad to do that, Senator. I would guess within 2 weeks we should have the office operating in the way we would like for it to do, certainly as a starter.

SEARCHING FOR PERMANENT DIRECTOR

Mr. BAKKE. The only thing that might not be there is the permanent Director. He may not be on board at that time, because we want to make sure that person is the right one for the job. We are searching, but that may be the only problem in terms of having a fully effectively operating organization within 2 weeks.

Senator CHILES. You say here in your statement, it is equally important that information concerning the effects of the shortages on the aged and severely impacted groups reach those in the FEO who are responsible for developing energy policy.

I am glad to hear it is under you, because you do have a responsibility for policy. I have a concern that in some of the decisions that are made now, and I am trying to push some of those decisions being made now, that they are being made by those groups who can squeak the loudest, and who have the most muscle now.

If independent gasoline dealers say they are getting ready to close the stations, they get attention, necessarily so.

If Governors say they are going to enter into lawsuits, they get attention, necessarily so.

If other affected groups, agriculture, truckers, say we are not going to carry the produce, they get attention.

Agricultural groups get their voices heard. There is really not much of a way though that these people that are trying to get a Meals-on-Wheels program or nutrition program, or go to the doctor or anything else can be heard, because they do not have that kind of muscle.

If they do not get their hot meal, it really does not inconvenience anyone other than that citizen. No one fails to get gasoline. No one fails to get produce. No one fails to get these other things.

It is just that somebody misses a meal and perhaps his life or her life is terminated sooner, or they are sick, or the other problems happen, so my real concern is that this is critically important to a large segment of our people. We know we were not doing the job beforehand, before the energy crisis in regard to transportation, and you make note of that in your statement. These months of the dislocation and the allocations are all the more critical for those people, and this is the time for action. I am concerned that 5 years from now we hope to be self-sufficient or we hope to have some research done.

CRITICAL TIME FOR DECISIONS: TODAY

These people cannot wait, or they will not wait. Life is not going to wait for them, so really now, today, is the critical time for decisions, and when I see you are talking about gathering information, I want to point out that decisionmaking needs to be undertaken promptly. I know it is hard to turn your attention to this, when you are trying to settle truckers' strikes, and when you are trying to settle gasoline dealers that are not going to open their stations, but still this is something I hope you will help the office focus on, because it is just as real, and if you could have heard our last 2 days of hearings, you would have realized just how real that is.

All across the country, maybe not all across the country, but wherever there is any kind of problem, that affects other people, you can know that it is compounded for the elderly.

Mr. BAKKE. Senator, I think you hit exactly on the reasoning that went behind our decision to create the Impact Office. We do not have an Impact Office for some of these other groups.

They can easily get their points of view across. I think it is for the vulnerable groups like the aged that we created this Impact Office. We put it in the policy area purposely so it would have the kind of effect you are talking about.

Mr. LIGON. One other thing, Senator, I think the things you say, Bill Simon would agree with wholeheartedly.

In fact, it was at his suggestion we created the Special Impact Office and the place that Mr. Bakke just described to you, and he said many times, if as a result of one provision or policy in the energy program, or the allocation program, or regulations, one life

is lost, that is obviously one too many, and it is not acceptable, and we will do everything we can to be responsive to the needs of the elderly or any other group that may be suffering adversely as a result of policies that we are trying to administer.

Senator CHILES. With that in mind, when do you say we will have a decision on the problem of whether we could give some priority to the volunteer workers, and to the other desperate needs of trying to keep gasoline available to some of the elderly programs?

Mr. BAKKE. I think probably a realistic time would be the same time that we answered a moment ago. As far as the staff we hope that will be in place in the office, and the office will be efficiently, or at least effectively working at that time within 2 weeks.

There are a series of ways to handle the type of thing you just described, Senator.

Mr. LIGON. That is, should we perhaps work with certain oil companies, with retail outlets in various parts of cities or States, that may be having a particular problem with regard to what we are talking about here, and having those retail outlets designed to operate and to service the problems of the people that we are trying to help, whatever group is actually identified as the work in that area that we are trying to help, would be appropriate.

Those are some of the kinds of things that we are trying to look at right now, but to be very honest, it is premature to tell you exactly the way that that would be administered at this time, for it has not been decided, but there is a recognition of the problem, and we are pushing very hard as a result of this recognition in the very beginning, and it is important that we act quickly to get some kind of formulation of this problem.

SOMETHING MUST BE DONE QUICKLY

Senator CHILES. I again recognize that you have got all kinds of problems in making that decision, but I just want to point out once more, that you know, we can and have made decisions to give 2 pennies more to the retailers to do this, to give the truckers a better pass through supervision, to do these kind of things quickly. There are many choices in some of those, but you just have to do something, so you made the decision.

I really think that this is in that area. There may be a number of choices, but it is awfully important that you make one of them, and make it quickly, or again, there is going to be such problems. In hindsight, you might always have said maybe we should have made the other choice, but you do not make one quickly, and it certainly causes dislocation.

Mr. BAKKE. We will do everything we can to speed up that decision process.

Senator CHILES. I appreciate very much your appearing here today, and for your testimony, and I look forward to the results of the Special Impact Office.

I hope you feel free to call on me and this committee for any help we can give you.

Mr. BAKKE. I appreciate that.

Senator CHILES. Thank you.

Mr. BAKKE. Thank you.

Senator CHILES. Perhaps Senator Stafford has some questions of you.

Senator STAFFORD. Thank you, Mr. Chairman. I am not sure I have even one question, but I am glad to hear the representatives from FEO outline their sensitivity to the problem of the aging, and I have noted you think in a couple of weeks you may be in place to do something to help the elderly people.

I have an idea we are going to be looking rather closely in 2 or 3 weeks to see what you have done by that time, not only this committee, but the Subcommittee on Aging of the Labor and Welfare Committee, which is a legislative committee which has authority in this field, so I hope you will be in place and active over the next 2 weeks.

I noticed in some news stories recently, that one gas station at least was opening for an hour a day to supply gasoline to drivers still physically able to drive, who were 70 years of age and older. (See newspaper article below.)

Has something like that occurred?

Mr. LIGON. Senator, that is the kind of thing I was referring to that was being considered as possible action, not just 1 hour a day, but perhaps specific stations could be located and designated as a station in a good area to be responsive to those needs in that area.

That is exactly the type of thing we are examining, not just 1 hour, but in an 8-hour day operation that would be convenient to the people in the area.

Senator STAFFORD. That sounds like a sensible idea.

Thank you, Mr. Chairman.

Senator CHILES. Thank you very much.

Mr. BAKKE. Thank you, Mr. Chairman, for the opportunity.

[The article referred to above follows:]

[From the Washington Star-News, Feb. 26, 1974]

A GAS BREAK FOR THE ELDERLY

Richard Parks sat inside his Annapolis service station and looked out at the man carrying a hand-printed sign which read, "Born 1889."

"He's holding it up for me to see," said Parks, who began yesterday to sell gasoline only to people over 70 years old between the hours of 1 p.m. and 3 p.m. at his Sunoco station.

Parks, 57, said he got the idea last week when "we had a line a mile long," and an ol' man, "with his hands trembling," came to the station to get gas.

The man, it turned out, was 81 years old and his 80-year-old wife was in the car with him when Parks allowed the couple to move up in line and get gas without a long wait.

"I couldn't get it out of my mind. I wondered how many other old people were having this problem," Parks said. "I'm finding out today that there's millions of them."

After an Annapolis newspaper published a story saying Parks would reserve a certain amount of gas for old people, hundreds of phone calls and customers have deluged the station.

"So far, we've had about a hundred and three coming in right now . . . since noon. I didn't know that many of these ancient could drive," Parks

said shortly after 1 p.m. yesterday. He said he was not asking for identifications to check ages, but selling to all customers because the ones coming in yesterday looked old enough.

The Maryland energy office says Parks probably is not breaking any rules by restricting afternoon sales. And the IRS says it is "probably a technical violation but not something we'd want to enforce."

In the meantime, Parks says he plans to continue his system indefinitely: "You just can't start it and get these (old) people's hopes up and then say it didn't work out."

Senator CHILES. Our next panel will be Hon. Arthur S. Fleming, Commissioner, Administration on Aging; Hon. Alvin Arnett, Director, Office of Economic Opportunity; Hon. Benjamin O. Davis, Jr., Assistant Secretary for Environment, Safety, and Consumer Affairs, Department of Transportation; Hon. Martin Convisser, Director of Environmental Affairs, Office of Environment, Safety, and Consumer Affairs, Department of Transportation; Hon. Robert H. McManus, Associate Administrator, Office of Transit Planning, Urban Mass Transit Administration, Department of Transportation.

STATEMENT OF HON. BENJAMIN O. DAVIS, JR., ASSISTANT SECRETARY FOR ENVIRONMENT, SAFETY, AND CONSUMER AFFAIRS, DEPARTMENT OF TRANSPORTATION, ACCOMPANIED BY HON. MARTIN CONVISSER, DIRECTOR OF ENVIRONMENT, SAFETY, AND CONSUMER AFFAIRS, DEPARTMENT OF TRANSPORTATION, AND HON. ROBERT H. McMANUS, ASSOCIATE ADMINISTRATOR, OFFICE OF TRANSIT PLANNING, URBAN MASS TRANSIT ADMINISTRATION, DEPARTMENT OF TRANSPORTATION

Mr. DAVIS. Mr. Chairman, I am Benjamin O. Davis, Jr., Assistant Secretary for Environment, Safety, and Consumer Affairs, of the Department of Transportation, and I am accompanied by Martin Convisser, Director of Environmental Affairs, Office of Environment, Safety, and Consumer Affairs, of the Department of Transportation, and by Robert H. McManus, Associate Administrator, Office of Transit Planning, Urban Mass Transit Administration, Department of Transportation.

Do you desire, sir, that I make the statement that is prepared in response to your request?

Senator CHILES. We would be delighted to have you make your statement, or put it in the record, and have you make some remarks, whatever you would like to do.

Mr. DAVIS. Inasmuch as we have your letter of February 25, asking some specific questions, if it meets with your approval, I would prefer to read the statement, because I think and hope that it will respond to some matters of interest to you, that you have already identified this morning.

Senator CHILES. Fine.

COMMITTED TO PROVIDING TRANSPORTATION

Mr. DAVIS. Before I read the statement, sir, I wanted to make one point. Listening to you this morning, I heard you speak of "commitment." I want to assure you, Mr. Chairman, that the Secretary of

Transportation is committed to providing transportation for all Americans. He is also committed to carrying out actions to respond to the special problem of the aged and the handicapped. I give you as an example his determination to support the TRIP program or one like it, to the utmost the law enables him to support it.

In addition, Mr. Chairman, I as a staff officer to the Secretary of Transportation, together with Mr. Convisser and Mr. McManus who are here with me today; we are all personally committed not only to providing transportation for all Americans, but also especially to take care of the requirements of the elderly and the handicapped. I say this in response to your request, your interest and commitment on the part of those of us who are interested in the subject of transportation for the elderly and the handicapped.

Senator CHILES. I am delighted to have that statement from you, Mr. Secretary.

Mr. DAVIS. Thank you, sir. I appreciate the opportunity to appear before you today to discuss the important problem of transportation for the elderly, and the Department's activities in this area.

Travel today is often a trying experience for the young and able; as you are well aware, it can be and often is an ordeal for the Nation's aged and infirm. The Department of Transportation has been given the responsibility of improving transportation and mobility for all Americans, and specifically for the elderly of this country. We gladly accept this responsibility.

I, therefore, welcome the opportunity to share with the committee the information that has been accumulated on this problem, what actions we have taken, and to highlight the changes to the legislation governing our activities under the urban mass transportation and Federal-aid highway programs that the administration has proposed in the new Unified Transportation Assistance Act of 1974, S. 3035, recently transmitted to the Congress.

"ISOLATION . . . INTOLERABLE"

I am pleased to say that there is an increasing appreciation in the transportation community and within the Department of Transportation that older Americans require continued mobility and access to services and resources. Older persons seek involvement in activities of all kinds, require accessible health care, and in some cases are actively pursuing a better education or a more meaningful job. After a lifetime of interaction with others and of independence of being, the elderly find isolation intolerable.

The challenge of improving services for the elderly is intensified by a number of factors. First, although most of the elderly have per capita incomes in excess of the national average, the number of elderly persons with incomes below the poverty level is about double that of the general population: 5.2 million elderly, about 25 percent, have incomes below the poverty level. Moreover, many elderly persons rely on some form of public or private retirement income which often does not respond to the rising costs of goods and services, including transportation.

Second, the elderly presently rely on a transportation system that is strongly oriented toward the private automobile. Many elderly persons, however, do not drive. Even those that do are concerned that they will not be able to maintain the driving performance required to maneuver in fast-moving traffic on congested freeways and streets, particularly in urban areas.

Third, there are physical and psychological barriers to their effective and convenient use of public and common carrier intercity transportation. Frequently the elderly suffer from some loss in sensory perception; their responses become slower, and their strength and agility fall below that of the younger population. These factors often contribute to a loss in confidence, and thereby reduce their willingness to make trips. Architectural barriers—steps, turnstiles, and long walkways—coupled with transfers, adverse weather conditions, and the need to stand and wait for vehicles, raise serious maneuverability problems for the elderly.

Fourth, some of the elderly are also disabled and physically handicapped in ways that aggravate the problems of aging mentioned above, a matter I shall discuss in more detail later.

The Department of Transportation is using several approaches to help meet the needs of the elderly. We are conducting research and supporting demonstration projects aimed at making equipment, facilities, and services responsive to the needs of the elderly.

We are also providing capital assistance specifically to mass transit operators for upgrading transit equipment and facilities, and we are assuring that our general programs take account of the needs of this group. Let me cite a few examples of actions by the Department in this area.

URBAN MASS TRANSPORTATION

First, let me discuss with you our major activities and efforts in the area of urban mass transportation.

To begin with, I would like to share with you the results of our investigations from existing data sources and field surveys conducted in representative cities, regarding the potential elderly and handicapped market for mass transportation.

The 1970 census counted 20,066,000 Americans aged 65 and over, roughly 10 percent of the population. However, the elderly are not distributed evenly throughout the population. They are often concentrated in older neighborhoods of cities, and there has been a tendency for the elderly to move to special retirement housing developments or retirement communities or to areas with relatively attractive climates. There is a resultant variation in the percentage of elderly in urban areas ranging from 2.3 percent in Sterling Heights, Mich., to 48.7 percent in Miami Beach, Fla. There is thus likely to be wide variation in the needs of the elderly within the communities, a wide variation in public transportation available generally in each community, and a difference in need stemming from their geographical and economic circumstances.

As might be expected, there is a high correlation between the status of elderly and the status of handicapped. A little more than

half of the handicapped are elderly; a little more than a third of the elderly are handicapped. The total number, with no double counting, is approximately 26,500,000 persons. Unlike the elderly, the nonelderly handicapped tend to be evenly distributed throughout the population with respect to geographical location and general income characteristics.

We are focusing further attention on the mobility needs of the aged and handicapped, through additional studies undertaken by the university research program. One such study, entitled, "Mobility of the Aged and Handicapped," has the objective of establishing the needs and transportation desires of the aged and those with orthopedic infirmities, examining the results in the context of the nature and economics of existing public transportation services, and designing a balanced, effective transportation service delivery mechanism. We are doing other studies on the effect of carlessness.

In addition to these pure research activities, we are aggressively pursuing innovations in the area of demand-responsive systems such as ride sharing, taxi pooling, and taxi-oriented Dial-a-Ride systems. These are mechanisms of great potential benefit to the public at large, and may be an important source of mobility for the elderly and handicapped who need a door-to-door reliable service.

SPECIALLY EQUIPPED VEHICLES UTILIZED

Numerous public transit demonstrations programs also have been conducted, or are currently underway. For example, in 1973, UMTA awarded a grant to the public transportation authority in Syracuse, N.Y., to design and implement a demand-activated transportation system utilizing four specially equipped vehicles. This system will serve the transportation needs of the elderly and disabled in Syracuse and in Onondaga County.

The project will determine the latent travel demand of approximately 85,000 elderly and disabled residents, many of whom are completely transit dependent. The service will permit the accommodation of regular scheduled work trips, as well as school, medical, and social trips on a 7-day week basis throughout the urbanized area.

With funds provided jointly by UMTA and the Department of Health, Education, and Welfare, the city of Cleveland and the mayor's commission on aging are carrying out a project that will design and implement a flexible route advance reservation neighborhood transportation system to serve the basic transportation needs of the elderly. This system will be part of a total neighborhood service delivery system for the aged. Persons 65 years of age and older will be provided transportation to and from desired destinations which are within or immediately adjacent to their neighborhood. Initially, a 24-hour advance notice will be required. As operation experience is gained, and new data about specific travel demand is collected, basic route structures can be established within each neighborhood. A fare of 10 cents will be charged and service will be provided 7 days a week.

Senator, I know you are aware of a similar demonstration program currently in effect in the St. Petersburg, Fla., area.

Turning now to mass transit planning, during 1973, among the UMTA planning grants awarded were ones to:

Identify the unmet transportation needs of the elderly handicapped and other disadvantaged residents;

Make a determination of the transit improvements required to meet those needs;

Develop proposed optional system designs incorporating these requirements; and

Develop, support, and implement programs for the long-term maintenance of the proposed systems.

The UMTA capital grant program, of course, has been the source of Federal funds for capital facilities to help serve the transportation needs of the elderly. During 1973, some of the capital grants awarded by UMTA for this purpose include grants to:

Bridgeport, Conn., to assist in the construction of a new commuter rail station to replace the old station. The new station will be equipped with elevators to facilitate access by the elderly and handicapped.

The Chicago South Suburban Mass Transit District to purchase rail cars which are equipped with wide doors, and to upgrade station facilities to facilitate travel for elderly and other persons in wheelchairs.

The Kansas City Transportation Authority for the purchase of new buses which include special features to assist persons with limited mobility.

Jackson, Miss., for the purchase of five 16-passenger transit vehicles which will be used for a free service for the elderly and handicapped. One vehicle will be equipped with a hydraulic lift for accommodating persons in wheelchairs.

ACCESSIBILITY OF MASS TRANSPORTATION

All of this activity looks toward meeting the actual mobility needs of the elderly and physically handicapped. As you know, there are existing provisions of law in the urban mass transportation and Federal-aid highway programs, that address the planning and design of mass transportation facilities and equipment with respect to their accessibility by elderly and handicapped persons.

In section 108 of the Unified Transportation Assistance Act of 1974, the administration has proposed an amendment to this requirement. Section 108 of the bill would direct the Secretary to require that any bus or other mass transportation rolling stock, station, terminal, or other passenger loading facility improved or constructed after June 30, 1974, with urban mass transportation or Federal-aid highway funds, be designed with practical and reasonable features which allow their utilization by elderly and handicapped persons.

The bill further provides that a recipient of mass transportation funds may satisfy this requirement by providing alternative transportation service for these persons, sufficient to assure that the elderly and handicapped have available transportation service meet-

ing standards to be promulgated by the Secretary. We believe this explicit statutory requirement, which will be common to mass transportation projects financed from either UMTA or highway funds, will help us to meet the congressional intent of mobility for the elderly set forth in current statutes, while providing greater flexibility to local officials as to the best means for meeting these goals in light of local situations.

In addition, this legislation will for the first time make Federal funds available for transit operating expenses. Under the provisions of UTAP, at least \$700 million annually will be apportioned to the States for use by urbanized areas for transit capital projects or operating expenses. This program should give transit operators greater flexibility with respect to policy on fares and will provide an incentive for transit service improvements which will be particularly important to the elderly.

Senator, at this point, I would like to add some comments to my prepared statement.

Since the preparation of the statement, we have received your letter to Secretary Brinegar, dated February 25, asking three specific questions with respect to our proposals in the Unified Transportation Assistance Act regarding transportation for the elderly and handicapped. I would like to address myself to these three questions at this particular time.

Your first question, relating to the provisions of section 108 of the act, which would delete section 16(b) of the Urban Mass Transportation Assistance Act. Section 16(b) currently allows for grants and loans to assist States, local public bodies, and private nonprofit corporations which provide services to meet the special needs of the elderly and handicapped. You asked what was the intention of the administration to render this section inoperative.

PRIVATE NONPROFIT CORPORATIONS EXCLUDED

We believe our proposal provides authority to accomplish all of the provisions of the current section 16(b) with the exception of providing assistance to private nonprofit corporations. This provision was inadvertently dropped in the drafting of section 108, and we would anticipate its being included in the bill during the congressional deliberation on it, so there would be no change, Mr. Chairman.

Your second, was that some of the language in section 108 is confusing.

Senator CHILES. Would you tell me where you picked up these provisions in your bill that are not included by dropping section 16(b), where do you pick those up, in other places of the bill?

Mr. DAVIS. Yes, sir, and I talked this morning, Mr. Chairman, to the man who drafted that bill, and he is the one who assured me the provision of section 16(b) of the UMTA Act which was inadvertently dropped from section 108 will be restored.

Senator CHILES. Will you supply for the record wherein those are included, so we could have that in our record.

Mr. DAVIS. I will be happy to do so, Mr. Chairman.
 [The material referred to follows:]

Section 16(b)(1) of the UMTA Act now provides that the Secretary is authorized to make mass transit grants and loans "to States and local public bodies and agencies thereof for the specific purpose of assisting them in providing mass transportation services which are planned, designed, and carried out so as to meet the special needs of elderly and handicapped persons, with such grants and loans being subject to all of the terms, conditions, requirements, and provisions applicable to grants and loans made under section 3(a) and being considered for the purposes of all other laws to have been made under such section." Thus, this section authorizes the Secretary to make grants and loans to State and public bodies for providing mass transit services to meet the special needs of elderly and handicapped persons. Section 108 of the Department's proposed Unified Transportation Assistance Act of 1974 would require that the Secretary assure that any mass transit equipment and facilities purchased with capital grant funds after June 30, 1974 be designed to serve the handicapped and elderly or, alternatively, that alternative transportation service be provided. Section 108 follows:

"SEC. 108. (A) Title 23, United States Code, is hereby amended by adding a new section 154.

"Sec. 154. Mass transportation for the elderly and handicapped

"(a) It is hereby declared to be the national policy that elderly and physically handicapped persons have the same right as other persons to utilize mass transportation facilities and services; that special efforts shall be made in the planning and design of mass transportation facilities and services so that the availability to elderly and physically handicapped persons of mass transportation which they can practically utilize will be assured; and that all Federal programs offering assistance in the field of mass transportation should contain provisions implementing this policy.

"(b) In order to further this policy, the Secretary shall require that any bus or other mass transportation rolling stock acquired, or any mass transportation station, terminal, or other passenger loading facility improved or constructed after June 30, 1974, with Federal financial assistance under sections 104(e)(4) and 142 of this title, and the Urban Mass Transportation Act of 1964, as amended, and after June 30, 1977, chapter 5 of this title, be designed with practical and reasonable features which allow their utilization by physically handicapped persons and elderly persons with limited mobility.

"(c) Any Governor or local public body may satisfy the requirement of subsection (b) by providing alternative transportation service for physically handicapped persons and elderly persons with limited mobility. The alternative service provided shall be sufficient to assure that handicapped persons and elderly persons with limited mobility have available transportation service meeting standards, which shall be promulgated by the Secretary. Funds apportioned under 104(b)(6) of this title and under title II of the Urban Mass Transportation Act of 1964, as amended, shall be available for the Federal share of the cost of the alternative services authorized by this section.

"(d) Section 165(b) of the Federal-Aid Highway Act of 1973 is hereby repealed.

"(e) The analysis of chapter 1 of title 23, United States Code, is amended by adding at the end thereof the following:

"'154. Mass transportation for the elderly and handicapped.'"

With respect to section 16(b)(2) of the UMTA Act, which authorizes grants to private nonprofit corporations for the provision of transportation services to meet the special needs of the elderly and the handicapped, this is the section that has been inadvertently omitted from the Department's proposed legislation, and should be included in the bill.

The final provision of section 16(b) reads as follows:

"Of the total amount of the obligations which the Secretary is authorized to incur on behalf of the United States under the first sentence of section 4(c), 2 per centum may be set aside and used exclusively to finance the programs and activities authorized by this subsection (including administrative costs)."

This section is unnecessary, inasmuch as 2 percent of the UMTA funds, or even more, could be spent for the elderly and handicapped even without this provision, and the provision does not require any specific expenditure. Accordingly, this language has not been included in section 108 of the proposed legislation.

Senator CHILES. But it was the intention that none of those be dropped in the bill, and the one that was left out by inadvertence, that you are requesting that it be added to the bill at the time it is considered by the congressional committee?

Mr. DAVIS. Exactly, Mr. Chairman.

The second, was that some of the language in section 108 was confusing and open to many interpretations; you mentioned specifically the term of "practical and reasonable features" is ambiguous. I quite understand your concern. It is extremely difficult to spell out in statutory language the kind of features one would want in every circumstance to meet the needs of the elderly and handicapped.

I would anticipate that these kinds of details would be set forth very explicitly in departmental regulations, and Mr. Chairman, in my consideration of your question, I would add something else; namely, that it is our intent in the administration of the law to determine what practical, reasonable features mean, and where there is sincerity, and a real determination to do something for the transportation needs of the elderly and handicapped, we will get it done. If there is not, what is written down will not mean too much.

You expressed your greatest concern, sir, with respect to subsection (c) which provides that alternative transportation systems for physically handicapped and elderly persons could satisfy the requirements in lieu of the requirements of subsection (b). You raised the possibility that small token independent subsystems could be established to deal with the needs of a vocal few handicapped and elderly. I described some of these systems already in my testimony.

"TOKEN COMPLIANCE" REJECTED

I want to assure you, Mr. Chairman, it is not the intent of this department to permit this sort of token compliance. It is our purpose, however, to provide greater flexibility to local officials to meet the genuine needs of the elderly and handicapped in light of local circumstances. The solution which may apply to one locality may not be the best solution for another locality.

The Department of Transportation is determined to provide an adequate transportation system and subsystem for all of the citizens of this country, whether it be in the basic system or whether it be in the specialized type of systems that I have described.

I hope, Mr. Chairman, this does respond to your questions, but I have been told by Mr. Cronin that you will probably explore these questions further in the question and answer period. I certainly will be happy to try to satisfy you if I can in further discussion.

As the Nation moves toward an increased reliance on public transportation, toward service innovations, toward flexible, demand-responsive vehicles and services, we would like to encourage the recipients of Federal funds to be innovative and responsive to the

needs of our senior citizens, within the framework of concepts and standards that assure that the service is undertaken seriously and provided reliably.

The improvement of transportation services for the elderly living in rural areas is an important concern of the Department. Our hearings on consumer affairs that have been conducted in 15 States all over this country for the past 2 years have all brought out the concerns of rural people for transportation. Whether they be elderly or handicapped, just rural transportation, it has all been brought out.

The Federal-Aid Highway Act of 1973 authorized, beginning in fiscal year 1975, \$30 million for the capital expenses of a rural public transportation demonstration program, to serve, among others, the rural elderly. Our UTAP bill proposes to increase the funding for this program to \$75 million and make operating expenses an eligible project cost. In addition, the UTAP bill would make Highway Trust Funds authorized for rural highway purposes available for the acquisition of buses to serve rural and small urban areas.

The findings from an evaluation of rural transportation demonstration projects funded by the Office of Economic Opportunity are being used as the basis for a manual which identifies the characteristics of projects which are important to the successful development and operation of rural public transportation programs. Another study is looking at ways to obtain increased use of existing taxis and private automobiles by the elderly, the poor, and the handicapped living in rural areas.

FAA HELD PUBLIC HEARINGS

The Federal Aviation Administration has a rulemaking action under review, directed toward providing uniform criteria for transportation of mobility-restricted persons in civil air carriers. During 1973, the FAA held a series of public hearings on this subject after receiving more than 300 public comments on its "Advance Notice of Proposed Rulemaking."

FAA expects to finalize the rulemaking process during the first half of 1974 by instituting a regulation relating to carriage of the handicapped. While the physically handicapped will be the primary beneficiaries of this action, we anticipate that the mobility-restricted elderly also will derive substantial benefits.

The Federal Railroad Administration has continued to cooperate with the marketing and operating departments of Amtrak to assure that new equipment designs, and new or renovated terminals, include features to facilitate movement of elderly and handicapped individuals.

For example, in an engineering design study of a contemplated new metroliner train station in New Carrollton, Md., the contractor has received specific directions to include methods of easing the transportation problems of persons with limited mobility. More generally, the special needs of mobility-restricted persons are receiving attention at the FRA test center in Pueblo, Colo., where the

capabilities of conventional and advanced design passenger equipment are being tested.

In summary, Mr. Chairman, this Department recognizes the transportation problems of the elderly, and has an active program underway to help meet those needs. This concludes my prepared statement, and I now shall attempt to answer any questions the committee may have.

I hope to be able to answer questions that you put to us, and perhaps if I cannot, other people at the table will be able to.

DIFFERING NEEDS OF THE ELDERLY

Senator CHILES. Thank you very much, Mr. Secretary. We appreciate your statement, and I reiterate my appreciation of your commitment, because I think that is so necessary. I think the hearings are bringing out that there has been a difference between needs in regard to the transportation of the elderly. Hearings were conducted by this committee in 1970, and now these are followup hearings.

I hope, 2 to 4 years from now, when we have additional hearings, we will have had some real progress, not more plans. As we were talking with the earlier witnesses—you are certainly young people, and can wait perhaps, but some of these people do not have that ability to wait as long as we can.

In answer to our specific questions, and I appreciate very much your touching on those, specifically, I would like to get written answers in regard to where the new legislative items are contained, and certainly the other items could be corrected in the legislative hearings.

I would hope that the Department testifies on the amendments before the authorization committees, in the area of the language, practical and reasonable, that will be brought out in the testimony today, covering regulations, because regulations probably would be the best way it could be covered.

Those are words that could very easily be used, as you indicated, to not follow up, not do much of anything, if someone had that desire.

It would depend on what is the real intent of the Department in backing that up, and I think the rules and regulations would do that.

I would agree in trying to provide flexibility to local government in the manner in which it handles its problem.

Again, that is going to depend very much on the kind of oversight attention that the Department gives in approaching these plans and making grants as to whether they are able to pay lipservice to it in seeking funds for patchwork programs, or whether they are actually seeking some unified systems, and much of that really depends on the Department, regardless of what language is put in the bill.

Yesterday we were told by witnesses from West Virginia, that the Office of Economic Opportunity had committed more than \$4 million for the TRIP remuneration incentive program, but apparently the next step is to receive assurance of the participation from the Ad-

ministration on Aging, and the Department of Transportation before the project is fully authorized. Do you have any idea when your Agency will give its assurance in regard to this project?

Mr. DAVIS. Mr. Chairman, I can give you what I think is a close answer to your question.

First, the Secretary, personally, is interested in this proposal, which has great meaning.

Second, the Federal Highway Administration assured me yesterday afternoon that they are looking at the West Virginia proposal along with other proposals in other States that are similar. The commitment that I make this morning is that whatever is possible within existing law with respect to this subject will be done, and I cannot give you a firm outside date when the commitment of the Department of Transportation to take the action will be made. However, it is my understanding that the Office of Economic Opportunity is awaiting the lead commitment by the Department of Transportation prior to the time that it can commit funds.

The West Virginia program is a worthy proposal and the Department would like to see it demonstrated. Accordingly, the Department is now endeavoring to assist the State in developing a specific grant application that would qualify under existing UMTA capital grant, demonstration, and technical study programs; and FHWA rural transportation demonstration programs.

Senator CHILES. We understand from Dr. Gerrard who testified before us yesterday, that there really are no similar programs in West Virginia.

Mr. DAVIS. I was told yesterday by a Federal Highway Administration representative on meeting in preparation for this one, that they would examine proposals, and I was given the impression that there are, sir. Do you have any comments, Mr. McManus?

FEDERAL HIGHWAY ADMINISTRATION GUIDELINES

Mr. McMANUS. Mr. Chairman, I think the situation is that the Highway Administration is putting together their guidelines for section 147, and they are taking into account this project along with other projects that may not be exactly the same, but generally are the same type.

Senator CHILES. Do you know when those recommendations will come in?

Mr. McMANUS. On the regulations, no I do not, not specific dates.

Senator CHILES. Mr. Convisser, can you add to that?

Mr. CONVISSER. I can add that in the proposed Unified Transportation Assistance Act of 1974 there are elements that would make it more feasible to support this kind of a program. For example, with respect to the rural demonstration program of the Federal Highway Administration, which we have just been talking about, additional funds will be sought to increase the \$30 million authorization in current legislation to \$75 million in UTAP, and perhaps more importantly, the authority to provide operating assistance as part of that program. One of the main problems which the Department of

Transportation would experience, under its existing authority, in responding to the West Virginia TRIP proposal, is that the current Federal aid rural demonstration program does not contain provisions which would give the Department the authority to provide funds for operating assistance. The new proposals would, however, authorize the Department to do that.

Senator CHILES. Dr. Gerrard, can you add to this discussion of trying to provide communication, as you testified yesterday, on the West Virginia program? I wonder if you could add to this?

Dr. GERRARD. Senator, we are not asking for any operating subsidies whatsoever. That is taken care of by other resources, so there are other operating subsidies, and I am distressed at this late date, we hear about the possibility of other similar programs.

Sir, there are no other similar programs. This is unique to West Virginia. We hope it will become applicable to the other States in the Union, but when you start talking about writing new guidelines, I see another year or 2 or 3 years. We are ready to go now. Commissioner Flowers said, "24 hours after we get your commitment, the buses can roll."

Mr. DAVIS. With the commitment of money by the Department of Transportation?

Dr. GERRARD. Yes, and that is all we need to make it operable.

Mr. DAVIS. Mr. Chairman, I think the personal interests of the Secretary will demand that the Department move as rapidly as possible on this subject.

Senator CHILES. Commissioner Flemming, can you add to that?

BACKGROUND OF TRIP PROGRAM

Commissioner FLEMMING. Mr. Chairman, I would like to respond to your question, and I would like to provide some background information.

While I was still serving as the Chairman of the Post Conference Board of the White House Conference on Aging, both Governor Moore and Senator Randolph discussed with me the concept of a transportation reimbursement incentive program for the State of West Virginia.

I communicated my affirmative response to the idea to the then Director of the Office of Economic Opportunity, and as you know, the Office of Economic Opportunity acted favorably on the application from the State of West Virginia, and released \$12,000 to be used to revise the plan.

An interagency review committee composed of representatives of the Office of Economic Opportunity, the Department of Transportation, the Administration on Aging, and the Appalachian Regional Commission has been monitoring the revision of the application since July 1973.

It is my understanding that the revised plan is acceptable to all who have been participating in the review process.

I have concluded that the plan is an innovative experiment in the area of transportation for older persons and the handicapped. It

should provide us with helpful answers to a number of issues that now confront us.

The Governor and legislative leaders of West Virginia are prepared to support this demonstration project. A few days ago, I was a guest on the floor of the lower house of the West Virginia Legislature, when all of the members present voted for a bill, which had already passed the senate, authorizing the State commission on aging to work out programs for the use of schoolbuses in helping to solve the transportation of older persons. This bill has the vigorous backing of the Governor and his associates.

Mr. Arnett, the Director of the Office of Economic Opportunity, has informed me that in his judgment it would be helpful if funds in the amount of \$400,000 could be made available by the Administration on Aging for the project in fiscal year 1976.

If funds totaling at least \$5 million are made available to the Administration on Aging in 1976 for model projects, and this is the amount which is being requested by the Administration for 1975, I will be prepared to allocate \$400,000 for the West Virginia project.

This could be done under our model projects authority, and also under the authority of section 412, which I will discuss a little later on in my testimony. This would be contingent, of course, on evidence that progress was being made for the achievement of the programs' objectives.

JOINT PROPOSAL FOR FUNDING

I believe a determination as to what funds should be requested in 1977 should depend on the evaluation of the project after it has been in operation for a year. At that time, if the Department of Transportation and the Administration on Aging agree that the project has proven to be effective, I feel that we should present to the Congress a joint proposal for funding the project for 1977. It is my understanding that the Governor of West Virginia believes that he can keep the project operating beyond this point.

Senator CHILES. Commissioner Flemming, I appreciate that answer from you.

Mr. Davis, excuse our interruption, but I thought while we were on the subject, that we could try to clear this point.

Mr. DAVIS. May I make this additional statement, sir, I am informed by Mr. McManus and Mr. Convisser right now that we must await the passage of the fiscal 1975 Appropriation Act before money from the Department of Transportation can be applied from the rural demonstration program.

For the highway program, sir, I think I have indicated that we are trying to do everything we can within existing law to support the project, and that is the best I can say this morning.

Senator CHILES. Thank you, Mr. Secretary.

I understand that DOT is developing regulations for section 16(b) of the Federal-Aid Highway Act which provides that private non-profit corporations and associations along with States and local public bodies can qualify for grants and loans to carry out projects to meet the need of the elderly and handicapped.

Can you give me any idea when these regulations will be forthcoming, and what thrust they are likely to take.

Mr. DAVIS. Yes, sir.

For this particular moment, I could provide for the record, sir, an exhibit M and an exhibit N; with exhibit M being a requirement that anybody who applies for a capital grant must take into consideration many aspects of all the elderly and handicapped who live in the area of the applicant, and exhibit N showing where the elderly and handicapped live, so that the Urban Mass Transit Administration can be assured the applicant for the capital grant has taken into full consideration the requirements of the elderly and handicapped who live in the particular areas that apply, for which the applicant is making the grant, so this is in existence today, sir.

Senator CHILES. We would be delighted to append those to your testimony, and the record will so contain them.* Are there any additional regulations?

PLAN OF ACTION OUTLINED

Mr. McMANUS. Yes, there will be additional guidance on how this section should be utilized, particularly in the capital assistance program, and there is also a plan of action to notify the States of the availability of an earmark of resources to be used for this purpose, for the purpose of responding to subsection 16(b) this fiscal year.

This is in the planning, so we are proceeding both with the guidance on how to apply, and also with an earmarking of a resource which can be used as a target by these nonprofit corporations, working with the welfare, health and transportation agencies of the State governments.

Senator CHILES. Section 16(b) also increases from 1½ to 2 percent the amount of funds that may be used for projects to meet the needs of the elderly and handicapped. Can you tell us what your plans are for implementing this?

Mr. McMANUS. Mr. Chairman, I think that the provisions of section 16 with respect to the percentages are really relatively easy to comply with, and I think we have always delivered, although we have not identified the resource and reported its use with respect to this kind of an objective.

We, in my opinion, utilize in excess of these percentages in the capital assistance, planning, and R. & D. programs for this effort right now.

Senator CHILES. For the record, will you give us the list?

Mr. McMANUS. Yes, I will. I think the problem is that one can easily meet a target, if this is to be considered one, a percentage target, but the problem is to get a universal addressing of the needs in each place. That is really what the problem is.

Senator CHILES. Mr. Secretary, we have some other questions, and with your permission, we will submit those in writing to you, because your time is limited, so we would appreciate your answering those questions in writing.

* See appendix, item 1, p. 281.

We would like, for the record, a list and status report on the projects and studies which the Department feels complies with the directives of the Biaggi amendment. And then we would like to ask you something about vehicle design, these can be supplied for the record.* I appreciate very much your appearing before us today, and your spirit and commitment. I think that is what this program needs.

Excuse me a moment. Mr. Miller has some questions.

Mr. MILLER. Mr. Davis, in your statement you made a statement with regard to funds available in 1975.

Does the Department of Transportation now have available to it any funds for rural transportation programs?

Mr. DAVIS. Mr. Miller, sir, not in the highway program at this particular time. I think this will await the passage of the 1975 budget, sir.

Mr. MILLER. Are there any funds under the Urban Mass Transportation Act that could be applied to this purpose?

Mr. McMANUS. Not in rural areas. That is the problem. The funds may be used in urban areas, but not in rural areas.

Mr. MILLER. Thank you.

Senator CHILES. Thank you very much.

Mr. DAVIS. Thank you, Mr. Chairman.

Senator CHILES. The good news has preceded you, Commissioner Flemming, that your confirmation hearings went well. We are delighted to hear that.

STATEMENT OF HON. ARTHUR S. FLEMMING, COMMISSIONER, ADMINISTRATION ON AGING

Commissioner FLEMMING. Thank you. I appreciate the opportunity of discussing with this committee the issue of meeting the transportation needs of older persons.

My objective today will be to share with you the approaches I plan to take, as Commissioner on Aging, to this important area.

Out of these approaches I hope that there will emerge policies and support for policies that will bring about improvements in present conditions. I will be happy, of course, to keep this committee informed on the results growing out of these approaches.

The first approach relates to the authorities and resources of the Administration on Aging. It is possible to use funds appropriated under both title III and title VII in order to help bring services to older persons or to make it possible for older persons to go where services are being provided.

We have and will continue to stress, as we work with the States, the importance of giving the opportunity to spend funds for transportation a high place on their list of priorities and on the list of priorities of area agencies on aging.

In the title III regulations we provided that:

In developing the area plan, the area agency shall include plans for transportation whenever funds are used to establish needed services for older persons to insure that older persons have access to such services.

* See appendix, item 2, p. 283.

In the title VII regulations we specified that:

The State plan shall provide that * * * the following supporting social services must also be provided to the extent that such services are needed and are not already available and accessible to the individuals participating in the nutrition project: Transportation of individuals and personal escort services to and from the congregate meal sites * * *

As both programs have been underway for only a short period of time we do not know as yet what percentage of the funds appropriated for these two titles is being used for transportation.

We do know, however, that 37 percent of the projects, or about 700, funded under the former title III are providing transportation as one of their services.

Approximately 20 transportation projects have either been completed or are now underway under the Administration on Aging's authority to fund research and demonstration projects.

My second approach relates to the Interdepartmental Working Group on Aging, of which I am chairman, and which functions under the Cabinet-level Committee on Aging.

Up to now we have established two interdepartmental task forces under this working group; namely, an Interdepartmental Task Force on Research in Aging, and an Interdepartmental Task Force on Nutrition. By March 15 we will have established an Interdepartmental Task Force on Transportation.

IMPLEMENTATION OF PRESIDENTIAL DIRECTIVE

The first assignment that will be given to this task force will be to work on the implementation of the Presidential directive that all Federal grants which provide services for older persons also "ensure that the transportation needed to take advantage of these services is available."

Simultaneously the task force will be asked to review the steps that have been taken to deal with the impact of the energy shortage on essential transportation for older persons and to recommend additional action programs by which representatives of the appropriate departments in the field might better meet the transportation needs of older persons.

The next assignment will be to develop a series of action programs designed to link existing resources in the area of transportation to the needs of older persons.

For example: Emphasis will be placed on fulfilling the administration's commitment to encourage the use of schoolbuses to transport older persons so that they can take advantage of available community services.

My third approach relates to the directive given the Commissioner on Aging under section 412 of the Older Americans Act to make a comprehensive study and survey of the transportation problems of older Americans based, in part, on research and demonstration projects authorized under the section.

The law directs the Commissioner on Aging to consult with the Secretary of Transportation and the Secretary of Housing and

Urban Development in connection with the study and to coordinate the research and demonstration projects with the same two departments.

The Department of Transportation and Department of Housing and Urban Development can make major contributions to the study and to the implementation of research and demonstration projects in transportation. In fact the resources they can draw on are far greater than any resources that are available to the Administration on Aging. This should continue to be the case.

I plan, therefore, to work directly with the Secretary of Transportation and the Secretary of Housing and Urban Development in order to carry forward a joint study, to develop joint research and demonstration projects, and to present a joint report on the issues identified in section 412.

This process can be started by taking advantage of studies that have either been completed or that are in process, by capturing, recording, and evaluating the Administration on Aging experiences under titles III and VII, as well as the Department of Transportation experiences under their existing authorities, and by utilizing other resources that are now and will be available to the three departments.

REPORT ON DEMONSTRATION PROJECTS

I will be in a position to report to this committee within the next 45 days on the plan for the study, the plan for demonstration projects, and what we expect to cover in the report which is to be submitted to the Congress by January 1, 1975. Mr. Chairman, I think you appreciate as do members of the staff, that the January 1, 1975 date, was set at a time when it was anticipated that the amendments to the Older Americans Act would become effective much earlier than was in fact the case.

It really provided for a period of 2½ years for this study.

I have contemplated the possibility of recommending within the executive branch that we in turn recommend a change in the date, but at this point, I have decided that the best thing to do is to do the best job that can be done between now and January 1, 1975, and then we and the Congress can determine whether additional time needs to be taken, at the moment, but we intend to meet that deadline with some kind of a report, and I hope it will be a constructive and helpful program.

Senator CHILES. Have you requested funds in the budget for that study?

Commissioner FLEMMING. This particular point, I think, the plan I have just outlined in my testimony, can be carried forward within the existing resources of the three departments that are involved.

Forty-five days from now, I might arrive at a different conclusion on that. If I do, I will inform the committee, but at the moment I feel that we can utilize our existing resources, make a study and present a report to the Congress by January 1, 1975.

Mr. Chairman, as I indicated, this committee and other committees in the Congress may feel that more needs to be done after the report has been filed, and we ourselves may feel the same way. If

so, we will make a recommendation to that effect, and then that in turn may raise some fiscal questions. But for the moment, I intend to proceed within the framework of existing authorities and existing resources, and do the very best job that we can do.

I have noted, Mr. Chairman, the continuing concern of this committee, as you pointed out, in 1970, with regard to the transportation needs of older persons.

I certainly, as you know, share this concern, and I look forward to working with the committee in the ways in which I indicated in my testimony, in an effort to translate our common concern into programs that will contribute to significant progress. Thank you very much.

"A TIME FOR COMMITMENT"

Senator CHILES. Commissioner Flemming, in my statement, before you arrived, I was summarizing the last 2 days' hearings that we have had, and stressing from those hearings, and from the implication and the information that we get, that now is the time we have to determine whether the Congress and the administration, through all of its agencies, are serious about doing something about this problem, or whether we are talking with words to just delay through studies, and through plans, and through everything else. I was stressing that this was not a time for promises, but a time for a commitment, on the part of the Congress as well as on the part of the different agencies. I was delighted that Assistant Secretary Davis responded that he personally felt the commitment for this, and I think he spoke for the Secretary of the Department in making a commitment that we really have made some progress, and I would like very much to urge that upon your agency too.

Commissioner FLEMMING. I certainly concur, Mr. Chairman.

Senator CHILES. How would your proposed Interagency Task Force on Transportation work, and when do you expect to have that in operation, and is the energy crisis going to be among its first orders of business?

Commissioner FLEMMING. Mr. Chairman, as I indicated in my direct testimony, I plan to have the Interdepartmental Task Force on Transportation for Older Persons in operation by March 15, and as I indicated in the testimony, the first assignment that will be given to that task force will be in the area of the impact of the energy shortage on older persons.

I fully recognize the threat that the energy shortage presents to many aspects of the program the Congress has authorized the executive branch to implement in the field of aging.

During World War II, I was a member of the War Manpower Commission, and Chairman of the Labor Management Committee. As you know, we had to deal with issues of this kind during that period. I think I learned that when we confront shortages, people making presentations of their needs in terms of generalizations never get very far. When, however, people present specific case histories, they make an impact on the thinking of those who are allocating resources and promptly got some action.

So recently I did address a communication to the heads of the national organizations of older persons, asking them if they would

develop, through their local groups, some case histories that we could use in dealing with the Energy Administration.

I also addressed a similar communication through our regional offices, to the State agencies on aging, asking for the same kind of information. I have been assured that I will, within 10 days, have from the States some specific case histories as to what is happening in connection with title VII projects, and what is happening in connection with title III projects as a result of the energy shortage.

PRESENTATION TO CABINET COMMITTEE

We will then use that evidence for a presentation, not just to the Interdepartmental Task Force on Transportation for Older Persons, but also to the Cabinet-level committee itself, and when we present it to the Cabinet-level committee, we will include recommendations as to what steps we hope will be taken.

We will invite the Energy Administration to designate a person to serve on the Interdepartmental Task Force on Transportation for Older Persons, and I am sure Secretary Weinberger, who is Chairman of the Cabinet-level Committee on Aging, will invite the Energy Administrator to participate in the meeting of the Cabinet Committee when this item is discussed.

Senator CHILES. I am delighted to hear you sent the letter, and I think we might well want to call another meeting of this committee to hear your results. I think in that way we might emphasize your results. Do you think you will have those in within 10 days?

Commissioner FLEMMING. I have been assured that 10 days from now we will have the case histories, and it will take us a few days then to bring those together.

Senator CHILES. Within the next few weeks, we will call another meeting to take those results.

I expressed to the FEO officials that were here yesterday that right now when we have the gas allocation process going on, the worst suffering is taking place. While we talk about leveling off in April, or it will be working smooth in the spring, that is of little help now. My concern is that there are many decisions being made now that have to be made because of the allocation programs. There are groups that can make themselves heard, the gasoline dealers are getting a 2 cents increase starting tomorrow, the independent dealers, the truckers have made themselves heard, the agricultural people have made themselves heard, transportation in general, was able to make its voice heard. It is very hard for older Americans to make their voices heard, they cannot close a gas station, they cannot shift produce, if they stay home and do not get a hot meal no one really hears about that. It really boils down to the fact that you are the strongest voice they have, and your voice of course can alert many other voices.

SPECIAL IMPACT TASK FORCE

You can alert the Congress. You can alert many of these other agencies, volunteer agencies, agencies representing the people. I think you are going to have to stand and be counted for these people if

they are going to get into the realm of decisionmaking at any early date. With all the problems at the Federal Energy Office, I do not minimize that, but I know of some problems in our State. We found out this morning that a Special Impact Task Force is going to come about, which sounds very good on paper, and what they expect to do, they do not have a Director and the Assistant Director is en route from his home. He is not on board yet, and so what kind of dealings have you had with this task force to date? My concern is that this is necessarily a kind of back-burner activity, because it does not have the heat of the front burner. Other pressing things are placed on the front burner, and I think we have to determine some way of getting this problem to the front burner so that these people who are really suffering today and have for the last 3 weeks, can be heard.

Commissioner FLEMMING. Mr. Chairman, I agree with your analysis of the situation, and again, going back to my World War II experience, I know that your observations are very sound observations.

We have been working with the Secretary on this over a period of a number of months and the Secretary has been very vigorous in presenting to the Energy Administration his concerns relative to all of the segments of the population for which a Secretary of HEW has responsibility. And, of course, he recognizes his responsibilities as far as older persons are concerned.

It seemed to me it would be wise to get an Interdepartmental Task Force on Transportation for the Aging set up and to have it focus initially on the energy shortage, and to obtain from it some specific suggestions. I will ask the Secretary to call a meeting of the Cabinet Committee itself with the Energy Administrator present, as soon as these recommendations have been drafted. I agree with you, as to the role that we should and must play in connection with this very important matter.

As you know, we have taken the lead in the SSI alert. That involves already 22,000 to 25,000 volunteers who have been enlisted and trained to carry out this particular mission. I am sure that they are running into difficulties in carrying out their mission because of the energy crisis. Here again, I want to obtain some specific histories.

Senator CHILES. Well, for that reason, I am trying to back you up on that, we look forward to having a hearing a few weeks from now so we can emphasize these, and I hope we can get those histories as fast as possible.

TRANSPORTATION SURVEY RECOMMENDED

Your predecessor strongly recommended yesterday that the congress appropriate funds for the earliest possible date for transportation surveys mandated in section 412.

I intend to make this request to the Appropriations Committee at an early date. What amount, in your opinion, should be requested?

Commissioner FLEMMING. Mr. Chairman, that was the matter that we were discussing a few minutes ago when I indicated that I felt

we could prepare at least an initial report by utilizing our existing resources.

Senator CHILES. You are still saying you think you have the funds now?

Commissioner FLEMMING. Yes. Again, however, when we present it, we may very well point out that we need more time and more resources. Or the Congress itself may decide that the report should be supplemented. But in the interest of moving, I believe that we should pull together the resources and authorities that we now have, and go just as far as we possibly can in carrying out the provisions of section 412.

That way we do not have to sit and wait for any additional action. As I indicated to you, Mr. Chairman, I will present to the committee within a period of 45 days the plan, how we intend to implement the plan, and some indication of what we feel we will be able to cover in the report that we will prepare by January 1, 1975.

Senator CHILES. I would hope that you will let us know the earliest date that you feel that you are going to need these funds, so that we in the Congress could try to see that those funds are included. Some of us do have the feeling that we just do not want to have that come up way down the road.

Commissioner FLEMMING. I am not going to use that as an excuse for inaction. We will act in the very best way that we can within our existing resources.

Senator CHILES. Thank you, sir. Your predecessor also said the wording of the Biaggi amendment of 1970 was much more emphatic and clearcut in regard to the elderly and handicapped than that advanced by the administration with regard to the unified transportation proposal.

The language which eliminates specific set-asides might very well be reconsidered. Do you have an opinion on that?

Commissioner FLEMMING. I listened to the discussion you had with Secretary Davis on this, and I think I would be interested in seeing what additional information the Department provides the committee, in accordance with your suggestion, before commenting on that.

Senator CHILES. If I were the director of a planning and service area, to whom would I go, (1) to develop transportation resources, if they did not already exist, and (2) to help adjust existing resources if they did already exist?

STATE ALLOCATION OF FUNDS

Commissioner FLEMMING. Under the procedures set forth in title III of the regulations, if as the head of an area agency on aging, you had a concern along this line, my recommendation would be to reflect that concern in the plan that you would be developing for your area for presentation to the State agency on aging. I would request some funds to be used for the purpose of improving the transportation situation in the area from the State agency on aging,

and the State agency on aging would have the right to allocate some of those funds for this purpose.

Now, this is what I had in mind in my presentation. Although we are not dealing with large sums of money, we do have a situation where just under \$100 million has been distributed under title VII, \$68 million has been distributed under title III, and in both instances, the nutrition project directors, and the heads of the area agencies, can include in their proposed budget provisions which will help deal with the transportation situation.

I think it is going to be interesting to find out to what extent those authorities have been used. As I indicated to you, we will get some information on that by the middle and latter part of April as we get into our first complete reports on title VII, and as we get more complete reports on title III.

One of the objectives in connection with the Interdepartmental Task Force on Transportation for older persons, is to work out agreements under which the State agency on aging, through the regional offices of the Department of Transportation, can discover how to tap some of the resources that the Congress has made available to the Department of Transportation, and work those into the State plan. Congress is always going to provide far more money in the area of transportation to the Department of Transportation than it will ever provide any other department or agency of the Government. So it seems to me we have got to work in season and out of season to make sure that older persons get their fair share of the total investment that the Department of Transportation makes in the field of transportation.

Senator CHILES. What agencies should be used to coordinate this hodge-podge? We now have existing requirements and qualifications for different funding programs. A transportation director in an urban city, or someone in a rural area trying to tap additional resources or funds runs into different eligibility requirements and different specification requirements, that make him virtually unable to coordinate his system of transportation. He has either got to not follow the law, or he is not going to have a unified system.

Commissioner FLEMMING. Of course, a part of that responsibility obviously lies with the Department of Transportation, but to the extent—

Senator CHILES. The authorities, of course, the requirements would come out of OEO, from the Commissioner on Aging, from the Department of Transportation, and from HUD.

Commissioner FLEMMING. Yes; and some out of Agriculture, for example. Agriculture has resources in this particular area also. This is my purpose in setting up this Interdepartmental Task Force.

You noticed, I did not call it a committee. I called it a Task Force on Transportation for Older Persons, to see if through it we can take initiatives in trying to bring some order out of the situation.

CONCERN NOT ONLY FOR OLDER PERSONS

Senator CHILES. But this is a little bit broader than older persons, because now we are talking about all handicapped, qualified recipients of all the programs.

Commissioner FLEMMING. I agree with you, and I think your concern, my concern, should go not only to older persons.

Senator CHILES. Do you think the task force is going to be able to tackle that particular problem?

Commissioner FLEMMING. All I am saying is we are going to tackle it, and I hope we can get some results.

Senator CHILES. Well, we would like very much to hear what you propose in that regard.

Commissioner FLEMMING. That is a challenge in the field of administration, and we will see what we can do about it.

Senator CHILES. Mr. Miller?

Mr. MILLER. Commissioner Flemming, to what extent do you believe this problem the chairman has just been referring to is responsive to action only by the executive branch? How much of it may lie in the manner in which Congress sets down these programs in legislation? Do you care to comment on that?

Commissioner FLEMMING. I would say we share the responsibility when we confront situations of this kind. Sometimes, however, legislation becomes so specific that it does create a problem when it comes to working out coordination.

I do not have any specifics in mind in the field of transportation, but I am sure as we work on this task force, I will be told from time to time by some department that we cannot do this or that because of the specific legislative requirements.

All right. When we get that kind of a response, then we will try to agree on some recommendations to correct the legislative situation.

I happen to share, Mr. Chairman, your feeling, in your dialog with Secretary Davis, namely it is not too bad to have the legislation fairly general, providing there is an understanding that the executive branch is going to implement it with rules and regulations that will become quite specific. If we make a mistake in the rules and regulations, we can correct it quicker than sometimes you can correct a provision of the law.

Senator CHILES. We thank you very much for your testimony.

Commissioner FLEMMING. We are very happy to be here. I am delighted that the committee is digging into this issue in this way.

Senator CHILES. We thank you, Commissioner Flemming.

Commissioner FLEMMING. Thank you, Mr. Chairman.

Senator CHILES. We will now hear from Mr. Arnett.

STATEMENT OF HON. ALVIN ARNETT, DIRECTOR, OFFICE OF ECONOMIC OPPORTUNITY

Mr. ARNETT. Thank you, Mr. Chairman. It is indeed a pleasure for me to appear before the Senate Special Committee on Aging this morning.

I appreciate the opportunity to share with you a brief sketch of the programs dealing with transportation and the elderly which are being sponsored by the Office of Economic Opportunity.

Our estimates indicate that OEO, through its 198 senior opportunity and services programs, served 999,000 low-income elderly in fiscal year 1973 and provided 7,900,000 individual services to the program participants.

Among the 20 different types of services and activities provided by SOS projects, some of the most significant and representative program elements were: 1,500 senior centers; 261 transportation assistance services; 147 congregate meal services; 126 home delivered meals; 89 homemaker services; 69 home health services; and 45 other types of meal services—primarily food stamp assistance.

During fiscal year 1973 the Office of Economic Opportunity funded these SOS programs in 45 States and Puerto Rico. The funding level was in the amount of \$10.7 million and compared with \$8 million in fiscal year 1972.

PROGRAMS INCREASED THREEFOLD SINCE 1968

Since the first funding of 60 SOS programs in June 1968, in the amount of \$2.5 million, the programs have increased more than threefold and the funding more than 400 percent.

Furthermore, the programs during their 7 years of existence have averaged over the years the generation of \$40 in local resource funds for every \$100 of Federal funding.

69,000 volunteers contributed 2,938,000 hours of their time to expand the efforts and make more available the services the SOS projects provide.

We estimate that OEO-funded SOS projects provide a variety of services and activities to nearly 1 million SOS program participants or beneficiaries.

Much of the change in language and emphasis contained in the 1973 amendments to the Older Americans Act is the direct result of the success of the OEO-SOS program in providing new methods of delivering services to the elderly poor.

With the committee's indulgence, I would like to dwell more particularly on the transportation aspect of our program. Distance from jobs, doctors, and needed services are great and public transportation is scarce, having declined at alarming rates throughout rural America in the past 2 decades.

According to the 1970 census, more than 27 percent of this country's population lives in rural areas; there are 10 million rural poor; rural areas have a disproportionate share of the elderly population. The transportation crisis is not new to these people; however, the current energy crisis may make it intolerable.

Many rural people with jobs providing an income of \$4,000-\$5,000 per year must spend 25 to 40 percent of their income traveling to work by private vehicle. Increases in this percentage will force them to find an alternative if they are to stay employed. The lack of public transportation in many areas limits their alternatives.

I should like to end my statement by pointing out a few of the programs which we feel have been most successful in providing transportation services to the elderly.

WEST VIRGINIA TRANSPORTATION PLAN OUTLINED

OEO has approved a \$4,039,500 grant to the West Virginia Department of Welfare through funds authorized under section 221 of the Economic Opportunity Act. Of that amount, \$240,170 was

authorized for preparation of a comprehensive development and administrative plan for transportation remuneration incentive program—TRIP.

The plan is to address itself to the transportation problems of the low-income elderly and the handicapped people living in a rural and mountainous State with declining bus service to meet their needs and reach health and social services.

The plan is to include: (1) Direct subsidy of the cost of transportation for the low-income elderly and handicapped; (2) provide funds and technical assistance to develop or improve systems in those areas where no transportation system or inadequate systems exist; (3) prepare maps outlining priority origin-destination patterns, identifying primary medical and social service centers to be reached; (4) prepare an inventory of all existing transportation systems and the possibility of improvement and availability of public and private financial resources; (5) develop methods to test hypotheses and research methodology and (6) develop mechanisms and standards to evaluate the program as it affects the needs of the elderly poor.

Mr. Chairman, that concludes my prepared statement. I will be happy to answer any questions you might have.

If I may go on to comment on several things, I heard here this morning; the first is on the matter of operating subsidy. It is out of that \$4 million OEO grant that that particular item will be covered. What we are really asking the Department of Transportation for is something that it can provide: capital assistance, the purchase of equipment for those areas that simply do not have it now. A great number of pieces of rolling stock are already in place, what OEO provided over the years will be incorporated into the system as well as the private and public systems, but there are holes in that network.

We are asking UMTA for roughly \$770,000 to help harden those soft spots. OEO traditionally moves about this town sort of like a skunk coming to a picnic. Where we move, others flee. Fortunately, that was not the case here. And if I may just take one moment to pay personal tribute. It has taken me many years to meet this man—Commissioner Flemming—but never in my life have I been so honored and delighted to work with anyone so responsive. Here I was studying about the doings of the Arthur Flemmings of the world, and here he is.

A great number of other people played a very heavy role in this. Senator Randolph, Senator Byrd, Governor Moore, they all played a role.

We have a term in West Virginia—herky-jerk. It was not demonstrated here. It was a pulling together of a \$35 million effort, and it involved a lot of people, and we came out of West Virginia fine.

HEALTH TRAIN PROPOSAL

Several years ago I was trying to accomplish what amounted to moving the good ship *Hope* on rails, that is, bring a health train into the coal camps of West Virginia.

Where coal trains rumble, health can be brought by rail. But we did not pull it together, because there were disparate pieces that had

to be put together, and one of the things I learned in my days in Appalachia was to follow a "strategy of pregnancy." There is no such thing as being a little bit pregnant.

I noticed yesterday when Commissioner Flowers testified, he said that as soon as the Federal Office of Economic Opportunity receives assurances of participation from the Administration on Aging, and from the Department of Transportation, he understood his State will be authorized to proceed.

I have watched a great number of undertakings in the hills, born of great promise, and high hopes, expectations raised, only to see them in a very short time dashed because the pieces were never put together comprehensively. Having had that experience with that health train, I vowed even though we would be helped in this, we would put up our \$4 million. Still, when we went to the swimming hole, I wanted others there. Arthur Flemming was there.

Just as soon as I get something more—I want it in writing, as a matter of fact—I wanted something other than a promise.

Senator CHILES. For this \$775,000, you said, you told, we were told this morning, they thought they would have to wait until the appropriations under the Highway Act have been voted under the new Highway Act. It is hard for me to think that UMTA—

Mr. ARNETT. It does not have the authority.

Senator CHILES. I think they are talking about funds. I do not think they are talking about authority. I think they talked about funding the appropriations under the Highway Act, and it looks like to me \$775,000.

Mr. ARNETT. It is just a drop in the ocean.

Senator CHILES. For UMTA it is not that great.

Mr. ARNETT. I was as distressed as Louise.

There are those in this town who think we are awfully close. I thought we were much closer when Senator Randolph and myself and Secretary Brinegar all came together in his office, and there was a commitment on capital assistance there.

I hope today's testimony does not represent a backslide.

CONCERN OVER OPERATING SUBSIDIES

Senator CHILES. Secretary Davis certainly has said the commitment is there on the part of the Secretary, but in his consultation to these people. I was afraid he came up, or they came up, with a provision that they would have to wait until the appropriation bill, the Highway Act, was passed, and we were trying to elicit from them when we could expect an answer. First, I think it was of concern, that they were talking about operating subsidies, and I think that question was cleared up for them, that we were not seeking out subsidies at all, that was not necessary for transportation, but I think maybe that is something Senator Randolph will have to follow up on. We tried to solicit as much information as we could get.

Mr. ARNETT. There are two pieces that will have to come from the Department of Transportation. One goes to capital assistance which is authorized, the other is moving the scale of opportunities down. There are prohibitions I suppose, going to everything that Trans-

portation does, and everything that HUD does by way of population cutoffs. They cannot deal with towns less than a number of people.

Capital assistance is where the \$770,000 goes, and the other is subsidy, for demonstration purposes in year 1975 and 1976, and so forth. They may have to get amendments to the Federal Highway Act to accomplish that, but there should be money in accordance with capital assistance.

Senator CHILES. Can you tell me what the future of the OEO-funded programs for the elderly are?

Mr. ARNETT. The SOS programs are to be folded almost individually into the AoA undertaking. There is no money in the 1975 budget for SOS, as there is no money in the budget for OEO generically, or for community action.

Senator CHILES. Can you tell me from the agencies that you just talked about, the service centers, and all of the transportation systems, what kind of information were you getting from them in regard to the energy crunch?

Mr. ARNETT. Well, it is mixed. I spend about 80 percent of my time on the road visiting OEO projects. The people who are being touched most are those who must for one reason or another make their way to a health center.

We have reports from Kentucky, for instance, and from Milwaukee, that it is most difficult to get gasoline for vehicles. OEO has probably 150,000 pieces of rolling stock out there, little vans, buses, automobiles, or what have you, in this network of community action agencies.

If there is an emergency on Sunday, it may well be the vehicle they had been depending on simply will not run. They have to make other arrangements.

The effect on the elderly, of the energy crisis generally, is affecting those pretty well north of the 35th parallel.

OEO has been winterizing homes from coast to coast. We have put a special emphasis on homes of the elderly, insulating the roofs, putting plastics on the windows, we have directly funded three projects in Maine, New Hampshire, Vermont.

In most other States, most community action agencies are also winterizing homes, and the elderly people have absolute priority in those winterizing processes.

Senator CHILES. Are you conducting any kind of survey to determine what the crunch is in this respect?

WEEKLY REPORTING SYSTEM USED

Mr. ARNETT. We have an ongoing survey. We have a weekly reporting system coming to us. We have one piece of research already done that I submitted—I am sorry—we submitted to the Select Committee on Nutrition and Human Needs. We do have coming in from each region each week an impact statement on the fuel crisis on poor people.

Senator CHILES. What in turn are you really doing with that statement, how are you circulating what is digested?

Mr. ARNETT. You mentioned the FEO Special Impact Office. The Special Impact Office was set up 2 days after I testified before Senator McGovern's committee that the crisis was having an impact on poor people.

All of these data are going to the Special Impact Office.

Senator CHILES. I think we would like that study circulated to this committee.*

Mr. ARNETT. I would be happy to, sir.

Senator CHILES. Thank you very much. Senator Randolph has a statement he would like read.

Mr. MCGANCE. My name is Phillip McGance. I am legislative assistant to Senator Randolph. Senator Randolph has been unable to be present for this hearing due to the Democratic caucus; however, he has received reports on the testimony of the Department of Transportation regarding the West Virginia TRIP proposal.

Senator Randolph wants the record to reflect that in response to his call to Secretary Brinegar on Tuesday, the counsel for the Senate Public Works Committee was advised yesterday by Assistant Secretary of Transportation Monagan that the TRIP proposal does fall within the scope of existing law.

This includes both the Federal Highway Act and the Urban Mass Transit Act, thus it is Senator Randolph's belief that the real question here is not the law or amendments to the law, or future appropriations, but whether the Department of Transportation is ready to support this innovative proposal to provide transportation for the elderly and the handicapped in West Virginia, which could lead to similar programs nationwide. Thank you.

Mr. ORIOL. For the record, I would like to identify Phil McGance, legislative assistant to Senator Randolph, and as explained, Senator Randolph has not been able to be here.

Senator Chiles asked me to thank the witnesses again, and to indicate that we will have at least one more hearing on the subject, approximately 2 weeks hence.

Thank you. We stand in recess.

[Whereupon, the committee was recessed at 12:35 p.m.]

*Retained in committee files.

APPENDIX

ADDITIONAL MATERIAL FROM WITNESSES

ITEM 1.—EXHIBITS M AND N OF THE URBAN MASS TRANSPORTATION AUTHORITY "EXTERNAL OPERATING MANUAL", RELATING TO CAPITAL GRANTS; SUBMITTED BY HON. BENJAMIN O. DAVIS, JR., ASSISTANT SECRETARY FOR ENVIRONMENT, SAFETY, AND CONSUMER AFFAIRS, DEPARTMENT OF TRANSPORTATION*

EXHIBIT M. ELDERLY AND HANDICAPPED

The applicant must make every reasonable effort to ensure that the elderly and handicapped will be able to use mass transportation effectively. This is especially important when new facilities are to be built, but modifications to present facilities and service should also be considered.

The map submitted as *EXHIBIT N* should also show those areas with large elderly or handicapped populations.

There must be a description of any studies and plans that are addressed to the transportation needs of the elderly and handicapped, with final reports made a part of this exhibit.

Include basic facts concerning these groups, such as their percentage of the population, programs and institutions devoted to their needs, particularly any transportation programs (e.g., Senior Citizen Fares, special routes, etc.). Include the costs of special equipment or facilities, either installed or being considered, and the probable ridership estimated to be attracted by them.

EXHIBIT N. MAP OF THE APPLICANT'S JURISDICTION NON-DISCRIMINATION IN THE TRANSPORTATION SYSTEM

All applications for assistance must contain a map of the jurisdiction of the applicant showing the areas which are inhabited predominantly by Negroes, Puerto Ricans, Spanish and Mexican-Americans, and "other races" as classified in "Population Characteristics" of the Final Reports of the 1970 Censuses of Population and Housing. If such a study has been prepared for the locality involved, reference should be made to the Report. If not locally available, copies of these reports can be procured from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, for a nominal charge.

UMTA must be able to ascertain whether or not the services, facilities, and equipment of the existing transportation system and the improved system will be available to all persons and that no person on the ground of race, color or national origin will be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination in the use of benefits of the transit system to be assisted under the Urban Mass Transportation Act of 1964, as amended. To accomplish this, the map and an accompanying narrative statement should include the following information (reference may be made to other exhibits of the application, where appropriate).

1. How will the proposed project affect minority areas? For example, will the project require the displacement of minority persons from their residences and businesses?

2. Where *bus systems* are involved, the following items are to be identified: existing and proposed transit routes, trippers, minority areas, major traffic generators (residential areas, shopping areas, industrial areas, commercial areas, hospitals, schools, etc.), transfer zones, ridership (by routes),

*See statement, p. 253.

maximum load points and average load factors (by routes), headways, and transit fares. Also, controls will be used to ensure that routing, scheduling, quality of service, quality of stations serving different routes, locations of routes, frequency of service, and age and quality of vehicles assigned to routes, are planned and implemented so that no person or group of persons will be discriminated against on the basis of race, color or national origin.

3. Where rail systems are involved, the following items are to be identified: existing and proposed lines (designated express or local), location of stops, minority areas, major traffic generators, and transit fares.

4. How residents from affected minority areas will be involved in the project in order that the plans, programs and policies developed or implemented during the project will be responsive to the needs of the residents.

This exhibit should contain sufficient demographic, economic, and technical data to assist in the comparison and evaluation of existing conditions with forecasts and recommended changes.

The demographic information requested in *EXHIBIT M* is to be supplied on this map.

In addition, the following requirements for UMTA Technical Studies (planning studies), are set forth in Chapter VI. of the UMTA "Internal Procedures Handbook."

Aged and Physically Handicapped.—In the development of technical studies, consideration should be given to the safety and mobility problems of the elderly and the physically handicapped. Studies should investigate the costs of special equipment or facilities, special routing or fare structures to meet the needs of these groups, or other efforts to attract the elderly and handicapped as riders and improve service for them. Studies should also identify those sections in the urban areas with large populations of elderly and handicapped.

In these studies the following issues should be addressed, among others:

- Identifying the travel barriers in the existing transportation system;
- Present and potential origins and destinations;
- Purpose of travel, number of trips, time of day;
- Factors influencing modal choice;
- Attitude toward crowds and strangers;
- Criteria for design consideration:

- Fare collection system:

- Dispersal of fare collection
- Use of passes
- Credit cards
- Ticket issuing machine
- Special ticket lines
- Fare collection gates for wheelchairs
- Improved coin receiver

- Departure time displays: stations and terminals

- Illuminated status board
- Television display

- Pedestrian directional information

- Visual indicators
- Floor texture pathways
- Audio signals

- Movement in crowds

- Boarding procedures
- Special travel lanes

- Level changes in stations

- Elevators
- Escalators
- Inclined elevators
- Ramps
- Stair lift

- Waiting Situations;

- Shelter from inclement weather
- Personal safety in waiting areas
- Conveniences to telephone, concessions, rest rooms, etc.
- Seating with arm rests

- Long Walking Distances;
 - Auto parking and stopping
 - In-terminal transportation—(moving sidewalk, small electrically driven train with rubber tires, etc.)
- Subways and Elevated Trains;
 - Sudden movement
 - Acceleration, braking and swaying control
 - Stanchions and overhead grips
 - Shorter walk to seats
 - Improved placement of doors
- Buses and Trolleys;
 - Special bus lanes
 - Sudden movement
 - Crowd control
 - Vehicle steps
 - Ramps and lifts
 - Major bus design
 - In-bus barriers

As in the case of environmental impact work, the needs of the elderly and handicapped should be considered as an elementary part of long-range planning and/or preliminary engineering studies.

ITEM 2.—STATUS REPORT ON PROJECTS AND STUDIES, DEPARTMENT OF TRANSPORTATION; SUBMITTED BY HON. ROBERT H. McMANUS, ASSOCIATE ADMINISTRATOR, OFFICE OF TRANSIT PLANNING, URBAN MASS TRANSIT ADMINISTRATION

Section 16(b) provides in effect that for activities authorized by it the Secretary may obligate 2 percent of the program level for the capital grant and technical studies grant programs. The activities are mass transportation services planned, designed, and carried out so as to meet the special needs of elderly and handicapped persons. Grants and loans may be made to States and local public bodies and agencies thereof, and to private non-profit corporations and associations.

In addition to the 2 percent figure for the capital grant and technical studies grant programs cited in Section 16(b), Section 16(c) indicates a permissive percentage of 1½ percent for research, development and demonstration projects under Section 6.

You asked what our plans are for implementing this provision, and for a list of projects. Following is a description of UMTA's specific efforts and projected activities in the current fiscal year to illustrate that commitments are in excess of the percentages.

CAPITAL GRANTS AND TECHNICAL STUDIES GRANT PROGRAMS

The 2 percent figure applied to the program level of \$909.6 million for these programs (capital grant, \$872M; technical studies, \$37.6M) would suggest a commitment of approximately \$18.2 million. The specific efforts described hereafter total in excess of that amount, even without taking into account that part of service improvement costs (almost impossible to isolate) which are generated by the analyses required in the capital grant application exhibits "M" and "N" mentioned in Secretary Davis' testimony.

Capital Grants (Section 3):

1. A total of \$15 million has been earmarked by UMTA's Office of Capital Assistance for use by private, non-profit agencies alone for equipment needs related to special needs of elderly and handicapped persons. This figure in itself is nearly 2 percent of the capital grant program level for fiscal year 1974. Furthermore, it is a general guide, not a floor, to generate attention to the need.

The Governors are about to be notified of this set-aside of funds, which varies from \$110,000 to \$990,000 among States in accordance with an allocation method based on numbers of the aged, and income level.

2. Several grants have been made or are proposed this year for specially equipped buses. Examples, in addition to those in Secretary Davis' statement, are:

- \$60,000 grant for 5 buses—Ann Arbor, Michigan
- \$24,000 grant for 1 bus—Lane County, Oregon
- \$1.7 million proposal for 36 buses—Oakland, California
- \$225,000 proposal for 6 buses—Derby, Connecticut

Technical Studies (Section 9):

1. With reference to the \$37.6 million program level for fiscal year 1974, 2 percent would equal \$752,000. Currently \$2.8 million is being made available to the States for the first time for their own use, with the specific suggestion that they use a major portion of these funds in addressing the elderly and handicapped transportation issue on a statewide basis. This would include, at least, inventorying the needs of the private, non-profit agencies referred to in Section 16, and planning ways to energize and coordinate the efforts of State welfare, health and transportation agencies.

2. The urban area studies funded annually by the Urban Mass Transportation Administration address needs of the elderly and handicapped as an element of short-range transportation improvement programming. The techniques for doing this are imperfect but the requirement is universal. Short-range studies account for approximately \$7 million of the current program level for technical studies.

RESEARCH, DEVELOPMENT AND DEMONSTRATION PROGRAM

The 1½ percent figure in Subsection 16(c) applied to the program level of \$66.2 million for fiscal year 1974 would be approximately \$993,000. Under the service development category of the demonstration program alone, at least 80 percent of the \$2.2 million funding level is addressed to projects related to needs of the elderly and handicapped. There are also a number of projects related to equipment design, one example being a proposed contract in the amount of approximately \$300,000 to design a small bus to accommodate the needs of this user group.

