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# TRANSPORTATION AND THE ELDERLY: PROBLEMS AND PROGRESS

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## HEARINGS

BEFORE THE

## SPECIAL COMMITTEE ON AGING

## UNITED STATES SENATE

NINETY-THIRD CONGRESS

SECOND SESSION

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**PART 4—WASHINGTON, D.C.**

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APRIL 9, 1974



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Transportation and the Elderly : Problems and Progress
Part 1. Washington, D.C., February 25, 1974
Part 2. Washington, D.C., February 27, 1974
Part 3. Washington, D.C., February 28, 1974
Part 4. Washington, D.C., April 9, 1974

* Appointed January 25, 1974, to fill vacancy on Committee by resignation of William B. Saxbe (R. Ohio) from the Senate, January 3, 1974.

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# TRANSPORTATION AND THE ELDERLY: PROBLEMS AND PROGRESS

TUESDAY, APRIL 9, 1974

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

The committee met, pursuant to notice, at 10 a.m. in room 6202, Dirksen Senate Office Building, Hon. Lawton Chiles presiding.

Present: Senator Chiles.

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

## OPENING STATEMENT BY SENATOR LAWTON CHILES, PRESIDING

Senator CHILES. I think we are ready to begin. The committee will come to order.

Today we resume hearings of the U.S. Special Committee on Aging dealing with "Transportation and the Elderly: Problems and Progress."

Our major goal today is to obtain more detailed information from the Federal Energy Office and the Administration on Aging regarding the effects of this crisis on older Americans.

I realize that the severity of the fuel shortage apparently has diminished. However, there is no guarantee against future shortages and higher fuel prices.

Congress needs to know how the elderly have been affected by skyrocketing costs and shortages of energy.

We must examine the administration's response to the special needs of the elderly and assure that the energy resources of our Nation are properly allocated to maintain the health and dignity of older Americans.

Hon. Arthur S. Flemming, Commissioner of Aging, will report on the study conducted by the Administration on Aging and the impact of the energy crisis on programs for our older citizens. In addition, I hope to hear what progress has been made with regard to the Cabinet-level Committee on Aging and its relationship with the Federal Energy Office.

Today, we will also have testimony from the Federal Energy Office. I am particularly concerned about the operation of the Special Im-

pact Office and how it will assure that the needs of older Americans will be given proper priority.

Another part of today's hearing will focus on the mobility problems of older Americans. I am looking forward to additional information from the Department of Transportation. We need to have a more definite statement on how the Department is implementing section 16 (a) and (b) of the Urban Mass Transit Act. Congress also mandated in Federal-Aid Highway Act of 1973 that projects receiving Federal financial assistance shall be planned and designed so that mass transportation facilities and services can effectively be utilized by elderly and handicapped persons. I hope to determine what the Department of Transportation is doing to assure compliance with this provision.

Mr. Sawhill, we are delighted to have you, and, Commissioner Flemming, we are also delighted to have you with us today, and we have your designee for your task study on the problems of aging with us today, and we are delighted to hear from you also.

## STATEMENT OF HON. JOHN C. SAWHILL, DEPUTY ADMINISTRATOR, FEDERAL ENERGY OFFICE; ACCOMPANIED BY DUKE LIGON, ASSISTANT ADMINISTRATOR FOR POLICY, PLANNING AND REGULATION, FEDERAL ENERGY OFFICE; AND CURTIS JONES, DIRECTOR, SPECIAL IMPACT OFFICE, FEDERAL ENERGY OFFICE

Mr. SAWHILL. Thank you. I guess I should say at the outset that the temperature in this room indicates to us the conservation measures that we worked so hard to implement are certainly being implemented in this room this morning.

I appreciate the opportunity to appear before you this morning to discuss the plight of the elderly, who are facing problems resulting from the energy shortage. Today, I would like to address the actions undertaken by the Federal Energy Office since our last appearance before this committee over 1 month ago.

The elderly, aside from the general debilitation common in advanced years, suffer the hardships of a fixed income, rising prices, ill health, isolation, and immobility. While all of these factors are interlocked, immobility is of special concern to us at FEO.

The Federal Energy Office was created to bring all energy policy and implementation together into one agency. The Office was given the immediate task of responding to the large energy shortages that the country has experienced over the past 4 months. The organization has met this challenge and is preparing to cope with new problems in the future. We remain, however, in need of a statutory base for the Federal Energy Administration. We hope that Congress will pass the FEA bill that will give us the capability to hire top-flight administrators and contract with outside consulting organizations. We must have this authority if we are to continue to carry out our responsibilities to Congress and the American people.

Senator CHILES. It takes three parties to get that done, two Houses of Congress and one other place to help do that.

Mr. SAWHILL. Yes. We will do everything we can.

Senator CHILES. Fine.

## Project Independence

Mr. Sawhill. In the months ahead, the Federal Energy Administration will have two major tasks: (1) Carrying out our regulatory responsibilities, and (2) developing a blueprint for Project Independence. I would like to describe briefly each of these.

Our regulatory program will have four purposes. First, we will insure that the independent oil producers, refineries, and marketers remain viable elements of the petroleum industry. Second, the program will be administered to minimize spot shortages that may occur even after oil imports reach pre-embargo levels. Third, we will keep in place a backup capability in case the embargo is reinstituted at some time in the future. Finally, we will continue to regulate prices in order to provide a balance between the interests of consumers and the important needs of the industry for funds to reinvest in exploration and production.

Our Project Independence efforts will be split into two parts—an early action program and the development of a Project Independence Blueprint. The early action program will expedite those energy projects and initiatives that require immediate attention, such as the siting and construction of refineries, increasing production of coal, and bringing nuclear plants on line. The blueprint effort will be an attempt to develop a national energy policy that will set forth an analysis of the energy problem faced by this country and will include a recommended set of actions for the executive branch, the Congress and the Nation to deal with those problems. The final product of the Project Independence Blueprint will be a report to the President outlining our goals for 1980 and the legislation, budgetary resources, and administration changes required to achieve these goals.

Keeping in mind the mission I have just described for our agency, let us now focus on the particular area of interest to us 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 in relation to most Americans. These 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. To deal with the energy related problems facing this segment of the population, the Federal Energy Office announced the creation of a Special Impact Office which is taking appropriate action on their behalf.

## Special Impact Office

It is absolutely essential that accurate information concerning allocation policies and regulations reach the aged. 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 Special Impact Office will insure that this information flow is an integral part of FEO operations.

The Office is now operational with a Director—acting—and his staff. In its effort to be responsive to the energy-related difficulties

effecting the elderly, the Federal Energy Office will appoint a person in each of its regional offices to handle special impact problems. The placement of these analysts in each region will provide more direct guidance to people experiencing problems all over the United States, and will be an invaluable asset to the Special Impact Office here in Washington.

I would now like to address several special problems which have been under consideration by the Special Impact Office.

A critical problem to the aged who must live on fixed incomes is rapidly rising prices of propane used to heat their homes. Last summer propane prices were very low and propane was in short supply. During the fall and early winter, prices began to rise rapidly and the FEO received innumerable complaints from citizens, especially the elderly. The complaints were justifiable.

Producers of propane had increased prices, from roughly 6 cents to as high as 25 cents a gallon. The increase in production that was hoped for also resulted and, instead of the projected shortages, production increased to allow sales in 1973 of some 23 billion gallons of liquified petroleum gas, up 5.3 percent over 1972.

By January 1974, it was determined by the Federal Energy Office that propane prices had reached a point in relation to supply where action was indicated. Thus, the price regulations were amended on January 20 to restrict increased costs that could be allocated to propane. Previously, because of the special product rule, refiners were able to load more than an equitable share of their costs on propane and less on gasoline and heating oil. The special product rule limits cost pass-throughs on gasoline and heating oil to the percentage of those product's sales volume to total sales volume. The January 20 regulations placed propane in the same special product category as gasoline and distillate. Cost increases for industrial producers were limited to the percentage that propane sales volume has to total sales volume. Under the new rule, the total costs allocated to propane were applied to the base price of May 15, 1973. The refiner was permitted to use the 12-month period beginning January 31, 1974, to recover the costs which would be allocated to propane during that 12-month period.

### Refiners Asked To Reduce Prices

The mechanics of these new pricing rules were explained by the FEO in a meeting with 26 major propane suppliers in late January. At this meeting we also asked the refiners to reduce prices promptly. During the month of February reductions put into effect by major suppliers ranged from 2.2 cents to 8 cents per gallon. We have probably at this point achieved between a 25 and 30 percent reduction. As this propane moves into the supply system in greater quantity, the price the consumer is required to pay will be reduced by reducing the wholesaler's and retailer's costs.

FEO has formed a special Internal Revenue Service Group to investigate possible unlawful prices charged to suppliers by propane speculators. This investigation is leading to rollbacks of any unlawfully high prices and commensurate refunds which will be passed

through to consumers in the form of refunds or lower prices on future propane sales.

The second area I would like to address is public transportation. This is the specific problem confronting the aged which concerns us today. Transportation of the elderly has never been easy. Physical or mental disabilities frequently compel older individuals to curtail their driving and depend on public transportation or the good will of others for mobility. In cases where public transportation exists and the individual is able, the system may be adequate. In such cases, our office believes a senior citizen plan like the one in effect here in Washington, wherein the elderly are identified and allowed a decreased bus fare, should be adopted.

Here in Washington that plan is administered by the District of Columbia in conjunction with Metro. Such a plan saves valuable money for the aged, gives them incentive to ride buses rather than private cars, and fills buses during off hours. The FEO will communicate to mayors and Governors its desire to see every community consider similar plans for the benefit of the elderly. We will also ask the League of Cities and the Governors Conference to take action on this front.

### Availability of Gasoline for Volunteers

Unfortunately, public transportation is not always possible. What for a younger person may be a simple trip on a bus or subway, may for the older person be physically impossible or mentally disorienting. In many cases, the elderly must depend on family or friends for their mobility.

We reported, in our last appearance here, that FEO had received a multitude of inquiries from young and old, concerned about the availability of gasoline for this purpose.

In addition, many of this Nation's elderly are not fortunate enough to have close relations who will provide transportation. Some depend on volunteers to drive them, while others are entirely homebound and need vital services brought to them. In either case, the service of the volunteer is crucial, often representing the only alternative to institutionalization for the elderly. With the limited availability and increased cost of gasoline, many programs for the aging that used volunteers suffered. Some had to limit the frequency or scope of their services. FEO has been administering the gasoline allocation program with such hardships in mind. Our action, including emergency allocations to States, have served to reduce the gasoline lines and in so doing minimize the negative effects of the shortages. In addition, the embargo has been lifted. This will make even more gasoline available. Thus, we feel confident that those who transport the elderly or volunteers that serve the aged will find their gasoline needs met.

The increased cost of gasoline will be more difficult to deal with. We will, of course, continue to control prices, but at the present time, we do not anticipate that prices will come down from their current levels and they may actually increase in the postembargo period as the proportion of high cost imported oil used in this country begins to increase. Thus, to keep the burden of gasoline costs from falling so heavily on volunteers, there may be a need to increase funding of

programs such as title III and title VII of the Older Americans Act and those funded under ACTION which provide food and social services to the elderly.

Such funding might be used to supplement limited resources and to insure the continuing reimbursement of the voluteer drivers upon whom these critical programs depend. Home health nursing care, Meals-on-Wheels and numerous other programs deserve a means to assure that their drivers will not be forced to drop out due to cost of fuel.

We are also cognizant of the committee's concern regarding the availability and price of disposable plastic dinnerware since it is a major budget item in the title VII program. Under the allocation program, petrochemicals are designated as a priority use. This along with the action described below should provide for adequate supplies of petrochemical products in the future. However, the price paid for these products will increase. We do not expect a price rise to exceed that for comparable products.

Two positive actions have been taken in the past quarter to increase the supply of petroleum into the petrochemical industry and thus increase the manufacture of petrochemicals.

A petrochemical feedstock allocation program was initiated January 14, 1974, and relaxation of price controls on various petroleum feedstocks was announced on January 29, 1974. The relaxation of price controls applies to all basic petroleum feedstocks used by the petrochemical industry. The petrochemical feedstock allocation program applies only to certain petroleum products authorized for control by the Emergency Petroleum Act of 1973.

The regulation that has been promulgated to allocate petrochemical feedstocks is structured to concentrate or maximize the flow of petroleum into the petrochemical sector. It is our hope that this action coupled with the new pricing provisions will enable petrochemical producers to manufacture enough bulk petrochemical material to keep the industry viable. He will monitor the situation in the weeks ahead and take further action if necessary.

### Other Activities of Special Impact Office

One of the primary missions of the Special Impact Office is to package existing Government programs and tailor them to needs of disadvantaged groups. In this regard, we have established working relationships with other departments and have taken an active role in the Interdepartmental Task Force on Research on Aging, chaired by Commissioner Flemming of AoA.

In conjunction with the AoA and ACTION, the FEO will initiate next week a survey of federally funded aging programs utilizing volunteers to determine their gasoline usage and expense. The survey, scheduled to be complete in about 5 weeks, will compile data on the miles logged by volunteers in transporting people during their work, the number of volunteers, the cost of gasoline by region, and the general income level of participating volunteers. The results of the survey will determine the impact of cost on programs for the aging in determining the funds to be allocated for volunteer reimbursement,

as well as assist legislators and planners in realistically forecasting future needs. Based upon these findings, we intend to make specific recommendations for changes in funding of categorical programs.

In closing, we would like to emphasize that the FEO actively seeks to work in cooperation with other agencies—public and private—that are concerned with the aging. Our planned survey, to be conducted with AoA and ACTION, attests to the fact that we are sincere in our desire to solve problems and provide solutions.

Thank you for the opportunity to make these remarks today. I will be pleased at this time to answer questions you might have.

Senator CHILES. Thank you for your statement. I noticed that you point out the difficulty that you see that many of the aged ran into by the fact that they are not mobile, and the fact that many of them do depend on these volunteers, and that there was no way that these volunteers could obtain gasoline at the time, and then you go on to speak of the fact that now the crisis has kind of lifted, and that looks like it will take care of it.

In addition, has there been any planning, if we get back into the soup again, if we get back into the problem that this will be recognized?

Obviously, you had to deal with some bigger problems that were taking all of your time to start with, and this had to come down in the category of lesser problems, but now that it is noticed, and it has come to your attention, and of plans for some of the bigger problems, do you have a contingency plan, or some way that this will be dealt with, if we went back into the crisis again?

I do not think it is too good an answer to just say now that the embargo has been lifted, we do not have to worry.

### PROPOSED CONTINGENCY PLAN

Mr. SAWHILL. I agree with you. I think the answer to your question is, at this point, no, we do not have a contingency plan; however, one of the purposes for which we created the Special Impact Office was to do this kind of planning, and one of their responsibilities will be to develop such a plan.

I think what we need to do basically is to work with the State and local governments. We can develop a special reserve, or a special way in which they can in turn designate special service stations, for example, to provide gasoline for volunteers, or special hours in which these volunteers will obtain gasoline. I think it is a problem conceived at the Federal level, but probably has to be implemented at the State level.

Senator CHILES. It may well be. I hope we just do not take cognizance of the problem and then not do anything about it.

Mr. SAWHILL. I think it is a good point.

Senator CHILES. I notice, also, you point out in your statement that there are going to be these increased costs of gasoline, and there have been, and you point out there may be a need to increase the funding programs of title III and title VII under the Older Americans Act, and those under ACTION that provides for these special services, and then you found out that FEO will conduct this 5-week survey.

How will this survey differ from the one already conducted by the Administration on Aging? Maybe Commissioner Flemming can help us.

Commissioner FLEMMING. Mr. Chairman, there are two different surveys with really two different objectives in mind.

As you will recall, when I appeared before the committee before, I said that we would go back to the States, and in turn ask the States to go to the project director under title III and title VII to determine the impact of the current energy crisis on these programs.

At that time, of course, we were faced with shortages, which were having an impact on the lives of older persons, and also an impact on the program of volunteers.

### SUMMARY OF SURVEY RESULTS

I have a summary of the results of the survey, which I can discuss informally with the committee, and then make it a matter of record, and also I have a document which I would like to submit for the record,* which contains comments on the part of project directors, indicating just what they were up against.

Now, most of these comments deal with the shortage of supply, although some of them do refer to the cost of gas. However, we did not make a concentrated effort to get any evaluation of the impact of the increased costs.

Personally, I welcome this initiative on the part of the Federal Energy Office to conduct in cooperation with us and in cooperation with ACTION, a survey which will be pointed right at the impact of the increase in cost on the programs for which we have the responsibility and for which ACTION has responsibility.

We have some information along this line as the result of the other survey, but most of the information we received from the other survey dealt with the shortage issue rather than the cost issue.

Mr. SAWHILL. This is a very narrow survey pinpointed at one specific question, the increase in the cost of transportation of these individuals, and how it particularly affects the volunteers, so I think that maybe the distinction is rather narrow.

Commissioner FLEMMING. I might say that both the Interdepartmental Working Group on Aging and the Interdepartmental Task Force on Transportation and Aging recommended that this kind of survey be made, and I am very happy the Federal Energy Office has responded to this recommendation.

Senator CHILES. I am delighted to see you have with you Curtis Jones. He has been appointed as Director of the Federal Impact Office, and I would like to hear from Mr. Jones, how long he has been on board, and what he looks forward to as being the first project he is going to go into.

### PROGRAMS FOR MIGRANTS AND AGED

Mr. JONES. I am glad to be here, sir.

I have been on board about a month, and it seems like about 3 months, but the pace has been pretty hectic, and we have been con-

*See appendix 1, item 1, p. 317.

centrating on programs for migrants which you probably read about last week, and with the aging, and with making contacts with the other departments and agencies which we certainly anticipate working with, because I have been in this business a while, and I think it is foolish to duplicate services and responsibilities that other departments and agencies have and can do and should do, and we intend to work with them in trying to accomplish our mission.

Senator CHILES. Do you have any timetable—or have you had a chance to organize such a timetable of the different areas that you are going to be dealing with?

Mr. JONES. Not specifically, sir. We concentrated on the migrant issue initially. That was the first one that confronted me when we got in. We pretty well resolved that, and it is now a matter of making the operation work.

Now we are concentrating on the aging, and then we are working with the volunteer programs, because this concern we will be meeting, and we are going to try to work in every program area of concern that we can.

We have been approached by some Indian groups with transportation problems on the reservations. I had a meeting this week with GSA to talk about that, so we are going to try to cover all of the bases, and we are in the midst of our staffing, and we should hopefully have the expertise to handle the majority of the problems. If not, we are going to work with the people that do.

Senator CHILES. Very good. I certainly hope we can keep in close contact with your office, and certainly with the committee. We are very interested in your work, and how you are progressing.

Mr. JONES. Thank you, sir. We have been working with your committee during the past week, and have enjoyed the relationship that has been established, and we certainly anticipate working with them, and we welcome any suggestions and ideas you have.

Senator CHILES. Thank you. Commissioner Flemming?

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

Commissioner FLEMMING. Mr. Chairman, first of all, may I express my own appreciation for the testimony that has been presented by the Federal Energy Office.

We found those responsible for the operation of the office and their associates to be very sensitive to the problems that confront us in the field of aging. They have been very responsive to the suggestions that have been made.

I was delighted to note that in response to your question, Mr. Chairman, Mr. Sawhill has indicated that through the Impact Office, the Federal Energy Office plans to develop contingency plans in the event that we are once again confronted with a shortage situation. The Interdepartmental Task Force on Transportation and Aging has urged that plans of this kind be developed.

For 4 years I was Director of the Office of Defense Mobilization. Part of our responsibility was to develop contingency plans in various areas.

The late President Eisenhower always underlined the fact that they were really not worth the paper they were written on unless they were tested from time to time. I hope that when the Federal Energy Office develops these contingency plans that, working together, we can test them out from time to time so that if the emergency develops, we will be reasonably sure that they will work.

### Impact of Energy Crisis on Programs

Now, in connection with our recent survey, we have prepared a brief summary of that survey, and as I indicated, it is a survey which reflects the results of an effort on our part to find out what impact the then energy crisis was having on programs operated under title III and title VII.*

Each project was asked to report the impact of the energy crisis in the following four problem areas:

First, in connection with project initiation, what problems did they experience in connection with getting new projects off the ground, such as recruiting staff, performing outreach functions, and obtaining equipment or supplies?

Second, what was the impact on project operations? There we asked them to identify problems such as lack of heating, reduced supplies, shortage of plastic dinnerware and other disposables, and lack of gas for project vehicles. Third, we asked them to report on the impact on the staff, both paid and volunteer. We asked them to identify situations where there was a lack of essential transportation for paid volunteer staff. We asked them to indicate where the staff time on the project was reduced because of waiting in gasoline lines. Then we asked them to identify the impact on the use of volunteers.

Finally, we asked them to identify the impact in terms of participants in the project, to point out where there may have been a drop in attendance because of a lack of transportation.

Then the projects were asked to note the degree of severity of the problems in each of these areas, and the degrees of severity were identified as follows:

First, insignificant, that is only slightly detectable changes which have had no appreciable effect on the programs.

Second, a moderate impact, that is an impact which created an inconvenience to project personnel or participants, but which up to that time had no appreciable impact on either the quantity or the quality of the services provided.

And then, finally, we asked them to identify situations where there was a severe impact, that is, an impact which resulted in reduced project output such as fewer persons served, or in lessening the quality of the services provided.

All of the title VII projects were surveyed. The States reported on 685 projects in total.

I might point out that within each project, of course, there are a number of sites for the serving of meals. The average is about seven sites per project, taking the country as a whole.

*See appendix 1, item 1, p. 317.

## 2,000 Problem Incidents

Now, these title VII project directors reported a total of a little over 2,000 problem incidents, distributed in the following way:

They felt that the impact in about 955 of them, or 46 percent, was insignificant. The impact in about 738, or 37 percent, was described as moderate. In about 360, or 17 percent, the impact was described as severe.

If you take a look at their reports, in terms of the impact on various stages of the project, it divides as follows:

Twenty-one percent of those reporting indicated that the impact was on the initiation of the project, and 27 percent indicated the impact was on the operation of the project itself. Another 27 percent indicated the impact was on staff, both paid and volunteer. Twenty-five percent said that the impact was on participants.

Turning to title III projects, 2,151 were surveyed. Area agencies on aging were asked to prepare a consolidated report for all existing title III projects within their particular jurisdiction. The report that came to us was the consolidation of what they were experiencing in connection with their various projects.

The programs surveyed reported a total of about 5,000 problem incidents. They broke down in terms of severity in this way: About 3,000 of them or 59 percent were regarded as insignificant; about 1,800 or just under 2,000 were regarded as having a moderate impact on the operation of the program; and 6 percent of the cases, the impact was regarded as severe.

In connection with title III projects, in 20 percent of the instances the shortages had an impact on project initiation; in 30 percent of the instances the shortages had an impact on project operation; in 29 percent of the instances the shortages had an impact on staff, both paid and volunteer; and in 21 percent of the instances the shortages had an impact on the participants.

In this report, which I have supplied for the record, we do identify a number of specifics which we think illustrate the nature of the problem that the project directors confronted as a result of the energy crisis. In addition, I have another document, which I will supply for the record, which tells the story in the words of the project directors.

Senator Chiles. We would like to have that for the record.*

Commissioner Flemming. If you will recall, Mr. Chairman, I indicated when I was before the committee before, that I felt it was important to get the specific case histories. Summaries of studies are important, and we often have to use them in the interest of conserving time, but those who have the opportunity of taking a look at the story as told by the project directors will have a better understanding of the situation.

Mr. Chairman, that completes my comments on the survey that we made.

## Helpful Information in Survey

I think it will be helpful information in terms of developing a contingency plan on shortages that may occur in the future. I think

*See appendix 1, item 2, p. 324.

there is also some information in the survey that will be helpful in terms of the survey on the impact of rising costs. However, I think we need the kind of study the Federal Energy Office plans to make if we are to have hard evidence available on the impact of rising costs.

Senator CHILES. Commissioner, do you think you are also making progress in regard to the Cabinet level task force?

Commissioner FLEMMING. Yes, I have referred to the Interdepartmental Task Force on Transportation a number of times in connection with the statement I just made. It is just underway, but I think we will be able to utilize it effectively.

I might say that also, working with the Department of Transportation, we are making progress in the development of the plan for the study under section 412.

I indicated to the committee I would have the plan here within 45 days, and we will have it here on Monday of next week, which I think is within the 45-day time period that I set at that time.*

Also, I had a meeting with Assistant Director Davis, not only on the study, but also on the development of an effective operating plan between the Department of Transportation and the Administration on Aging, in terms of making sure that our combined resources in the transportation field are pooled in an effective manner out in the States and particularly the areas. I have high hopes of our working out a very effective program designed to help deal with the current transportation problem that confronts older persons.

Senator CHILES. In the statement of Mr. Sawhill, he sees a possible need for raising fund levels for title III and title VII programs. How do your studies, your survey, how do you react to this suggestion?

Commissioner FLEMMING. I think the results of the study of the Federal Energy Office will give us some very hard evidence on that particular point. When we get it, I am prepared to deal with it through the appropriate channels.

Senator CHILES. Mr. Sawhill raises a concern in recognizing that gasoline prices will increase and will continue to increase to the extent that it might well be necessary to have additional funding in title III or title VII programs, and perhaps ACTION programs.

Primarily, those kind of programs we are dealing with where we are providing the fuel or the gasoline for volunteers, or someone getting the people to Meals-on-Wheels, and of these other programs.

If prices rise, or are rising to that extent, what does that do to the people, a lot of whom are aged, living on fixed incomes, trying to survive, still trying to drive? It will not be any particular help for them, and yet these prices are continuing to escalate.

## INCOME REDISTRIBUTION SYSTEM

Mr. SAWHILL. That is true. I think it is a very tough problem. My own feeling is that it is better to deal with problems like that through an income redistribution system, whether it is a welfare program, whatever it might be.

I think it is better to deal with it that way than try to roll back the prices. If we roll back prices, we will probably decrease supplies, and it will be a self-defeating thing.

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*See appendix 1, item 4, p. 341.

The courts required us to do that in 1964 for natural gas, and we have seen the results there, so I do not think the answer is to roll back prices.

I am not really an expert on welfare programs, and I cannot suggest which programs should be increased, but I do think that that is the way through some kind of an income maintenance or income redistribution program to get at this problem of rising prices.

Senator CHILES. I understand that this has been the position of the Federal Energy Office and of the administration.

My concern is at what stage are we going to give something back to the people, maybe at the level where we are going to maintain volunteer action, but all of the people that are inbetween that are paying this, they are going to continue to pay.

At what stage would you say that the oil profits, or that the profits of the oil companies would justify a rollback? Is there any stage in which you say your theory would not work?

Mr. SAWHILL. We do monitor oil company profits, and we regulate oil company prices, and we have no intention of letting refiners' margins increase, or letting the price of domestic crude increase, and we have proposed a windfall profits tax to try to tax away any windfall profits that would be created if the prices of oil would be allowed to go up extensively.

Senator CHILES. In your monitoring program, do you have any figures this year showing what the profits will be?

Mr. SAWHILL. We have not gotten the figures for the first quarter of 1974 yet. We would expect them to be announced in the last week of April. They will be substantial. There is no question about that. The question is how do we react to it, and until we really get the figures and have a chance to study them, I think it might be a little premature to talk about it now, but this is part of our regulatory responsibility, and I do not mean to say, we cannot completely disregard the interest of the consumer. We have to balance up the interest of the consumer and the interest of getting funds into the oil industry so they can in turn obtain more supply.

Senator CHILES. I guess my concern is, when you make a blanket statement, we do not believe in rollback, because that will decrease supply, and we think you must allow the prices just to continue to rise to supply. That seems to me to be a pretty loud signal to the oil companies to let it roll, and to make these profits, as opposed to at least having some situation that when this happens, when profits go above this figure, or when, that is my concern, the broad policy statement that has been made, so loud and clear by the administration, I think has served a signal.

### REGULATED PRICES TO CONTINUE

Mr. SAWHILL. We will continue to regulate the prices. We have a mandate to do that until February 1975, and who knows, it might be extended.

We have to recognize why the prices are going up. They are going up for a lot of reasons, but one of the important reasons is the price of oil which we buy from abroad has tripled in the last year, and

38 percent of our supply comes from abroad, so the increase has been as a result of world prices, and in some cases domestic prices have increased along with the increase of world prices.

Senator CHILES. It seems like the gage is the profits. When these profits skyrocket, then obviously something decides costs for foreign oil, and other things come into play.

Mr. SAWHILL. Yes, although a great deal of the profit increases that the company is experiencing are increases within their foreign operations, increases in their Western European operations, and I think it is appropriate that American companies earn large profits abroad.

One of the things, when we look at the profits for the first quarter, that we look at several things. One is, are they reinvesting these profits back into the industry. Second, are they reinvesting these profits back into the domestic sector of the industry as opposed to the foreign section, and third, are they reinvesting these profits into the exploration as opposed to the marketing side of their business, and if we find yes, they are reinvesting these profits more than ever before, they are putting them into the United States, and they are putting them into exploration, I think we will have an indication that they are responding to the policy that we would wish, and that is that they are using these funds to create the additional supplies that will eventually bring the price down.

Now, if we find they are taking profits out of the country, they are not putting them into exploration, and they are not putting them into reinvestments, then we have cause for concern.

Senator CHILES. Thank you very much. We appreciate your testimony.

Commissioner Flemming, I want to ask you one other question. I am pleased to note that last week the 37 gerontological programs from universities across the country received notice that they would receive support from the Administration on Aging for the academic year 1974–75.

Will the universities be assured of receiving the same amounts they were receiving academic year 1973–74, and will you explain how the $9.3 million will be allocated to the universities, and what remainder of funds, if any, will be used in other areas?

Commissioner FLEMMING. The answer to the first question will be that they have the opportunity of presenting a proposal calling for expenditures at the level of 1973–74 academic year.

In each case, in order to make sure that there is no misunderstanding on that, in the letter we addressed to them, we indicated what our records show as the amount of money they have for the academic year 1973–74.

We estimate the proposals that will come in as a result of that letter will total approximately $4 million. As you indicated, we have available about $9.5 million of 1974 funds.

### FUNDS USED TO TRAIN PERSONNEL

The bulk of the remainder will be utilized for the purpose of enabling State agencies and area agencies to enter into arrangements with educational institutions, or other training organizations, for the

training of State agency personnel, area agency personnel, and personnel that are involved in the delivery of services to older persons at the area level. Some of the money will be utilized to enable institutions that we might call backup institutions to help in the development of curriculum materials for use, for example, at the community college level, where they may be offering training programs. It will also be used to bring together from time to time the faculty members of institutions and other training organizations, in order to help them in the development of their courses and in the teaching of their courses.

Senator CHILES. Will student traineeships be financed through the university allotments?

Commissioner FLEMMING. Yes. Institutions submitting proposals can request that some of the money they ask for be used for student assistance.

In the letter we transmitted to them, we indicated that they should make sure that the students in gerontology make full use of the student aid program that is conducted by the institution, and then that they should use the funds that we can allocate to close any gaps between what the institution has available and what the student may need.

Senator CHILES. When can universities look forward to receiving these grants?

Commissioner FLEMMING. We are going to do everything we can to put them in a position where they will know about the first of June.

Senator CHILES. Thank you very much, Commissioner Flemming.

Commissioner FLEMMING. You are welcome.

Senator CHILES. We are delighted to have your testimony.

Commissioner FLEMMING. It is nice to be here.

Senator CHILES. We now have a panel from the Department of Transportation. I do not know whether you have prepared statements. I will just ask a few questions, if I may.

Mr. DeCain, I understand there are now negotiations between the Administration on Aging and the Department of Transportation with regard to title III funds, and DOT funds. Can you share with us the direction that this joint effort is going to take?

**STATEMENT OF VINCENT S. DeCAIN, DEPUTY ASSISTANT SECRETARY, OFFICE OF ENVIRONMENT, SAFETY AND CONSUMER AFFAIRS, DEPARTMENT OF TRANSPORTATION; ACCOMPANIED BY ROBERT H. McMANUS, ACTING ASSOCIATE ADMINISTRATOR, OFFICE OF TRANSIT PLANNING, URBAN MASS TRANSPORTATION ADMINISTRATION, DEPARTMENT OF TRANSPORTATION; DONALD A. MORIN, CHIEF, TRANSIT AND TRAFFIC ENGINEERING BRANCH, FEDERAL HIGHWAY ADMINISTRATION, DEPARTMENT OF TRANSPORTATION**

Mr. DECAIN. Yes, sir. We have been, and we intend to continue to work closely with Commissioner Flemming and the Administration on Aging. We intend to work with the Administration on Aging in order to determine those areas where insight needs to be gained

with respect to the problem of transportation for the elderly, as well as to seek out different ways, perhaps in demonstration programs, to work out solutions to those problems.

We are going to divide up this responsibility very carefully in a memorandum of understanding that we expect to enter into very shortly. Pursuant to that agreement, we expect to complete some studies and demonstration projects in the time allowed for reporting to the Congress.

Senator CHILES. Has the Department given any further stress to the questions I raised in my letter to Secretary Brinegar in reference to section 154 of the United Transportation Assistance Act, where we are talking about subsection (b) of the proposed United Transportation Assistance Act?

I said:

Section 154, Subsection (b) of the proposed Unified Transportation Assistance Act, is in my opinion, confusing and open to many questions and interpretations. The term, "practical and reasonable features," is ambiguous.

And:

Subsection (c) of Section 154 gives me the greatest concern. In providing that "alternative transportation for physically handicapped persons and elderly persons with limited mobility" will satisfy the requirements of Subsection (b), it seems to raise the possibility that small, token independent sub-systems could be established to deal with the needs of a vocal few handicapped or elderly. It would seem more appropriate to aim at developing transportation sub-systems which are closely linked to larger, unspecialized transportation systems for all. I think there is an important distinction between the two approaches, and I urge you to give careful attention to the potential difficulties that could arise.

Mr. DECAIN. Let me try to address the questions you ask. As you know, in accordance with the terminology of the bill we offered, it is our feeling that there ought to be an alternative available.

### ACCESSIBILITY FOR ELDERLY AND HANDICAPPED

However, we will try first to make the transportation system accessible to the elderly and handicapped—to design them so they can accommodate these people. On the other hand, we think it is advisable to give local jurisdictions the option of providing alternative means of transportation for these persons.

What is practical and reasonable will depend to a large extent on local conditions. This will be the subject of regulations to be issued by the Department. Perhaps legislation will also be enacted on the point.

We think we need room for flexibility in determining what is practical and necessary, and what is desirable, based on a number of considerations, for the elderly and the handicapped.

Senator CHILES. Can you give me any report of progress on the implementation of sections (a) and (b) of the Urban Mass Transit Act?

Mr. DECAIN. I think we can, sir. Let me just say we have already submitted some information for the record on this matter.* Some of the information, of course, relates to allocation of funds, to private and nonprivate agencies as well as to States.

*See part 3, Feb. 28, p. 283.

Mr. McManus, who is here with me today, I think can give a more detailed response to your question.

Senator CHILES. Mr. McManus.

Mr. MCMANUS. Mr. Chairman, we submitted an insert into the record of February 28,* that describes fairly succintly what we are trying to do to implement section 16, but to review it briefly, we are making available to the States in letters to the Governors, that we expect to go out the week of the 22d, hopefully this month. Our capital funds that we are asking the States to make available to the private nonprofit organizations. The money set aside is roughly $15 million. It is not a floor. It is intended as a mark to get some attention to the subject.

We are also making available to the States, for the first time, planning resources of approximately $2.8 million, and we are asking them to use that resource in the first year to get at the specific problems of the elderly and the handicapped.

### STATE AND FEDERAL AGENCIES COOPERATING

Commissioner Flemming mentioned just a few minutes ago our joint efforts. We are collaborating with their staff to see to it in our dealings with the States, the transportation agencies, and the welfare and health agencies, that each know what the other is doing, and what their respective Federal counterpart agencies are offering in the way of resources. So I think that we have begun to make bona-fide efforts to get at the spirit of section 16.

We also have made other efforts antedating these that are reaching fruition in the capital assistance, planning demonstration programs, but to confine myself to your specific question, these are the current activities under section 16.

Senator CHILES. How is the $15 million arrived at?

Mr. MCMANUS. It is just a judgmental amount, I would say, to get to offer a resource, which we can begin to program, that is what it is. We do not know what the demands of the capital program will be by the several hundred, perhaps thousand nonprofit organizations.

We have a feeling that it will not be a major demand on the capital resource, that the real crunch will be operating expense, but we are starting with the $15 million, and it is earmarked, and we will see what happens.

We hope to see the States energize their transportation, health, and welfare bureaucracies, to get them together, and we think by working through the States themselves, we will get managerial leverage on this issue that we cannot get dealing directly only with the transportation authorities. And I would just add, I believe that the amendment to our authority that permits direct grants to nonprofit agencies will have a salutory effect.

You seem to express some fear that we may be off on a tangent, and are thinking that this may satisfy the entire problem.

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*See part 3, Feb. 28, p. 283.

I do not think that is the case, but rather that these efforts may have a catalytic effect on the whole transportation community with respect to this problem.

Commissioner FLEMMING. Mr. Chairman, I might just indicate what Mr. McManus said ties in with the whole philosophy underlying the Older Americans Act.

As I indicated earlier, we are developing a memorandum of understanding between the Department of Transportation and the Administration on Aging on this study under section 4–12, and then we are developing another memorandum of understanding dealing with the kind of opportunity that Mr. McManus has just identified.

### MEANINGFUL OPERATING RELATIONSHIP

Once we have developed a memorandum of understanding at this level, we will then require, in connection with the submission of State plans under title III, that the Governors show that a meaningful operating relationship has been worked out between the State agency on aging and the appropriate State departments involved in transportation. Then having worked out that kind of an arrangement at the State level, we will require the State agencies to require that area agencies in submitting area plans include a similar provision.

For example, Mr. Chairman, we have found situations in the country where people have used either title III or title VII money to purchase minibuses.

In other words, they have used funds for capital investment, whereas in all probability a capital investment of this kind could be handled through one of the Department of Transportation programs. Then title III or VII funds could be made available for operating a transportation system, or for providing other services.

It does not make sense to use title III and title VII money for capital purposes in transportation when such funds are available through the Department of Transportation.

I think this can develop into a very exciting relationship, and one that can be very meaningful to older persons at the grassroots level.

Senator CHILES. Mr. Morin, what considerations are being developed to the needs of the elderly that they will be provided the rural highway transportation program administered by the Federal Highway Administration?

Mr. MORIN. Section 147 of the 1973 Highway Act, as you know, authorizes fiscal year money for 2 fiscal years starting this July 1 of $30 million, for demonstration projects dealing with rural highway public transportation.

One of the purposes of the program is to demonstrate the feasibility of a rural public transportation system, and these are for the transportation disadvantaged. Of course, the poor, the elderly, the handicapped, are usually a disproportionately high percentage of the people in these areas.

We are currently hoping to finalize criteria that will be used to evaluate proposals that come in, and one of the selection criteria specifically referred to, and I will read from my notes here: "The

means or the adaptability of the proposed system to the needs of the elderly and handicapped." This emphasizes one of the important criteria for selecting projects that will be funded.

The budget request for fiscal year 1975 is $10 million. Of course, that money has not been authorized yet, but we expect it will be, and when it is authorized, then we will be in a position to join with the Urban Mass Transportation Administration and the Federal Highway Administration to select projects. On this evaluation team of selecting projects, we will have representation of HEW and the Administration on Aging to help us in making project selection.

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

Our next witness is Joseph S. Revis, consulting associate of the Institute of Public Administration.

Mr. Revis, we appreciate your past help to the staff, in making available your expertise. It has been helpful to the committee, and we are delighted to have you as sort of our wrap-up witness.

## STATEMENT OF JOSEPH S. REVIS, CONSULTING ASSOCIATE, INSTITUTE OF PUBLIC ADMINISTRATION

Mr. REVIS. Thank you very much. I have a statement here and will submit copies.

Senator CHILES. We will have your statement printed in full. If you would like to summarize, please do.

Mr. REVIS. I think I would like to go through it rather quickly.

Senator CHILES. Fine.

Mr. REVIS. For many years, much of my professional activity has involved the relationship of transportation to public and private social assistance programs and planning. Consistently and repeatedly, direct contact with projects in the field has pinpointed the heavy impact of transportation deficiencies on the special problems of the elderly.

Much of my recent experience has been concerned with direct contact and involvement with projects designed and intended to provide transportation to the elderly, either as a special service to the elderly alone, or to the transportation of disadvantaged in general. With experiences bridging both policy planning efforts and projects in the field, I have, at one and the same time, a sense of significant progress having been initiated in response to a great need, and a long way yet to go.

The continuing need, however, is what brings us here today. Its depth was brought home to me most forcefully when I served as director for the Institute of Public Administration in a program to provide technical assistance in transportation to Model Cities programs throughout the United States. In this project we provided on-site assistance to about 25 Model Cities programs and dealt with the problems of the elderly at close hand, often at the neighborhood level. We worked for almost a year and a half, and one overwhelming conclusion emerged: that transportation was the single, most important felt need identified by the residents of these Model Neighborhoods—young and old. Public transit, because of its poor service

and often inappropriate destinations, was frequently useless to the elderly and other auto-less members of society (the young, the very poor). It was not surprising, but it was painful, to find that the most important users of taxis were the elderly, particularly the elderly poor who could ill afford the high price of taxis, but had no other choice.

## Major Issues: Mobility for Elderly

Such observations are not really new, by any means, and the basic problems described in the background paper for the White House Conference on Aging remain largely unchanged. Major elements of the transportation-for-the-elderly issue must still be said to reflect that:

(1) The elderly have a large proportion of low-income individuals, and one result of the low income is that they cannot afford to pay for transportation—even low-cost transportation. In this context, it should be said that the problems of the elderly are, of course, not confined to just transportation. In my judgment, perhaps the most significant problem is their lack of income. I would hazard a guess that despite increases in Social Security, in the face of rising costs—especially for medical payments, food and transportation—that the income position of the elderly has probably not improved substantially. They are particularly vulnerable to inflation with their fixed retirement incomes. I would urge strongly that the income question is one of paramount importance and that this committee give it full examination as it undoubtedly bears on all the other aspects of the needs of the elderly.

(2) The mobility of the elderly is considerably lower than most other portions of our population because they are often medically or physically constrained, constraints associated with age.

(3) In addition, institutional constraints, such as the difficulty of obtaining or holding a driver's license or being able to buy insurance, frequently prevent them from driving private vehicles even when they can afford to.

One element of progress that is quite clear at this point is the extent to which these problems are now recognized. The education process has progressed so rapidly that it is difficult to remember, when I first began to work in the area, how little was known about and attention given to the transportation needs of the elderly, or the degree to which they were handicapped by lack of transportation—for shopping, medical trips, recreation, or social stimulus.

Recognition has been followed by administrative response on a number of fronts. Without attempting to go into each of these areas in any detail, it might still be worthwhile to review some of the specific instances of legislative progress.

The importance of adequate transportation services has received great emphasis in the interpretations of title III and title VII of the Older Americans Act. One product has been the increased use of these titles for financing projects for providing transportation for the elderly.

Under the 1973 amendments of the Older Americans Act there has been increased effort to stimulate study and research programs relating to the elderly and their transportation problems.

Title IV, part B, section 412, which requires that the Commissioner on Aging "conduct a comprehensive study and survey of the transportation problems of older Americans with emphasis on solutions that are practicable and can be implemented in a timely fashion." Though the program has been slow in starting, it is quite clear that it will represent a very important element in providing transportation to the elderly.

Closely related is the development of an Interdepartmental Task Force on Transportation involving the Departments of Housing and Urban Development; Transportation; and Health, Education, and Welfare. This task force will consider, in a single forum, the impact of energy problems on transportation for the elderly; develop action programs to ensure that transportation is included in Federal grant programs providing services to the elderly, and improve the links between existing transportation systems and the needs of the elderly.

These efforts represent an encouraging movement toward bringing together the activities of the various Federal departments.

An important element of the Older Americans Act of 1972, and the Federal Highway Act of 1973 is the provision for an increase to 2 percent in the amount which can be spent on special projects for the elderly and handicapped, particularly under section 1612(b) of the Urban Mass Transportation Act. This change not only expands the total amount of grants and loans which can be made to States and local public agencies in providing mass transportation services to meet the special needs of elderly and handicapped persons, but also provides—and this is particularly important—that grants can be made to private nonprofit corporations and associations to assist them in providing transportation services to the elderly and handicapped

> . . . for whom mass transportation services designed and carried out by State and local government agencies are unavailable, insufficient, or inappropriate.

The significance of the latter provision is notable because it will allow for the use of these funds by agencies which are not themselves involved in providing mass transportation services in the usual meaning, and who are not generally eligible to receive UMTA funds in that context. In many urban or rural areas, where no mass transit exists in any form this will open an important avenue for expanding services for the elderly. If this program is implemented vigorously, there is little doubt that important contributions can be made to meeting their transportation needs.

### Reduced-Fare Programs

Another important area of progress is indicated by the increasing number of local reduced-fare programs throughout the United States. As part of our work, we have been recently exploring the number of reduced-fare programs and have been advised by the American Transit Association that there are about 145 reduced-

fare—and, in some cases, no-fare—programs for the elderly in public transportation. Our own research activity indicates that this number may be higher. It is difficult to develop a firm figure because of constant changes. A reasonable estimate would be that there are probably somewhere between 125–150 reduced-fare programs being provided by public transportation systems.

Mr. ORIOL (presiding). Mr. Revis, on that point, have you any evidence that reduced-fares projected by increasing ridership, or does that also increase revenue?

Mr. REVIS. I think the answer is that there have been only two cases where that has been studied in any great detail, and that is one in Chicago, and the other I believe is in New York City, and I think in both of those cases, the problems have required subsidies because of the fact the revenue has not increased in proportion to the cost.

Mr. ORIOL. Why have not the other projects gone into this?

Mr. REVIS. I think many of these reduced-fare projects have been initiated by local governments who have accepted whatever costs are generated by the program. In the cases of New York and Chicago they were initiated as research and demonstration efforts, and generally not as direct assistance to the elderly, though they work that way, they have encouraged emulation.

Under a grant from the Office of Research and Demonstration of the Administration on Aging, the Institute of Public Administration is presently conducting a two-phase project whose objectives are:

(1) To review and summarize the literature available on past and currently operating transportation projects designed to serve the elderly.

(2) To select from the literature review 8 or 10 projects to serve as case studies for a handbook that will be a guide and manual to State and local agencies on aging—both public and private—and their staffs, in developing transportation services for the elderly.

(3) To prepare a report on the problems associated with these projects to be made a part of the handbook, and

(4) To develop criteria and recommendations for AoA on future research and development needs based on identification of gaps emerging from our analysis of the literature and from information collected on current transport projects for the elderly.

This project has now been underway since July of 1973, and we have almost completed our work in terms of the analysis of the eight selected case studies.

## PRELIMINARY FINDINGS NOT STARTLING

We expect to make our initial report on the findings sometime this summer. I would like to summarize some of the problems and preliminary findings that appear to be indicated by our present work. They are not particularly startling, but it seems important to enumerate them, even at this early point, because they imply certain needs and general direction for future policy on research and demonstration programs for the aging.

Our first observations relate to the level of project activity in transportation for the elderly.

FINDINGS

Though our work is not completed, contact with all major agencies concerned with the elderly at the State and local level has identified well over 700 projects involving the provision of transportation to the elderly.

This does not include somewhere in the range of 125–150 reduced-fare projects, which would raise the total to over 800. All of this activity is at the local and State government level and a preponderant number of projects are being funded under titles III and VII of the Older Americans Act.

Analysis of the information is still in process; however it is possible to note that out of a total of 460 projects for which we were able to identify type of service, reduced fares counted for about 27 percent; some form of demand-responsive system—such as Dial-a-Ride—31 percent; fixed-route systems, about 13 percent; combinations of fixed-routes and demand-responsive systems, another 21 percent; and escort, taxi, volunteer or charter services, 7 percent. (See following table:)

INSTITUTE OF PUBLIC ADMINISTRATION, PRELIMINARY SURVEY OF TRANSPORTATION PROJECTS AS OF APRI 1974

| Total trips | Demand responsive | Fixed route | Combination | Charter/escort/ tax/volunteer/ other | Reduced fare public transportation |
|---|---|---|---|---|---|
| 460 | 143 | 61 | 97 | 34 | 125 |
| Percentage of total | 31 | 13 | 21 | 8 | 27 |

CONCLUSIONS

One important conclusion emerging from this data is that the stipulations under section 412 of title IV of the Older Americans Act—requiring research, study and demonstrations of "practical solutions which can be implemented in a timely fashion"—may have to be interpreted in a less than literal fashion. It is apparent to us that there are, in fact, a large number of solutions already being worked, that well meet the criterion of practicality and that are being implemented in a timely fashion. The key here would be to provide them with funding to permit operation. The importance of funding under titles III and VII to existing projects is, as has been said, demonstrable.

FUTURE DIRECTIONS

The data and field experience suggest, therefore, that research and demonstration projects might well be directed toward questions of improving the efficiency of existing forms of service, or investigating new methods and techniques other than the ones already in operation.

Second, the data suggest observations on the question of financial viability of transportation for the elderly projects.

FINDINGS

Just about every system we have looked at or read about has indicated a requirement for some form of subsidy in order to be

able to provide service. Though the level and degree of subsidy varies, all the systems appear to need it.

FUTURE DIRECTIONS

Since most projects are going to require some form of subsidy, the need to develop appropriate schemes for sharing the cost of this subsidy between the various levels of government—local, State, and Federal—as well as interagency sharing of costs—is indicated.

Coordination among concerned agencies will provide the base for a larger market and service area, which has obvious implications for reducing the required subsidy. In this context, it should be understood that the subsidy level for rural projects is likely to be higher than for urban projects. This is due to the fact that the rural elderly have destinations that are more dispersed so that trip lengths are longer. Elderly population densities are likely to be lower than in urban areas and building up passenger loads takes more time and more mileage—all of which results in greater costs of operation with greater subsidy requirements for a given level of service.

In developing rural transport projects for the elderly, therefore, it is particularly important that planning and organizational efforts be directed toward encouraging the development of as broad a market base as possible—covering all the transport disadvantaged—and, if public transport is available, coordination with existing transport services, intra- and inter-city. In rural situations, regional and statewide systems appear to be especially appealing.

New directions for research and demonstration programs are indicated if the key becomes how to justify the subsidy and how to operate the service in the most economic fashion.

If the sudsidies are, in fact, to be accepted as a regular funding requirement—and the need seems to be quite clear—then careful benefit analysis is required.

This indicates the need to develop methodology for a before-and-after analysis which will permit evaluation and quantification of the benefits that accrue to the project. Some of these benefits are quite different than those normally associated with transportation projects, and development of the analytic methodology would, therefore, represent an important direction for research and demonstration efforts.

A closely related point is the fact that the elderly and nonelderly are quite different in character.

In terms of the nonelderly, when one talks about transportation systems, you talk about efficiency, you talk about making the trip shorter, perhaps making fewer trips, and in general providing lower costs.

In the case of the elderly, the problem is quite different because for the elderly the trip itself becomes a form of recreation—a way for them to break out of their isolation.

This implies that you have to put some value on the trip itself as a purpose which suggests that cutting trips may not work to the advantage of the elderly. In evaluating these kinds of projects, therefore, it seems to me quite important to evaluate the benefits very carefully because the usual techniques used in traditional transporta-

tion economics may work quite the reverse of what you want for the elderly.

The question of regularity of funding goes to the heart of what is probably the most significant problem faced by ongoing projects—that is, the continuity of the project.

FINDINGS

We have found that most of the projects have limited life spans, frequently because funds run out. This is closely related to the fact that they are not self-sustaining and do require subsidies which local and State governments do not appear always to be willing or able to provide.

The important element in the question of continuity is that many people are reluctant to undertake projects because they do not wish to raise the expectations of their clients which, if later disappointed, create even more serious problems than if the project were never undertaken.

For example, in some of our work with model cities programs, we found a reluctance to undertake transportation projects for the inner city because no way could be seen to continue the project on a permanent basis. To offer a service which, in fact, they knew would eventually disappear, it was felt, would merely create hard feelings and bitterness toward the model cities program at a later time.

CONCLUSIONS

It is clear that the question of continuity and continuity funding requires careful consideration from a policy as well as legislative and programmatic point of view.

We have found that in many projects eligibility requirements sometimes tend to interfere with the availability of transport service.

FINDINGS

Using the Lift Line project in West Palm Beach County, Fla., as a case in point: Eligibility for this service is governed by the requirements of title IV–A and 16 of the Social Security Act which confine the availability of the Lift Line service to the disabled, those receiving old age assistance, aid to families with dependent children, and aid to the blind.

Though these have been interpreted very broadly by the State and by the people who administer Lift Line, it still provides for some constraint and confines access to the system to only the very poor elderly.

There is clearly a need for transport service by other elderly, and Lift Line has the capacity available to provide it but is restricted by the law.

CONCLUSIONS

It does suggest—not only from Lift Line, but from other projects—that it probably would be useful to develop guidelines and changes in language, particularly relating to Federal programs, or

State programs supported by Federal funds, that would permit more flexible eligibility rules, and allow the system to extend its coverage to more users—not only to the elderly but to any transportation disadvantaged.

Extending eligibility has the added value—for systems charging a fare—of expanding the market and hopefully permitting economies of operation.

A related issue to the economies of a larger market and broader eligibility rules is the implied need for a much closer relationship and participation in projects on an interagency level—at the Federal level: The Departments of Housing and Urban Development; Transportation; Health, Education, and Welfare.

FINDINGS

The experience in the Naugatuck River Valley involving the communities of Ansonia, Derby, Shelton, and Seymour is a good example of joint effort by the Urban Mass Transportation Administration and HEW. In this case, HEW is financing specific ridership by providing funds to specific social programs, while UMTA is financing capital and operations. Both of these are important elements, and such coordination needs expansion.

We have found, not surprisingly, that some of the major problems are institutional. Two of the most critical areas appear to be in obtaining insurance for operating the systems and conflicts with State public service commissions or other regulatory bodies.

In most cases, obtaining insurance is difficult and, when available, very costly. In the case of the OATS project—Older American Transportation System—in Missouri, it was extraordinarily difficult to obtain the first insurance policy to operate the system, although as accident records proved favorable—due to very rigid hiring and training programs—it became somewhat easier.

In some instances, State insurance for their own motor fleet was used; but it is generally a difficult issue.

FUTURE DIRECTIONS

One indication is that some legislation might be provided to guarantee that insurance be available for such projects. I don't have a clear notion at this point as to what form that might take.

It could be some form of direct Federal support or even some guarantee to insurance companies on these projects which would permit reasonable rates; or perhaps a special Federal corporation to provide such insurance to federally funded projects.

It is quite clear, in any event, that the whole issue needs careful examination, and, although we will be looking at it within the framework of our project, it is evident to us that this really requires very detailed research.

FINDINGS

Another important consideration relating to institutional elements is how to deal with conflicts with public service commissions, or

other local regulatory bodies. Many of them provide for franchises or special licensing authority to existing public transit systems or taxi operations, and, as might be anticipated, will place restrictions or constraints on systems which tend to be in conflict with these franchise operations. A number of alternatives might be explored. Two that suggest themselves are:

(*a*) Encouraging existing public transit to operate these services perhaps under a special management contract, or

(*b*) Encouraging projects to operate through existing public transit, especially using their maintenance, facilities and operating skills.

There are several additional directions of need that exposure to the transportation problems of the elderly stimulate.

There is, for example, the implication of a reservoir of volunteer interest that, if encouraged, could be of significant value in transportation projects for the elderly.

Encouragement might take the form of certain kinds of rewards or incentives. At the institute we have used the expression "rewarded volunteerism" in considering the concept. It would be nice to have any systems of reward or rebate for volunteer work—drivers, for example—at all levels—State, local, and Federal—but, at least a start might be made at the Federal level in permitting certain deductions for individuls offering volunteer services.

Many possibilities come to mind: permitting volunteers to use the system at no cost; or to buy State gasoline and be exempt from paying State and Federal fuel taxes; personal use of vehicles in nonservice hours; discounts on automotive supplies; free registration, and so forth. Any arrangements wherein the potential for spreading the costs of volunteer reward is high, or reward represents low incremental out-of-pocket costs, would be appropriate.

The findings and conclusions I have been discussing are by no means surprising or unique.

### No Secrets or Magic Formulas

However, they do have significance in that they—along with other aspects of the problem—suggest where we should be moving in the future. Avenues for research, demonstration, and action are many. There are no secrets or magic formulas—it will take a major effort on a wide variety of fronts if progress is to be accelerated.

Furthermore, though funding is a necessary condition for progress, it is not sufficient; it will take commitment at all levels. I think perhaps the most important and encouraging thing I detect is the beginning of a ground swell of commitment. If so, it needs to be encouraged, nurtured, and fed—if it isn't, the commitment at the State and local levels will inevitably subside.

Mr. Oriol. Thank you very much, Mr. Revis. Senator Chiles had to leave; I think there was a markup on a bill which he was working on, and he asked the staff to continue and to put some of the questions that he had in mind to you.

You covered a lot of ground, and you have not had time to develop all of your points, but I am especially interested in what you said

about section 4–12 under title IV of the Older Americans Act amendments of last year, and you said it is quite clear it will represent a very important element in providing transportation for the elderly, and that would indicate that you viewed this as calling for more than just a survey. What makes you say that it can be a very important element in providing transportation for the elderly?

Mr. Revis. Well, I was thinking not so much in operating programs, but in research and effort to delve somewhat further into the areas in which productive research and demonstrations can be undertaken.

I have not thought of it as an operating program. That language is not intended to apply. The act and the funds under that act would of themselves be a basis for pushing forward, but rather than as a result of the efforts that would be associated with that section of the act.

Mr. Oriol. And the act does call for cooperation among the departments, as well as agencies, and you have given us some indication, but do you have anything more specific about how you would like section 4–12 to be undertaken?

Mr. Revis. I think the answer to that is we are being asked by the Administration on Aging to do something that is quite similar to that required by section 4–12.

We are being asked to appraise prospects and identify research and demonstration needs. As I noted in the points I have made, there are already directions discernable that are consistent with section 4–12. I am concerned that if we spend a lot of time trying to interpret what is practicable, a lot of time will be wasted. I think there are practical projects already in operation in the field, and as far as any further survey is concerned, we ought not to try to turn the last screw.

### Need To Explore Other Issues

There is a tendency, I think, for professionals to want to "dot every 'i'" and "cross every 't'" and get answers in 5 decimals. The projects that I see operating may not be the most efficient one might design and undoubtedly in almost every case you could make suggestions for improving them. Some are not very good projects, but most are really working, and providing the services and the benefits needed. What I really am suggesting most strongly here is that we ought to be exploring more heavily, and with more commitment some of the other issues that I have enumerated that tend to slow down the movement forward. It is quite clear that you can get the projects, but if people continuously do not have the funds to run the projects, they get very discouraged and new programs will be difficult to initiate.

One of the conclusions, for example, that emerges for me is that in terms of research and demonstration—at least for the Administration on Aging—we will probably suggest that research and demonstration projects be structured more precisely to serve research and demonstration needs. That they be initiated and stimulated by the Administration on Aging in order to better control them by locating

them in areas that conform to what they have in mind as research or demonstration.

One of the things we have found—not just for the Administration on Aging, but in our work with the Urban Mass Transit Administration—is that research and demonstration funds are frequently used for operating programs and so the research and demonstration results are sometimes not as good as you might like. The people see it as an opportunity to get funds to run a particular program.

Mr. ORIOL. Did I understand you to indicate that it is the current practice now for the Administration on Aging to wait until someone proposes a demonstration program, but you would rather see the Administration on Aging stimulate the establishment of demonstration programs to a greater extent?

Mr. REVIS. I do not think they wait passively for projects to come in. That is not correct. I do not think I suggested that. What I am saying is that there is a need for a more active stimulation of projects based on a fairly consistent idea of what research results and demonstration effects you are looking for; what it is you want to get out of the effort.

That is what we have been asked by the Administration on Aging to do; give them criteria. We should be in position to submit a report to them on these issues.

Mr. ORIOL. Is that your final report?

Mr. REVIS. That will be the final report for this first phase of the work; that is correct.

Mr. ORIOL. You described the problem in Palm Beach County, project Lift Line, where the requirements for the Social Security title services preclude a great many people, and we have had other testimony from elsewhere in Florida, indicating that the so-called categorical programs are encouraging the growth of very fragmented transportation systems.

Do you have any suggestions on how to overcome this problem?

## UNIFIED OR EXPANDED PROGRAMS

Mr. REVIS. Obviously there are two levels. At the Federal level, that is to say, to the extent that Federal legislation places those constraints in terms of categorical programs, the point at which that can be corrected is clearly at the Federal level. Some guidelines are needed which permit the eligibility characteristics of these programs to be unified or expanded. It would help to have a statement in the statutes, which indicated that if capacity is available after the priority groups have been served, it could be made available on some other order of priority.

Largely it is a matter of capacity. No one, I think, will object to making available transportation capacity if in fact the clients for whom the program has been set initially have already been served. It is perfectly sensible economics.

If State and local level programs do not require Federal funding, it is more difficult to determine what might be done to broaden out the efforts.

Mr. ORIOL. Will your study consider the areawide agency strategy of the new Older Americans Act?

Mr. REVIS. We certainly intend to consider it. I might point out one thing, this actually now relates to the previous question that you asked me what to do about the fragmented character of elderly transport. One approach is to attempt to regionalize or to encourage regional systems, even statewide systems where it is relevant.

I was in Missouri several weeks ago to look at the OATS system. They have grown from something in the range of eight buses, and 8 or 10 counties, to about 43 buses covering almost all of the counties in the State. They are presently moving to include the remaining counties and to eventually become a statewide system providing transportation to the elderly throughout Missouri.

The medium that they are using is to use their nine area agencies on aging (AAA's), and to get each of the nine to agree to set aside funds for transportation which will in turn result in a pooling of all of the AAA's transport needs.

Obviously, this is a very promising direction in which to move. It implies a more unified approach to planning. However, it can obviously work quite differently if the AAA's are cooperative with one another, and it could work the other way around, it could make the effort even more fragmented.

If the AAA's decide not to buy transportation jointly, efforts could go the other way. One consideration is to encourage the AAA's to consider transportation on a unified basis where possible.

Mr. ORIOL. How would you encourage that?

Mr. REVIS. Well, I do not think I would care to answer that off the top of my head, because I am not as familiar as I would like to be with the details of that structure.

It is quite clear, however, since they do receive Federal funding, one way you could encourage it is to insure when they do their planning for their programs, that there be some form of consideration for unified transportation planning.

I should point out that in the case of Missouri, you have a rather good environment for this kind of unified program, because there is very heavy rural areas throughout the State, and there is a really excellent basis for bringing together a statewide system.

Mr. ORIOL. Are you having any role in the development of that memorandum of understanding between the Administration on Aging and the Department of Transportation?

Mr. REVIS. No.

### JOINT EXPLORATION

Mr. ORIOL. What would you like to see in that memorandum? Should one agency be sort of a signal corps and the other to carry it out, or is it something that requires joint exploration?

Mr. REVIS. I think it is really a question of exploration, more than anything else, as to what areas that each agency can best suit itself.

There is some indication, at least in a preliminary form as was noted here, that HEW might be best suited to provide funds to social service agencies to pay for the subsidy requirements for users of the system, and UMTA might be best suited on the capital side, and

Housing and Urban Development could be involved in the housing area, and probably should be involved in a sharing of unified transportation, particularly for senior housing, but certainly, in even other areas as well.

Mr. ORIOL. I just have one more question, and maybe Mr. Miller has some questions. You mentioned that the usual cost-benefit ratio, or cost evaluation of transportation systems may not apply to programs meant to serve primarily the elderly and the handicapped, I suppose. What sort of measures can be developed?

Mr. REVIS. That is, in fact, one of the areas we will be reporting on in some detail.

In fact, I have asked—I have someone working on that very specific issue.

Certainly one of the ways I might be quantified is in terms of increased well-being; what I was really saying is that there is a value in the trip itself which is quite different in the way it is traditionally treated in typical transportation projects. When I do work on benefit-cost analysis, if you shorten the trip, if you make the trip shorter, if you reduce the number of trips, that is considered a positive benefit. If we use that criteria for the elderly, we may be doing the wrong thing, because, in fact, they do enjoy the trip, very few nonelderly take joy rides anymore.

Many of the benefits, I think, can be quantified. I think if one did a careful analysis—that is, to do a survey of elderly groups before, during, and after introducing a transportation system to serve them—you could find out what kind of benefits they received. Some benefits would have to be put on some scale of judgment. However, I think you can quantify more than has been up to now as a basis of making reasonable judgments and using resources efficiently. You cannot hope to quantify everything, but I do think it is possible to have more quantification than presently exists.

Mr. ORIOL. When you say introduce a transportation system, you do not especially mean you are going to have a subsystem solely for the elderly, perhaps it could be to adapt the existing system or to supplement it.

Mr. REVIS. It might well be that. In rural areas, it may not be possible to do that. There may be nothing available, and you may have to introduce a system to provide services to rural people generally.

I subscribe very strongly to the view we must expand the market for transportation services beyond the elderly, if we are in fact to use the resources effectively.

### OVERALL EFFORT FOR ELDERLY

Mr. ORIOL. I just wanted to point out that one of the things that concerns this committee very much, it is not limited to any one particular hearing on a particular subject, is how services get to the elderly; and one of our concerns is improvement in transportation should be made somehow of that overall effort, and so many of the things you have told us can be very helpful in arriving at that goal, and as Senator Chiles, you have already helped us, but we have a

whole lot of things we would like to go into detail with you further after the hearing.

John?

Mr. MILLER. I have one or two questions in the interest of clarifying and understanding your statement.

On pages 8 and 9 of your prepared statement you refer to the fact that of 460 projects, about 27 percent provided reduced fares for older persons. Application of arithmetic suggests that that totals about 124 individual projects.

The question I have first relates to whether that 124 is in addition to the 125–150 referred to in the previous paragraph of your statement.

Mr. REVIS. No, that is not in addition. That is a subset, and relates to the confusion of the state of the art, at least the state of our own particular art, which is that we are having a considerable amount of difficulty identifying the precise number of reduced-fare projects. Partly, the problem is of course that they are being introduced all the time.

We were advised by the American Transit Association that there were about 145 such projects, and we have been able to identify very specifically to our own total satisfaction, 125. My staff tells me there are probably a few more out there, so if you would like, you could say that there is somewhere from 125–150 projects, but it is very difficult to pin down.

Mr. MILLER. Had Senator Fong been able to be present, I am sure he would have pointed out that Honolulu has a 24-hour free bus service for people over 65.

Do you have information as to how extensive this kind of program is around the country, where there are no charges for older people, either during limited hours, or an around-the-clock basis?

Mr. REVIS. We have some information on the extent of free services. I cannot, off the top of my head, tell you how many of those there really are, but the staff that is working on this have been keeping a fairly close account, and we undoubtedly could come up with something, we could count and try to get a number, if that would be helpful.

Mr. MILLER. I think you could also include this in your final report.

Mr. REVIS. No question about that.

Mr. ORIOL. Thank you very much, Mr. Revis. We appreciate your sharing your report, at least that part of it that you can share with us at this point before it becomes public.

Mr. REVIS. You are quite welcome.

Mr. ORIOL. If Senator Chiles were here I am sure he would say this hearing is recessed, subject to call of the chairman.

[Whereupon, the committee was recessed at 12 noon.]

# APPENDIXES

## Appendix 1

## ADDITIONAL MATERIAL FROM WITNESSES

### ITEM 1.—SURVEY OF IMPACT OF ENERGY CRISIS ON PROGRAMS UNDER TITLES III AND VII OF THE OLDER AMERICANS ACT [1]

This material represents the results of the national survey of the impact of the current energy crisis on the programs operated under Title III and Title VII of the Older Americans Act.

This information was obtained through a State-by-State, project-by-project survey conducted on March 4, 1974 and was designed to document both the nature and extent of the problem. Each project was asked to report the impact of the energy crisis in the following four problem areas:

*Project Initiation*—on those problems associated with getting new projects off-the-ground, such as recruiting staff, performing outreach and obtaining equipment or supplies.

*Project Operations*—problems such as a lack of heating oil, reduced deliveries of supplies of raw food, shortage of plastic dinnerware or other disposables, lack of gas for project vehicles.

*Staff Impact*—a lack of essential transportation for paid or volunteer staff. Staff time reduced because of waiting in gas lines. Volunteers unwilling to participate.

*Participant Impact*—a drop in attendance because of a lack of public or participant provided transportation.

Projects were also requested to note the degree of severity of the problems in each of these areas. Degress of severity were identified as follows:

*Insignificant*—Only slightly detectable changes which have had no appreciable effect on the programs.

*Moderate*—Impact which creates an inconvenience to project personnel or participants, but which has had no appreciable impact on either the quantity or quality of the services provided.

*Severe*—Impact which results in reduced project output—such as fewer persons served, or in lessening the quality of the services provided.

#### TITLE VII IMPACT

All Title VII projects were surveyed. States reported 685 in total, which includes 20 sites inadvertently reported separately. These projects reported a total of 2,093 problem incidents distributed as follows:

| | Problem incidents | |
|---|---|---|
| | Number | Percent |
| Insignificant | 955 | 46 |
| Moderate | 778 | 37 |
| Severe | 360 | 17 |
| Total | 2,093 | 100 |

These data indicate an average of 3.5 incidents per project reporting. This means then that 113 nutrition projects report having severe problems as a result of the energy crisis.

[1] Prepared by: The Administration on Aging, Office of Human Development, Department of Health, Education and Welfare, Mar. 11, 1974.

An analysis of the incidents reported by problem areas indicates the following:

| | Problem incidents | |
|---|---|---|
| | Number | Percent |
| Project initiation | 431 | 21 |
| Project operations | 575 | 27 |
| Staff impact | 569 | 27 |
| Participant impact | 518 | 25 |
| Total | 2,415 | 100 |

This shows that the problems reported are distributed fairly evenly among the problem areas surveyed.

TITLE III IMPACT

2,151 Title III projects and Area Agencies were surveyed. Area Agencies on Aging were asked to prepare a consolidated report for all existing Title III projects within their jurisdictions. Projects not under Area Agencies were asked to report separately. The programs surveyed reported a total of 5,237 problem incidents distributed as follows:

| | Problem incidents | |
|---|---|---|
| | Number | Percent |
| Insignificant | 3,070 | 59 |
| Moderate | 1,827 | 35 |
| Severe | 340 | 6 |
| Total | 5,237 | 100 |

These data indicate an average of 2.4 incidents per project/Area Agency reporting. This indicates that 6% of the Title III projects/Area Agencies reporting have severe problems.

An analysis of the problem areas reported indicate the following:

| | Number | Percent |
|---|---|---|
| Project initiation | 1,033 | 20 |
| Project operations | 1,569 | 30 |
| Staff impact | 1,513 | 29 |
| Participant impact | 1,122 | 21 |
| Total | 5,237 | 100 |

These data indicate that problems are found most frequently in the problem areas of: 1) project operations; 2) staff; and 3) participants.

EXAMPLES OF SEVERE PROBLEMS UNDER TITLES III AND VII

Each project reporting a severe problem was asked to document the problem with a brief narrative report. Set forth below are representative samples drawn from the 360 severe Title VII incidents reported and from the 340 severe Title III problems discussed. Also attached (Attachment A) is a summary table of the data obtained displayed on a State-by-State basis.

In reviewing the severe problems which the energy crisis has created for Title III and Title VII projects, it becomes evident that regardless of the category in which the problem originates, it has spillover effects on the other categories. A multiplier effect is at work to the extent that a severe problem in one aspect of a project's operations forces readjustments in other areas to compensate for the initial problem. Thus, examining difficulties in project operations usually brings to light difficulties in the staff or participant impact categories.

What emerges from all the spillovers are certain types of recurring problems which are common to Title III and Title VII projects which are acutely feeling the energy crisis. A brief itemization of these types of problems by category of origin, follows. However, the element which unites all the projects which are being severely hit by the energy problem is that increased costs due to the energy crisis are resulting in a decreased number of people being served.

Project startup has been affected in a number of ways. A nutrition project in Provo, Utah, could not open one planned site because the project budget could not accommodate the sharp rise in the price of coal. As a result, another site is being used which does not meet program requirements as adequately as the formerly planned site could have.

A Title VII project in Sonora, California is likewise having problems with startup since owners of donated meal sites are requiring payment for utilities as a condition of using the meal sites. The Nutrition Project itself is having to procure fuel for one site because of the shortage of fuel in the area. Now that this startup problem has been resolved it will become an ongoing operational problem.

> The Navajo Nation Nutrition project has been unable to start operations because they are unable to get enough gasoline to operate their project which has meal sites 70–80 miles apart.

Project Operations of Title III and Title VII projects had to cope with a variety of energy related operational problems. Title VII projects across the country which are using disposable dinnerware have suffered from the shortages of these petroleum related products. Not only are supplies hard to get, but in some instances the costs have gone up dramatically. Shortages of such supplies can result in curtailing meals.

> Dona Area County Hot Meals Program in Las Cruces, New Mexico, has been considering purchasing reusable dinnerware since their costs of the disposable equipment has doubled. However, the switch to reusable supplies will necessitate hiring someone to wash the dishes, and to cover the cost of this switch, the project anticipates it will have to reduce the number of meals served.

Increased trucking costs which are reflected in food prices obviously affect the cost of the raw foods for Nutrition Projects. Beyond this the truck strikes and irregularities of delivery have definitely impacted on Title VII projects.

> The project on the Rocky Bay Reservation in Havre, Montana, reported that it will be forced to serve fewer meals because of the drastic rise in food prices. Yet on top of absorbing that cost, the project is going to have to purchase refrigeration equipment to store larger milk supplies since milk deliveries have decreased from 3 times a week to once a week.
>
> In western Maryland, the trucking strike stopped all operations at three projects for 4 days. Volunteer out reach and participation of the elderly were hampered for additional days. Where the projects had been serving 102 meals weekly prior to the strike, that figure dropped to 44 for the week of 2/8/74. Since then the number of meals served each of the following three weeks, has been 61, 95, and 84.

Irregularities in food deliveries have also made it difficult to count on the planned menus.

Project operations of Title III programs as well as Title VII projects have suffered from gasoline shortages and price increases. Transportation services have of course been severely influenced by the gasoline shortages.

> In Delaware, the State directed a shut down of all State/Federally funded transportation services until emergency public pumps were identified. This occurred the week of February 25. This meant that in one county, 5 buses were out of operation; a sixth was used to pick up food supplies for nutrition sites. Four other projects reported drops in participation for nutrition/social services of 10%, 15%, 32%, and 40% respectively.

Yet other services clearly dependent on transportation for various aspects of their operations have also been hard hit by gasoline shortages.

> One of the most severe examples was reported by the Boone Fork Community Kitchen in Kentucky where 680 meals have not been served in the last two weeks as a direct result of the gasoline shortage. The produce supplier was unable to supply any fresh produce for one full week.

Nutrition projects around the country have reported problems transporting meals from central kitchens to outlying sites, and increasing difficulties in providing home delivered meals where the meals have been transported by volunteers. Outreach efforts and other services which are dependent on the ability of staff to easily travel to the client are also being curtailed due to the cost and short supply of gasoline.

The Franklin County Senior Service Project in Greenfield, Massachusetts has reduced its outreach services 10–20% since September because of the cost of gas and the time spent in gas lines. Whereas 200 older individuals were contacted in September only 170 were contacted in February.

Shortages and high prices of heating fuel have also taken their toll on projects. Operation of facilities have been curtailed in some instances due simply to the unavailability of fuel and in other instances because of the high cost of operations.

One project in Montana reports that its heating fuel bill rose from $30 to $135 in one month. Caught between that and soaring food prices, the Nutrition project will have spent its 12 month budget in 10 months or less.

The Sisseton, South Dakota Nutrition Project has had to serve its meals in a small meeting room because it could not afford the high cost of heating oil needed to heat the dining room. Thus, the socialization part of the project has been dropped because there is no heated room for this type of activity.

In the Kora Regional Senior Center of the island of Hawaii, the Title VII site is unable to obtain kerosene for cooking stoves. Also some elderly in isolated areas are not able to cook due to this shortage.

In sum, the major way that projects have been severely affected by the energy crisis is that they have had to readjust their fixed budgets to deal with the increased cost of supplies and facilities.

Aside from transportation problems related to the energy crisis making it more difficult to get older clients to services, the most common problem reported in Title III and Title VII, is the severe decrease in the volunteer staff available to assist projects. Rural areas where public transportation is unavailable have been particularly reliant on volunteers to provide transportation. Numerous projects report drops in volunteerism from 50 to 100% because volunteers either can't get gasoline or the cost to them is now too high.

One Area Agency on Aging in Alabama has documented how this has impacted on both their Title III and Title VII efforts.

The Southern Alabama Regional Planning Commission in Mobile has reported that because of the increasing cost of fuel, as well as the extremely limited supply in this area, 105 (20 per cent) of the participants who had previously been transported to the sites by volunteers, have been unable to participate since the volunteers have ceased to provide transportation. Those participants have been replaced by "walk-ins" who are less isolated. Additionally, three buses previously provided for participants by public and private agencies have been eliminated. Again, the participants have been replaced by "walk-ins." Forty volunteers are now having to be reimbursed at 10¢ a mile to transport participants with a resultant transfer of supportive service funds from more productive areas. Further, all eight site managers are using personal automobiles to transport participants, thereby reducing available time of site managers for performance of primary duties.

A high priority in this Area Agency on Aging is the development of an information and referral system. The Agency had recruited and trained more than 300 volunteers to survey the service agencies covering 3,817 square miles of their region. Because of the lack and increasing cost of fuel 225 of these volunteers have "resigned." The development of the essential data base for an effective Information and Referral system will, of necessity, be accomplished by paid staff, using telephone responses. The Information and Referral system thus developed will be considerably less efficient for the 51,000 older people of the region.

Outreach is another service which some projects have relied on volunteers to perform, thus it too is suffering in those cases.

Another way staff efforts have been impacted is that in large program areas, the transportation problems have meant that program directors have been unable to give adequate time to carrying out their monitoring and technical assistance responsibilities.

The amount and type of services being provided are changing as a result of the dislocation of staff time and readjustments necessary to compensate for gasoline shortages.

The Homemaker-Home Health Aide Service in Memphis, Tennessee reported that because of the shortage/high cost of gasoline, the aides have difficulty getting from one appointment to another. As a result the aides assignments have had to be made as close to their homes as possible and the assignments have been shifting toward the more congested, densely populated areas.

Two aides are now assigned to each car, and the distance to as well as the number of trips to a client have had to be limited.

The Somerville/Cambridge Home Care Corporation in Massachusetts reported that their caseworkers are each spending 3 to 4 hours per week waiting in gas lines.

The Extra Years of Zest program in Boise, Idaho reports that budget revisions due to increased costs have meant cutting back two staff members to part-time work, and they may be lost entirely.

In West Virginia, two project directors were unable to get to work because of the gas shortage. The Logan County Multi-Purpose Center Director can no longer visit satellite centers because of the gas shortage, and the inability of both volunteer and paid outreach workers to get to work has completely curtailed outreach services at satellite centers.

Having itemized the kind of impact the energy shortages are having on project staff and operations, it is clear that all of the above problems ultimately have an impact on participants. The two types of impact on participants are that either the number of clients able to be served has had to drop due to budget dislocations, or the accessibility of service has dropped because transportation previously provided is not as readily available due to gas shortages and drops and/or volunteers providing transportation.

The five area agencies on aging in Maine are part of a Statewide transportation system for the elderly which has had to curtail its original routes because of the shortage and rising cost of gas. The result is that the areas have reported the following decreases in the number of elderly served weekly:

Portland—down from 50 to 30
Western Maine—down from 1,220 to 920
Central Maine—down from 420 to 310
Eastern Maine—down from 250 to 190
Aroostook Region—down from 60 to 50.

The impact of the energy crisis on participants in the Older Americans Act programs is a basic one cutting across all problem categories; services can't get to the client and clients can't get to services. Cut backs in transportation from all sources have meant that the elderly are increasingly unable to make use of needed services.

Thus, as the Mobile, Alabama Area Agency reported the population served changes to those who are close-by or are able to provide their own transportation and the more isolated individuals are no longer reached. Likewise, participation of the elderly in advisory councils drops because of the difficulties associated with getting to meetings.

Unfortunately, elderly on fixed incomes suffer more than most other segments of the population from the increasing cost of living which is reflected in sharply rising transportation, utility, and food costs. Thus, making them more dependent on community services at the very time that the services themselves are being hit by having to absorb sharply rising costs into their fixed yearly budgets.

SUMMARY

The energy crisis is having a measurable and significant impact on Older Americans Act programs. This is most severely felt in the Title VII Nutrition Program where the shortage of fuel and petroleum related products takes its greatest toll. All problem areas are about equally impacted with the net result being that clients can't get to services and services can't get to the client.

ATTACHMENT A

| Problem categories | Total number of projects reporting | | Projects reporting insignificant impact | | Number of projects reporting moderate impact | | | | | | | | Number of projects reporting severe impact | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | Title III | | | | Title VII | | | | Title III | | | | Title VII | | | |
| | Title III | Title VII | Title III | Title VII | A | B | C | D | A | B | C | D | A | B | C | D | A | B | C | D |
| Totals | 2,151 | 686 | 3,070 | 955 | 256 | 607 | 679 | 285 | 132 | 230 | 253 | 163 | 43 | 90 | 119 | 88 | 58 | 105 | 103 | 94 |
| Region I | 173 | 52 | 267 | 162 | 83 | 118 | 94 | 29 | 20 | 29 | 29 | 26 | 3 | 9 | 12 | 3 | 1 | 3 | 2 | 1 |
| Connecticut | 49 | 11 | 80 | 22 | 22 | 30 | 29 | 5 | 7 | 5 | 5 | 5 | 1 | 1 | 1 | 1 | 0 | 0 | 0 | 0 |
| Maine | 25 | 5 | 5 | 5 | 0 | 5 | 0 | 4 | 0 | 4 | 4 | 5 | 0 | 0 | 5 | 0 | 0 | 1 | 1 | 0 |
| Massachusetts | 28 | 17 | 38 | 44 | 16 | 18 | 16 | 5 | 5 | 4 | 5 | 5 | 2 | 4 | 2 | 2 | 1 | 2 | 1 | 1 |
| New Hampshire | 21 | 6 | 21 | 8 | 11 | 13 | 12 | 6 | 0 | 6 | 6 | 6 | 0 | 4 | 4 | 0 | 0 | 0 | 0 | 0 |
| Rhode Island | 25 | 6 | 75 | 59 | 0 | 22 | 3 | 3 | 3 | 3 | 3 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Vermont | 45 | 7 | 48 | 24 | 34 | 30 | 34 | 6 | 5 | 7 | 6 | 5 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Region II | 211 | 92 | 149 | 31 | 0 | 3 | 34 | 32 | 3 | 0 | 0 | 0 | 0 | 6 | 13 | 16 | 13 | 27 | 5 | 22 |
| New Jersey | 130 | 21 | 111 | 9 | 0 | 3 | 2 | 0 | 3 | 0 | 0 | 0 | 0 | 6 | 2 | 5 | 2 | 7 | 2 | 0 |
| New York | 55 | 49 | 12 | 0 | 0 | 0 | 32 | 32 | 0 | 0 | 0 | 0 | 0 | 0 | 11 | 11 | 11 | 20 | 3 | 22 |
| Puerto Rico | 22 | 21 | 22 | 21 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Virgin Islands | 4 | 1 | 4 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Region III | 199 | 93 | 222 | 105 | 29 | 89 | 90 | 64 | 8 | 55 | 64 | 15 | 1 | 7 | 12 | 8 | 9 | 16 | 11 | 10 |
| Delaware | 30 | 3 | 36 | 4 | 0 | 9 | 9 | 1 | 1 | 1 | 1 | 1 | 0 | 3 | 3 | 3 | 0 | 1 | 1 | 1 |
| District of Columbia | 12 | 5 | 5 | 1 | 0 | 2 | 5 | 2 | 3 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 2 | 3 | 3 | 1 |
| Maryland | 28 | 12 | 23 | 3 | 0 | 10 | 10 | 12 | 2 | 8 | 12 | 6 | 0 | 0 | 0 | 0 | 3 | 4 | 0 | 4 |
| Pennsylvania | 62 | 43 | 87 | 38 | 0 | 33 | 33 | 43 | 0 | 43 | 43 | 5 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Virginia | 22 | 18 | 45 | 37 | 0 | 3 | 3 | 2 | 0 | 2 | 2 | 2 | 0 | 2 | 2 | 1 | 0 | 2 | 2 | 1 |
| West Virginia | 45 | 12 | 26 | 22 | 29 | 32 | 30 | 4 | 2 | 1 | 4 | 1 | 1 | 2 | 7 | 4 | 4 | 6 | 5 | 3 |
| Region IV | 382 | 120 | 299 | 86 | 35 | 118 | 125 | 53 | 50 | 60 | 53 | 50 | 7 | 13 | 29 | 12 | 5 | 9 | 26 | 9 |
| Alabama | 21 | 6 | 55 | 13 | 0 | 10 | 10 | 2 | 0 | 4 | 2 | 2 | 0 | 0 | 1 | 0 | 0 | 0 | 2 | 1 |
| Florida | 124 | 49 | 93 | 36 | 13 | 10 | 12 | 10 | 8 | 10 | 10 | 4 | 4 | 3 | 13 | 3 | 2 | 2 | 7 | 2 |
| Georgia | 11 | 8 | 0 | 0 | 11 | 11 | 11 | 8 | 8 | 8 | 8 | 8 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Kentucky | 69 | 7 | 0 | 4 | 0 | 69 | 69 | 4 | 4 | 4 | 4 | 4 | 0 | 1 | 1 | 1 | 2 | 2 | 2 | 2 |
| Mississippi | 28 | 9 | 37 | 11 | 5 | 3 | 1 | 7 | 1 | 7 | 7 | 3 | 1 | 1 | 2 | 0 | 0 | 0 | 5 | 1 |
| North Carolina | 64 | 24 | 30 | 0 | 2 | 5 | 3 | 19 | 24 | 22 | 19 | 23 | 2 | 1 | 3 | 1 | 0 | 2 | 5 | 1 |
| South Carolina | 42 | 12 | 76 | 18 | 4 | 9 | 17 | 3 | 5 | 5 | 3 | 6 | 0 | 5 | 8 | 6 | 1 | 2 | 5 | 2 |
| Tennessee | 23 | 5 | 8 | 4 | 0 | 1 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 2 | 1 | 1 | 0 | 1 | 0 | 0 |

| | | | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Region V | 292 | 119 | 664 | 247 | 8 | 57 | 58 | 22 | 7 | 26 | 22 | 13 | 9 | 13 | 16 | 23 | 12 | 14 | 18 | 19 |
| Illinois | 85 | 30 | 53 | 10 | 1 | 16 | 10 | 7 | 1 | 7 | 7 | 7 | 0 | 2 | 2 | 2 | 0 | 1 | 0 | 0 |
| Indiana | 43 | 11 | 112 | 25 | 0 | 7 | 4 | 2 | 0 | 2 | 2 | 2 | 0 | 0 | 1 | 1 | 0 | 0 | 1 | 1 |
| Michigan | 51 | 31 | 187 | 91 | 0 | 4 | 4 | 5 | 3 | 6 | 5 | 1 | 0 | 1 | 3 | 3 | 2 | 3 | 7 | 6 |
| Minnesota | 38 | 17 | 131 | 65 | 2 | 0 | 14 | 0 | 0 | 3 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Ohio | 45 | 14 | 119 | 44 | 0 | 27 | 20 | 5 | 0 | 5 | 5 | 0 | 0 | 0 | 0 | 8 | 0 | 0 | 0 | 2 |
| Wisconsin | 30 | 16 | 62 | 12 | 5 | 3 | 6 | 3 | 3 | 3 | 3 | 3 | 9 | 10 | 10 | 9 | 10 | 10 | 10 | 10 |
| Region VI | 219 | 45 | 555 | 88 | 47 | 52 | 105 | 16 | 10 | 7 | 16 | 7 | 9 | 11 | 13 | 11 | 10 | 15 | 14 | 12 |
| Arkansas | 37 | 9 | 86 | 20 | 4 | 10 | 22 | 3 | 3 | 3 | 3 | 2 | 0 | 0 | 3 | 1 | 1 | 1 | 1 | 1 |
| Louisiana | 51 | 9 | 36 | 4 | 34 | 34 | 34 | 3 | 3 | 3 | 3 | 3 | 8 | 8 | 8 | 8 | 5 | 5 | 5 | 5 |
| New Mexico | 21 | 6 | 53 | 5 | 5 | 1 | 10 | 1 | 3 | 0 | 1 | 1 | 1 | 3 | 0 | 2 | 2 | 4 | 4 | 4 |
| Oklahoma | 49 | 5 | 165 | 10 | 0 | 2 | 27 | 2 | 1 | 1 | 2 | 1 | 0 | 0 | 0 | 0 | 1 | 1 | 2 | 1 |
| Texas | 61 | 16 | 215 | 49 | 4 | 5 | 12 | 7 | 0 | 0 | 7 | 0 | 0 | 0 | 2 | 0 | 1 | 4 | 2 | 1 |
| Region VII | 230 | 34 | 326 | 36 | 33 | 29 | 24 | 25 | 12 | 13 | 25 | 17 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Iowa | 19 | 12 | 16 | 0 | 15 | 15 | 15 | 12 | 12 | 12 | 12 | 12 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Kansas | 41 | 5 | 42 | 0 | 17 | 12 | 9 | 5 | 0 | 0 | 5 | 5 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Missouri | 135 | 9 | 132 | 8 | 0 | 2 | 0 | 8 | 0 | 0 | 8 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Nebraska | 35 | 8 | 136 | 28 | 1 | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Region VIII | 260 | 27 | 286 | 15 | 2 | 82 | 78 | 8 | 3 | 13 | 8 | 7 | 2 | 5 | 2 | 1 | 3 | 7 | 2 | 1 |
| Colorado | 28 | 5 | 64 | 8 | 0 | 5 | 6 | 2 | 3 | 3 | 2 | 2 | 0 | 2 | 1 | 0 | 0 | 2 | 0 | 0 |
| Montana | 68 | 5 | 75 | 5 | 0 | 62 | 67 | 5 | 0 | 3 | 5 | 5 | 0 | 1 | 0 | 0 | 0 | 2 | 0 | 0 |
| North Dakota | 34 | 6 | 27 | 0 | 2 | 5 | 5 | 0 | 0 | 0 | 0 | 0 | 2 | 2 | 1 | 1 | 2 | 2 | 2 | 1 |
| South Dakota | 55 | 7 | 55 | 1 | 0 | 0 | 0 | 1 | 0 | 5 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 0 |
| Utah | 48 | 3 | 38 | 0 | 0 | 10 | 0 | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 |
| Wyoming | 27 | 1 | 27 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Region IX | 114 | 74 | 231 | 158 | 17 | 39 | 48 | 21 | 17 | 19 | 21 | 23 | 10 | 5 | 14 | 6 | 4 | 9 | 22 | 7 |
| American Samoa | | | | | | | | | | | | | | | | | | | | |
| Arizona | 27 | 8 | 27 | 6 | 0 | 18 | 18 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 5 | 3 |
| California | 63 | 52 | 139 | 116 | 16 | 21 | 24 | 18 | 13 | 14 | 18 | 20 | 9 | 4 | 10 | 6 | 2 | 8 | 13 | 4 |
| Guam | | | | | | | | | | | | | | | | | | | | |
| Hawaii | 4 | 4 | 9 | 8 | 1 | 0 | 0 | 0 | 1 | 2 | 0 | 0 | 1 | 1 | 4 | 0 | 1 | 1 | 4 | |
| Nevada | 20 | 10 | 56 | 28 | 0 | 0 | 6 | 3 | 3 | 3 | 3 | 3 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Trust Territory | | | | | | | | | | | | | | | | | | | | |
| Region X | 71 | 29 | 71 | 27 | 2 | 20 | 23 | 15 | 2 | 8 | 15 | 5 | 2 | 21 | 8 | 8 | 1 | 5 | 3 | 13 |
| Alaska | 13 | 3 | 44 | 9 | 0 | 1 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 6 | 0 | 2 | 0 | 1 | 0 | 1 |
| Idaho | 11 | 8 | 17 | 16 | 2 | 4 | 4 | 6 | 1 | 3 | 6 | 3 | 2 | 5 | 3 | 0 | 1 | 1 | 0 | 5 |
| Oregon | 34 | 5 | 1 | 0 | 0 | 11 | 11 | 2 | 0 | 2 | 2 | 2 | 0 | 5 | 5 | 5 | 0 | 3 | 3 | 3 |
| Washington | 13 | 13 | 9 | 2 | 0 | 4 | 8 | 7 | 1 | 2 | 7 | 0 | 0 | 5 | 0 | 1 | 0 | 0 | 0 | 4 |

Note.—Problem Category:

A. Project initiation (For example, problems associated with starting project operations such as recruiting staff, performing outreach, obtaining equipment or supplies).

B. Project operations (For example, lack of heating oil, reduced delivery of supplies or raw food, shortage of plastic dinnerware or disposables, lack of gas for project vehicles).

C. Staff impact (For example, lack of transportation for paid or volunteer staff. Staff time reduced because of waiting in gas line. Volunteers unwilling to participate).

D. Participant impact (For example, attendance down because of lack of public or participant-provided transportation).

## ITEM 2.—ENERGY CRISIS—SEVERE IMPACT ON TITLE III PROGRAMS[1]

PROJECT OPERATION

REGION I

*Connecticut*

This project has had to curtail its visits to isolated elderly citizens by 20%. Senior Citizens Drop-in Center, Milford.

*Maine*

Maine has a State-wide transportation system for the elderly funded under five Title III Area Agency projects.

Weekly transportation of people has decreased from 50 to 30 due to a curtailing of original routes, resulting from: 1. Lack of gas, 2. Cost of gas; October 1973—.32 per gallon, March 1974—.52 per gallon. Cumberland York Task Force on Aging, Portland.

Weekly transportation of people has decreased from 1,220 to 920 due to a curtailing of original routes, resulting from lack of gas and same cost increase as above. Western Maine Task Force for Aging, Wilton.

Weekly transportation of people has decreased from 420 to 310 due to same causes as above. Central Maine Senior Citizens Association, Augusta.

Weekly transportation of people has decreased from 250 to 190 due to a curtailing of original routes, due to same causes as above. Eastern Maine Task Force on Aging, Bangor.

Weekly transportation of people has decreased from 60 to 50 due to a curtailing of original routes, resulting from same causes as above. Aroostook Regional Task Force on Aging, Presque Isle.

*Massachusetts*

There is a reduction in outreach due to high costs of gas: gas prices went up from .35 to .60+ per gallon. The one outreach worker saw five less clients per week due to time spent in gas lines. The one nurse visited 6 less clients per week. All due to gas related problems. Arlington Council on Aging, Arlington.

There has been 10%–20% reduction in outreach services due to excessive cost of gas and time spent in gas lines. Franklin County Sr. Service Project, Inc., Greenfield.

Cost of home service contract up 80¢ per hour due to increased cost of transportation, and number of hours of service will be lowered. Heating oil increased 150% to 200% since September. Worcester Home Care Service Program, Worcester.

Project currently receiving gas at 29¢ per gallon from the City which will soon cease, at which time the project will be forced to pay 60¢ to 70¢ per gallon. Home Care Corp. of Springfield, Inc., Springfield.

Cost of oil increase from 24¢ to 43¢ per gallon has affected rental cost of project site. Summerville/Cambridge Home Care Corp.

*New Hampshire*

Site buses have had to cut their routes down by 40%—unable to get sufficient amount of gas. Dealers do not recognize "priority" stamp issued by State. A daily mileage loss of 75. Areawide Model Project Transportation, Nashua.

REGION II

*New Jersey*

Bus company cannot give any long term contracts and cannot guarantee price. Seth Boyden Housing Complex Transportation, Livingston.

Tremendous increase in prices of products such as plastic dishes and cutlery, paper goods (for kitchen and office), and related items. We will have difficulties if we cannot procure the above mentioned disposable item, and gas. Englewood Multi-Service Center, Englewood.

We are concerned about the rumors and potential problems involved in lack of heat. Budgetary concerns over the rising fuel costs for heating our Work Center. Work Center on Aging, Jewish Vocational Service, East Orange.

We have just procured a mini-bus to transport the elderly. If we cannot get gas for it, or if costs will be prohibitive, our program will suffer. Cape May Senior Citizens Resource Center, Cape May.

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[1] Prepared by: The Administration on Aging, Office of Human Development, Department of Health, Education, and Welfare, Mar. 11, 1974.

REGION III

*West Virginia*

Discontinued trips made by van because of lack of gasoline. Only medical trips made. Ohio County Senior Services, Wheeling.

REGION IV

*Florida*

. . . Another problem is the non-delivery of project vehicles that were ordered in December 1973 and January 1974. The projects report that the above is a severe barrier to the operation of the Older Americans Act Programs. Boward County Service Agency for Sen. Citizens, Fort Lauderdale; Polk Homemaker Service for Senior Citizens, Bartow; Hernando Elderly Adult Program, Brooksville; Multi-Purpose Senior Center, Orange County, Orlando; Counseling Referral-Education & Employment Ser. for Elderly, Sarasota; Tampa Lighthouse for Blind, Tampa; Information and Referral Service of Nassau County, Fernandina Beach; Information and Referral Service of St. Johns County, St. Augustine; Volusia Senior Activities Service, Volusia County, Daytona Beach; Brevard County Senior Activities Program, Merritt Island; and Christian Service Center of Orange County Agency, Inc., of Orlando.

*Kentucky*

Gasoline shortage has affected transportation for older persons in escort services and volunteers assisting in center. Sr. Citizens Programs, Hazard (Perry County).

*Mississippi*

Severe shortage of rubber, latex, and plastic products used in catheters, rubber gloves, disposable bedpans, etc. Lack of gas or project vehicles. Had to call regarding gas for return trips before going out. South Miss. Home Health Agency, Hattiesburg.

*North Carolina*

ALCAP has had to completely revise its plan for transportation of participants, since volunteer transportation has become almost impossible. ALCAP is trying to work out use of city buses during the noon time hour to transport its 160 participants. ALCAP, Burlington & Graham, N.C.

*South Carolina*

Due to difficulty in getting gasoline, project members voted to reduce crafts classes to once a week from twice a week. Irmo-Chapin Recreation Community Aging Program, Irmo, S.C.

The price of fuel oil has nearly doubled, and this increase is causing a severe problem because there is not enough money budgeted to cover this. The project has been unable to purchase gasoline for its RSVP van. McCormick County Senior Citizens Project, McCormick.

REGION V

*Wisconsin*

Bus to transport rural and suburban patients (specially adapted) has been delayed several months. Unable to get to needed medical care. Home Health Aide-Homemakers (address illegible).

Delay in receipt of bus prevents transportation of older people to medical care and senior center. County Senior Citizens Transportation (address illegible).

People are finding it difficult to get medical services. Comprehensive Planning for the Elderly (address illegible).

REGION VI

*Louisiana*

Activities have been severely curtailed, . . . operations across the board have been affected. Allen Parish Council on Aging, Oakdale.

Inordinate waiting for gas and multiple trips for gas have affected operations. Budget is not sufficient to absorb increased cost or to reimburse volunteers. East Baton Rouge Council on Aging, Baton Rouge.

*New Mexico*

The cost of butane gas has increased from .13 to .30 per gallon affecting 12 of 16 sites. Transportation and social service gasoline costs were projected at

.32¢ per gallon have increased to .54¢ per gallon. Because of these increased project travel must adjust accordingly. Food costs have likewise increased because of higher transportation rates. The overall projects are experiencing limitations as a result. Senior Citizens Program of Taos and Rio Arriba, Taos.

*Texas*

Cost of bus operation has increased from $56 to $70 per day (a 25% increase). Shortage of gas has seriously curtailed volunteer, outreach, counseling, and escort activities. Staff has difficulty obtaining fuel. McAllen area is an area reported to be in critically short supply of fuel. Lower Rio Grande Nutrition Related Title III, McAllen.

REGION VIII

*Colorado*

Eight to 10 percent reduction in available supplies . . . supplies arriving two to three weeks late. Price of plastic goods increasing and prospects of higher prices. Supplier of gasoline is making fuel available only on a day-to-day basis resulting in 25% reduction in use of projects' bus for health and recreation-related services. John Mulroy Center, Denver.

Plans to extend bus service three miles beyond city limits have been postponed due to anticipated gasoline shortage. A minimum of 25 elderly people are affected by this cut back. City of Loveland.

*Montana*

The cost of fuel has risen from $30 to $135 in one month's time. Electricity has risen from $10 to $35 within the same time span. The total year's funding will be used within ten months or less . . . Supplies are hard to get and prices are skyrocketing since everything must be trucked into the State. Browning, Montana.

*North Dakota*

The energy situation has precipitated a budget problem. Prior to the high costs and reduced allocations, gas was donated as an in-kind contribution by local service stations. Gas must now be purchased in 10 gallon limits at full retail cost. Roulette County, Rolla.

Their projected budget for transportation will be exhausted by the end of the ninth month of project year because of the increased cost of fuel. Minot Comprehensive, Minot.

REGION IX

*California*

All program components were severely curtailed due to gas shortages. Elderly participating in these services are generally physically or mentally handicapped and need door to door transportation service. Senior Outreach Program, Hayward.

. . . Outreach program is suffering because of lack of gas to get to the seniors. Culver City Senior Center, Culver City.

Most supplies donated and in the past donor would drop off donation at center but due to gas shortage their donations are down 25%, and they do not have staff to pick-up. Whistlestop Senior Center, San Rafael.

Elderly transportation program plans for expansion have been severely curtailed due to reduced gas allocations for the minibus service. More elderly are now requesting this service due to high costs and unavailability of gas for their personal cars. At least 30% of the elderly requesting service cannot be accommodated. Whitelstop Wheels, San Rafael.

Aides transport seniors to doctors, shopping, etc. and due to lack of gas, long lines, and price (79¢/gal.) it has become a severe problem. West Valley Progressive Seniors, Campbell.

*Hawaii*

Outreach and transportation services due to shortage of gas. Cutback of gas consumption from 8 to 12 gallons per vehicle will further reduce service. Kauai County Area Planning Project on Aging, Lihue, Kauai.

Change in operation of Homemaker Services as homemakers & aides unable to obtain gas for a short period of visitation . . . Hawaii County Area Planning Project on Aging, Hilo.

REGION X

*Alaska*

Fuel costs, difficulty in getting fuel have cut transportation services. Alaska Land, Fairbanks.

Transportation costs have risen resulting in a decrease of the amount of services being provided to the elderly. Nome Senior Citizens Activity Center, Nome; Kenai Senior Citizens Center, Kenai; Chilkat Brotherly Program, Kluckwan; and Copper Valley Aging Program, Copper Center.

The increased gasoline cost and the problem of getting gasoline have caused a significant increase in the number of persons requiring the services of this project. Transportation, Anchorage Elderly, Anchorage.

*Idaho*

Trouble running mini-buses to cover Title III participant needs. Pocatello, Region V AAA.

Budgets being skewed to pay gas bills. Kimberly Senior Centers.

*Oregon*

Bus can operate only 3 weeks in one month; elderly can't get to services. District 4 AAA transportation component.

Mobile audio testing laboratory can't get enough gas . . . cost of van operation way up. Project ARM, Portland.

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VOLUNTER STAFF IMPACT—TITLE III

REGION I

*Connecticut*

. . . The volunteer auto transportation has also decreased because of the gas shortage . . . The project has also lost the services of 4 volunteers due to the energy crisis. Senior Citizens Drop-in Center, Milford.

REGION II

*New Jersey*

We are just beginning a volunteer/outreach program which would be seriously curtailed by gas rationing. Cape May Senior Citizens Resource Center, Cape May.

REGION III

*Virginia*

40 percent cutback in volunteers. Title III Project, Lebanon.

*West Virginia*

Director advises volunteers are saying no to driving seniors because of the gas situation. Kanawha Valley Senior Services, Charleston.

REGION IV

*Florida*

Volunteer assistance is waning due to (1) lack of gasoline (2) cost of fuel and (3) waiting in line to purchase fuel for 6–8 hours . . . The projects report that the above is a severe barrier to the operation of the Older Americans Act Programs. Broward County Service Agency for Senior Citizens, Fort Lauderdale; Polk Homeaker Service for Senior Citizens, Bartow; Hernando Elderly Adult Program, Brooksville; Multi-Purpose Senior Center, Orange County, Orlando; Counseling-Referral-Education & Employment Services for Elderly, Sarasota; Tampa Lighthouse for the Blind, Tampa; Information & Referral Ser. for Nausau County, Fernandina Beach; Volusia Sen. Activities Services, Volusia County, Daytona Beach; Brevard County Senior Activities Program, Merritt Island; and Christian Ser. Center of Orange County Agency, Inc. Orlando.

*Mississippi*

Volunteers unwilling to participate in providing transportation to doctors' offices or shopping due to low rate of reimbursement for mileage which Council can pay them. Central Mississippi Council on Aging.

*North Carolina*

. . . volunteer driving has been reduced more than half. Burlington Senior Citizens Club, Burlington.

The gasoline shortage has had a major effect on transportation for medical appointments which is conducted by volunteers . . . This situation has severely

limited the outreach, since one church which provides volunteers has already dropped out of the program because of the gas shortage. Coordinating & Developmental Project, Durham.

*South Carolina*

Difficulty in getting gasoline was given as reason for poor attendance at recent meeting when absent members were contacted. Absence of members resulted in inability to carry on planned business and resulted in lack of progress. Members being present is vital to Planning Council's function. Central Midlands Regional Planning Council Aging Program, Columbia.

Volunteers have decreased as gasoline has become expensive and scarce. Irmo-Chapin Recreation Community Aging Program, Irmo.

Volunteers normally provide four or five cars to transport participants to center activities; this has totally stopped and participation has dropped 25–50% for recent classes and activities. Georgetown Senior Citizens Club, Inc. Georgetown.

Not able to get anything like the number of volunteers needed because of gas shortage and price increases. If the gas situation becomes any more severe, project will have to greatly reduce its operation. Pee Dee Regional Planning and Development Council, Florence.

*Tennessee*

They are having trouble getting volunteers. These volunteers do not want to use up their gas for fear that they might not be able to get enough for their needs the next time. Where there are usually 150 volunteers, only 82 showed up the last time. Easter Seal Senior Citizens Transportation Service, Knoxville.

REGION V

*Illinois*

Volunteer staff has declined significantly due to gasoline costs. Volunteers concerned are those not participating in RSVP. Christian County Elderly Transportation Program, Silver Strand Center, Palmira. White College, Springfield.

*Michigan*

Loss of volunteer services for . . . driving participants to Center and doctors because of increased transportation costs. Lansing Comprehensive Senior Citizens Program.

Drop-in volunteers affected. More staff mileage due to gas shortage. Berrien County Council on Aging, Benton Harbor.

*Wisconsin*

There has been a nucleus of about 50 volunteers, but recently this number has dropped by half because of the cost of gasoline. Senior Citizen Center (address illegible).

REGION VI

*Arkansas*

Unable to obtain volunteers to participate in the project because of the high price of and/or shortage of gasoline in the area. The Fox Center, Ark. Project #42, Fox.

*Louisiana*

Volunteers have decreased by approximately 50% and participation in the Title III program is down. Calcassieu Parish Council on Aging, Lake Charles.

. . . Vehicles are vandalized to get gas. Gas supply is so short, inordinate time is spent waiting for gas. Volunteer efforts have sharply declined . . . New Orleans Metropolitan Council on Aging, New Orleans.

. . . volunteer transportation is practically non-existent . . . Allen Parish Council on Aging, Oakdale.

Transportation volunteers have decreased significantly thus affecting all program operations and attendance. Jeff Davis Council on Aging, Jenning.

All project operations affected because of heavy reliance in the past on volunteer transportation component. Jefferson Parish Council on Aging, Metairie.

*Texas*

Have lost 50% (approximately 20) volunteers as drivers in transportation services . . . No public transportation is available, so volunteers are important. Senior Citizens Service, Midland.

REGION VIII

*Colorado*

Threat to volunteer base which is the backbone of community support, Meals-on-Wheels, Roadrunners, Home Maintenance, and Home Companionship programs, with over 1,000 volunteers affected, will have to be curtailed if fuel prices continue to escalate. Silver Key Senior Services, Colorado Springs.

*Montana*

There has been a 40% drop in the number of volunteers . . . due to the price of gasoline . . . Billings.

REGION IX

*California*

Cost of gas is extremely high and is beginning to affect volunteer support. Mt. Shasta Senior Center, Mt. Shasta.

This project uses considerable volunteers and at this time they are unwilling to volunteer because of the gas shortage, time spent in gas lines and cost of gas. Oriflame, Riverside.

. . . Reimbursement to volunteers is too low to expect their continued support. Toyon-Wintu Center, Inc., Redding.

Decrease in volunteer transportation for the elderly resulted in about 25% less participation in the senior programs. It is especially critical in San Leandro where no public transportation is available. Issei Senior Center, San Leandro.

*Idaho*

Trouble getting volunteers for transportation. Region VI AAA, Idaho Falls.

Gas is too expensive; volunteers hard to obtain . . . Kimberly Senior Centers.

Trouble getting volunteers to follow-up on I&R calls, and transportation generally. 10 County, I&R, Boise.

*Oregon*

Volunteers less available—trouble getting gas; transportation coordinator is driving now. N.W. Pilot Project, Portland.

PAID STAFF IMPACT—TITLE III

REGION I

*New Hampshire*

Due to gas shortage and spiraling cost of gas—this site has lost 2 outreach workers and 1 volunteer—seriously hampering a quality program—Oct. '73 .41/gal., March 1, '74 .52/gal. Areawide Model Project Transportation, Newmarket.

*Massachusetts*

4 caseworkers are using 3–4 hours per week waiting in gas lines. Summerville/Cambridge Home Care Corp.

REGION IV

*Mississippi*

Paid staff do not make all the trips they feel necessary in order to properly carry on comprehensive planning activities through the area. Number of proposed trips for mini-bus to be provided by project will have to be reduced. Southwest Miss. Council on Aging.

Paid staff travel reduced by effect of low mileage reimbursement rate. Budget not sufficient. Increased cost of mini-buses, in contrast to limited budgets will probably result in fewer buses being available. Persons are reluctant to undertake paid outreach positions due to high costs of fuel . . . Central Mississippi Council on Aging.

Paid staff complaining about low rate of reimbursement for travel in face of increasing gasoline costs. East Central Miss. Council on Aging.

Nurses have lost much time waiting in gas lines. South Miss. Home Health Agency, Hattiesburg.

*South Carolina*

Van for outreach and participant transportation have been unable to obtain gasoline from regular sources. Many hours have been lost seeking open station and waiting in long lines. Piedmont Life Enrichment for the Aging, Greenville.

REGION VI

*Arkansas*

Project staff is allowed a 10¢/mile reimbursement rate to provide transportation to project participants. Because of the increase in the price of gasoline, the staff members have had to limit the transportation provided participants. Mountainview Center, Mountainview.

Agency staff is allowed a 10¢/mile reimbursement rate when using their private automobiles to visit project sites and for travel to other agencies regarding program planning. Because of the increase in the price of gasoline, the staff members have had to limit their travel. N.W. Ark. Area Agency on Aging, Harrison.

REGION X

*Idaho*

Gas is too expensive; volunteers hard to obtain; staff time is being used for transportation. Kimberly Senior Centers.

*Oregon*

. . . time being taken from staff service delivery to get gas . . . Project ARM, Portland.

PARTICIPANT IMPACT—TITLE III

REGION I

*Connecticut*

The attendence at the drop-in center is down 18% because of lack of transportation. Senior Citizens Drop-in Center, Milford.

REGION II

*New Jersey*

The difficulty in purchasing gasoline has kept many Senior Citizens, who drive, away from our Center. Englewood Multi-Service Center, Englewood, N.J.

We might have trouble getting gas for our County Station Wagon. We were told at Roosevelt Park, where we get our gas, that they are having trouble obtaining gasoline. If they run out, we can see no other way of getting our Seniors here. Strawberry Hill Senior Citizen Day Care Center, Woodbridge.

We have just procured a mini-bus to transport the elderly. If we cannot get gas for it, or if costs will be prohibitive, our program will suffer. Cape May Senior Citizens Resource Center, Cape May.

REGION III

*Delaware*

Because of the gas crisis, the State Division of Aging directed State/Federally funded bus service to cease until State pumps could be located for gasoline for vehicles. This resulted in a 32% loss of participants during the week of February 25. Nanticoke Senior Center, Seaford.

Because the Kent County/State directed cessation of transportation vehicular use until emergency supplies could be located, the center experienced a 40% loss of attendance during the week of February 25. Dover Modern Maturity Center, Dover.

REGION IV

*North Carolina*

. . . about forty percent of the participants have to curtail their participation. Burlington Senior Citizens Club, Burlington.

*South Carolina*

An estimated 95% of our members require transportation. Our city has no transportation system. Members presently are being transported in police cars. Clover Senior Citizens Center, Clover.

REGION V

*Illinois*

Lack of available gas and high cost of gas for vehicles has handicapped participation in those projects. Christian County Elderly Transportation Program.

*Indiana*

Participants have stopped visiting the Center because of transportation problems. Senior Citizens Center Program, Fort Wayne.

*Michigan*

Participant impact greatly reduced as well as outreach efforts due to excessive fuel increase. Difficulty in obtaining new participants because of added fuel costs. Calkaska Happy Day Club, Calkaska.

Participant impact severe. Unable to pay increased cost of transportation (gas and taxi fare). Lansing Comprehensive Senior Citizens Program.

Twenty percent decrease in participants at Benton Harbor Center. Berrien County Council on Aging, Benton Harbor.

*Wisconsin*

This is a rural community with no public transportation. Forty-five percent of the participants are retired farmers who now come in only once or twice a month. The center has also experienced a drop from a total monthly attendance of 750 people to about 500 because it has had to close on weekends owing to the increased cost of fuel. Senior Citizen Center (address illegible).

REGION VI

*Arkansas*

The daily attendance has decreased due to either the high cost of gasoline or the lack of gasoline in the area. Scottland Center, Van Buren County, Scottland.

*Louisiana*

Prices on all petroleum products have risen so sharply in this community and supply is so short, participation in this Title III project has declined significantly. LaSalle Parish Council on Aging, Jena.

Plans for program expansion have been abandoned in rural areas of the parish . . . participation in the Title III program is down. Calcassieu Parish Council on Aging, Lake Charles.

Project participation is down and operations have been disrupted. New Orleans Metropolitan Council on Aging, New Orleans.

Participation is down significantly because of the decline in availability of transportation . . . If situation worsens, some programming will have to end. Evangeline Parish Council on Aging, Ville Platte.

*New Mexico*

The Roswell Title III project reports that fewer participants are providing their own transportation resulting in a decrease in participation. This reduction is a direct result of increased gasoline prices. JOY Senior Center, Roswell.

Increasingly fewer participants are able to provide their own transportation, thus, the present project transportation program is unable to accommodate additional demands resulting in limited participation. Santa Fe County Senior Citizens Centers, Santa Fe.

*Texas*

. . . Attendance at multi-purpose center has dropped an average of 10 per day of which over one-half are of minority group. No public transportation is available . . . Senior Citizens Service, Midland.

REGION VIII

*Montana*

Project attendance . . . fallen 50% due to the increased cost of gasoline. Browning.

REGION X

*Alaska*

Participants unable to get to project site. Alaska Land, Fairbanks.

*Oregon*

Participation down 20%. District 4, Salem.

Rural participation down. Rogue Valley Council on Aging.

PROJECT INITIATION IMPACT—TITLE III

REGION I

*Massachusetts*

Severe transportation problems in project initiation expected if gas situation remains unchanged: Falmouth, Chatham, Hyannis have lost options for free gas. Cape Cod/Islands Home Care, Hyannis, Mass.

REGION III

*West Virginia*

Director had to curtail activities of starting a new satellite center because of gas shortage. Jackson County Commission in Aging, Sandyville, W. Va.

REGION IV

*Mississippi*

Volunteer MOW program in Jackson prevented from being started due to gasoline shortage. Central Miss. Council on Aging.

REGION VIII

*North Dakota*

Because of a shortage of building materials, completion schedules cannot be met and maintained and project cannot be implemented on schedule. The project is currently three months behind. Botnel, N.D.

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## ITEM 3.—ENERGY CRISIS—SEVERE IMPACT ON TITLE VII NUTRITION PROGRAM PROJECT OPERATION[1]

REGION I

*Maine*

These are large projects—800 meals daily—due to: 1. Trucker's strike and increase gas cost—their general food costs have increased 1½% this past month. 2. Increased cost of plastic ware—average .04 per person per meal. 3. Due to increased fuel costs, churches have had to add an average of $50.00/month to the rental cost for meal sites. 4. Project Councils have cut their meeting schedules by 50%—no transportation. Cost of gas 10/73—32¢ per gal., 3/74—54¢ per gal. Meals for Me., Inc., Bangor, Maine; Central Senior Citizens Association, Augusta, Maine.

State-Wide: Home delivered meals cut by 5%—from 409 per day to 374. Lack of gas.

*Massachusetts*

Increase in price of gas and oil costs are resulting in a reflective increase in fixed cost such that meal projects are particularly hard hit when they are located in rural areas and congregate settings. Franklin County Sr. Service Project, Inc.

Shortage of fuel impedes expansion of services into the surrounding communities. There are cases where clients are unable to get gas. Home Care Corp. of Springfield, Inc.

Loss of free gas will increase unit cost per meal in this rural island community; less monies available for direct services. Cape Cod/Islands Home Care.

1. Transportation programs have been affected by non-delivery of vans due to factory problems; in addition manufacturers have switched their lines to small vehicle production; thus even when van arrives it will transport seven less passengers due to size reduction.

2. Cab fare boost from 50¢ per mile to 70¢ per mile, increase of 40%. Somerville/Cambridge Home Care, Cambridge, Mass.

Currently experiencing transportational problems due to lack of van delivery which has been held up by factory; transportation to elderly services are limited. Malden Action Home Care, Malden, Mass.

REGION II

*New Jersey*

"Outreach" and other supportive programs will be hampered and adversely affected. Bus use will be limited. Gloucester Co. Nutrition Project, Sewell, N.J.

Budgeted allotment for gas for project vehicles may not be sufficient for our needs in view of increasing gasoline costs. Increasing heating fuel costs and limited allotments to customers may affect the heating capacity of those

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[1] Prepared by: The Administration on Aging, Office of Human Development, Department of Health, Education, and Welfare, Mar. 11, 1974.

agencies which are providing sites for congregate meals as "in-kind" contributions. Senior Adult Services of Ocean County, Toms River, N.J.

Driver is not able to purchase gas when it is needed to transport participants to the site for lunch. Burlington Co. Sr. Citizens Nutrition Program, Burlington.

Disposables have risen sharply in price and our budget item is inadequate. Gas also has risen in price, and our budget will be inadequate. Gas station service hours are after our project operation hours, so gassing must be done on personal time. Meat purveyor is not receiving his shipments in time, so our menus need last minute changes. YWCA Nutrition Project for the Elderly, New Brunswick.

High cost and scarcity of gas may affect staff travel, transportation of food and participants, escort service, and mobility of volunteers. Cost of heating sites will increase. Monmouth County, Asbury Park, N.J.

*New York*

(All Title VII projects are on county-wide basis, and transportation is an important factor in all projects.)

60% temperature in sites due to lack of fuel. 11 sites with one mini-bus and an allowance of $2.00 every other day for gas. Albany County, Low Cost Meal for Elderly, Albany.

3 sites, each site about 25 miles apart. Only one mini-bus, 55¢ a gallon for gasoline. Cattaraugus County, Project Echo, Little Valley.

2 sites 50 miles apart, no gas to deliver the food. 70¢ per gallon of gas; no heating oil. Clinton County Nutrition Program, Plattsburgh.

Mini-bus has stopped due to lack of gas. Delaware County Senior Meals Program, Delhi, N.Y.

Sites 24 miles apart, gas station open 2 hours a day and also have $2.00 worth of gas every other day. Montgomery County, Meals for the Elderly, Amsterdam.

Home-bound meals at Newburgh and Middletown may have to close because of lack of gas. Orange County Nutrition Project, Newburgh.

May have to stop the 25 home-bound meals due to lack of transportation. Otsego County Nutrition Program for Aging, Cooperstown.

REGION III

*Maryland*

This sparsely populated rural nutrition project initiated meal service on 10/1/73 and expects to feed 300 elderly participants at 10 sites when fully operational. With the shortage of petroleum products in the area, public transportation operated inconsistently, the project's vehicles experienced delays in obtaining gas, and the project lost an anticipated 3 to 4 weeks of activity. It was estimated that some 102 meals would be served at this time, while the actual count is only at 82 meals per week. Lower Eastern Shore (Wicomico, Dorchester, Worcester, and Somerset Counties).

This section of the state operates 3 nutrition projects and was the hardest hit section within the state. The fuel shortage along with the truckers' strike resulted in no project supplies, activities, participants for 4 days and hindered volunteer outreach, elderly participation, etc. for additional days. The projects had reached a feeding level of 102 meals weekly but dropped to 44 for the week of 2/8/74. Since that time, the weekly meals total has gone up to 61, 94, and 85 for the weeks ending 2/15, 2/22, and 3/1, respectively. Western Maryland (Garrett, Allegheny and Washington Counties).

*Virginia*

Cutback in days serving from 5 to 3. One site temporarily closed. Nutrition Program for the Elderly, Lebanon, Virginia.

15% cutback in delivery of supplies and food. Nutrition Project, Roanoke, Virginia.

*West Virginia*

Problem in getting supplies. For divided plates, the price has doubled and disposable dinnerware is very difficult to get. South Western CAA Nutrition Program, Huntington.

Difficulty in getting plastic supplies, disposable items. Nutrition Program for the Aging in Boone, Clay, Kanawha, and Putnam Counties, Charleston, W. Va.; West Central Elderly Feeding Project, Parkersburg; and Nutrition Program for the Elderly, Wheeling.

REGION IV

*Kentucky*

Unable to get any gas in Elliott and Morgan Counties for several days causing a shortage of 300 meals. Three outreach workers in these 2 counties were unable to work part of month due to gasoline shortage. Had to rely on outlying areas for sufficient gas to operate the entire project, on a cash basis that causes hardship on drivers. Project unable to get shipments of paper goods and food supply. Northeast Ky. Area Development Council, Country Gathering, Olive Hill, Ky.

Unable to serve 680 meals due to gasoline shortage within the past two weeks. Produce man unable to supply fresh produce for one entire week. Paper supplies not being delivered. LKLP Community Action Agency, Boone Fork Community Kitchen.

*North Carolina*

This project cannot serve up to 30 meals a week (10 at one site) due to overall transportation problems related to the gas shortage. Salisbury-Rowan Community Service Council, Salisbury, N.C.

*Tennessee*

During the truck strike it was necessary to close two sites because of gas shortage. These sites were subsequently reopened after the strike ended. Upper Cumberland Nutrition Project, Cookeville, Tenn.

*Florida*

A problem is the non-delivery of project vehicles that were ordered in Dec. 1973 and Jan. 1974. The projects report that the above is a severe barrier to the operation of the Older Americans Act Programs. Monroe Co. Nutrition Program, West Palm Beach; Tampa Sr. Citizens Nutrition & Activities, Tampa; Community Involvement & Nutrition Program, Jacksonville; Sr. Citizens Nutrition & Activities Program, Orlando; Sr. Nutrition Aid Program, Merritt Island; Nutrition & Support Care Project of Manatee Co., Bradenton; Manatee Project Greatness, Seminole Co., Sanford; Volusia Co. Meals on Wheels, Daytona Beach; and Brevard Co. Meals on Wheels, Cocoa.

REGION VI

*New Mexico*

. . . Heating costs have tripled. Line item costs will have to be adjusted to cover increased fuel costs resulting in a reduction in the number of meals served . . . Metropolitan Nutrition Project, Albuquerque, N. Mex.

Increased costs of petroleum by-products have caused disposable dinnerware costs to double. Further, the purchase of reusable supplies will necessitate increased employment to wash dishes. To cover these cost changes it is anticipated that the number of meals served will be reduced. Dona Ana County Hot Meals Program, Las Cruces, N. Mexico.

. . . Higher gasoline and heating oil prices have resulted in an increased monthly cost of 70%; thus the number of meals served must be reduced to offset the fuel costs. JOY Nutrition Project, Roswell, N. Mex.

The cost of butane gas has increased from 13¢ to 30¢ per gallon affecting 12 of 16 sites. Transportation and social service gasoline costs were projected at 32¢ but have increased to 54¢ per gallon. Because of these increases project travel must adjust accordingly . . . Food costs have likewise increased because of higher transportation rates. The overall projects are experiencing limitations as a result. Senior Citizens Program of Taos and Rio Arriba, Taos.

*Texas*

Budget allowance of 12¢ per mile not sufficient for outreach. Slow delivery of two vans ordered in November due to lay off in assembly plants. Shortage of plastic and styrofoam products. Shipping difficulties have caused a reduction of an average of 50 to 100 meals served per week. Corpus Christi Nutrition Project, Corpus Christi.

Slow delivery (1 month delay) of hot food trays and disposable items which were to have been delivered in 7 days on order. Dewitt, Lavaca, Jackson Co. Nutrition Project, Victoria, Tex.

Project transportation costs being driven up. When project began operation, two drivers were transporting 50 participants 30 miles per site at cost of 32¢ per gallon of gasoline. Now transporting 80 participants 60 miles/site (10 sites) at 46¢/gallon. Harris County Nutrition Project, Houston.

REGION VIII

*Colorado*

Shortage of disposables. The cost of raw food has increased 20% since the proposal was made. Gasoline prices are up 12 to 15 cents per gallon. Therefore, the project will not be able to run a full year on present budget without services being curtailed. Denver Nutrition Program #2, Denver.

*Montana*

Due to increased cost of transportation resulting in a drastic rise in food costs fewer meals will be served. Milk deliveries were decreased from three times a week to only once a week. This will necessitate purchasing refrigeration equipment to keep additional supplies. Rocky Boy Reservation, Havre, Montana.

*South Dakota*

The large dining room had to be closed off because of the increased cost of heating oil. Meals are served in the small meeting room. Consequently, participants leave immediately after the meal because there is no heated room for any type of program. Sisseton Senior Center, Sisseton, S.D.

REGION X

*Alaska*

The fuel crisis has caused difficulty in transportation with resulting difficulty in getting food. Transportation costs have also increased the cost per meal. (Gas cost has risen from 45-46¢ gal. to 67-71¢. Fuel oil has risen from 30¢/gal. to 45¢/gal. Propane has risen from $12/per hundred lbs. to $21.) Fairbanks Nutrition Program, Fairbanks.

PAID STAFF IMPACT—TITLE VII

REGION VI

*Texas*

. . . Nutritionist's activities slowed by trying to find gas. DeWitt, Lavaca, Jackson Co. Nutrition Project, Victoria, Tex.

*Louisiana*

Gas supply is so short, inordinate time is spent waiting for gas. New Orleans Metropolitan Council on Aging, New Orleans; East Baton Rouge Council on Aging, Baton Rouge.

*New Mexico*

The project is experiencing difficulty in hiring employees to work for 10¢ per mile, because mileage rates do not cover actual costs for transportation. Senior Citizens Nutrition Project, Santa Fe.

REGION IX

*Arizona*

Project director unable to visit Douglas site. As a result, outreach effort not taking place in Douglas where project is operating at only 60% capacity. Bisbee Nutrition Program, Bisbee and Douglas, Arizona.

Round trip visit to 5 sites = 400 miles. Project director unable to visit regularly. Maricopa County Nutrition Program.

*California*

Have to pay drivers to wait in line for gas and at times they are unable to obtain gas at all. Redwood City.

Staff is having to fill the gap due to reduced number of volunteers. Santa Rosa.

. . . staff time being used to perform "volunteer" activities; some project council members unable to get gasoline to attend meetings. Ventura.

Staff must wait one hour in line on their own time. May have to stop doing transportation . . . Staff must use private cars. Project director is unable to get to sites, especially those in south county. All schedules must be planned around getting gas. San Jose.

Home-delivered program—director using own car because of gas shortage. Will continue to do so as long as can get gas. Hollywood.

VOLUNTEER STAFF IMPACT—TITLE VII

REGION I

*New Hampshire*

Lost 4 volunteers on home delivered meal route having to cut these meals by 33-1/3%—from 15 to 10 meals per day. Belknap-Merrimack, Concord, N. H.

REGION II

*New Jersey*

In the future, fewer people will volunteer the use of their cars to transport others to the congregate meal sites. Gloucester County Nutrition Project, Sewell, N.J.

I anticipate difficulty in recruiting volunteer drivers if gas becomes too difficult to acquire or becomes rationed. The same holds true with respect to increasingly high prices for gasoline. Senior Adult Services of Ocean County, Toms River.

*New York*

Volunteers are starting to quit due to lack of transportation. Broome County Nutrition Program, Binghamton, N.Y.

Volunteers wanting to quit due to lack of transportation. Cayuga County, Nutrition Program for Elderly, Auburn, N.Y. Tompkins County, Nutrition for the Elderly, Ithaca.

REGION IV

*Florida*

Volunteer assistance is waning due to (1) lack of gasoline (2) cost of fuel and (3) waiting in line to purchase fuel for 6-8 hours . . . Monroe Co. Nutrition Program, Key West; Palm Beach County Nutrition Program, West Palm Beach; Tampa Sr. Citizens Nutrition & Activities, Tampa; Community Involvement & Nutrition Program, Jacksonville; Sr. Citizens Nutrition & Activities Program, Orlando; Sr. Nutrition Aid Program, Merritt Island; Nutrition & Support Care Project of Manatee Co., Bradenton; Project Greatness, Seminole Co., Sanford; Volusia Co. Meals on Wheels, Daytona Beach; and Brevard Co. Meals on Wheels, Cocoa.

REGION V

*Wisconsin*

There has been a cutback in the amount of driving per mobile meal volunteer. It is county policy not to reimburse volunteers for mileage thus making gas prices even rougher. Currently the price of gas is 60¢ a gallon. The price of disposables is up and there is a back order on them. Name and location of projects illegible.

It is difficult to find volunteers because of the price of gas. The county does not reimburse volunteers for mileage. There is some delay in getting supplies because of the truckers' strike. Wood Co. Nutrition Program for the Elderly, Wisconsin Rapids, Wis.; Fond du Lac Co. Nutrition Program for the Elderly, Fond du Lac, Wis.

REGION VI

*Louisiana*

Plans for program expansion have been abandoned in the rural areas of the parish. Volunteers have decreased by approximately 50% . . . The Title VII budget does not have sufficient funds for transportation (i.e. meals delivery and volunteers). Calcassieu Parish Council on Aging, Lake Charles, La.

. . . Gas supply is so short, inordinate time is spent waiting for gas. Volunteers efforts have sharply declined, paid outreach workers are beginning to threaten to terminate. Project participation is down and operations have been disrupted. New Orleans Metropolitan Council on Aging, New Orleans.

Individual and club volunteers for transportation are no longer willing. Inordinate waiting for gas and multiple trips for gas have affected operations. Budget is not sufficient to absorb increased cost or to reimburse volunteers. East Baton Rouge Council on Aging, Baton Rouge.

All project operations affected because of heavy reliance in the past on volunteer transportation component. Jefferson Parish Council on Aging, Metairie, La.

*New Mexico*

Increases in the cost of gasoline and heating fuel have caused volunteers to stop providing transportation, participants from driving private cars, and projects to anticipate reduction in number of meals . . . Metropolitan Nutrition Project, Albuquerque, N. Mex.

Increased costs and unavailability of gasoline have caused a 100% reduction in volunteer participation by the 12 volunteers in the Title VII project. JOY Nutrition Project, Roswell, N. Mex.

A 30% reduction in volunteer services has been experienced as a direct result of transportation costs. Senior Citizens Nutrition Project, Santa Fe, N. Mex.

. . . Volunteer transportation, which rural areas depend on almost exclusively, has decreased significantly. Senior Citizens, Program of Taos and Rio Arriba, Taos.

The project proposal called for 10 volunteers at each feeding site to initiate outreach and transportation. They have averaged 4 volunteers per site due to the cost and unavailability of gasoline. This has resulted in their not reaching their peak number of meals at 90 days. Nutrition Program, TETOF, Inc., Tulsa.

The project has experienced a 50% drop in volunteer service as a direct result of the cost of fuel. This has resulted in delayed and crowded transportation to the meal site as well as restricting other services. Kiamichi Economic Development District Nutrition Program, Wilburton, Okla.

*Texas*

Large number of volunteers (250) not participating. Increased cost makes transportation difficult . . . Hard to find gas for project vehicles and volunteer cars as price of gas is 60¢ per gallon. Tarrant County Nutrition Project, Fort Worth.

Minimal participation by volunteers in transportation component, causing staff to transport as many participants as it can. Corpus Christi Nutrition Project.

Volunteers unwilling to participate—5 volunteers per county (15) originally committed is down to zero due to fuel shortage. DeWitt, Lavaca, Jackson Co. Nutrition Project, Victoria, Tex.

Originally had commitment for 13 volunteers, but only one is now participating. Meal participant count dropped by 10 in week between 2-22-74 and 3-1-74. Deep East Texas, Jasper, Tex.

Reduction in volunteers willing to participate down 20% . . . Participant loss down 5% (about 40 meals/day average) because of fuel problems. Harris County Nutrition Project, Houston.

A 30% reduction of original number of volunteers in escort, home delivered meals, and transportation activities. This has delayed project becoming fully operational in meals by two weeks. Alamo Area Nutrition Project, San Antonio.

30 Volunteers have dropped out due to high fuel costs. Volunteers now range from two to four. East Texas Nutrition Project, Kilgore, Tex.

14 volunteers needed for these activities (transportation and outreach), but no volunteers willing to participate . . . Brazos Valley Nutrition Project, Bryan, Tex.

REGION VIII

*North Dakota*

. . . They are finding it extremely difficult to get Volunteers because of the rising cost of transportation. Mandan Golden Age Meal Program, Mandan, N.D.

Project did not budget funds to cover expenses of Volunteer drivers, therefore it is difficult to recruit Volunteers because of high cost of fuel. Barnes County Cares, Valley City, N.D.

REGION IX

*Arizona*

Five volunteers unable to participate any longer. Bisbee Nutrition Program, Douglas, Ariz.

All volunteers no longer able to furnish transportation. Maricopa County Nutrition Program (5 sites in rural areas).

Volunteer participation down 25%, affecting quality of program. LEAP Nutrition Program, Phoenix.

Volunteers no longer able to furnish transportation. Participation down 15%. Tucson Nutrition Program, Tucson.

Volunteers no longer participating because of distance to be travelled. Participation down 30%. Globe Nutrition Project, Globe, Ariz.

*California*

Problem locating volunteers—lack of gas. Transportation critical. Santa Ana, Project No. 70673005.

Volunteers not willing to drive. Too expensive; unable to obtain needed gasoline in rural areas. Fresno, Project No. 70673008.

Most volunteers lost due to limited supply of gasoline. Santa Fe Springs, Calif. Project No. 70673016.

Volunteers have decreased or ceased all activities because of problems getting gas. Gas in county is extremely limited; it takes at least one hour in line. Volunteers are unwilling to participate. San Jose.

*Hawaii*

Kona Reg. Center Advisory Council/Committee meetings postponed indefinitely. Hawaii County Area Planning Project on Aging, Hilo, Hawaii.

REGION X

*Idaho*

Lack of volunteers to transport participants to meals. Area VI Nutrition Project, Idaho Falls; Lapwai Nez Perce Nutrition Project; Area I Nutrition Project, Coeur d'Alene; Ada-Elmore Nutrition Project, Boise; and Region V Nutrition Project, Pocatello.

*Oregon*

Trouble getting volunteer transportation for participants—rural. Lane County Nutrition Project.

PARTICIPANT IMPACT—TITLE VII

REGION II

*New York*

One mini-bus, and two sites so they have stopped carrying the participants to and from the sites in order to transport the food. Madison County, Snack Project, Oneida, N.Y.

REGION III

*Delaware*

The Milford and Harrington nutrition sites experienced a 10% and 15% (respectively) drop in nutrition participants . . . Manna, Dover, Del.

*West Virginia*

Cannot expand program into really rural areas. Difficult getting out to those who need it most. South Western CAA Nutrition Program, Huntington.

REGION IV

*Alabama*

10% (55 participants) who previously drove to Nutrition sites, and also transported isolated/infirm participants, have ceased to attend. As a result of

this lack of transportation on the part of some participants, at least twice as many of the isolated "hard-to-reach" participants are unable to attend. Title VII Nutrition Program, Mobile.

*Mississippi*

Project participation at Philadelphia site down. During early stages number of participants was in high 60's, now it is down to high 20's or low 30's. Region V Housing Authority.

Natchez (site #3) having difficulty in reaching projected goal of 50 meals per day due to reluctance of volunteers to transport participants to site . . . Also decline in participation of persons who provide own transporting. McComb (site #1) having similar problems. Southwest Mississippi Nutrition Project for Elderly.

Severe effect on recruitment of volunteers to transport persons to sites in Jackson. Paid staff at Yazoo City site do not want to use their autos to transport project participants. Central Mississippi Nutrition Project for the Elderly.

Unable to recruit volunteers from civic organizations to transport elderly to nutrition sites. North Delta Nutrition Project for the Elderly.

*South Carolina*

Due to lack of gas and increased cost of gas, our attendance has dropped by ¼! We can no longer provide any out of town transportation and can only pick up participants in AM, and take home in PM, when we formerly made two such trips daily. All transportation will have to be ceased before the end of the year due to increased costs and absence of gasoline. York County Council on Aging Nutrition Project, Rock Hill.

13% of the participants at one site withdrew because they live in rural areas and transportation was not available with any regularity. Wateree Community Actions Agency Nutrition for Aged Program, Sumter.

. . . Club House is also a feeding site for the Nutrition program and there are 10-15 participants who can not take part because there is no transportation available. Senior Citizens Service Center Auxiliary, Inc. of Kershaw County, Camden.

REGION V

*Michigan*

Loss of volunteer services for delivery of meals and driving of participants to Center and doctors because of increased transportation costs. Participant impact severe. Unable to pay increased cost of transportation (gas and taxi fare). Lansing Comprehensive Senior Citizens Program, Lansing; Ingham Company Senior Citizens Nutrition Program, Mason, Michigan.

Volunteer services greatly reduced due to increased transportation costs. Participants reduced due to gas problem. May have to cut back on participants served and reduce projected meal figure. Genesee-Lapier-Shiawasee Senior Citizens Food Service, Flint.

Definite impact on participants who drive due to gas shortage and costs (.60 a gallon). Those residing in rural areas are not attending. Montcalm Company Nutrition Program for Aged, Stanton, Michigan.

*Arkansas*

Vehicles which are to provide transportation for participants have been ordered for the project. However, because of the truckers' strike, these vehicles have not been delivered to the project. Nutrition Project Southwest Arkansas P&D District, Hempstead and Ouachita County, Magnolia, Arkansas.

The high cost of gasoline impairs the projects ability to provide transportation of participants to the meal sites. West Central P&D District, Conway County, Dardenelle, Ark.

. . . Project participation is down & operations have been disrupted. New Orleans Metropolitan Council on Aging, New Orleans.

*New Mexico*

. . . As a direct result (of increase in cost of gasoline) increase in number of participants has not met anticipated rate. Metropolitan Nutrition Project, Albuquerque, New Mexico.

*Texas*

Participation may fall by 30-40%. Hard to find gas for project vehicles and volunteer cars as price of gas is 60¢ per gallon. Tarrant County Nutrition Project, Fort Worth.

Meal Participant count dropped by 10 in week between 2-22-74 and 3-1-74. Deep East Texas Nutrition Project, Jasper, Texas.

. . . Participant loss down 5% (about 40 meals/day average) because of fuel problems, Harris County Nutrition Project, Houston.

Attendance of participants low due to fuel shortage. East Texas Nutrition Project, Kilgore, Texas.

REGION IX

*Arizona*

Participation in project down 30%. Bisbee Nutrition Program, Bisbee and Douglas, Arizona; Globe Nutrition Project, Globe, Arizona.

Participation down 15%. Tucson Nutrition Program.

*California*

Project will have to cut down on home-delivered meals because they do not have enough volunteers to deliver meals due to problems in obtaining gasoline. Los Angeles—Kosher Meals.

About 30 participants are unable to get to sites because of lack of volunteer transportation due to problems getting gasoline. (gas lines 1½ to 2 hours.) Oakland-Alameda County Senior Citizens Nutrition Program.

REGION X

*Idaho*

Participants having trouble getting to meals. Area VI Nutrition Project, Idaho Falls; Lapwai, Nez Perce Nutrition Project; Area I Nutrition Project, Coeur d'Alene; Ada-Elmore Nutrition Project, Boise; and Region V Nutrition Project, Pocatello.

*Oregon*

Rural participation down. Rogue Valley Council on Aging.

PROJECT INITIATION—TITLE VII

REGION III

*Maryland*

This nutrition project serving an anticipated 102 elderly participants when fully operational, has experienced difficulties in obtaining an adequate supply of fuel for project activities and as a result, the project has been delayed for approximately 4 weeks. An estimated 20 meals per week were lost as project supplies, transportation, and supporting services could not be provided. Southern Maryland (Charles and St. Mary's Counties).

REGION V

*Wisconsin*

Price impact on staff operation of cars prohibitive—inhibits Title VII initiation. Six volunteers withdrew from the delivery of home deilvered meals owing to cost of operating their cars. Other prospective volunteers refused participation because of anticipated cost of operating automobiles. West Central Wisconsin Dist. VI Comprehensive Planning for the Aging, Eau Claire, Wis.

Truckers' strike held up openings. Gas prices are a hangup in getting caterers for outlying districts. Disposables—drastic shortage very costly. Ten cents a mile is inadequate for staff mileage. Food prices have increased participation. Milwaukee, Co. Nutrition Program for the Elderly, Milwaukee; Milwaukee Elderly Nutrition Program, Milwaukee.

*Arkansas*

The nutrition project has 12 meal sites throughout the county. The gasoline shortage impairs the staff's ability to provide transportation to participants and also curtails staff visits to the project sites. This is impairing the implementation of the meal service. Because of the increased cost of gasoline to truckers, the truckers have been on strike in this area of the State. Therefore, the truckers are behind schedule in delivering food and other supplies to the project, thus delaying the initiation of meal service. Eastern Arkansas P & D District, Mississippi County and Phillips County, Helena, Ark.

REGION IX

*Hawaii*

Not able to obtain kerosene for cooking stoves in Kona. Congregate meals in Kona delayed due to transportation. Hawaii County Area Planning Project on Aging, Hilo, Hawaii.

*Arizona*

Project with sites 70 to 80 miles distance from one another unable to begin due to gasoline shortage. Navajo Nation Nutrition Project, Navajo Reservation.

REGION X

*Oregon*

Outreach effort reduced because of gas shortage. Rougue Valley Council on Aging.

*Washington*

Providing the number of sites planned but not able to provide transportation and outreach to the outlying areas of Humptulips, Cosmopolis, Pacific Beach, Moclips, because they are too far away from the site. Gray Harbor County.

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## ITEM 4.—PLAN FOR IMPLEMENTATION OF SECTION 412, TITLE IV OF THE OLDER AMERICANS ACT, AS AMENDED [1]

### SPECIAL STUDY AND DEMONSTRATION PROJECTS ON THE TRANSPORTATION PROBLEMS OF OLDER AMERICANS

#### A. BACKGROUND

*1. Legislative Authority*

Section 412 (a) of Title IV of the Older Americans Act authorizes the Commissioner, after consulting with the Secretary of Transportation and the Secretary of Housing and Urban Development, to:

"Conduct a comprehensive study and survey of the transportation problems of older Americans with emphasis upon solutions that are practicable and can be implemented in a timely fashion. In conducting the study and survey, the Commissioner shall consider—

(1) The use of all community transportation facilities, particularly public transportation systems, the possible use of school buses, and excess Department of Defense vehicles; and

(2) The need for revised and improved procedures for obtaining motor vehicle insurance by older Americans to be implemented for use in a coordinated transportation system.

(b) In connection with the study required by subsection (a) the Commissioner, in coordination with the Secretary of Transportation and the Secretary of Housing and Urban Development, shall conduct research and demonstration projects, either directly or by grants or contracts with public or private nonprofit agencies and organizations in order to—

(1) Demonstrate possible solutions of economic and service aspect of furnishing adequate transportation to older persons in rural and urban areas including transportation services furnished by social service agencies;

(2) Demonstrate improvement of transportation services available to older persons in rural and urban areas with emphasis on (A) establishing special transportation subsystems for older persons or similar groups with similar mobility restrictions, (B) providing portal to portal service and demand actuated services, (C) making payments directly to older persons to enable them to obtain reasonable and necessary transportation services;

(3) Demonstrate improved coordination between transportation systems and social service delivery systems; and

(4) Demonstrate innovative solutions for other special transportation problems confronting older Americans.

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[1] Prepared by: The Administration on Aging, Office of Human Development, Department of Health, Education, and Welfare, Mar. 11, 1974.

(c) At least half of the projects authorized under subsection (b) of this section shall be conducted in States that are predominantly rural in character.

(d) Not later than January 1, 1975, the Commissioner shall prepare and transmit to the Secretary, to the President, and to the Congress, a report on his findings and recommendations, including a plan for implementation of improved transportation services for older Americans and recommendations for additional legislation, administrative and other measures to provide solutions to the transportation problems not later than January 1, 1975, as he deems advisable."

*2. Approach*

The Administration on Aging and the Department of Transportation have developed a joint strategy for implementation of Section 412. It is planned to implement sections 412 (a) and 412 (b) sequentially. The comprehensive study and survey of the transportation problems of older Americans called for in section 412 (a) will be carried out on the basis of findings form AoA and DOT projects; some currently underway, some recently completed, and some just being launched. This body of research and experiences is substantial. The attached list present over 30 sources of data, including the recent growing experience of states and local communities in provision of transportation services to the elderly under Titles III and VII of the Older Americans Act. It also includes substantial experience of the private and voluntary sector.

The analysis of this data and experience will provide a basis for the determination of what further research and demonstrations are needed to implement Section 412 (b). Both DOT and AoA are in agreement that no major research and demonstrations other than those already planned or underway should be launched until this comprehensive study is completed.

B. PLAN

The Administration on Aging, with the assistance of an Interdepartmental Working Team, will prepare the report called for in Section 412 to be transmitted to the President, the Secretary of HEW, and to the Congress. An interim report will be presented on January 1, 1975, and a final report in October 1975. The report will include findings and recommendations from the assessment of the state-of-the-art, recommendations for the implementation of improved programs and transportation services for older persons, recommendations for additional legislation, and recommended administrative and other measures to provide solutions to the transportation problems of older Americans.

An ad hoc Interdepartmental Working Team has been established under the chairmanship of the Administration on Aging. This team will coordinate the data accumulation and activities presented below.

There are five major research activities either currently underway or to be begun shortly which will pull together the data for the report. Two activities are being carried out by The Urban Mass Transportation Administration; and one by the Administration on Aging.

UMTA.—(1) Research study of the Taxonomy of the Transportation Dysfunctional (follow-up of UMTA market study for elderly and handicapped).

(2) Evaluation of UMTA Service Development Program for the elderly.

FHWA.—(1) Description of rural public transportation demonstration projects funded under Section 147 of the Federal Highway Aid Act of 1973.

AOA.—(1) Report of the Institute of Public Administrations' Assessment of the state-of-the-art of transportation for the elderly and handicapped. This includes recommendations for further research and demonstration as well as evaluation of seven prototypic projects. This project will be expanded to report on non-federal, private, and voluntary efforts.

| Recently completed | Current | Projected |
|---|---|---|
| 1. Demonstration of senior volunteer driver program in Raleigh, N.C.—title IV.<br>2. Demonstration of use of school buses in Klamath Falls, Oreg., DOT/UMTA.<br>3. Experience in the use of school buses in West Virginia.<br>4. Analysis and report of OEO-sponsored rural transportation projects—DOT/OS.<br>5. Study of transportation for the elderly and handicapped—Characteristics of transit usage by elderly and handicapped and major constraints to the use of mass transit systems—DOT/UMTA grant to National Urban League.<br>6. Study of the handicapped and elderly market for urban mass transit—to determine the urban mass transit needs of the elderly and handicapped so that DOT/UMTA might better plan to meet the needs of urban elderly and handicapped persons. DOT/UMTA-MIT. Transportation Systems Center.<br>7. Demonstration of use of shared taxis at reduced rates in New York City—Title IV—New York City Office for the Aging.<br>8. Study of mobility of the elderly in Nashville, Tenn., Title IV—Fisk University.<br>9. Evaluation of rural bus system in Venango County, Pa.—DOT/UMTA. | 1. Demonstration of specialized transportation system in lower Naugatuck Valley, Conn. DOT/UMTA with AOA component of service agency purchase of client transportation services.<br>2. Demonstration of demand-responsive neighborhood transportation systems linked to public transit in Cleveland, Ohio—title IV—DOT/UMTA.<br>3. Development of specifications and design for new small buses to meet special needs of elderly and handicapped—DOT.<br>4. Demonstration of demand-responsive transportation service for elderly in St. Petersburg, Fla. Purchase of service arrangements with welfare agencies. DOT/UMTA.<br>5. Studies of the elderly driver—DOT/Federal Highway Traffic Safety Administration. (Some current, some recently completed.)<br>6. Assessment of state-of-the-art of transportation for the elderly; preparation of handbook of prototypes of transportation projects for States and communities. Title IV—Institute of Public Administration.<br>7. Experience at State and local level in provision of transportation services to the elderly (specifically but not limited to titles III and VII of the Older Americans Act).<br>a. List of more than 320 State and local transportation projects for elderly, mainly sponsored by title III funds available from Institute of Public Administration.<br>b. Title VII nutrition project transportation components currently being established; data expected by end of June 1974.<br>8. Demonstration of demand-responsive van system for elderly linked to health care facilities and social services in Palm Beach, Fla.—DHEW and Florida State Department of Transportation.<br>9. DHEW-Health Resources Administration experimental health delivery projects with transportation components.<br>10. Pennsylvania State Department of Agriculture rural transportation program.<br>11. Transportation services for elderly provided in connection with HUD public housing for elderly, HUD 702 planning funds, and model city projects.<br>12. State government initiated transportation programs, i.e., Fresno, Calif., West Virginia comprehensive transportation plan, 6-State Chicago regional transportation plan.<br>13. Use of revenue sharing funds for general transportation—impact on the elderly (current and projected).<br>14. Transportation services (or projects) for the elderly provided through the voluntary sector.<br>15. Demonstration of shared service agency vans with central dispatching in Chattanooga, Tenn.—HEW services integration R. & D. project.<br>16. Demonstration of demand-responsive service for the elderly and handicapped in Cranston, R.I.—DOT/UMTA.<br>17. Study of use of existing vehicles in rural areas—FHWA/Research Triangle Institute, N.C.<br>18. University research program DOT—<br>(a) Study of mobility of the elderly and handicapped.<br>(b) Problems of the carless. | 1. West Virginia transportation stamp program—Jointly funded by the State, OEO, HEW, and DOT.<br>2. Follow-up, expanded study of the handicapped and elderly market for urban mass transit—DOT/UMTA. Will result in a taxonomy of the transportation dysfunctional.<br>3. Rural transportation demonstration program—Federal Highway Administration (funds available, fiscal year 1975). |

## Appendix 2

# TRANSPORTATION OF THE ELDERLY (TOTE)

### DEMONSTRATION PROJECT, ST. PETERSBURG, FLA.

#### BACKGROUND

TOTE is co-sponsored by the Urban Mass Transportation Administration, United States Department of Transportation, the Florida Department of Transportation and the City of St. Petersburg. Cost of the project is $500,000. ($50,000. Planning, $450,000. Demonstration). This project was started in 1972 with a Planning Phase to determine what method of transportation would provide the best mobility for the elderly and the handicapped. It was decided that these features would be included in the Demonstration:

Small buses (less than 15 seats)
Lowered egress steps for vehicles
Peripheral seating in vehicles
Door-to-door service
Short travel time (½ hour or less)
Daily service (Monday thru Friday)
Limited hours (9 A.M. to 5 P.M.)
Nominal fares (35c and 60c)
Limited accomodations for wheelchairs
Registration (Free identification cards)
Various services (Reservation, Subscription, Demand Response, Renta-Bus)

TOTE operates in a 10 square mile area in the heart of St. Petersburg. St. Petersburg covers 58 square miles and has a population of 264,000. Approximately one third of the population is elderly (60 or over). The Demonstration Area houses some 30,000 persons in this age category.

#### REGISTRATION

All persons eligible for TOTE services are required to register. To date 40% of the 30,000 person target group has registered for the TOTE service. Registration will continue throughout the Demonstration. This gives the project an accurate account of the number of people who actually know about the services being provided. The free registration card is used as a means of identification when boarding a vehicle. No objections to the registration program have been encountered. Fourteen static and one mobile registration points were employed initially. There are five static points at this time and persons intending to use the service within 48 hours may register by telephone. The driver delivers the new registrants' card when making the pick-up.

#### TYPES OF SERVICE

All four services; Reservation, Subscription, Demand Response and Renta-Bus are door-to-door. All pick-ups and deliveries are made within one half hour except Renta-Bus.

*Reservation.*—People must request service by telephone at least 24 hours in advance of the time they wish to travel. Fare for this service is 35c each way.

*Subscription.*—Procedure same as Reservation but this service continues for the same hour and day each week until the rider cancels. Only one telephone call is required to establish the Subscription. Fare is also 35c each way for this service.

*Demand Response.*—Same day service or for those who do not call 24 hours in advance. Vehicles pick up riders within one hour if requested to do so. Employed mainly for emergency trips but not limited to this situation. Fare is 60c each way.

*Renta-Bus.*—For group travel on weekends and evenings. Buses are allowed to go anywhere in the lower half of Pinellas County. Cost depends on length of time bus is required.

BUSES

Thirteen modified Dodge Maxivans are utilized to transport passengers. Two of the buses have been equipped with hydraulic lifts so that each may transport one wheelchair person in addition to ten other passengers. All other vehicles are capable of carrying 12–14 persons. This fleet provides the capability of carrying approximately 9% of the 30,000 target group daily. All vehicles have low steps, six foot high interiors, grab rails, peripheral seating, ICC warning lights, seat belts for each passenger, package storage space, two air conditioning and two heating units. Maintenance is contracted out to a local Dodge dealer and downtime on the vehicles has been minimal.

DAYS OF OPERATION

Initially TOTE provided service from 9 A.M. to 5 P.M., Monday thru Friday. In December, 1973 the hours were extended, 7:30 A.M. to 7 P.M. Sunday service, from 9 A.M. to 2 P.M. was also added in December. These increases in service allow the elderly and handicapped to meet early and late appointments, travel to and from work or volunteer duties, attend late afternoon theatre performances, do early evening shopping, to stay a bit later at recreation sites, to dine out in the early evening and to attend church on Sunday.

RIDERSHIP

Because of the general lack of personal transportation among this age grouping it was anticipated that this innovative door-to-door transportation would find immediate acceptance. However, this was not the case. Ridership was very low initially, but has been on a constant upward trend. To date some 28,000 persons have been transported in slightly over five months. Reasons for this gradual acceptance of a transportation service that will provide them with the necessary mobility to live better and longer lives are:

Re-education to public transit;
Education in how to use this system;
Lack of personal confidence;
Insecurity;
Physical ailments that arise overnite;
Planning in advance for future travel;
Uncertainty of weather conditions;
Development of new habits;
Mistrust of government projects.

PROMOTION

This aspect of the Demonstration has been most significant. All local news media have participated generously in making TOTE known to the public. Methods by which this promotion program has been carried out are:

TV—Local news programs:
Eight 3 minute tapes on 8 A.M. early morning show
One 15 minute discussion on Board of Realtors program.
Radio—3 to 5 daily announcements by local stations (public service).
Newspapers—50 different articles including feature stories.
Opening Ceremony—Open to public, attended by Mayor, City Council, State and Federal Officials, with band performance, speeches and ribbon cutting ceremony in Williams Park, downtown St. Petersburg.

Posters—Distribution of 1,500 posters throughout the 10 square mile Demonstration Area.

Brochures—Distribution of 75,000 plus brochures to individuals, apartments, condominiums, hotels, motels, restaurants, public offices, stores, doctor's offices and many other places where the target group would be likely to pick them up.

Speeches—To local civic, church and public gatherings.

Registration Program—Over 12,000 individuals have been signed up for the program.

Buses—The distinctively marked vehicles moving through the area 6 days a week serve as travelling billboards.

Social and Public Service Agencies—Through daily contact with the elderly and handicapped these organizations promote the TOTE idea when discussing individual problems.

SUMMARY

Overall the service has provided the mobility necessary to allow the elderly and the handicapped to live more viable lives. Naturally, as with any new transportation system, it has been an uphill struggle to get the idea of this innovative door-to-door transportation service over to the persons it was designed to help. However, the necessary momentum was eventually achieved and all indications point to its acceptance.

The following statistics are through February 28, 1974 covering the first 5 months of service operations.

*Services utilized by 27,871 passengers*

| | *Percent* |
|---|---|
| Reservation | 74.1 |
| Subscription | 10.6 |
| Demand response | 13.5 |
| Renta-Bus | 1.8 |
| Total | 100.0 |

*Ridership by trip purposes for 27,871 passengers*

| | *Percent* |
|---|---|
| Medical/dental trips | 16.5 |
| Shopping trips | 9.3 |
| Social service trips | 5.0 |
| Recreation trips | 8.4 |
| Personal business trips [1] | 16.0 |
| Employment/volunteer trips | 2.7 |
| Return to residence | 42.1 |
| Total | 100.0 |

[1] Includes church.

Service vehicles have travelled 76,929 miles carrying 0.45 passengers per each mile and revenued $0.20 per each mile. These figures are not considered significant as such at the present time as they have been on a continual upward trend to date. Upon completion of the Demonstration or if a leveling off period develops then the figures will be significant for base data in planning other systems of this type.

Hourly, daily and weekly travel patterns of this target group are also being charted and will also provide significant base planning data for future systems.

Success to date cannot be measured in financial terms. However, this added mobility has provided the target group the means to travel door-to-door to obtain necessities and luxuries. Further, it has undoubtedly furnished them with the knowledge that something is being done and that someone is thinking about their problems.

## Appendix 3

# STATEMENT OF ROBERT J. AHRENS, DIRECTOR, MAYOR'S OFFICE FOR SENIOR CITIZENS, CHICAGO, ILL.

TRANSPORTATION ACCESS CHICAGO PROCEEDINGS

Older people want to live independently in the community. The goal of Chicago's policy on aging is to help them to do so. Because mobility is a necessary precondition for independence and for a high quality of life, and because the elderly as a group experience greater restraints on their mobility than do most other groups in society, the transportation problems of the aged population are of continual concern to us. I welcome this opportunity to discuss with you the efforts which we have been making in Chicago to resolve those problems and the additional federal leadership and assistance which we believe to be necessary.

Studies of the transportation problems of the elderly indicate that many of these problems could be alleviated if regular fixed-route public transportation systems were made more accessible to older people. We have therefore devoted considerable energies towards eliminating those economic and physical barriers which have traditionally made fixed-route transportation systems difficult, if not impossible, for the elderly to use.

Although its own financial difficulties have been mounting in recent years, we have been successful in working with the Chicago Transit Authority (CTA) to ensure that CTA services are available to the elderly at a price they can afford to pay. The CTA's Senior Citizen reduced fare program was expanded in November, 1972 to allow persons 65 years of age or older to pay 20¢ instead of 45¢ for the basic fare at all times rather than during specified non-rush hours only. Our Office established and coordinated the distribution of reduced fare I.D. cards that, as of December, 1973 had registered more than 273,000 people 65 years of age and over. It continues to coordinate and administer an ongoing registration program at a number of permanent registration sites.

Although studies of the effects of reduced fare programs are not conclusive, they tend to indicate that the operator realizes a loss in revenue intake despite the increase in elderly ridership. Until the present time, the Chicago Transit Authority has received no special subsidy to cover the cost of its reduced fare program. The City of Chicago has urged the passage of legislation at the federal level that would ensure that all public transit operators would be reimbursed by the Federal Government for such losses.

Last year Illinois enacted a law allowing for $9 million from the State Road Fund to be used for such a reimbursement program. While the new statute was intended to ensure that the CTA will receive some State assistance for its reduced fare program it did not guarantee that the assistance will cover all revenues lost as a result of the program.

A provision in the statute limits the amount of State assistance to the loss in revenue caused by a reduction in rates up to half the regular fare. The CTA offers a reduction to senior citizens of more than half its regular fare. Even with this statutory limitation the Illinois Department of Transportation anticipates that $9 million will not be sufficient to grant all transit operators in the State who offer reduced fare programs the maximum subsidy to which they are entitled.

In the last analysis we believe that reduced fare programs serve only as a temporary and tenuous resolution to the problem of economic barriers in public transportation systems. Special reduced fare programs and special subsidies to cover losses incurred from these programs will mean little if transit operators

do not receive operating subsidies necessary to maintain regular service operations. Only when regular public transportation systems are guaranteed operating subsidies sufficient to put them back on sound financial footing will economic barriers be permanently removed.

At present, the hope of a regular guaranteed operating subsidy from local and State funds lies in the establishment of a Regional Transportation Authority (RTA) which will be charged with the responsibility for public transportation services in the entire Northeastern Illinois area. On March 19, 1974, a referendum on the establishment of the RTA will be held. We have been working hard to inform voters in the 6-county region of the RTA's special significance and importance for improving transportation for older people.

Even with operating subsidies from States and localities there is still considerable concern that in the long run, this type of aid will turn out to be only stop-gap. If operating subsidies were available from the Federal Government as well as from State and local taxing bodies, we could be better assured of top-quality public transportation services at a price that everyone could afford to pay.

The removal of physical barriers inherent in the design of traditional mass transportation equipment and facilities is a problem with which various departments of the city government involved in transportation planning are becoming increasingly concerned. The newly formed Chicago Urban Transportation District is presently planning a new rapid transit service within the city's central business district and its periphery. After extensive research on the costs and benefits of a barrier-free system, the City of Chicago recommended to the District that full access for the handicapped and elderly be provided in the design and construction of the project.

The Chicago Transit Authority has also shown increasing concern for the need to improve the physical accessibility of public transportation facilities and equipment. The new buses which were purchased under the CTA's 1972–73 capital improvement plan contain a number of design improvements, most notably an access step which is several inches lower than the height of steps of older buses. Approximately $7.7 million of funds requested for its 1974–75 proposed capital improvement plan are designed, directly or indirectly, to benefit the elderly and physically handicapped.

The City of Chicago has and will continue to assume responsibility for working towards the elimination of barriers in regular public mass tranportation systems. But ultimately we believe that the Federal Government must take a greater leadership role in the development of barrier free systems.

The buses which were purchased by the CTA last year were among the latest, most modern designs being mass-produced by bus manufacturers. Their thirteen inch entry step is recognized as still being a barrier for many people, but standard size buses having lower steps were not yet in mass production. If the Federal Government, as the largest financial supporter of urban mass transportation in the country, had established standards for the barrier free design of capital equipment and had required that capital grants be used for the purchase of equipment which met these standards, many manufacturers might have been prompted to hasten the development of barrier free vehicles. Without the guarantee of a market for new products, technological lag can be expected.

Studies of the transportation problems of older people indicate that we must be equally concerned with the provision of special door-to-door transportation services as with increasing the accessibility of fixed route systems. At the present time over ten different agencies and organizations in Chicago provide special transportation services. Strategies being used include demand-activated mini-bus systems, taxicab subsidies, special fixed route mini-bus services and volunteer drivers using their private autos. The field staff of our Office and of other social service agencies continue to report that the use of their own private auto is frequently the only means of assuring that their clients can get to the centers which provide services that they need.

All of the formally established programs taken together, have simply not been able to meet the special transportation needs of the entire elderly population of the city. Our Office plans to expand this year a purchase of service program with the YMCA for the provision of door-to-door transportation services on a city-wide basis. Funds awarded to Chicago under Title VII (Nutrition) and the Title III Model Projects Section of the Older Americans Act, will be used to purchase this service. Even with this new contract, the demand for special

transportation will far exceed the supply. The present patchwork of special transportation systems is at best a partial, temporary, and more than likely, inefficient response, to an immediate need. In an effort to develop a permanent solution to the problems of the elderly and other groups in our city who have special transportation needs, the City of Chicago made application to the Urban Mass Transportation Administration in the spring of 1973 for a $700,000 demonstration grant to establish in one area of the city a research and demonstration program of special transportation for the elderly and handicapped. The City Council, in approving this application, has set aside $300,000 in City matching funds. A number of City and State departments, as well as the Chicago Transit Authority, were active in the development of this project and have made commitments to serve on the board that will manage the project once funded. We have already secured agreement that the operating board will be enlarged to add more representatives of social service agencies and elderly consumers.

Chicago's project application called for a major planning effort including:

(1) A market survey to estimate the magnitude of the clientele, their ability to pay, their scheduling needs and demand for service, their attitudes on use and their desire to participate in the system's operation.

(2) An evaluation of existing services to establish permanent contacts with agencies operating them, and to determine service gaps and duplication.

(3) The establishment of a coordinating mechanism to insure that various special door-to-door transportation systems would work together (data on various alternative types of structures which could serve in this capacity, such as [a] a non-profit corporation, [b] a new quasi-governmental non-profit social agency for transportation, [c] a social agency presently operating a demand-actuated system and [d] the regular mass transit authority, would be assembled and reviewed before the coordinating mechanism is established).

(4) A study of alternative uses of vehicles in the system during off-peak hours to insure maximum use of local resources.

We believe the information that could be gathered from this project, and the involvement of the public and private sectors in a coordinated effort, could provide the basis for implementing a specialized transit system on a city-wide basis. We are, therefore, deeply dismayed over UMTA's failure to date to give a definitive response on our application of March, 1973.

Over the year that we have been awaiting approval from the Federal Government of this application, we have been working hard to develop new permanent commitments from the State and local taxing bodies to provide funds which will be required to purchase equipment and to cover the costs of operating special transportation services. We were successful in our efforts to ensure that the proposed Regional Transportation Authority, which I referred to earlier, would have the power and additional funds necessary to help finance various types of special transportation programs for elderly and handicapped persons.

Chicago has supported the introduction of additional legislation at the State level which would authorize the Illinois Department of Transportation to offer financial assistance to various carriers that provide special transportation to the mobility limited at reduced rates. The legislation specifies that the State may reimburse such carriers up to an amount representing "one-half the full adult fare for the handicapped person who is furnished transportation at the reduced fare, or $2.50 per trip, whichever is the least." We are now working to develop an awareness and interest in these measures among the general public and among senior citizens in particular. Our regular community education efforts include the periodic publication of legislative reports and of discussion papers focusing on issues of importance to the elderly, such as transportation.

In a special effort to increase concern for the mobility problems of the elderly and handicapped, we co-sponsored a conference in December, 1972 entitled "Access Chicago: Towards a Barrier-Free Environment". A copy of the proceedings of that conference is attached.*

Other activities which I have described above indicate a responsiveness by State and local governments and the local transportation authorities to these community education projects. But without greater support from the Federal Department of Transportation, local initiatives will not be able to provide more complete and enduring solutions to the transportation problems of our older people.

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*Retained in committee files.

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