INSPECTION, REPAIR, REHABILITATION OR REPLACEMENT OF HIGHWAY BRIDGES

(94-74)

HEARING

BEFORE THE

SUBCOMMITTEE ON SURFACE TRANSPORTATION

OF THE

COMMITTEE ON PUBLIC WORKS AND TRANSPORTATION

HOUSE OF REPRESENTATIVES

NINETY-FOURTH CONGRESS

SECOND SESSION

ON

H.R. 2721, H.R. 14572, H.R. 14890, H.R. 14900, H.R. 15103, H.R. 15325

SEPTEMBER 29, 1976

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INSPECTION, REPAIR, REHABILITATION, OR REPLACEMENT OF HIGHWAY BRIDGES

WEDNESDAY, SEPTEMBER 29, 1976

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON SURFACE TRANSPORTATION
OF THE COMMITTEE ON PUBLIC WORKS AND TRANSPORTATION,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:15 a.m., in room 2167, Rayburn House Office Building, Hon. James J. Howard (chairman of the subcommittee), presiding.

Mr. HOWARD. The Subcommittee on Surface Transportation of the Committee on Public Works and Transportation will please come to order.

The Subcommittee on Surface Transportation meets today for the purpose of hearing testimony on a number of bills providing for the inspection, repair, rehabilitation or replacement of highway bridges.

We have a number of witnesses this morning, among them Members of Congress, congressional candidates, and State and local officials. I especially want to welcome our colleagues in the House, Congressman William Green, and all of our friends from Allegheny County, Pa.

On July 8, at the request of Congressman Green, I conducted a personal onsite inspection of bridges in the Pittsburgh area. During my inspection I saw important bridges which were being kept open to traffic only with severe load restrictions. I saw steel structures so rotted by rust and corrosion that pieces could be twisted by hand; concrete foundations so worn that the steel rods used to support the concrete were exposed; trusses that had broken apart from the steel frames holding up the bridges. In a word, I saw problems which ought to be brought to the attention of this subcommittee.

Unsafe bridges are a serious problem for Allegheny County. However, they pose an equally great problem for the entire Nation. According to recent estimates, there are 105,000 unsafe bridges nationwide, 39,400 of which are on a Federal-aid system. If funding were to continue as presently authorized at $180 million a year, it would take over 50 years to replace all of the presently deficient bridges on the Federal-aid system, at a total cost of $11.8 billion—and this would not even touch the replacement of 65,000 deficient bridges off the Federal-aid system, which is estimated to cost $11.2 billion at today's prices.

Obviously, nothing short of a quantum jump in funding can really do the job that needs to be done. A comprehensive review of this program will be one of the first items on the agenda in the next Con-

gress. I believe we can develop legislation which provides the necessary funding to deal with this problem in a more meaningful and effective way.

I am pleased at this time to recognize the ranking Republican member of the subcommittee, the gentleman from Pennsylvania, Mr. Shuster.

Mr. SHUSTER. Thank you, Mr. Chairman.

I certainly want to welcome everybody here today. I want to compliment you for your interest in this enormously significant and severe problem.

This is not simply some vague matter miles away, as far as I'm concerned. As some of you may know, I was born in Allegheny County and spent the first 30 years of my life there, so I am intimately familiar with this problem. I can certainly emphasize and underscore the points which I have heard previously, which I know you will be making today, the points that this is a very serious matter which must be addressed and be dealt with.

I am just hopeful there will be just as much interest on the part of all parties after the election on November 2 as we have here today, because I think it would be quite a shame to pursue this momentarily and not follow up on it.

I think we all know that this Friday this Congress will adjourn sine die. All legislation pending before this Congress will therefore die. If this is going to move, it will have to move in the next Congress. This is simply the beginning.

I join with you enthusiastically and make a commitment myself to working with you, to bring about a significant improvement in this very serious matter.

Thank you, Mr. Chairman.

Mr. HOWARD. Thank you, Mr. Shuster.

The Chair recognizes the gentleman from Texas, Mr. Wright.

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

I think this is a timely hearing. It certainly addresses one of the problems that needs to be addressed and something needs to be done about it. The dimensions of this problem have been very forcibly brought to the attention of this subcommittee by our colleagues, Bill Green and John Heinz.

Not only do bridges often provide very serious safety hazards, as the subcommittee on investigations' review disclosed in hearings, but also, quite frequently they limit the effectiveness of our highway system to carry the goods in commerce for which they were designed.

It seems to me it makes little sense to invest the billions of dollars that are going into the construction of adequate, safe, well-engineered highways, and then let the usefulness of that system be limited by a series of inadequate bridges.

So I welcome this opportunity to hear from our colleagues. I know they have investigated the problems thoroughly in depth, and with particular reference to the area of western Pennsylvania. I know the problem there is acute, particularly severe. So I look forward to the testimony.

Thank you.

Mr. HOWARD. Thank you, Mr. Wright.

Our first witness this morning is our colleague from the State of Pennsylvania, Congressman Green.

Congressman Green, welcome to the subcommittee. I wish to thank you for the interest you have shown in this problem, and your invitation for the staff and me to visit this particular area in Pittsburgh and the Allegheny County area.

The subcommittee does have a copy of your testimony, and without objection, that will be made a part of the record at this point.

You may proceed as you wish.

[Statement referred to follows:]

STATEMENT OF HON. WILLIAM GREEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA

Mr. Chairman and members of the committee, I am very pleased that these hearings are being held on legislation to provide greater Federal assistance to rehabilitate and repair highway bridges. I would like to thank the Chairman in particular for coming to Allegheny County to personally inspect its seriously deteriorating bridges.

The problem in Allegheny County came to my attention a few months ago, and it is a serious one. Part of it is due to the county's unique topography; four rivers wind through the area. Part of it is due to the fact that the County is a heavy steel producer.

There are some 1,700 bridges in the County. Many of them have deteriorated and are unsafe, as the Chairman saw. Thirty-three of the thirty-five major county-owned bridges have load limits, thereby restricting their use by large trucks and commercial vehicles. The State owns 1,257 bridges in the County, and Penndot reports that 85 of them are deficient. Fifty-four of them have had load limits placed on them, and one is entirely closed to all traffic, including pedestrians.

Other Pennsylvania Counties have similar bridge problems. Bucks County has 15 bridges that are candidates for replacement; Chester County, 21; Delaware County, 24; Lancaster County, 32; Montgomery County, 34; Northumberland County, 12; Dauphine County, 7; Somerset County, 11; Lycoming County, 21; and Philadelphia County, 6.

Load limits have substantial ripple effects on local economies. For example, we know that in Pennsylvania, milk pickups by tank trucks have to be carefully and sometimes circuitously routed so that when full, the trucks will be able to cross certain bridges. Similarly, it is unlikely that a steel mill will expand if management knows that the bridges it must use to distribute its product have load limits; and that it will either have to use inefficient routes, or reduce the trucks' cargoes.

While Allegheny County is unique in the number of bridges that serve its people and businesses, the problem of deteriorating bridges is national in scope. Of the 232,000 bridges on the Federal-aid highway system, 34,696—or almost 15%—are considered unsafe. 7,629 of these are structurally unsound, while 27,067 are functionally obsolete. Significantly, GAO reports that on all but about 3,000 of these unsafe bridges, load limits have been imposed below that of the highway system the bridges serve. GAO concludes that these load limits restrict the safety and general usefulness of "thousands of miles of new or improved roads on the Federal-aid system."

The Special Bridge Replacement Program, authorized by the 1970 Federal-Aid Highway Act Amendments, is inadequately funded to do the job that is required. As of December 1975, only 679 bridges have been or are in the process of being replaced with these funds since the program's enactment. The Federal Highway Administration, in its March 1976 5th Annual Report on the program, estimates it will cost $10.4 billion to replace all the unsafe bridges on the Federal-Aid system. That price tag is obviously beyond the limited capacity of the Special Bridge Replacement Program. The States have already submitted application to replace over 16,000 bridges at a cost of $4.6 billion. FHWA determined that 4,300 of these had a high enough priority to be eligible for the program, but that only 679 could be funded.

Even FHWA agrees that the program is inadequate. The same report I mentioned earlier states that "All structurally deficient and functionally obsolete

bridges should be replaced," but "[t]he funds presently available for bridge replacement are not commensurate with the deficient bridge problem."

GAO came to essentially the same conclusion:

> The estimated cost of $10.4 billion to replace those [bridges] identified, plus additional costs as others become unsafe, could not be met within this century except by a massive increase in the annual funding level of the program. The potential danger of collapse, the traffic hazards at narrow and/or poorly aligned bridges, and the lower load and speed limits of these bridges reduce both the safety and the economic efficiency of the Federal-Aid highways.

Mr. Chairman, it is clear to me that a massive effort is needed, and needed now, to substantially increase the funds available to improve and rehabilitate these bridges. If those bridges which have already been identified as in need of repair or replacement are not taken care of soon, the cost will merely increase. Equally important, the economic consequences of bridges required to be underutilized are significant. The situation in Allegheny County is serious; we cannot afford to wait until a bridge collapses before the Congress acts.

I have introduced two of the bills before you today. The first, H.R. 14572, would authorize $125 million out of the Highway Trust Fund for emergency bridge replacement assistance for Allegheny County. The second, H.R. 14900, seeks to revise and increase the authorization for the Special Bridge Replacement Program.

The major provisions of H.R. 14900 are:

1. The Secretary of Transportation is directed to inventory all bridges on the Federal-Aid highway system, in consultation with the States, and to assign each a sufficiency rating. According to the Federal Highway Administration, this inventory is already almost complete. Further, FHWA states in its 5th Annual Report that the "next nationwide inventory submissions will be expanded to contain sufficient data to permit DOT to identify every bridge on the Federal-Aid system, determine its condition, and calculate its sufficiency rating." This section therefore does not add any additional work burdens to FHWA's efforts, but does direct by statute that this base of information be put in place.

2. Funds available under the program could be used for rehabilitation of bridges, as well as replacement, and for bridge inspection programs. Although the Federal-Aid Highway Act has been amended to permit the use of funds for rehabilitation in addition to new construction, generally FHWA has been slow in amending its regulations to permit such use. Consequently, the bill makes clear that bridge funds may be used for rehabilitation.

3. The Federal share of projects funded under the program is increased from 75% to 90%, recognizing the emergency nature of the problem and the limited funds available in the States.

4. The bill provides that no more than 20% of a State's allocation may be used to rehabilitate or reconstruct bridges with a sufficiency rating of 51 or more. The purpose of this section is to require concentration on those bridges in the most serious condition, yet permit the States some flexibility in the use of these funds.

5. No more than 10% of a State's allocation may be used for a bridge inspection program. Under present law, no Federal funds may be used to carry out such a program, although Federal aid is available for the training of bridge inspectors. Bridge inspections can be very costly, and are obviously the first step that must be taken in any bridge program.

6. Most important, the bill increases the authorization for the program from $180 million to $445 million for each of FY 78 through 82. These funds, if appropriated, should be sufficient to bring up to par all of the bridges on the system which are structurally deficient, and a good number of bridges which are functionally obsolete.

Funds available under the bill would be allocated on the basis of the ratio that the cost of reconstruction or rehabilitation of bridges in a single state with a sufficiency rating of 50 or less bears to the cost of rehabilitating or reconstructing all the nation's bridges with a sufficiency rating of 50 or less. The purpose of this section is to direct funds to those states with the poorest bridges.

I am not wedded to the provisions of either bill. What I do want is greater Federal assistance for bridge inspection, repair, rehabilitation and replacement. We have spent billions of dollars building miles of super-highways to link our nation's cities and towns. It will have made little sense if those highways must end at the river.

TESTIMONY OF HON. WILLIAM J. GREEN, A REPRESENTATIVE IN CONGRESS FROM THE COMMONWEALTH OF PENNSYLVANIA

Mr. GREEN. Thank you, Mr. Chairman, and my colleagues.

Today's hearings mark the culmination of a process which began in July, when you, Mr. Chairman, personally visited Allegheny County at my invitation, and at the urging of Allegheny County commission chairman, Jim Flaherty.

I realize it is late in the session, and that in all likelihood no action can be taken by both Houses prior to our recess. Nevertheless, I think these hearings offer us a dramatic opportunity to place on the front burner of the Federal Government's list of priorities the urgent and critical condition of this Nation's bridges.

Holding these hearings today will provide us with an indispensable start when the next session begins.

The specific situation which brought about these hearings is the very clear and present emergency faced by the county of Allegheny in my own State of Pennsylvania.

Allegheny County, I think interestingly enough, has 1,700 miles of roads and 1,700 bridges. No one should be misled into believing that the problem stops, however, with Allegheny County. It is a serious problem throughout Pennsylvania and throughout the Nation.

In my own county of Philadelphia, there are large numbers of bridges seriously in need of repair. One of them, the Passyunk Avenue Bridge, would cost $20 million alone to replace. Evidence is that there are about 50 bridges in the county of Philadelphia that are badly in need of some kind of resurfacing or repair.

My bill to provide emergency aid for Allegheny County is the spark which should ignite a general national concern, and the other bill that I introduced, a long-term measure for national assistance, is equally important. Both of these measures, I believe, go hand in hand. One cannot exist without the other. But the fact remains that Allegheny County has the largest number of bridges of any county in the Nation and the greatest number of hazards to public safety.

In passing my initial emergency bill, for which there is clear precedent in the funds we set aside a few years ago to repair the Florida Keys bridges, we will pave the way for long-term aid to the rest of Pennsylvania and the Nation.

As all of us know, Mr. Chairman, it often takes a dire emergency to get Federal action on any problem. Flood disasters have forced long-term action on such measures as flood plain development and better formulas for distributing emergency aid. In like manner, the bridge emergency of Allegheny County forces us to focus on a problem which is national in scope and for which I have submitted legislation.

Commissioner Flaherty and other county officials from Allegheny are here today to describe to you in detail the emergency nature of the problem. They can do so far better than I, for they have lived with the problem for years and have been neglected for years by the Federal Government, until you went out there with me to see the situation for yourself.

There is one aspect of the long-term measure which I introduced which I would especially like to point out. My bill for national relief is specific, concrete, and detailed in the way it spells out the manner in which aid is to be given.

Mr. Chairman, you, the members of this subcommittee, and other Members of Congress are all too familiar with the bureaucratic redtape which emanates from Federal agencies whenever we permit them to spend the taxpayers' money through the use of loopholes inherent in the vague phrase that says, in too many pieces of legislation, "standards will be set at the discretion of the Secretary."

In my bill I avoid that leeway and spell out explicitly just how Federal funds are to be allocated, based on a rating scale of bridge conditions.

I think you will agree with me that replacing bureaucratic discretion with specific congressional mandates is a better way to expend Federal funds.

Mr. Chairman, the urgent need is there, first for Allegheny County, secondly for the country. As I mentioned in my prepared statement, both the Department of Transportation and the General Accounting Office have stated that the present special bridge replacement program is inadequate for the job that must be done. A substantial increase in the funds available is absolutely necessary. I am not wedded to every specific in either of the bills I have introduced, H.R. 14572, which provides $125 million in emergency assistance for Allegheny County over a 5-year period, or H.R. 14900, which is national in scope.

What I want above all is a major commitment by this Congress and the next to deal with this problem and to do so as quickly as possible. We have spent billions of dollars building miles of superhighways to link the Nation's cities and towns, but it will have been a complete waste of money if these highways must end at the river's shore.

Mr. Chairman, I thank you for your concern. I thank Mr. Shuster and Mr. Wright, the other members of the subcommittee who are here today. I think this is an extremely important problem and I appreciate your personal interest in it, and the fact that you came to Pennsylvania and saw this situation yourself. I know from being there with you that you consider the situation in Allegheny County one of imminent jeopardy to the economic lifeline of that county.

All of us from Pennsylvania thank you for your interest and the interest of this subcommittee.

Mr. HOWARD. Thank you very much, Mr. Green. We certainly appreciate your appearance here, and your legislation and your interest in this problem.

I might say that it seems around the Nation, in the last few months, there has been a new awareness of the bridge problem in this country, as a separate problem that must be faced by the Nation.

With our highway legislation in the past, we have had so many categories, so many areas that needed attention, that we provided a relatively small amount for each category for several years. For bridges we were authorizing only $125 million nationwide per year on the Federal level.

In the last bill, as you're well aware, the House doubled that to $250 million a year. In conference it had to be cut back to $180 million. But when we look at the enormity of the problem, we can see we can no longer go on with bridge replacement and repair as merely one category in an overall highway bill. It must stand out by itself.

We have had other specific problems, such as railroad crossings and safety measures that we have dealt with in special legislation; there is no doubt, following the attention given by you and your colleagues,

your friends, and the people representing especially the western part of Pennsylvania, that this is a problem that also must be dealt with in a special way.

It might be, as you have in your original bill, a 5-year crash program for Allegheny County, and perhaps an overall 10-year plan for the entire Nation. At any rate, this cannot happen for $180 million a year. It's going to have to be somewhere in the neighborhood of close to $1 billion a year.

Of course, we are crisis oriented, as you indicated, and we have looked around and the bridges were there, and they have been painted and looked pretty good from the top. But I believe you really have to get beneath them to see what we are all riding on today.

So I wish to thank you very much for your legislation and for your interest and appearance here today. I am sure this has sparked what will be a major effort by this committee, this subcommittee, the full committee and the Congress, when we—if we return in January. [Laughter.]

Thank you very much.

Mr. GREEN. We all know you'll be here.

Mr. HOWARD. I recognize the gentleman from Pennsylvania, Mr. Shuster.

Mr. SHUSTER. I thank the distinguished chairman.

Congressman Green, I certainly want to compliment you for taking such a significant interest in this very serious problem. I know in your first bill, $125 million would come out of the Highway Trust Fund. As we all know, the Highway Trust Fund has been the financial mechanism for our Federal aid to highways and bridges. Indeed, there is a substantial body of evidence that shows the needs far exceed the funds which we anticipate going into that Highway Trust Fund in the coming years.

I wonder if you view the Highway Trust Fund as an essential mechanism for future funding of our Federal-aid highways and bridges and transportation system, if you will?

Mr. GREEN. I'm inclined to think we should have a balanced transportation policy, yes. I think that is necessary. I think one of the things we have to be sure that we're doing with the Highway Trust Fund, just generally, is not just building things failing to provide the proper moneys for inspection, maintenance and repair of that which we have built. I think that's the key here, to see that we followup on what we do, to see that we maintain the structure that we build, to see that we have funds to repair the roads constructed by this fund——

Mr. SHUSTER. Does that mean you support a continuation of the Highway Trust Fund?

Mr. GREEN. I would think the Highway Trust Fund has served a useful and valuable purpose, yes. I'm not so sure we couldn't expand that fund somehow to take care of inspection, maintenance, and repair, and perhaps even to contribute to a really balanced national transportation policy.

The key here is that I think we did use, as I remember, Highway Trust Funds to repair the bridges in Florida. First of all, I think this is a drop in the bucket, in my judgment, as to what Allegheny County really needs. But I think Allegheny County, from what I have seen, from what I've heard, has the most serious problem of any county in the country.

Consider the fact they've got 1,700 miles of roads and 1,700 bridges, one bridge per every mile of road, and consider the fact their bridges are on the average much older than the bridges around the country. The chairman of the county commissioners, Jim Flaherty, is here, and other officials, and they will point out in detail—that's why they're here today—the emergency nature of the problem.

This is an emergency in this county. I think its economic lifeline is in imminent jeopardy. I think special attention to that county is warranted. There is no question in my mind but that this is a national problem.

I would like to point out a few things. I really would like to focus in on the fact that we can do something to cut the bureaucratic redtape that seems to filter through most of the legislation in the past.

As I say, I'm not wedded to any provision of the bills I have introduced. I'm sure you will examine them and give them your thoughtful attention, with your staff and other members of the committee. But I hope we can come up with an approach that is much more objective, and not subjective, and not left up to the whims of the Secretary, that takes the great bulk of the money, as in my bill, for national consideration of this problem, and mandates that 80 percent of the money go to the bridges that are rated by the engineers to be in serious condition, rather than distributing it by some vague series of guidelines which will not funnel the money necessarily into the areas of greatest need, but instead give the Secretary far too much discretion.

So I hope you will really focus in on that, this year or next. As you're looking at it, I think it may be a better way of handling legislation that we have done in the past.

Mr. SHUSTER. Thank you very much.

Mr. HOWARD. Thank you, Mr. Shuster.

I would state that during consideration of the bill we worked over 1 year in preparing a Federal-Aid Highway Act in 1976, accomplishing what I believe was one of the main thrusts Congress wanted, and the people wanted—which you mentioned and Mr. Shuster agrees with—turning the highway bill to some degree away from mere construction of new roads to providing more flexibility to the States to utilize the money coming from the Highway bill, and some use of the trust fund in the area of replacement, improvement, and maintenance of existing facilities.

Mr. GREEN. I think it's safe to say the House has had a greater interest than the other body.

Mr. HOWARD. Yes; we prevailed to a great degree in conference——

Mr. GREEN. I think we're all beginning to realize, Mr. Chairman, what we have done in that connection is not nearly enough, and that we're going to, as you pointed out in your initial statement, have to pay much greater attention to inspection, maintenance, and repair.

I would like to point out one other thing, if I may. I think it is very important that many of the bills that are introduced provide money simply for repair, replacement, maintenance, and so forth. But take a county like Allegheny County, with the tremendous number of bridges that it has—and I'm sure it's not alone in the area of need, except that it may be unique in the area of the immensity of its need—most bills call for maintenance and repair and things like that. It is an enormous expense just to inspect a bridge, and I think really, if some of these areas are going to be able to get the money they need

to do the job right, you should see to it that inspection is included in the bill, in addition to maintenance and repair and things like that.

Mr. HOWARD. We hope that is part of the package we are working toward, not only a transportation policy, but I hope either a total surface transportation policy, or at least at the beginning a separate rail and mass transportation trust fund that will give the same assurances and stability to the long-range needs in surface transportation in our country for the other modes we have had in the past years available to the highway program.

I agree with you in many aspects. The House bills have been somewhat superior to the other body. That's why we're very happy that from some source, from Pennsylvania, that some of the House expertise will be in the other body.

Now, I'm happy to recognize the gentleman who probably is the Congress champion in his tremendous effort to cut through redtape in Federal programs, Mr. Wright.

Mr. WRIGHT. Thank you, Mr. Chairman.

It is a frustrating experience to cut through redtape, as you are fully aware. Sometimes we feel like we're wrestling with an octopus; no sooner do you get a hammerlock on one tenticle, then the other seven are strangling you to death. I think redtape is a little bit like hitting a pillow; you hit it and knock it over there in a corner, and it just lies there and regroups.

But we will try as best we can, in addressing this problem, to make every effort to minimize that, so that the work can go out.

Bill, you have performed a significant service by calling this so forcifully to our attention. I am impressed with one of the things you pointed out in your prepared statement, that inadequate bridges aren't just questions of inconvenience, or questions of economics. I think, Mr. Chairman, as Congressman Green points out, these load limits required by inadequate bridges often have a substantial ripple effect on the local economy.

Milk pickups by tank truck sometimes have to go by circuitous routes; sometimes the steel mill will find it uneconomical and inadvisable to expand its activity if the management discovers the bridges that have to be used to distribute the product have load limits.

I suppose we could multiply that by many times throughout the entire Nation.

We have tried to create in the Interstate Highway System a mechanism that generates wealth and economic growth. I believe it can be demonstrated that every dollar of Federal money invested in highways has generated an additional $8 or $9 in the private sector, job creating organisms, along the routes of the Interstate.

Now, if we limit that by bridges which do not permit the full potential of an area such as Allegheny County, then we have cheated the Nation as well as the area.

I think, Mr. Chairman, a real service has been performed here, and that we should make one of our priorities for next year in this committee serious attention to this problem.

I want to thank Congressman Green and express my personal appreciation for the contribution he has made.

Mr. GREEN. Thank you very much.

Mr. HOWARD. Thank you, Mr. Green.

Mr. GREEN. May I just say in conclusion, Mr. Chairman, that this is a very serious national problem, but there is a county in Pennsylvania, the county of Allegheny, that has the most serious problem in the country.

This committee has responded in the past with compassion for another section of the country that needed help, and I voted for that bill, and most of the people I know up in Pennsylvania voted for that bill. Congressman Heinz voted for that bill. I think it's important that we were not reluctant to help you in that emergency situation, and I hope we can have the kind of spirit and cooperation from other members around the country to recognize the severity of the situation as it exists in Allegheny County, in addition to the severity of the problem in the Nation.

Thank you very much, Mr. Chairman.

Mr. HOWARD. Thank you, Mr. Green. I'm sure your appearance and testimony will help move the Congress in that direction.

Our colleague from Pennsylvania, Congressman Heinz, the sponsor of H.R. 15325, is not with us at this present time. We understand he does intend to be here before the conclusion of the hearings this morning, and he will be heard at that time.

At this time the subcommittee has received a statement by Hon. Ted Risenhoover, Member of Congress from the State of Oklahoma, a member of our subcommittee and of our full committee.

Congressman Risenhoover is also very interested in the legislation in this area, and he has sent us some testimony. Without objection, that will be made a part of the record at this point.

[Statement referred to follows:]

STATEMENT OF HON. TED RISENHOOVER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OKLAHOMA, SUPPORTING H.R. 2721, EMERGENCY OFF-SYSTEM BRIDGE REPLACEMENT PROGRAM

Mr. Chairman: The critical need for replacement of obsolete bridges and improvements to structurally deficient bridges on roads off the Federal Aid Highway System remains the serious national problem that it was when I testified before this Subcommittee in September of last year.

The bill that I have introduced would provide $900 million over a five-year period to replace and improve these bridges. I realize that in the 1976 Highway Bill we authorized $180 million for Off-System bridges for Fiscal Year 1977 and 1978, but this is only the beginning. This sort of funding will not come close to relieving this problem. This is a situation of great importance to our national growth and is a strong key for the balanced development of rural America.

Such a program would mean:

—reduction in traffic deaths and injuries.

—farmers and ranchers would have improved access to market—better means for getting food to market at a savings to consumers.

—school bus hazards and problems of pupil transportation would be eased.

—rural letter carriers would provide improved and faster mail service.

—all rural residents would have a better opportunity to benefit from the cultural and educational programs available within our cities and likewise all city residents would have a greater opportunity to experience the beauty and enjoyment of our countrysides.

This legislation is vitally important to our nation, but closer to home, it is of utmost importance to the State of Oklahoma. Currently Oklahoma ranks second only to Kansas among States in numbers of structurally deficient bridges [1] and

second only to Louisiana among all States in the numbers of functionally obsolete bridges. [1]

We must have increased funding to correct this serious problem and I again implore the Members of this Subcommittee to support my bill.

Mr. HOWARD. As our next witness, we are very happy and honored to have with us the chairman of the Allegheny Board of County Commissioners, the Honorable Jim Flaherty; and also the deputy secretary for highway administration, of the Pennsylvania Department of Transportation, the Honorable David Sims.

Mr. Flaherty and Mr. Sims, if there is anyone else you wish to have at the table with you, please feel free to do so.

The subcommittee does have prepared statements from Mr. Flaherty and from Mr. Sims which, without objection, will be made a part of the record at this point.

Also there is additional information, one sent by the Allegheny County Board of Commissioners, entitled "Report of the Bridge Crisis in Allegheny County", and that, without objection, will be made a part of the appendix. (See page 81.)

Mr. HOWARD. Mr. Flaherty, it's verygood to see you again. Welcome to the city of Washington.

If you would, for the record, please introduce and identify the gentlemen who are appearing with you, and then please proceed as you wish.

TESTIMONY OF HON. JIM FLAHERTY, CHAIRMAN, ALLEGHENY COUNTY BOARD OF COMMISSIONERS, AND HON. DAVID C. SIMS, DEPUTY SECRETARY FOR HIGHWAY ADMINISTRATION, PENNSYLVANIA DOT; ACCOMPANIED BY WILLIAM R. DODGE, JR., DIRECTOR, ALLEGHENY COUNTY DEPARTMENT OF PLANNING AND DEVELOPMENT; ANTHONY GAETA, DISTRICT ENGINEER, PENNSYLVANIA DOT; JUSTIN HORAN, PRESIDENT, GREATER PITTSBURGH CHAMBER OF COMMERCE; AND JOHN A. POWER, DIRECTOR OF TRAFFIC, WESTINGHOUSE ELECTRIC CORPORATION

Mr. FLAHERTY. Thank you, Congressman Howard.

I would like to introduce to the subcommittee Mr. David Sims, who is on my right, who is the deputy secretary for highway transportation for the State of Pennsylvania; Anthony Gaeta, district engineer for that same department; Mr. Justin Horan, the executive director and president of the Greater Pittsburgh Chamber of Commerce; and to my left, Mr. William Dodge, the county director of planning and development and a member of the board of directors of the port authority transit of Allegheny County; and Mr. John Power to his left, who is the director of traffic for the Westinghouse Electric Corp.,

[1] Figures referred to were extracted from the data submitted by the States, but has not been verified by them. The totals of structurally deficient and functionally obsolete bridges reflect FHWA's interpretation of the States' Inventory Data and need not necessarily agree with the States' record for these two categories.

A structurally deficient bridge is one that has been restricted to light vehicles only or closed, while a functionally obsolete bridge is identified as one whose deck geometry, clearances or approach roadway alignment can no longer safely service the system of which it is an integral part.

one of the largest corporations in our county, all of whom are here to share this concern with Allegheny County today in our bridge problem.

First I would like to thank you personally for coming to our city and for giving us the opportunity to come to Washington to discuss the problems that we're having with our bridges. And I would like to thank the other members of the subcommittee for granting us this hearing.

I think that the fact that we're having this hearing today is really a tribute in itself, that the democratic process in this country is still working.

I was just elected to office barely 9 months ago, and at one of our first meetings a bill was presented—I don't mean a congressional bill, but an actual bill that we would have to pay to repair a bridge called the Homestead Bridge, at a cost of $900,000, and there were no funds in the budget appropriated for that purpose. I was extremely concerned, that this Homestead Bridge was the only bridge leading to the U.S. Steel works in Homestead, Pa., and the Monongahela Valley, which is the leading steel producer in the United States.

We had no choice, of course, but to fix that bridge and to sacrifice other projects in order to do that, and that bridge is presently under construction for rehabilitation at this time.

We have proceeded immediately into taking a look at all of the other bridges in our county, and quite frankly, we were astonished at the extent of deterioration that had taken place. We came to Washington in March to prowl the Halls, you might say, of the House of Representatives and the Senate, seeking help. As I say, here we are 6 months later really being given a hearing on this critical problem.

We are here today in a joint effort by the State of Pennsylvania and the county of Allegheny, which really emphasizes one of the primary concerns with bridges, and that is, it's really immaterial who owns the bridge, whether it's the State of Pennsylvania, the county of Allegheny, or the city of Pittsburgh, because if it isn't functional, if it's restricted by weight limits or it's closed down, it is a major impediment to commerce and to the traffic, and actually, it's an obstruction and deterioration of the entire quality of life of our region.

So we are proceeding jointly in this regard.

Fifty years ago our parents in Allegheny County paid strictly out of Allegheny County tax dollars the money that was necessary to build every one of these bridges that we're talking about. Following that, about 20 years ago, the State of Pennsylvania, with the costs having gone up, they assumed the ownership of approximately 75 percent of those bridges. So that today the county and the city of Pittsburgh own about 25 percent, and the State of Pennsylvania really owns the majority. But it nevertheless is of great concern to us that they be give this attention.

Frank Lloyd Wright, a great architect, once said that "the best thing that could be done for Pittsburgh would be to destroy the entire downtown area, and spare only the Allegheny County Courthouse and Jail." Well, gentlemen, if none of the bills before you this morning pass, we will have started Pittsburgh down that same road to destruction and we will have made a prophet out of a great architect.

If an enemy wanted to cripple the defenses of the United States, he would start with Pittsburgh, the steel capital of this country, where

Pittsburgh? Pittsburgh!

Dickens once called it "hell with the lid off." But he'd never know it now. For today Pittsburgh stands totally transformed—recognized by newcomers as one of the most attractive urban centers in the United States. Now that we've taken the lid off our hidden assets, look in and be surprised.

*Alcos, Allegheny Ludlum, Cyclops, Dravo, Gulf, H.H. Robertson, H.J. Heinz, Jones & Laughlin, Joy Manufacturing, Koppers, National Steel, PPG Industries, Rockwell International, U.S. Steel, Wean United, Westinghouse, Wheeling-Pittsburgh Steel

Announcing the 1979 opening of a very special Convention Center in the heart of a very surprising city.

What Eastern convention city has night life to rival Chicago's, hilltop views to match San Francisco's, and at last an exposition hall that gives you a reason to come and enjoy them?

Pittsburgh?
Pittsburgh!

But rather than let our enthusiasm put too much gloss on the picture, we'd like you to read what some well-traveled outsiders have to say about us:

"Pittsburgh's Golden Triangle. . .may be America's most impressive example of downtown redevelopment."—John A. Drummond, Tulsa Tribune

"The entire city has taken on a new image."—Philadelphia Inquirer

"It is a city of open spaces. . .goes in for festivals from folk to flowers. . ."—Toronto Sun

"Pittsburgh swings by night. Shimmers. Sings."
—Betty de Ramus, Detroit Free Press

"Looks more like San Francisco. . .with fabulous views. . ."
—Tom Cavanaugh, Allegheny Air System Executive magazine

". . .Pittsburghers, unlike Americans in some other cities, are not afraid. . .to come downtown at night. . ."—Bryce Nelson, Los Angeles Times

Colorfully set within the boundaries of three broad rivers, embraced by wooded hills, Pittsburgh's Golden Triangle is the latest find for convention site shoppers the world over. Explore the panorama at the left, and you'll see some of the reasons why many return for repeat engagements (reasons that include first-rate hotels, restaurants, theaters, nightspots, sports arenas, boutiques and department stores within easy walking distance of convention headquarters). And now comes a brand-new inducement:

The Pittsburgh Exposition/Convention Center—opening early in 1979 and designed and staffed to be one of the smoothest-running, trouble-free facilities you've ever experienced. The hall will offer 137,100 square feet of unobstructed floor space, with many combinations of meeting rooms, all adaptable to your specifications. You'll be excited, we think, by the architecture and the river views. Plus the location: right at the edge of the Golden Triangle, only a 25-minute ride from one of the nation's large international air terminals and a short walk from the myriad attractions of downtown Pittsburgh.

If you haven't yet considered Pittsburgh for your exposition, convention or conference, consider us now. You'll be surprised. We'd like personally to let you in on the rest of our secrets, including why Pittsburgh's Exposition/Convention Center may be the best choice you'll ever make. Send the reply card, and you'll hear from us soon. (Meanwhile, we hope you'll look over the facts and figures on the back page.)

John Besanceney
Executive Vice President
Pittsburgh Convention & Visitors Bureau, Inc. (412) 281-7711

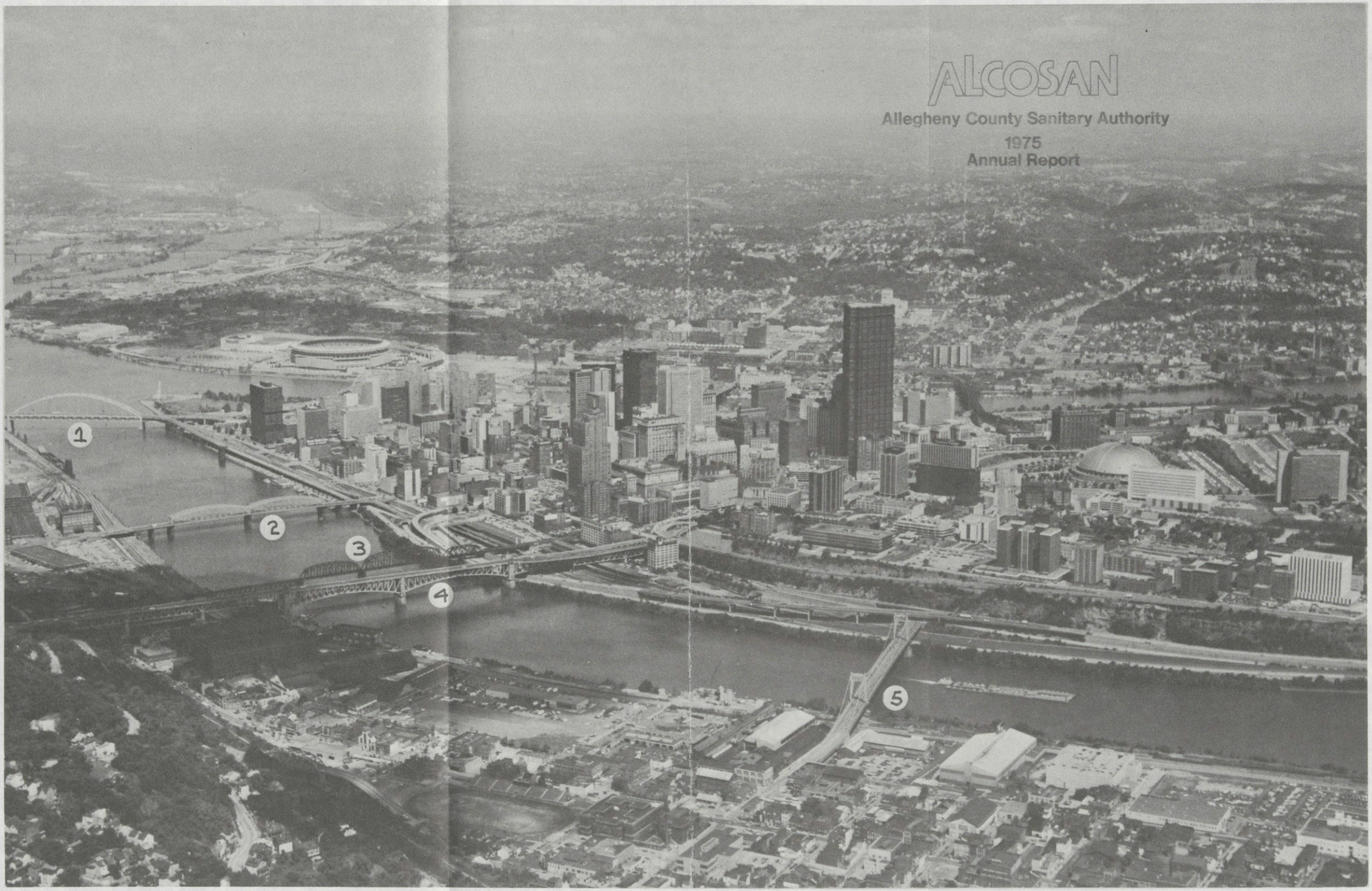
79-846 O - 76 (Face p. 12) No. 1

ALCOSAN

Allegheny County Sanitary Authority

1975

Annual Report



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over 20 million tons of steel are produced each year. To destroy Pittsburgh, he would not have to burn down all its buildings, All he would have to do would be to destroy the bridges that link the triangular center of this city with the land to the north, west and south.

By cutting off these transportation links, he would virtually isolate the heart of this city. Three interstate highways would be obstructed, and highway access from the east would soon be cut off. Without its bridges, Pittsburgh would be paralyzed, an island of corporate headquarters lacking communication with their industrial plants.

Military strategists have always designated bridges as the primary targets of bombing, ranking them even ahead of steel mills, factories and oil wells. For if armor plate cannot be shipped to the shipyards and to the tank factories, where it's made into weapons, it is virtually useless.

At this time I am not an alarmist; I'm not saying there is an enemy prepared to take this action, to attack Pittsburgh. But ironically, all we have to do with our bridge problem is to do nothing, and we will have accomplished what no enemy of this country has ever been able to do.

Our 1,700 bridges in Allegheny County are now urgently in need of repair, at an estimated cost, if done in 1976, of $260 million. I would like to take a minute to point out to you just a few of the deficient bridges which we are talking about, which link Pittsburgh and the Golden Triangle to the area surrounding it.

Before you are two images of Allegheny County. The first is an artist's rendering of downtown Pittsburgh. This was designed to promote our new convention center, which will be financed entirely by the State of Pennsylvania.

The second is a realistic photograph with the words ALCONSAN on it, that shows where some 130,000 people work, shop, and do business in the downtown area called the Golden Triangle which is the background where some 1,600,000 people live in Allegheny County.

In both of these images the bridges stand out. These bridges, along with our wide rivers, and our high, wooded hills, are among our most beautiful assets. But because of their deterioration, these bridges are also our major problems, creating a crisis which threatens the safety, the economy, and the mobility of our citizens.

We have been forced to fix load limitations of 3 to 5 tons on many of the bridges that you see before you. These bridges—these limitations cannot be tolerated for long, in Allegheny County particularly, where 417,000 tons of materials and goods must cross a major river bridge every day. At times, a four lane bridge, such as the Homestead Bridge, leading to the vital steel mills, have been limited to a single lane of traffic while repairs are being made.

As one bridge is limited to 3- or 5-ton traffic, all the loaded trucks must be diverted to another bridge further down the river. The extra burdens diverted to this second bridge hasten the deterioration, in turn, of the residential streets which were not designed to support a large volume of heavy loads. If nothing is done to alleviate this situation, it won't be long until there are no bridges and no roads to carry the loaded trucks in and out of the Golden Triangle.

Our bridge crisis affects all parts of Allegheny County. We have about 1,700 bridges. In addition to having 1 bridge per mile of highway, it actually comes out to 2.3 bridges per square mile of area.

79-846 O - 76 - 2

This morning I would like to show you just what could happen in the Golden Triangle area of Allegheny County:

There are approximately nine bridges surrounding the Golden Triangle. When I took office, eight of them were in a state of structural disrepair and deficiency. Allegheny County proceeded to fix one of those bridges, the Sixth Street Bridge, and it has now been repaired at a cost in excess of $500,000 during the past year.

It leaves us, however, with the others, and if I might take a minute to direct your attention to the photograph which shows the bridges on the Monongahela River—and if I could direct your attention to what we call the point of the Golden Triangle, across from Three Rivers Stadium, to the Fort Pitt Bridge, which has Interstate 279 upon it, where 41,000 tons of goods and materials cross every day, the bridge is 18 years old but due to our severe winters, the tremendous amount of salt that we use on our road surfaces to keep the bridges clear in the wintertime, reeks the same kind of havoc that it did to the Florida Keys, where salt water attacked from below. In our county and in our State, the salt water is attacking from above, as a way to keep our surfaces clean, and we have no other choice at this time but to continue using it.

The rehabilitation of the Fort Pitt Bridge alone will cost $17 million, and it is needed, in order to fix the deck and the piers which are in a bad state of deterioration.

The second bridge which has the number "2" next to it is almost 100 years old.

Shortly after Congressman Howard made his visit to Pittsburgh, I received a call that the Smithfield Street Bridge was being closed. This was at 4 o'clock in the afternoon, where 100,000 people had come into the downtown area, expecting to go home that night after their days work. About 50,000 of them relied on that bridge in order to get to the south side and to the South Hills end of our county. And when that bridge was shut to all trolley and vehicular traffic, it caused a tremendous problem for our transit system to provide alternate means of taking them home.

We don't know really what else could have happened to that bridge, because it just so happened that a work crew from the Department of Transportation of our State was working underneath it at the time and saw that one of the major supporting pieces had fallen off into the river. Had it not been for that, there was a good chance, with the tremendous weight of trolleys going across there, that the bridge could have buckled and we could have had another Silver Bridge.

That bridge has since been closed on three different occasions, when three other structural defects were found in that regard.

The replacement of that bridge is estimated to cost $34 million.

The third bridge is a railroad bridge, accommodating strictly railroad traffic. It's called the Panhandle Bridge. It's interesting that it does not appear to have the same problem that our highway bridges have. The only factor I can point to of any difference there is that the railroads use sand for traction in the wintertime, and we have to use salt. It's too bad we can never get back to the use of cinders, which apparently is not feasible any more, because the tremendous increased amounts of vehicular traffic wipe the cinders out as soon as they put them down and create a safety hazard.

The next bridge, the fourth bridge, is the Liberty Bridge, which is 50 years old. It's the major artery to the South Hills for vehicular traffic and will cost $13.5 million to fix the decks, trusses, and the backwalls.

The fifth bridge is the Tenth Street Bridge, which is another bridge to the south side section of the city of Pittsburgh, which is 43 years old. This is a suspension bridge and the World Almanac lists that as the sixth largest suspension bridge in the world behind the Golden Gate Bridge and the Verrazano Crossings. That bridge is in a bad state of repair and is scheduled to be rehabilitated. It's a county-owned bridge and it will cost $1.3 million in order just to rehabilitate it to last another 10 to 20 years.

Those are just a few of the bridges on the south side. We also have the artist's rendering which shows the bridges along the Allegheny River or the northern part. I have numbered those starting with "8" for the Fort DuQuesne Bridge, which is just recently completed and which I'm happy to report used to be called the "bridge to nowhere" on the Johnny Carson show for quite a period of time, but it hasn't been built long enough to have any defects. So that's the one bridge that so far we don't have to worry about.

The others are the Sixth, Seventh, and Ninth Street Bridges. The Sixth Street Bridge, I pointed out earlier, we have just repaired, but the Seventh and Ninth Street Bridges are in the same condition and will cost, along with a third bridge which is not on your photograph, the Sixteenth Street Bridge, will cost $2.8 million to rehabilitate.

What has happened is that our corporate headquarters, the third largest in the world, containing Alcoa, U.S. Steel, Rockwell, Westinghouse, is an island surrounded by bridges, depending completely upon them in order to function, and without them not only would the city of Pittsburgh die, our economy would die.

I could go on with more facts and figures like this, but in this short time I guess you could say we have barely scratched the surface by mentioning these bridges, and that is only if they are taken care of now. If we wait, the $260 million figure that is in the testimony would very easily become $300; if you wait longer, with the cost of inflation, $500 million may not be enough.

So, gentlemen, I think the main problem should be clear to you, that Allegheny County, the ninth largest county in the United States, the largest producer of steel in this country, cannot survive without its bridges. Even now, as more bridge closings and load limitations are ordered, the economy of our industries is suffering.

Last Friday I received a registered letter from the State Department of Public Utilities restricting the load limit on what is called the Boston Bridge, which is out in our steel-industrial center, to 15 tons, which means a 20-mile detour for any of the tractor-trailers bearing steel out of the Monongahela Valley. This continuous load being shifted from one place to the other is something that we cannot keep moving from one crisis to the other. I am aware that this crisis is not a crisis that is limited to the city of Pittsburgh or the county of Allegheny, or even to the tristate area of western Pennsylvania, Ohio, and West Virginia, where really we have the same rivers and hills which compound our problems. This crisis will ultimately affect the entire Nation as more and more bridge inspections are performed.

But Allegheny County, which was the pioneer bridge builder in this country, and now having the oldest bridges, and the most structurally deficient bridges in the country, is in need of immediate help.

We cannot wait until a national policy on bridge salvation is addressed. We cannot stop salting the roadways of our few good bridges until a national solution is found. If we do, our bridges will continue to deteriorate while local funds are used like fingers in the leaking dikes as we try to meet crisis after crisis.

Again, let me remind you that our own worst enemy is not, as George Washington said, not attacking us from the outside. Our own worst enemy is coming from within, as he predicted. And it could be inaction, inaction in this matter of bridges.

If nothing is done to meet this crisis of deteriorating bridges, we will all be held responsible for the ultimate disaster which no enemy of this country has ever been able to accomplish.

I would now like to turn whatever time there is left over to the Commonwealth of Pennsylvania, who is working with us. We have Mr. David Sims, and then to the subcommittee to ask anyone on this panel any questions they may have.

Mr. Sims.

Mr. SIMS. Thank you very much.

Good morning, Congressmen, ladies and gentlemen: My name, as the Commissioner said, is David Sims, and I am the deputy secretary for highway administration for the Pennsylvania Department of Transportation. On behalf of Secretary William H. Sherlock, we appreciate the opportunity to appear before this committee and present our needs in Pennsylvania to you, along with the very decidedly needed repairs in the county of Allegheny.

I will speak first on the urgent statewide need for replacement, reconstruction and rehabilitation of bridges, and follow up by more specific discussion of our problem in the Pittsburgh region and in Allegheny County.

I'm sure you all remember the collapse of the Silver Bridge in December 1967, at Point Pleasant, W. Va. As a result of that catastrophe, and I quote from the Federal Highway Program Manual, "The Congress found it in the national interest to initiate a program enabling the States to replace important bridges over waterways and other physical topographical barriers, when those bridges have become unsafe due to structural deficiencies, physical deterioration, or functional obsolescense."

The collapse of the Silver Bridge was a frightening disaster. It shocked the Nation into the realization that the older bridges were indeed reaching the end of their useful life, indeed could be in deplorable shape, and could even collapse with loss of life, limb, and property, resulting in long detours and economic hardship on affected communities.

In metropolitan areas, of which the Pittsburgh region is an excellent example, almost all mass transit routes cross the major bridges and the adverse impact upon the movement of people is particularly serious.

The Silver Bridge incident aroused a national consciousness to the necessity for imspection and rehabilitation of our bridges on a regular systematic and continuing basis. As a result of a nationwide inspection effort, many bridges were closed, quite a few bridges were posted

for reduced load limits, and some bridges were repaired and retained in service.

A step in the right direction was action by Congress to establish a bridge replacement program, but the money authorized from the highway trust fund was and is still pitifully inadequate compared to the scale of the problem.

The 1970 Highway Act provided $100 million nationwide for the fiscal year ending June 30, 1972, and $150 million nationwide for the fiscal year ending June 30, 1973. The 1974 Highway Act provided $25 million, $75 million, and $125 million on a nationwide basis for the 3 fiscal years ending June 30, 1976. Out of the first 5 years' total amount of $475 million, the Commonwealth of Pennsylvania was allocated less than $16 million.

Even the latest Highway Act of 1976 provides only $180 million annually throughout the national fiscal years 1977 and 1978.

At the national level, a recent report by the Comptroller General of the United States showed that at the rate of financing provided under the special bridge replacement program authorized by Congress, it would take over 80 years to replace approximately 32,000 unsafe bridges on the Federal-aid highway system.

This effort would cost approximately $10.4 billion and does not include other bridges which will be deteriorating in the meantime and would warrant replacement in the future. It is obvious that funding being provided by Congress is woefully inadequate to deal with a problem of such a large scale.

Further, this funding only provides for 75 percent of the costs and States or local governments must come up with their share of 25 percent. Presently, Pennsylvania's fiscal crisis in its highway program makes it nearly impossible to come up with its share. Thus, even when Federal funds are made available, the projects may be jeopardized due to lack of local or State matching funds.

When the SBR program was initiated in 1970, Federal participation amounted to 75 percent of the cost, which was a substantial bonus to the States in comparison to the 50–50 split on other Federal-aid highway work then current.

However, the 1973 Highway Act replaced the 50–50 split with a 70–30 split, so the 75–25 split on bridge replacement should have been improved to 90–10. In addition, use of the program's funds is limited to the cost of the new bridge plus a nominal amount of approaches sufficient to connect the bridge to an attainable touchdown point.

There are instances where wholesale relocation of the facility would be beneficial, such as acquisition of cheaper right of way, the elimination of narrow approaches and bottlenecks, permit easier access, open up undeveloped areas for industry, and so forth. In those situations, the cost of right of way and the relocated highway should be considered eligible for the program's funds.

In Pennsylvania, we determined earlier this year that 418 bridges of our 10,000 bridges over 20-feet-long on the Federal-aid system are below acceptable standards, but only 156, with an estimated total cost of improvement of $329 million, are eligible for special bridge replacement funds. We have replaced 13 structures using Federal SBR funds of $15,500,000 in the last 5 years, and it will require $246 million, which is 75 percent of $329 million, in Federal funds to replace

over 156 structures. If funding were to remain at $180 million per year, and if Pennsylvania were to receive roughly 3 percent or $5.5 million per year, it would take 45 years to replace bridges that are considered even now to be critical.

Only massive Federal funding on a scale comparable to that accompanying the passage of the 1956 Interstate Act will be equal to correction of this threat to life and limb, as well as to commerce and economic activity.

Recognizing that the demands on PennDOT's funds are almost without limit because of the enormous need, we have no alternative but to seek additional help from the Federal level in Washington through congressional action to provide funding in the first place, and further, to reduce the percentage share of the cost that the States must provide. Ideally, such local share would be reduced to zero to make Federal-aid most effective.

Just as the city of Pittsburgh is called the City of Bridges, Allegheny County should be called the County of Bridges. This county has one of the highest concentration of bridges per unit area in the entire Nation.

There are over 1,700 bridges in Allegheny County. However, most of them are old, obsolete, and in poor condition.

There are 1,250 bridges on the State system in Allegheny County. Approximately 57 percent of these bridges were built prior to 1935. This is almost twice the national average of 30 percent. Seventy-six percent of the major river crossings were constructed before 1935. Eight hundred and seventy-five bridges, or 70 percent of those on the State system, suffer from one or more of the following shortcomings: Narrow width, inadequate clearances, hazardous approach alignment, or structural deficiency.

Many of them have posted load limits far below the legal limit due to their deteriorated structural condition. This 70 percent deficiency rate is five times the national average of 14 percent for bridges on the Federal-aid system. Twenty-two of these 875 bridges are presently included in the 418 bridges on the Federal-aid system that are below acceptable standards, and as recent data is added to earlier data, the numbers 22 and 418 mentioned earlier will increase.

Western Pennsylvania's bridge deficiencies were dramatically illustrated during the past year by the necessity to close one structure on a major route, traffic route 65, County Club Bridge, and to place weight restrictions on five other bridges—Sewickley, Thornburg, Clairton-Glassport, Port Vue, and Boston.

The necessity for such action underscores the critical nature of the bridge problem in the Pittsburgh metropolitan region and in Allegheny County.

We hope and pray that it will not take another Silver Bridge disaster to arouse a national consciousness of the problem and to bring forth an adequate funding level to cope adequately with bridge repair and replacement programs.

We urge the early passage of House bill 14572, the Allegheny County Bridge Emergency Assistance Act of 1976.

You are aware that similar drastic measures were taken in recent legislation in a parallel case involving the reconstruction and rehabilitation of the bridges on the Overseas Highway in the Florida Keys. We believe that that action illustrates the ability of Congress to

respond to particular problems of great urgency, and we sincerely hope that that response will again appear in their actions on this matter.

Mr. Chairman, I have a statement by William Sherlock, secretary of the Pennsylvania Department of Transportation:

As Secretary of the Pennsylvania Department of Transportation, I wish to formally indicate my strong support of House Bill 14572, the Allegheny County Bridge Emergency Assistance Act of 1976.

It is clear that Pittsburgh topography has presented us with a problem that is unique both in its scope and seriousness. It is important to understand without your help in this matter we can only look forward to a very serious continuing deterioration of the economic lifeline of Southwestern Pennsylvania.

One final point. This bill represents an important step forward towards solving our national bridge problem. By demonstrating the joint Federal-State-County efforts can be mobilized to solve such serious problems, we are establishing a working governmental model for the solution of this problem on a national level.

I look forward to working with the Congress and local agencies in enacting and implementing this most important legislation.

Mr. Chairman, I have with me also today Mr. Bernard Catalli, our chief bridge engineer from the State—Mr. Gaeta has been previously introduced—Mr. Uganni, the district bridge engineer, and Mr. Angeloff, the assistant district bridge engineer for maintenance, in case you have any questions pertaining to any of those areas.

Mr. HOWARD. Thank you very much. I wish to thank you both for your testimony. I think some things were brought out very clearly in your fine testimony as to precedent, and as to whether or not when we have such a serious situation, the Federal Government, in cooperation with the States, meet a crisis situation.

You mentioned the situation in connection with the Florida Keys, a vital area in south Florida to which the Government did respond. The precedent is not only that the Government made that effort, but that effort is also bearing fruit and the program has been going very well. It is now toward its final stage.

One other point which I think you brought up, and I have heard before, was the unique situation in Allegheny County, and the fact of the age of its bridges. Of course, in the Northeast and Middle Atlantic States we have situations that may be different from other parts of the country because of the age of the large centers and the earlier transportation needs. You point out there are 1,700 bridges in Allegheny County, and 1,250 of them are over 40 years old.

It is also an area of the country that has more difficulty with the weather and weather changes and deterioration that comes from that, that it's twice the national average.

Also, I think an important fact you brought out concerned the number of bridges that had some shortcomings, either in width, clearances, hazardous approaches, structural deficiencies, with 875, or 70 percent of all the bridges in that county having some of these serious shortcomings, which is five times the national average.

Also, I am happy to hear the testimony from the State and their urging the Congress move in the bridge replacement and repair program, from a 75–25 Federal and State share to a 90–10 share, which I imagine you do know was incorporated in the House bill and was passed by the House, but again, in conference with the other body, in a compromise situation we were forced to back down to 75–25.

I have one question on load limitations. Who makes the determination, the decision as to just what the limit should be?

Mr. SIMS. Our bridge engineers do. We have an inspection team out there continually on a round-robin basis, looking at all the bridges. When they find anything that is particularly bad, they run a check on the capacity of that bridge and we set the limit on it internally in the Department.

Mr. HOWARD. Is this a one person's judgment call, so to speak, that the traveling public is so dependent upon, or is there pretty much——

Mr. SIMS. Some of it is a one-person judgment, in that there are some bridge conditions which exist that no one, no matter how many people there are, can really tell what is wrong. This was one of the problems with the Silver Bridge. It was almost impossible to find what was wrong with that bridge. When it comes to an accurate analysis of some types of metal bridges, it's almost an impossibility. So there is a judgment factor in some cases, and we always use the judgment that will protect the traveling public in the hopes we can save lives and avert disasters.

Mr. FLAHERTY. May I say on behalf of the county that this is an additional burden that a small county government also faces. We have to inspect our own bridges. Of course, we have a great number of county bridges, and the expense this year alone to the county is about $500,000. During the past month alone the county government has let contracts for design of rehabilitation and replacement of bridges of close to $500,000. So we are attempting to meet the deficiencies that are being shown.

If I could take a minute just to point out to you, you are probably wondering what all the armament is here before you. An inspection of a small county bridge called the Gordhead Run Bridge was made. This was one of the supporting members.

I think you can see—This is what a bridge that is structurally safe would have keeping it up, and this is what we're finding under our bridges. It's falling. As you can see, you can flake it off with your fingers. It is not an unusual condition.

As you saw when we were at the Windgap Bridge, they were—actually, you can go under the bridges we are fixing, and this type of material is laying under there, readily available.

Mr. HOWARD. Those two are the same size of material that would be under the bridge, and the older one is what can happen after a number of years?

Mr. FLAHERTY. Right. This is a 5 inch I-beam in its original state, and this is a 5 inch I-beam which was supporting the Gordhead Run Bridge as we found it.

This is a 1¼-inch anchor bolt with a collar that would be used in its original state. This nut would be put on it, and this is put into the concrete at the Sixth Street Bridge, which we just spent $500,000 rehabilitating.

The only thing visible is the top, this being in the concrete. So you mentioned the judgment of the inspector. If you would just look at it from above, you would just see this, of course. But an inspector tapping that just removed from the concrete this top of the bolt. This was originally the same as this. He could remove that. The only thing supporting it is that little connection, which is not even one-eighth of an inch in width. That was able to indicate the condition.

It wasn't the only one. The other anchor bolts were in the same condition. So it kind of graphically demonstrates what we see as we

go through these inspections. We couldn't bring all of our hardware with us, but they say a picture is worth a thousand words, and if you gentlemen could just take about 5 minutes, we would like to show you slides of the things we couldn't bring with us, if it would be all right with the subcommittee.

Mr. HOWARD. All right.

Before you do, then the situation is, with the inspection work you do, there is still something of a judgment call on this, and there are many aspects of bridge inspection that are difficult to determine, so that you probably feel a little uncertain even about declaring this bridge can handle that much.

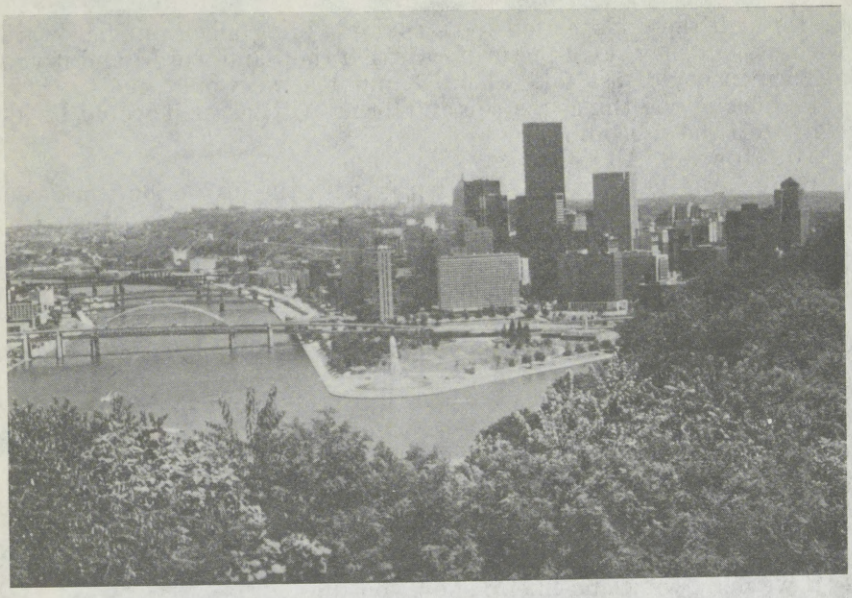
Mr. FLAHERTY. Yes; I think that's clear. I think you should realize what we're talking about, too, are structurally deficient bridges.

When we're asking in Congressman Green's bill for $125 million, it's not for obsolete bridges which are still functional. All of our bridges, except possibly the Fort Duquesne Bridge, are probably obsolete because we were the pioneer bridge builder in the country. So there are some of what we call our best bridges, they're in good shape. They may be functionally obsolete, but we're talking about the ones that are structurally deficient, so that we need this emergency money for them.

If we may, we would like to show you those.

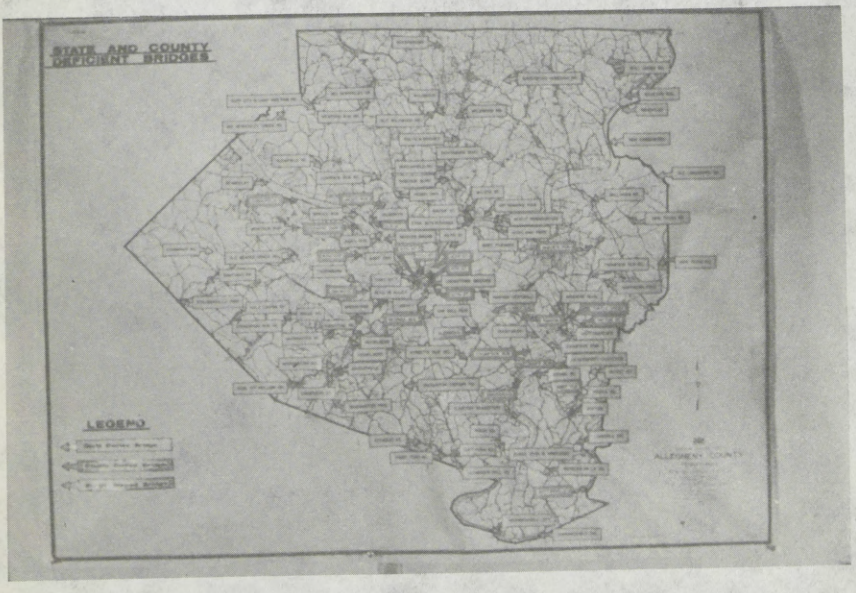
I would like Mr. Gaeta to narrate for us. [Lights out.]

Mr. GAETA. Mr. Angeloff, our district engineer in charge of maintenance, knows this by heart. He has made the presentation before many groups and organizations in Pittsburgh, and I will ask Carl Angeloff to narrate the slide presentation which was prepared by the Pennsylvania Department of Transportation and the Allegheny County Department of Planning and Development, under the direction of its director, Mr. William Dodge.



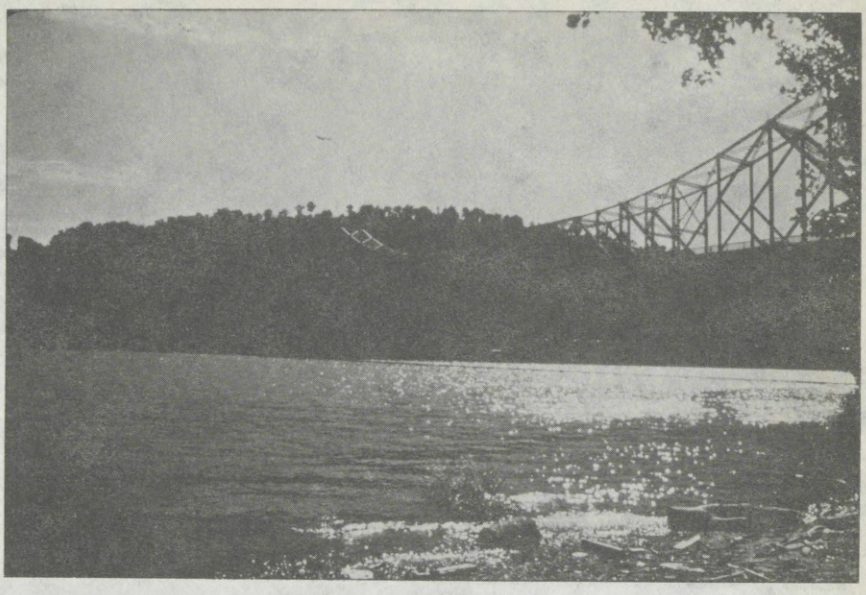
SLIDE 1

Mr. ANGELOFF. This is just a shot of the Golden Triangle with all the bridges. As Mr. Gaeta referred to earlier, this is Pittsburgh, the city of bridges, and Allegheny County might very well be called the county of bridges.



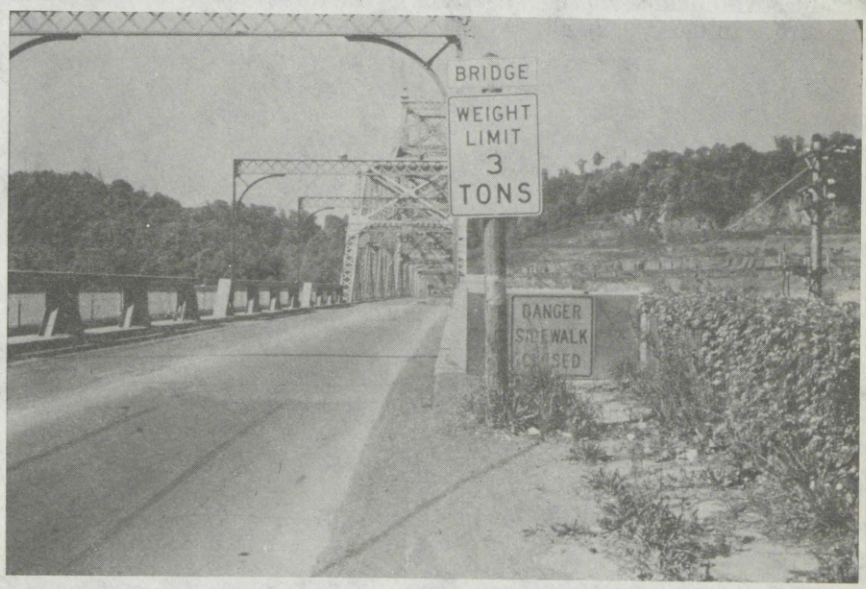
SLIDE 2

This map is a map of Allegheny County. It's not easy to see what's on it, but the yellow tags and the red tags represent bridges. These tags represent the immediate needs in Allegheny County. As you can see, it pretty well covers the entire map.



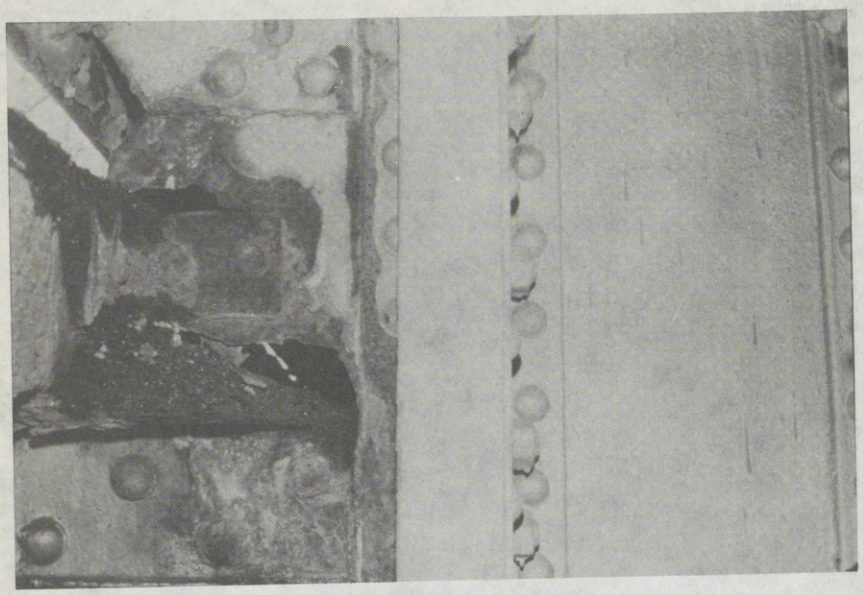
SLIDE 3

Now, the end of 1975–76 was a particularly bad year for Allegheny County's bridges. This is the Sewickley Bridge, a major bridge leading into Allegheny County International Airport. Last September, during an inspection, we found severe structural problems with the bridge, resulting in a three times closing.



SLIDE 4

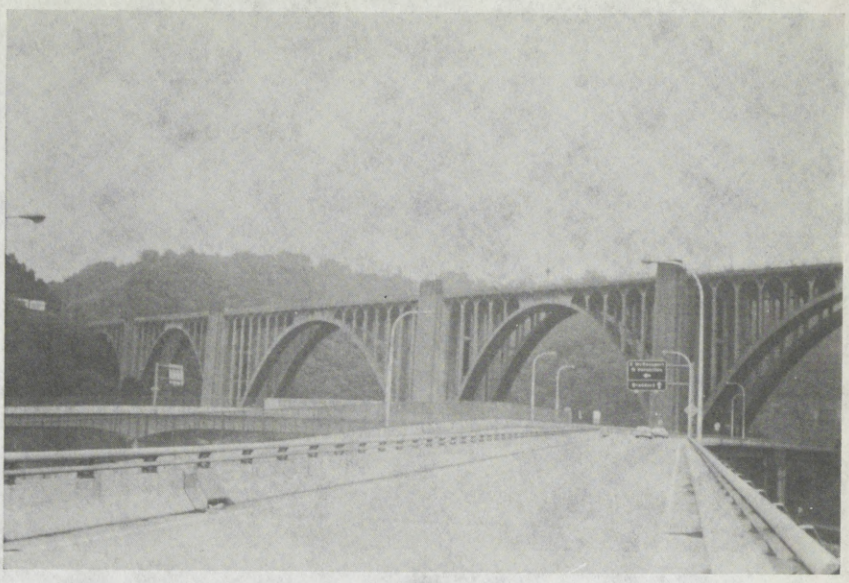
As you can see here, we had to reduce the load limit to 3 tons. This structure is almost 2,000 feet long, and riding over the bridge, as was mentioned earlier, it looks relatively good. The problems with the bridges are all located underneath.



SLIDE 5

As you can see on the left portion of the slide, these holes are in the floor beam connection to the truss. This reduced the carrying capacity of the member down to 3 tons.

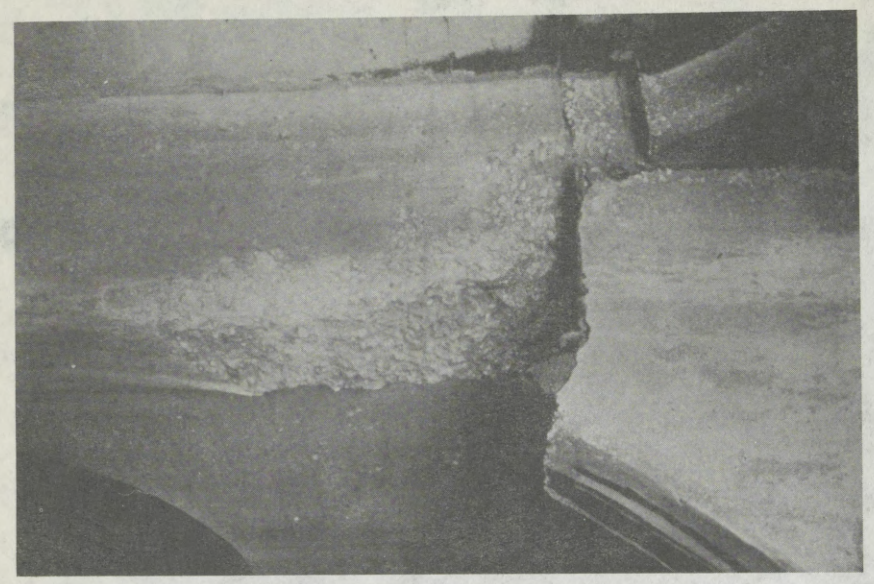
I might add, also, the only thing you can use here is automobile traffic. Ambulance service, firetrucks, tractor-trailers, things of that nature, can't use it at all.



SLIDE 6

Now, this is the Westinghouse Bridge, located on Route 30, a major truck route connecting Pittsburgh with the east. This is an American Society of Civil Engineers—it's a national monument now, this bridge.

Last May, again due to structural deficiencies, we had to close one curb lane and both sidewalks of the bridge.

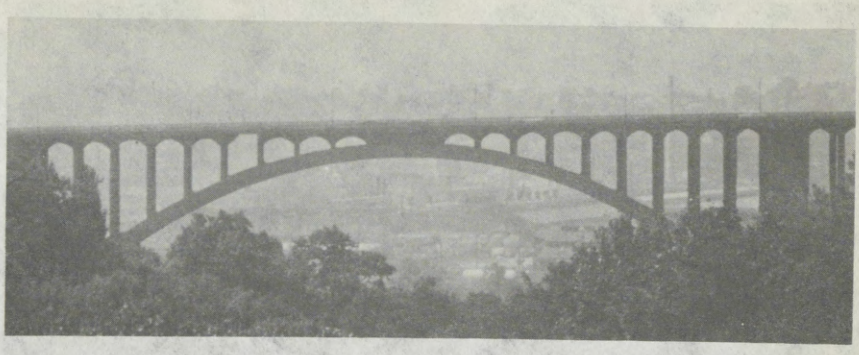


SLIDE 7

This is a jack arch which connects columns on the arch itself. This jack arch supports the roadway and the sidewalk stringers. As you can see, the bottom portion of the jack arch has completely fallen away and, in effect, the roadway supporting the jack arch, instead of the jack arch supporting the roadway.

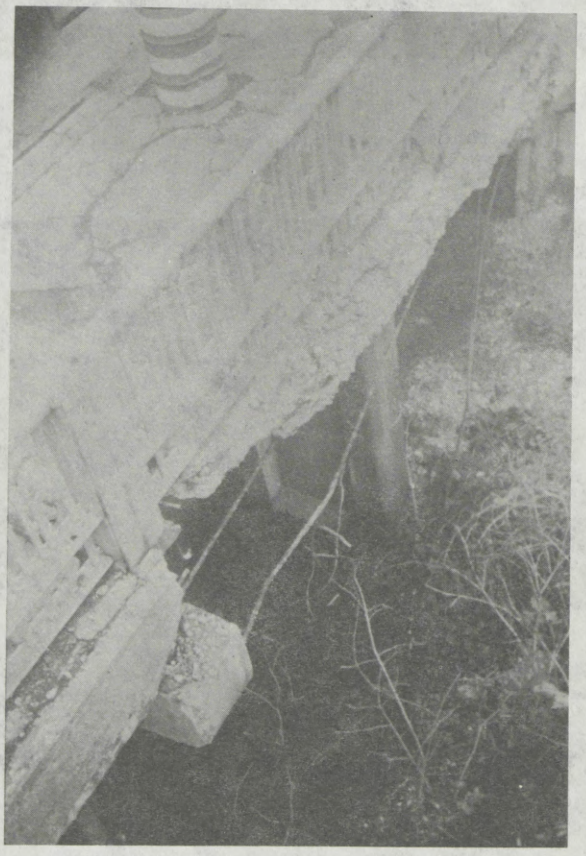
SLIDE 8

This is Ohio River Boulevard. Here again, back in May, due to severe structural deficiency, we had to close both curb lanes and both sidewalks of the bridge. This bridge is designed similar to the one you just saw, the Westinghouse Bridge.



SLIDE 9

This is a slide of the bridge, a very beautiful structure from a distance.



SLIDE 10

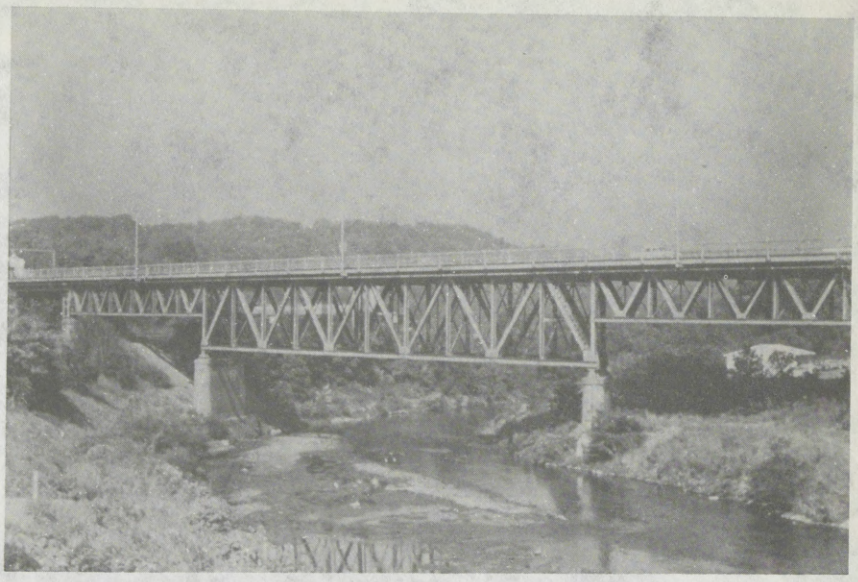
But when you get up close to it, you begin to realize there are some serious problems. This shot shows what should be a concrete beam supporting the sidewalk, and now you can only see a reinforcing bar running where the concrete beam should be.

SLIDE 11

Underneath the roadway portion you see the spalling of the beams that support the bridge deck. This is the reason why we had to close the curb lane.

SLIDE 12

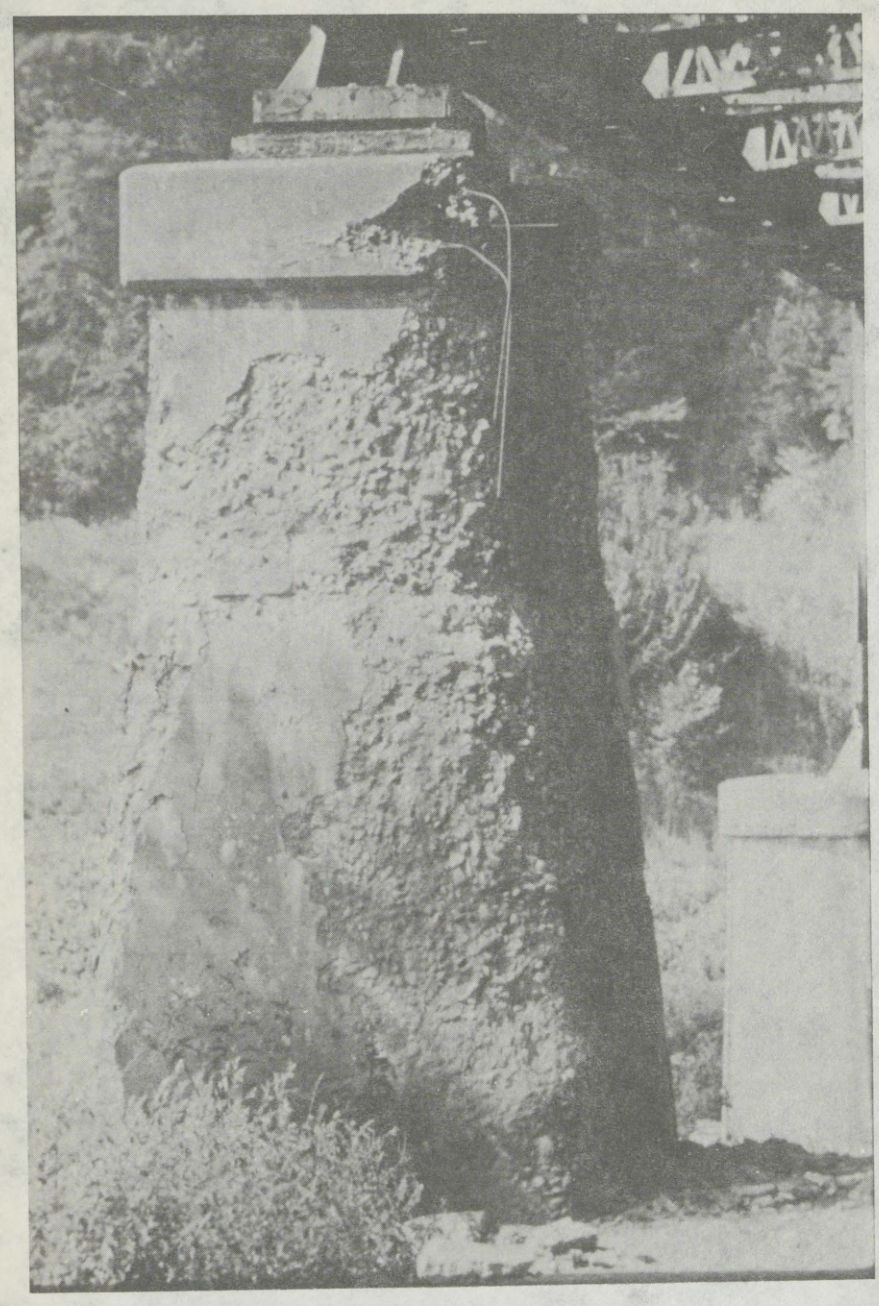
Likewise, in the sidewalk curb areas, you can see large holes which makes it very hazardous to pedestrians. This is why we had to close the sidewalks. This type of deterioration we can't really repair. This had to be replaced, it was so bad.



SLIDE 13

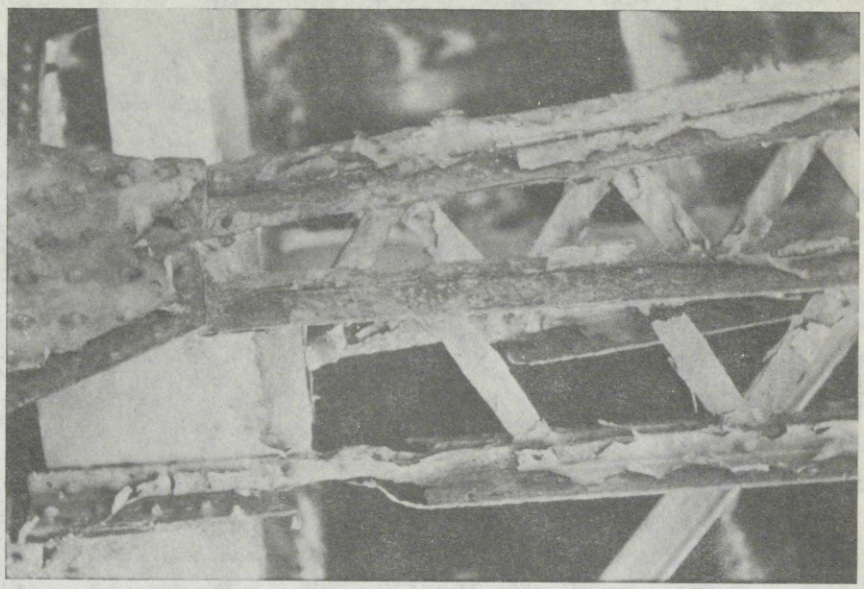
This is the Thornburg Bridge right now. It's located in a major industrial area. A lot of trucks used to use the bridge. Back in the early fall we had to close this bridge to 5 tons, and then upon further inspection we reduced that to 3 tons.

Complicating the problem of this bridge is—this is the part of the detour for the Penn-Lehman Parkway safety update, so this created a number of problems with trucks in that area.



SLIDE 14

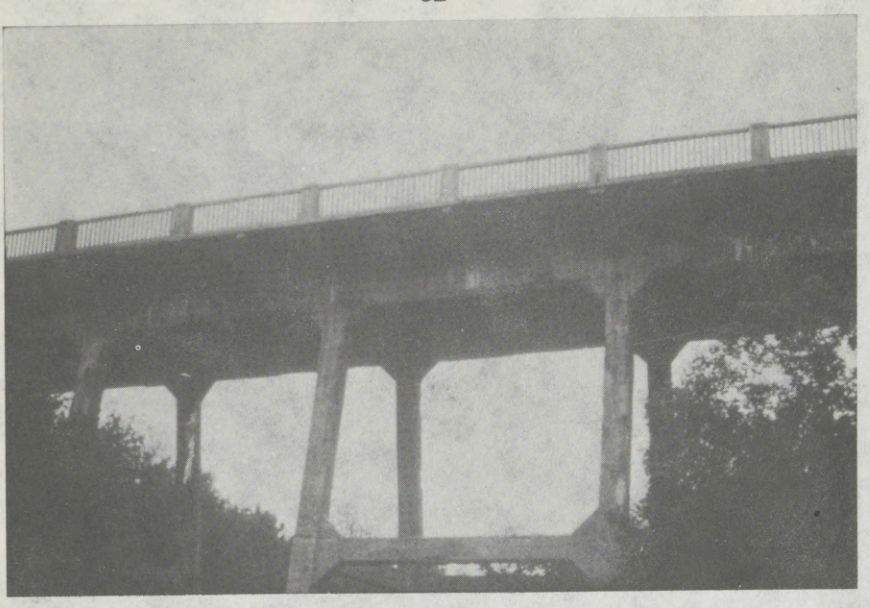
You see here a serious deterioration of the pier supporting structure to the point where it undermines the roller bearing that the bridge sits on. You can see the reinforcing steel hanging out of the top of the pier.



SLIDE 15

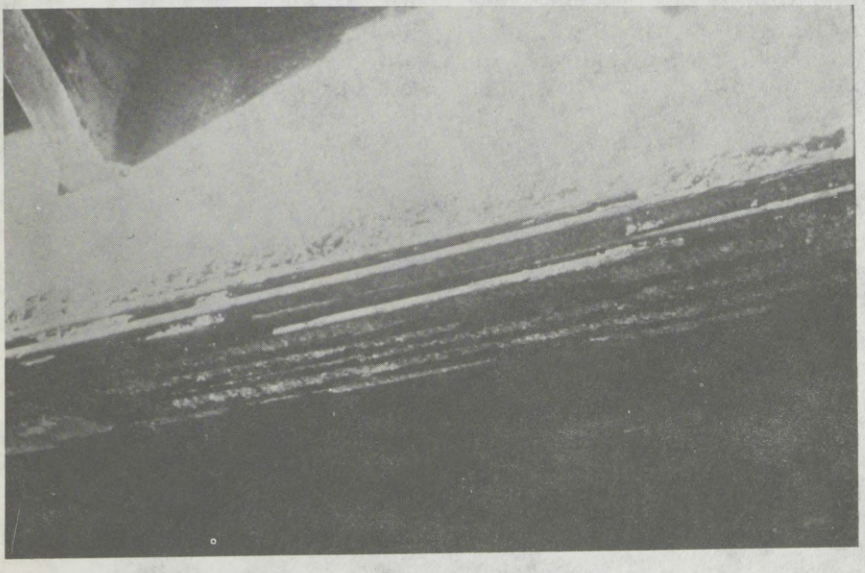
This is the underside of the bridge. You note there is extreme deterioration of the steel crossmembers, and the bottom member itself is so thin you can see just about an inch-wide strip of steel holding the member together.

I might add this Thornburg Bridge, we did emergency repairs, to just leave it open to 3 tons, and this bridge came very close to being closed. But for emergency repairs, we kept it open to just 3 tons.



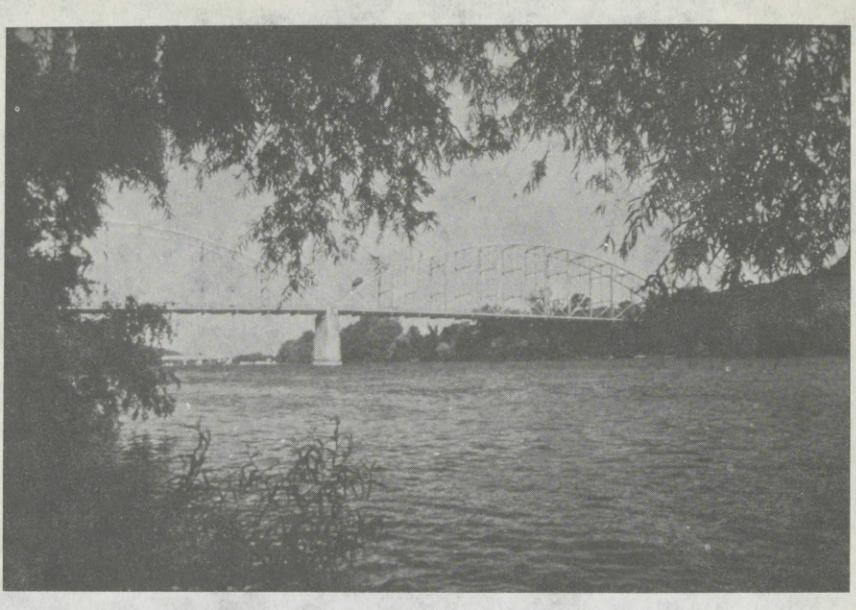
SLIDE 16

Now, this is the Oakwood Bridge. This is a county structure. Here again, a typical concrete structure built back in the 1920's and 1930's, and suffering from the same similar type of concrete deterioration that all structures of that age have.



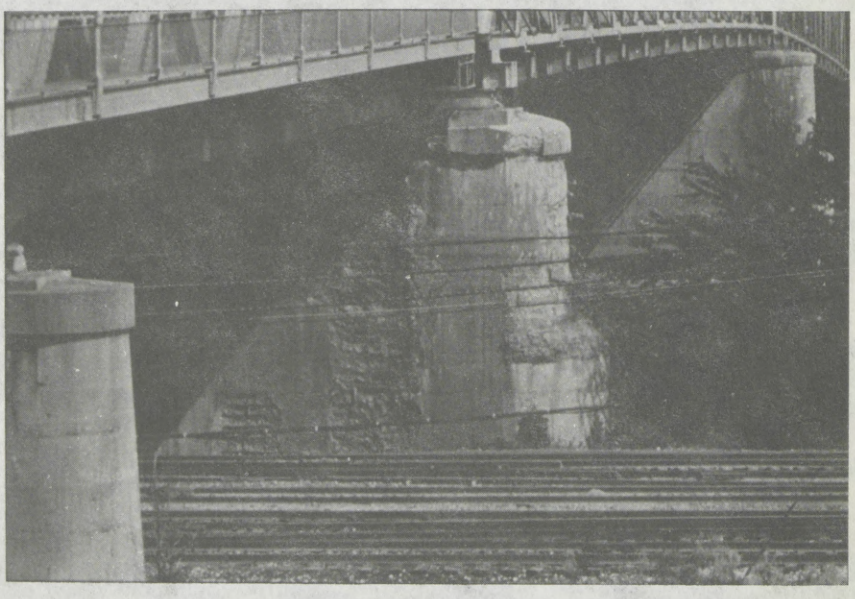
SLIDE 17

You can see the beams supporting the bridge and roadway itself are heavily spalled, exposing two layers of reinforcing bars. These reinforcing bars no longer act to provide any strength to the bridge.



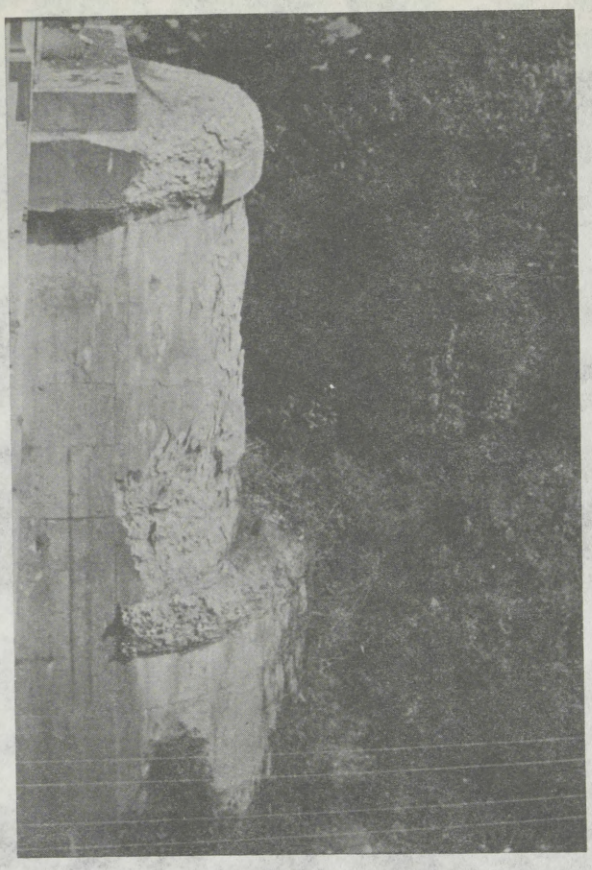
SLIDE 18

This is the Coraopolis Bridge. This again is another county structure. It is presently being inspected, and the preliminary reports indicate they are finding severe problems with the pier foundation.



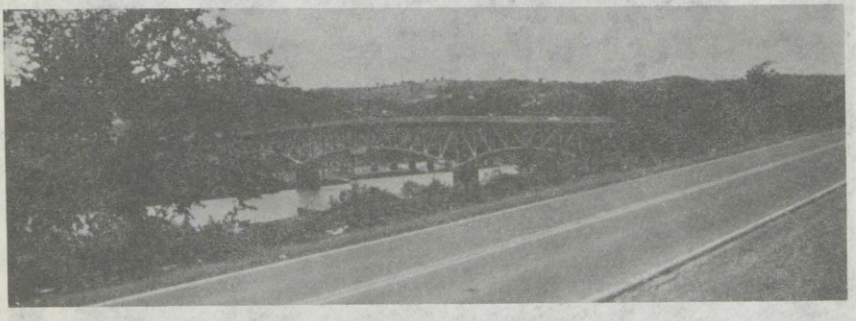
SLIDE 19

As you can see in this slide, there is severe deterioration in these concrete piers which actually support the entire bridge.



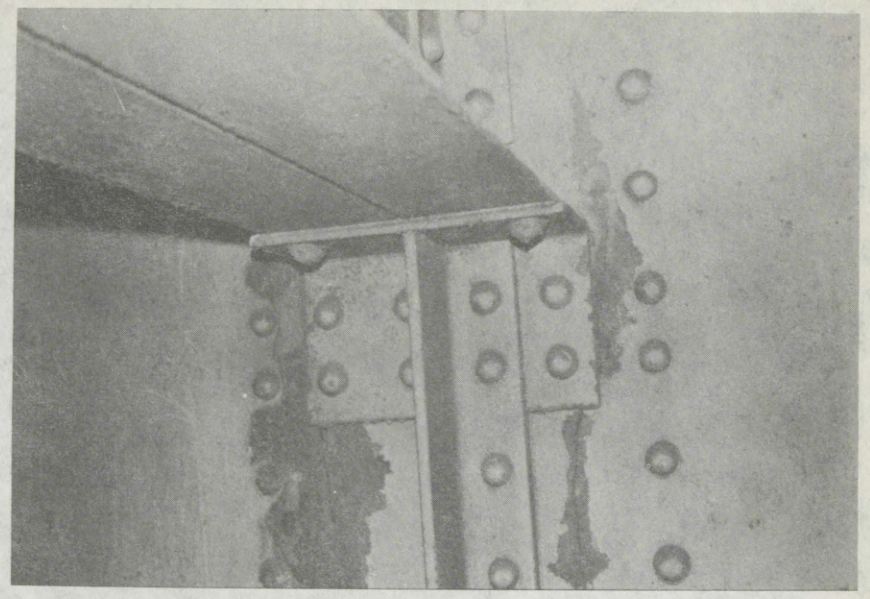
SLIDE 20

Here's just a closeup view of the extreme spalling of the concrete located on the outside of the pier face.



SLIDE 21

This is the Clairton-Glassport Bridge, located between Clairton and Glassport. The Clairton works of United States Steel is located underneath this bridge, so it's a very vital bridge for the truck traffic that has to serve the plant presently. This bridge was reduced to 12 tons last fall, and now it's down to 5 tons. We closely monitor this bridge on a monthly basis due to the cracks in the floor beams.



SLIDE 22

This is the reason why we had it posted for 5 tons. You can see the cracks where the stringer connects to the floor beam. Some of these cracks extend like 30 inches.

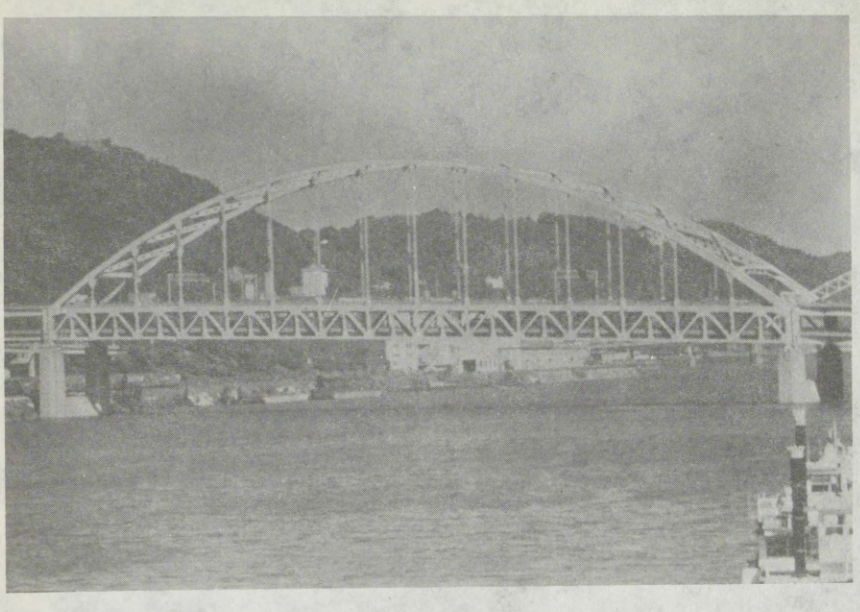
In this particular case you made mention of what type of judgment is used in placing these load limits. This is one area where judgment is used, and in our inspection we only use qualified engineers—myself, I am registered and have a master's degree, so you can never remove the human element from bridge inspection. All you can do is try to get as qualified people as possible. That's why on that particular bridge we posted it from 12 tons down to 5 tons and are continuously monitoring the condition of it.

SLIDE 23

This is the Tarentum Bridge, located in Tarentum, Pa., in the eastern part of Allegheny County. This structure was built in 1950 and it looks very good while you're boating up and down the river. But here again, there is extremely serious problems in the back wall of the abutment.

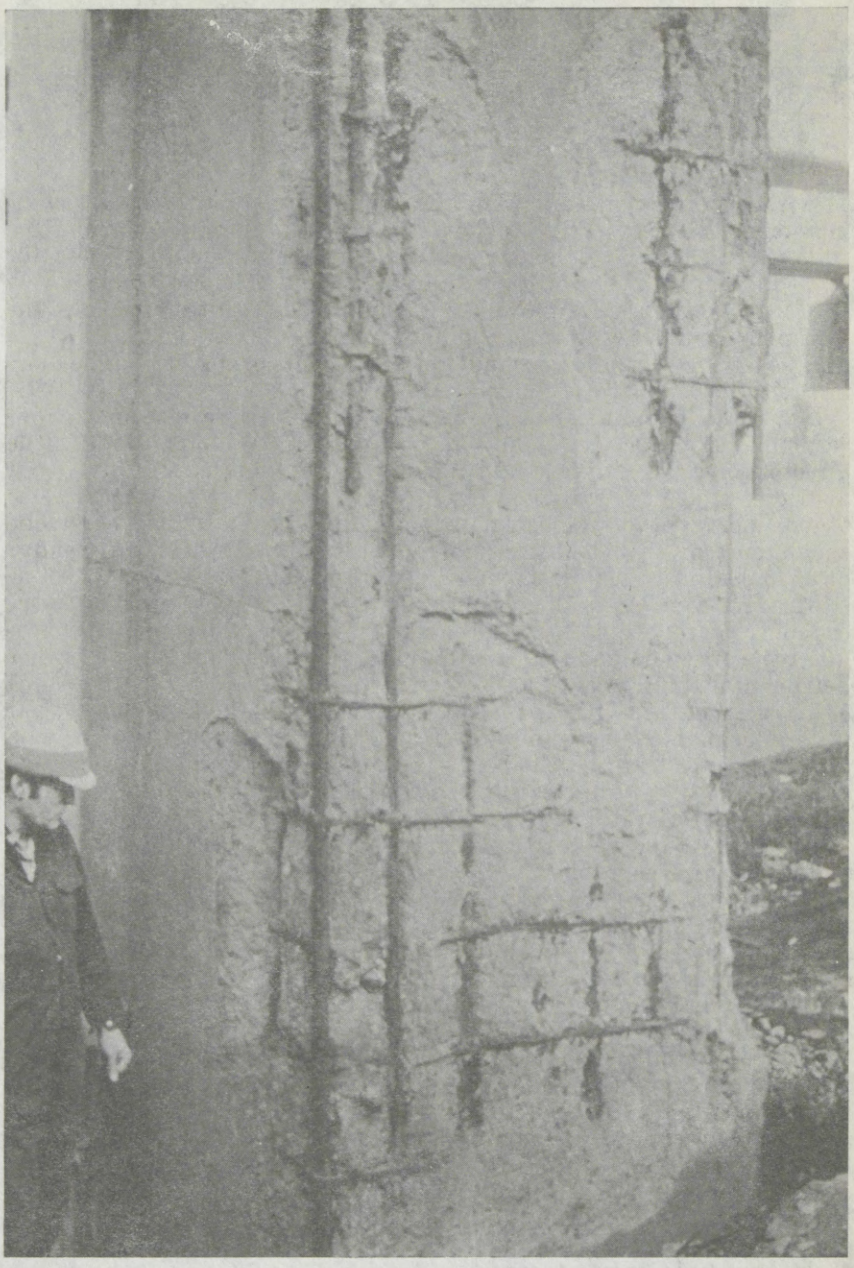
SLIDE 24

As you can see, the roadway and fill behind this abutment is beginning to push out. You can see this large crack in the back wall. Here again, this type of repair is very difficult to make. You have to remove everything you see there and start all over again. You can begin to realize the disruption that would cause, particularly when the Allegheny-Ludlum works and the Brackenridge works are located almost underneath this bridge. This bridge is used daily to haul steel coils and things of that nature.



SLIDE 25

This is the Fort Pitt Bridge, built around 1960, a very beautiful structure. Here again, as you are boating down the river, the average person doesn't realize there is anything wrong with this bridge. It looks perfectly good to them.



SLIDE 26

However, upon close inspection, you can see this concrete pier—which I remind you is only 16 years old—you can see severe deterioration in the concrete, and the steel reinforcing bars already having appeared.

What happens is water and salt leaking through the deck causes the steel to corrode, and the expansion product of the steel increases the volume approximately 15 times and causes the concrete to fall off the face.

This pier, after only 16 years old, is pretty bad.

Those are all the slides we have right now.

Mr. HOWARD. Thank you very much.

Without objection, and with the cooperation of the county commissioners, we would like to have permission for our subcommittee staff to look over these slides, and maybe borrow some of these for reproduction as a part of the committee report on these hearings.

Mr. FLAHERTY. Mr. Howard, I would like to introduce into the testimony three additional photographs of the Golden Triangle area, showing the bridges, and the statements from various leaders in the county.

My fellow commissioner, Robert Peirce, Jr., has a statement concerning the bridges; a joint statement from William Dodge, the director of Allegheny County planning, and Anthony Gaeta, our district engineer; a statement from James R. Maloney, the director of our port authority transit, which indicates that this year alone the detour cost will be a cost to the taxpayers of Allegheny County of $625,000, in transit costs alone, as a result of this——

Mr. HOWARD. Also, the other great loss of manpower to the entire economy, with people having to take time from what could be productive work in having to make this extra mileage. That is just another detrimental thing to add on.

Mr. FLAHERTY. That is really an immeasurable loss, because what we are losing is passengers who are accustomed to mass transit, who are now going back to their cars, because they can't take the time delays to get to work. So we are really creating an increasingly declining, deteriorating situation all over.

The only thing we could point to is the exact cost that will ultimately be immeasurable.

We have a statement from Paul A. Stackhouse, president of the Allegheny Labor Council, who feels all the workers in our county are being severely affected by these changes, people not being able to get to work on time, things of that nature. And it's affecting the quality of life in our region. We are losing 10,000 citizens a year, who are leaving the city of Pittsburgh, and certainly these inconveniences and detractions do not help to keep people there in our economy.

We have a statement from the Allegheny Conference on Community Development, by Robert B. Peese, the executive director, which indicates the concern of our industrial leaders. The members of the board of directors of that conference consist of Robinson Barker, the chairman of the board of Pittsburgh Plate Glass, PPG; Robert Dickey III, the president of Dravo Corp.; Roger S. Albrent, the president of Allegheny Ludlum Steel Corp.; Fletcher Byron, chairman of the board of Coppers Corp.

We have Edgar Speer, the president of United States Steel Co.; Krom George, the president of Alcoa Co.—I could go on and on—Mr. Rockwell, the chairman and chief executive officer of Rockwell Corp.

That statement indicates their intensive concern. And we have a statement from Justin T. Horan, the president of the Greater Pitts-

burgh Chamber of Commerce, which emphasizes that this chamber, which consists of 1,000 business firms, and 2,000 individuals represented by those firms, and approximately 80 percent of their members consist of employers with fewer than 50 employees. But this is the small businessman's approach, and it really dramatizes the severe impact that small business is having.

And finally, a statement from the Westinghouse Electric Corp., by John A. Power, who is here with us today, indicating the tremendous concern of the Westinghouse Electric Corp. which produces the largest turbines and generators for the rest of this country, and if we're going to continue to build powerplants and continue our commerce, not only Allegheny County is affected by this, but we're going to affect the construction of very essential parts of this country in the electrical field.

In fact, I just received a note here this morning, to give you an indication of what is going on, it was ironic that that arm would be reaching down through the bridge in the slide presentation.

This morning a man named James Kelley, age 56, was walking across the West End Bridge, which is the next bridge down from the Fort Pitt Bridge—it's the first bridge across the Ohio River entirely. While walking across the West End Bridge, James Kelley fell through the bridge and luckily grabbed on to a piece of superstructure. He was trapped there for about an hour, hour-and-a-half, until someone noticed him. Fortunately, he was rescued, and I'm happy to report that he is in good condition.

That could very easily have been a piece of the roadway to fall in the same way. So we're in a situation which isn't getting any better, I'm afraid. It's just one emergency and crisis after another in this regard.

Mr. HOWARD. Thank you.

Without objection, the statements that you mentioned will be made a part of the record at this point.

[The following were received for the record:]

STATEMENT OF ROBERT N. PEIRCE, JR., COMMISSIONER, COUNTY OF ALLEGHENY

It has become apparent, I am sure, from the testimony and reports which you have received, that Allegheny County has a bridge crisis. And I believe you will discover that few if any other counties or urban areas have problems of equal magnitude. Yet those counties and urban areas do have bridge problems. Allegheny County's unique problems notwithstanding, bridge deficiencies are indeed a national dilemma.

According to the Federal Highway Administration,[1] $10 Billion is needed for bridge replacements nationwide to eliminate the structurally deficient and obsolete bridges. *$10 Billion.* Congress has been informed of the $10 Billion need for bridges and has responded by increasing the Special Bridge Replacement Program from $125 Million to $180 Million per year. At that rate it would take 55 years to replace the deficient and obsolete bridges, we know of today.

It simply becomes a question of priorities. Congress has shown its willingness to spend billions of dollars on the study of manned space flight ($1.4 Billion in 1974 alone) and B1 Bombers (up to $24 Billion in the next few years). Yet in Pittsburgh and all over the County, our transit vehicles, trucks and autos have difficulty getting from one end of the County to the other.

Bridges are special. A bridge across the Ohio River isn't like an ordinary ½ mile stretch of highway. It is more expensive to build and to maintain. Yet bridge improvements must compete for funds with other highway projects—which clearly puts areas with many bridges, like Allegheny County, at a disadvantage.

[1] Report to the Congress by the Comptroller General of the U.S. *Unsafe Bridges on Federal-Aid Highways Need More Attention;* Federal Highway Administration 7/2/75.

Bridge improvements need special funding. The Federal government has special programs for pavement markings and railroad crossings ($75,000,000 a year for each). It also has a special bridge program; $125,000,000 in 1976 and $180,000,000 next year. *That's less than 3% of the Highway Trust fund which is devoted to bridges, nationwide!* Allegheny County could spend both years appropriations on its bridges and not be overspending.

Congressman John Heinz has introduced legislation to increase the Special Bridge Replacement Program funds four-fold to $720,000,000 per year. That's a step in the right direction although still somewhat less than what's needed to be effective. Each day the costs get higher and the list of deficient bridges gets longer. We cannot afford to spend too many years solving the problem. I recommend to this Subcommittee that we accelerate the Special Bridge Replacement (and Reconstruction) Program to a minimum of $1 Billion per year so that the bridge crisis be solved in the shortest time possible. In addition, I recommend that the Program be liberalized to permit general rehabilitation of bridges, which in many cases is more efficient than total replacement. Thank you.

JOINT STATEMENT OF WILLIAM R. DODGE, JR., DIRECTOR, ALLEGHENY COUNTY DEPARTMENT OF PLANNING AND DEVELOPMENT, AND ANTHONY J. GAETA, DISTRICT ENGINEER, PENNSYLVANIA DEPARTMENT OF TRANSPORTATION DISTRICT 11-0

To provide the entire Subcommittee with information provided to Chairman Howard in his recent tour of some of Allegheny County's more infamous bridges, we have put together a series of slides which depict some of our typical bridge problems.

For those of you who are unfamiliar with Pittsburgh, it is indeed a city of bridges (slide 1). Pittsburgh's beautiful Golden Triangle is a peninsula, access to which is only across major river bridges from the north, south, and west. Let's look at just a few of the major bridges in Allegheny County.

To orient you, let me point out on this map (slide 2) of all currently-known deficient bridges in Allegheny County, the ones that we will be showing you today: the Sewickley Bridge, Westinghouse Bridge, Jacks Run Bridge, Thornburg Bridge, Oakwood Bridge, Coraopolis Bridge, Clairton-Glassport Bridge, Tarentum Bridge, and Fort Pitt Bridge.

The first is the Sewickley Bridge (slide 3), a 1,852-foot bridge over the Ohio River connecting Routes 51 and 65—two major radial highways to downtown Pittsburgh—and the municipalities of Coraopolis and Sewickley. The Sewickley Bridge carries over 16,000 vehicles per day and used to carry almost 8,500 tons of goods per day. Unfortunately, a weight restriction of three tons (slide 4) had to be imposed, prohibiting all trucks, transit vehicles and emergency vehicles. One of the reasons for the weight restriction is holes in the bridge deck which allowed salt to corrode the steel structure (slide 5). All vehicles over three tons now must detour six to eight miles out of their way to cross an alternate bridge. This, of course, results in more expensive shipping costs for our businesses, increased congestion, and accelerated deterioration of the alternate bridge.

The Westinghouse Bridge (slide 6) is one of the largest all concrete structures in the world. Formerly a County bridge, it illustrates the innovative leadership role Allegheny County played in the past in bridge construction. With no funds for the repair of bridges, this role has been diminished, almost eliminated. The Westinghouse Bridge carries Route 30 with 22,000 vehicles per day over the Turtle Creek Valley. Deterioration of the concrete arches (slide 7) has forced the State Highway Department to close one of the outside lanes of the bridge. Any further restrictions will severely limit travel to and from adjacent industrial areas which include U.S. Steel's Edgar Thompson Works and Westinghouse Electric's East Pittsburgh Plant.

Route 65 and its 30,000 vehicles per day have been restricted to two lanes (slide 8) over the Jacks Run Bridge (slide 9), another large concrete bridge. There has been major deterioration of the concrete (slide 10 and 11) including the sidewalks, which have been closed because of holes like this, clearly making pedestrian travel unsafe (slide 12).

The Thornburg Bridge (slide 13) carries 14,000 vehicles per day over Chartiers Creek on Route 60 in the southwestern area of Allegheny County. Route 60 is one of the alternate routes to the Parkway West, an urban Interstate highway from Downtown Pittsburgh to the south and west suburbs, which is presently under construction. However, the Thornburg Bridge has been limited to three

tons, restricting trucks, transit vehicles and emergency vehicles. The reason for the weight restriction is deterioration of concrete piers and steel structure (slide 14 and 15). The three ton limit on the Thornburg Bridge has caused a special local problem. Crafton Borough, located on one end of the bridge provides Thornburg Borough, located on the other end of the bridge, with fire protection. But fire vehicles can no longer cross the bridge and are required to detour a mile out of their way over an unpaved road and an unprotected railroad crossing.

Even residential streets are not excluded from the impacts of bridge deterioration. The Oakwood Bridge (slide 16) is a 302 foot concrete structure in Crafton Borough. Deterioration of the structure was so severe that a 1½ ton piece of concrete fell from the bridge threatening the safety of citizens living or traveling under the bridge (slide 17).

The Coraopolis Bridge across the Ohio River (slide 18) serves Neville Island, one of the heaviest industrial areas of this heavily industrial County. The bridge was erected on its present location in the 1920's; however, the bridge is actually 20 years older than that. It was originally constructed as the Sixth Street Bridge in 1905, then moved down river to Neville Island around 1926. More than 14,000 vehicles and 11,000 tons of goods per day cross the Coraopolis Bridge which needs major rehabilitation, particularly to its piers (slides 19 and 20).

Another major industrial area of Allegheny County—Clairton (home of the U.S. Steel Clairton Works)—is served by the Clairton-Glassport Bridge (slide 21) over the Monongahela River. The bridge is of little use to the industry, however, because of a five-ton weight restriction due to cracked floor beams (slide 22).

Relatively new structures, like the Tarentum Bridge (slide 23) built in 1952, are also experiencing deterioration. This particular bridge over the Allegheny River has a cracked abutment (slide 24) caused by earth movement.

Finally, one of the County's newest and most important highways, Interstate 279, crosses the Monongahela River on the Fort Pitt Bridge (slide 25). Nearly 100,000 vehicles per day cross this bridge into Downtown. Yet, this bridge needs $17,000,000 in improvements because of deterioration like this that has occurred in the less than 20 years since the bridge was constructed. As you can see, Allegheny County's weather takes a severe toll on our bridges.

These are only examples of the problems which face Allegheny County. We could go up and down the County's four major rivers and show you 20 more major bridges with similar problems, plus countless other deteriorated bridges over the County's streams and valleys.

STATEMENT OF JAMES R. MALONEY, DIRECTOR, PORT AUTHORITY OF ALLEGHENY COUNTY

Over the past five-year period, more than 25 bridges in the Port Authority service area have been closed to PAT revenue vehicles because of weight restrictions directly affecting thousands of passengers on over 50 PAT ROUTES. In additional operating costs, currently the various closed or weight-restricted bridges are costing the Port Authority in excess of $625,000 annually. Consideration must also be given to resultant patronage decline and relative revenue loss in conjunction with major inconveniences imposed upon our transit patrons.

Listed below are major bridge closings that currently have an adverse effect on transit patrons and are unbudgeted contributors to the financial status of the Port Authority:

(1) Glassport-Wilson Bridge.
(2) Smithfield Street Bridge.
(3) Herron-Brady Street Bridges.
(4) Thornburg Bridge.
(5) 15th Street Bridge.
(6) Oakwood Bridge.
(7) Sewickley Bridge.
(8) Ellsworth Avenue.

(1) GLASSPORT-WILSON BRIDGE

Route 50B/60T Glassport-McKeesport-Wilmerding serves the Mon Valley industrial area and major shopping centers including Clairton, Glassport, McKeesport, Eastland Shopping Center, Great Valley Shopping Center, East McKeesport and Wilmerding. Since no feasible detour was possible in routing, a special shuttle bus service was instituted between Glassport and McKeesport requiring two

additional operators and one additional bus on a seven days a week basis. This service is provided at an annual cost to the Port Authority of $67,000. In addition to this additional cost, our passengers are subjected to transferring to reach their destinations.

(2) SMITHFIELD STREET BRIDGE

Three different plans were employed to either close entirely this bridge to vehicular traffic or modify the restriction to various types of vehicles at various times. This indecisive method created havoc with our operation and has resulted in an exorbitant operational cost along with the severe loss of ridership and revenues.

Plan No. 1

The bridge was closed on very short notice to all vehicular traffic affecting Bus Routes 26B/C, 51C & 54A and Trolley Routes 35/36/37 & 42/38. Inbound trolleys operated to West Carson & Smithfield Streets and transferred passengers to buses which has to detour via Carson Street and across the 10th Street Bridge to reach the downtown area. Outbound, buses were substituted for trolleys and operated over the City Trolley Loop, detouring via the 10th Street Bridge to the transfer point at West Carson & Smithfield. The volume of passenger traffic plus the traffic congestion created by trucks and autos was of such magnitude that conditions for transferring passengers became unsafe and resulted in the transfer point being moved to South Hills Junction. This added additional travel time in highly congested traffic for our passengers and required the use of 16 additional buses in the peak hours.

Plan No. 2

Bridge was closed to all trolleys only and buses were permitted to return to the bridge. Buses then replaced the trolleys in the downtown area and operated to South Hills Junction where patrons transferred to their respective trolleys. This transfer between bus and trolley applied to both Inbound and Outbound travel.

Plan No. 3

Bridge was closed to all buses and trolleys were permitted to use the bridge on a limited and restricted basis, that is, only one trolley was permitted to use the bridge at a time. PAT Road Operations' personnel were assigned to regulate the flow of trolleys across the bridge. Again, an added expense to the Port Authority.

In addition to the three disaster plans of operation that PAT had to comply with, from the inception of Plan No. 1 of restricted travel, all buses and trolleys were denied the use of the bridge from 9:30 PM to 5:00 AM daily and all day on Sundays. This required the use of shuttle buses from the downtown over to South Hills Junction and transferring to trolleys. This is the present method of travel currently in operation after 9:30 PM plus Plan No. 3.

(3) HERRON-LIGONIER BRIDGE (WEIGHT RESTRICTED)
BRADY STREET BRIDGE (CLOSED)

Both bridges were on regular routing.

Route 54C North Side/Oakland/South Side serves the high density communities of Brentwood, Carrick, Knoxville, Mt. Oliver, South Side, Oakland, Bloomfield and the North Side without the necessity of traveling through the downtown area of Pittsburgh. This was a direct routing for patrons to travel between their respective places of employment, for shopping, to reach medical and cultural centers and professional services. Route 54C currently operates via a two-mile detour to the 10th Street Bridge and has inconvenienced passengers by the added travel time and delays due to traffic congestion. This detour has added 15 minutes running time to each trip; 76 on Weekdays, 62 on Saturdays and 62 on Sundays, adding a total of 126 vehicle hours per week to maintain this vital service. This represents an additional minimum expense to the Port Authority of an estimated $85,000 annually.

(4) THORNBURG BRIDGE

The removal of buses from the Thornburg Bridge because of weight limits, created a major problem for the Port Authority to continue to maintain an acceptable level of service to the residents of those communities west of the bridge.

Similar to other bridge closings, no feasible deviations were possible for the affected service routes. For example, ROUTES 26C/E/F and 26U were scheduled to terminate at the east side of the bridge and new routings instituted from the west side of the bridge to enable those citizens to reach their downtown and intermediate destinations. In addition, a new RP Flyer was created to serve patrons of the 26C route including Pennsbury Village and the Rosslyn Farms area. This required a completely new schedule. A detour service for ROUTES 26E/F and 26U was inaugurated via Highway Route 60 to Lorish Road and West Park via McKees Rocks to reach downtown Pittsburgh, which required an additional penalty of 30-minutes travel time for our passengers. Service was eliminated from Highway Route 60 and Lorish Road to the bridge.

All of the above schedule adjustments, additions, detours, etc., have proven to be extremely costly to PAT's operation in the form of additional running times, vehicles hours and manpower. Also, because of the extensive circuitous detour routings, patronage has dropped and residents have been forced back into their private vehicles. Past experience has shown that this type of lost patronage is seldom recoverable.

(5) 15TH STREET BRIDGE, MCKEESPORT

ROUTES 60U/W LIBERTY–LINCOLN–ELIZABETH TOWNSHIP Connect the residential areas of Elizabeth Township, Lincoln Borough and Liberty Borough with the City of McKeesport. Routes currently operate via River Road and the 10th Ward in McKeesport to the Lysle Boulevard Bridge to reach the CBD. This deviation has deprived the residents of Market Street of a direct service, who now must use an alternate service on Walnut Street. To maintain this service at minimum expense, headways were lengthened, resulting in some loss of passenger revenues and an increase in vehicular mileage.

(6) OAKWOOD BRIDGE

A very substantial savings was lost to PAT operations as a result of the weight limit placed on the Oakwood Bridge. Major use of this bridge was for ON and OFF-ROAD routings for ROUTES 26B/C/D. Further, a curtailment of ROUTE 31A service was mandated to that residential area beyond the bridge since no feasible detour was possible.

(7) SEWICKLEY BRIDGE (WEIGHT RESTRICTED)

Since no feasible detour was possible, direct service between Coraopolis and Sewickley was eliminated. This portion of our ROUTE 21A service represented an estimated 10% loss in passenger traffic and has created an extreme hardship on those residents traveling to and from the Ohio Valley Hospital. In addition, ROUTE 21A and 25B on and off-road buses were affected by this weight restriction.

(8) ELLSWORTH AVENUE BRIDGE (SPAHR STREET) (WEIGHT RESTRICTED)

Bridge was on direct routing of PAT ROUTE 75 WILKINSBURG-EAST LIBERTY. The 5-ton load limit placed on this bridge necessitated a detour over residential streets that increased the travel time by six minutes in each direction.

It must be noted that every bridge closing to PAT revenue vehicles carries an exorbitant price tag relative to operational costs and loss in revenue passenger traffic. There are no satisfactory detours since any deviation from a direct route adds travel time for the passenger trip, usually over circuitous roadways and streets not compatible to bus operation. Added travel time is additional expense in operators' wages and vehicle miles. Due to the topography of PAT's service area and related demography, alternate routings are not possible. It is obvious that the bridge problem in Allegheny County must be resolved to insure the safe operation of buses and trolleys with maximum expedience to alleviate the hardship on the transit patron and to normalize PAT operational costs.

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ALLEGHENY COUNTY LABOR COUNCIL,
Pittsburgh, Pa., September 22, 1976.

Hon. JAMES J. HOWARD,
Chairman, Subcommittee on Surface Transportation,
Rayburn House Office Building,
Washington, D.C.

DEAR CONGRESSMAN HOWARD: One of Allegheny County's most valuable resources is its people. At the core of its population is the 574,000 hard working, well trained and highly skilled men and women who make up its work force. However, for them to fully utilize their skills and talents they must have safe, dependable routes to their work places. The bulk of them, whether by private or public transportation, daily cross and re-cross Allegheny's 1,700 bridges. The state of these bridges is such that they do not always afford safe, dependable access to the work site. Recently the ninety-three year old Smithfield Street Bridge was closed for emergency repairs, and about 50,000 trolley passengers alone were unable to enter Pittsburgh's downtown area each day it was closed.

The need for federal help in repairing and rebuilding Allegheny County's bridge system is of crisis proportions. The circumstances from which the crisis arose have been documented by testimony before the Congressional Sub-Committee on Surface Transportation. That testimony indicated the enormous effort required to restore the County's 1,700 bridges; and current estimates of mid-range repair and replacement costs of $250,000,000 for more than 100 of these bridges (and in the next twenty years, estimates that go up to $500,000,000 as more and more bridges become unrepairable and *must* be replaced). State, county and city governments are at the limit of their respective resources, a combined $10,000,000 a year, and cannot deal effectively with the rapidly deteriorating bridge system. A solution is obviously beyond the scope of their revenue producing powers. What's needed is an investment in the future of our people. Surely such an investment guarantees future revenue flow to the federal level.

The hardships of increased travel time, increased travel costs and increased traffic congestion (with its concurrent waste of energy resources) is an ever increasing possibility as the safety of more and more bridges becomes suspect. Just as these factors run counter to the interests of workers, they will result in higher costs to manufacturers moving products to the marketplace and would not benefit our economy. What once attracted employers to Allegheny County; waterways, prime riverfront industrial sites and a good inter-connecting bridge system, now looms as a repellent which could stifle the economy of Allegheny County, Pittsburgh and a large portion of Pennsylvania.

This is not to say that we are blind to other interests and concerns that are integral parts of this mounting problem. Access to educational, cultural and social facilities will be adversely affected as more bridges become unsafe and less usable. The availability and reliability of police, fire and other emergency services that use the bridges for inter-community protection, will be dangerously limited. In short, at stake in this matter is the quality of life for Allegheny County's 1,600,000 residents.

Therefore, we urge the Congress to grant immediate relief in this crisis and ask it apply its power and resources to develop a long term solution.

Sincerely,

PAUL A. STACKHOUSE,
President.

ALLEGHENY CONFERENCE ON COMMUNITY DEVELOPMENT,
Pittsburgh, Pa., September 24, 1976.

Hon. JAMES J. HOWARD,
Chairman, Subcommittee on Surface Transportation, House of Representatives,
Rayburn Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: This letter is written in support of an immediate and effective program of action in which the Federal Government, the Commonwealth of Pennsylvania, and the county of Allegheny would join to renovate, repair and, where necessary, replace a system of bridges which is vital to the economic base of this metropolitan region and to the safety and convenience of its people.

The Allegheny Conference on Community Development, as a civic agency concerned with the prosperity of this urban region and with the quality of life enjoyed by its residents, is in full accord with the efforts of the Congressional delegation from Pennsylvania to impress upon the Congress the need for legislation directed toward making such cooperative inter-governmental action

possible—and within a time-span which reflects the urgency of the problem.

The phrase "life line" is often over-stated and misapplied, but in this instance it is literally true. The bridges which span the Allegheny, the Monongahela and the Ohio Rivers in the Pittsburgh district are the critical element in the highway transportation system of this area. Safe and uninterrupted traffic across them is a necessity of the region's economic and social life, affecting as it does the public transportation system, the movement of people in their own vehicles, the movement of necessary materials of production to the region's industrial plants, and the shipment to the nation of our industrial product.

We long ago recognized as a nation the interdependence of our highway transportation systems when we created the funding agencies which have provided many billions of dollars from Federal sources to the construction of highways and bridges in the fifty states. The Pittsburgh urban region, of which Allegheny County is the core is integral to a national system, and a failure of the system here would rightly be considered as a systemic and not a local failure.

The productivity of the industries based in Allegheny County should not, in the national interest, be allowed to suffer to an adverse impact by a public inability to maintain a smoothly functioning transportation system. Such an inability will be demonstrated if we allow our major bridges to deteriorate to the point of limited use—or, in the worst cases—to complete closure.

The Allegheny Conference on Community Development has been privileged to participate in a public-private program of improvement which has become known as the Pittsburgh Renaissance, which has gained, through the years, national recognition which we regard as merited. The Conference, as an instrument through which business and civic leaders express their public interest, continues to support the programs which changed the character of this community.

But the Conference realizes that innovation and change must be matched by conservation and reconstruction, which are the present urgent needs of the system of bridges in Allegheny County.

The Conference is therefore in full accord with the findings of the planning agencies which have analyzed the bridge problem here and reported on its serious nature, and will cooperate with the public bodies, particularly the Commissioners of Allegheny County, in the actions which must now be taken.

We respectfully urge your Sub-Committee to take appropriate legislative action, leading to Congressional approval of an effective Federal assistance program.

Respectfully yours,

ROBERT B. PEASE,
Executive Director.

STATEMENT OF JUSTIN T. HORAN, CCE, PRESIDENT, THE GREATER PITTSBURGH CHAMBER OF COMMERCE

Good morning. I am Justin T. Horan, President of the Greater Pittsburgh Chamber of Commerce. The Chamber today consists of 1,000 business firms and 2,000 individuals representing those firms. Approximately eighty percent of our members employ fewer than fifty people, so it can properly be observed that the Pittsburgh Chamber represents large, medium and small-sized businesses. The Chamber covers a seven-county area in Southwestern Pennsylvania with primary emphasis on Allegheny County.

We sincerely appreciate this opportunity to present our views to this Subcommittee on Surface Transportation on a subject of immediate and deep concern to our members. Last year The Chamber evidenced the degree of its concern for the adequacy and safety of our state highway system by leading a seven-month, statewide lobbying program which succeeded in raising additional highway maintenance funds from the Pennsylvania Legislature.

We are just as deeply concerned with the safety and adequacy of the extensive bridge system in Allegheny County.

It is estimated that more then $250 million is required to do the necessary repair and/or reconstruction bridge work in Allegheny County. The recognition given to this problem by all levels of government continues to be minimal when compared to the dimensions of the crisis. Currently, only $180 million per year in Federal funds are available *nationally* through the Special Bridge Reconstruction and Replacement Program for bridge repair. With weight restrictions and bridge closings increasing in number and frequency, this is a problem requiring immediate and substantial financial assistance.

Parallel with the obvious safety concerns for our bridges is another concern—the effect our poor and deteriorating bridges have on the economy of Southwestern Pennsylvania. In addition to having an enormous impact on the ability of emergency vehicles to directly respond to the needs of our citizens, each additional bridge on which a weight limit is imposed simply shuts off another economic artery.

Weight limits and bridge closings can create a rather fastmoving and dramatic domino effect on the economy of the Pittsburgh area. For example, if a delivery truck is forced to take an alternate route, delivery time is increased. This can result in higher labor costs due to the need to pay overtime to drivers delayed by such obstacles. The carrier sooner or later must decide if delivery rates must be increased to meet these higher costs. Higher delivery rates certainly will be passed on to the consumer. All of this says nothing regarding the waste of valuable fuel, loss of productive work hours, etc.

And all of this eventually could lead to a cessation of smaller shipments in a concentrated area such as downtown Pittsburgh. One major Pittsburgh area carrier has indicated that such shipments already are economically impractical and that if delivery rates have to be increased much higher the result could be that the businesses receiving these smaller shipments may drop truck deliveries. The issue begs the question of to whom or to what does the business (and therefore the general public) then turn for deliveries.

Weight restrictions and bridge closings also create a significant, related problem. Traffic diverted from such areas obviously must utilize other roads and bridges resulting in shorter life expectancies for these other arteries. In many cases such roads and bridges have not been designed to handle heavy traffic flows. This results in congestion and the economic problem described earlier, i.e., delays in delivery times.

Another serious, negative impact poor bridges can have on our area economy is in the form of discouraging new companies from locating here or the lack of expansion in the County by companies now in place.

Our message today is a simple one: The bridge system in Allegheny County is deteriorating rapidly. Many of our bridges are in *immediate* need of repair and/or reconstruction. Action must be taken at once by this Subcommittee and all members of Congress to launch a substantial program of bridge repair. Pittsburgh and Allegheny County play a major role in our national economy and, therefore, we believe should be a major recipient of any bridge repair funds made available by Congress.

In conclusion, we compliment the members of this Subcommittee for your recognition of a most serious problem and your determination to arrive at a solution. The Greater Pittsburgh Chamber of Commerce stands ready to work with you.

Thank you very much.

STATEMENT OF JOHN A. POWER, DIRECTOR OF TRAFFIC, POWER SYSTEMS COMPANY, WESTINGHOUSE ELECTRIC CORPORATION

My name and address are John A. Power, Westinghouse Building, Gateway Center, Pittsburgh, Pennsylvania 15222. I am employed by the Westinghouse Electric Corporation as Director of Traffic, Power Systems Company.

I have been authorized by my employer to offer this testimony in regard to the Inspection, Repair, Rehabilitation or Replacement of Highway Bridges.

Westinghouse Electric Corporation with more than 160,000 employees, is a diverse manufacturing company with a heavy concentration of plants in the eastern half of the United States. Westinghouse manufactures equipment needed to assure that an ample supply of low-cost electric power is available to homes and industry. For example, turbine-generators and nuclear reactor systems to produce electricity, transmission and distribution equipment to carry electric power to the user and control its flow, and meters and other instruments to monitor and record the consumption of electricity. I have included as an appendix our Business Address Directory [1] that lists all of our division offices including plant locations.

For example, on Page 6 of this directory, our East Pittsburgh, Pennsylvania plant at 700 Braddock Avenue is listed. This is the oldest Westinghouse plant and is headquarters for one of our largest manufacturing divisions. Ten thousand employees at this location engage in the design and manufacture of vital electrical machinery that is sold and distributed nationwide as well as in foreign commerce. Another 10,000 employees work at various locations throughout Allegheny

[1] Retained in Subcommittee files.

County, Pennsylvania in similar type activities connected with the diverse business functions of the corporation.

The products made and people employed by Westinghouse in Allegheny County, Pennsylvania are vitally affected by the continued deterioration of the highway bridge system in this area.

Our need for a well-maintained and adequate bridge system is covered by three main areas of concern.

1. The safe and timely passage of employees to and from their working locations.
2. The orderly and timely transport of operating supplies, raw materials and finished products involved with our manufacturing operations.
3. Adequate transportation networks to handle emergency situations such as fires and accidents.

Among the many factors considered in the location of new industry as well as the good maintenance of established commercial activity is a sound, adequate transportation system. The increasing dependence on highway transport due to the shrinkage of railroad service and capability in the United States makes highway transport the only practical alternative for the handling of most of our people and product transportation. Other alternatives are either too long range or unproven in nature and do not solve the problem we are faced with today.

The bridge system in Allegheny County handles not only local people transport and commerce, but interstate and foreign commerce as well. To remain competitive and to avoid waste in energy and time, the highway bridge system of this area must be maintained. If it is allowed to deteriorate, if bridges are taken out of service completely without adequate replacement, the economic impact both in qualitative and quantitative measure on Allegheny County, Pennsylvania will be severe.

Westinghouse Electric Corporation facilities and plants in the Pittsburgh area are but representative of many of the other industries in Allegheny County who rely heavily upon its highway and bridge transportation network. The continued viability of our activities in this area again depends upon a safe, reliable highway transportation system.

Your consideration of these factors in studying the inspection, repair, rehabilitation or replacement of highway bridges would be most appreciated.

Mr. HOWARD. To follow up on the frightening aspects, I wonder about the personal fear such conditions may induce. Like I saw bridges when I was out there—and they're on the slide here—where you have restricted the use of that bridge on the side lanes and sidewalks. I would imagine a lot of drivers become fearful at your telling them, "Well, you may use this bridge, but be sure to stay in the middle."

It seems to me there would be an awful lot of people—and I don't mean just "little old ladies"—but an awful lot of people who would just go around and take another bridge, and not want to go over a bridge where you're telling them they have got to stay in the middle.

Mr. FLAHERTY. I think it's interesting that Congressman Heinz just recently conducted a mail poll which was announced in our county. The highest concern of citizens in this county was the condition of the bridges and the roads. So I really think the fear is there. The citizens are experiencing it. And as each new crisis arises, I think it's going to get worse.

Mr. HOWARD. Before I get to the other questions, I would just like to state we are very happy to have with us, having just arrived from his other duties, a Representative from the Pittsburgh area, our colleague Bill Moorhead from the State of Pennsylvania.

Congressman Moorhead has been very active in this field. We have a great pile of letters from him concerning this situation to bear that out.

I would like to welcome Mr. Moorhead this morning and ask if he has anything he would like to state at this time.

Mr. MOORHEAD. Thank you, Mr. Chairman.

I have nothing to add. I think the Chairman of the Board of County Commissioners has made an excellent statement and, of course, I endorse everything he says.

Mr. HOWARD. Yes, the entire group has.

The gentleman from Pennsylvania, Mr. Shuster.

Mr. SHUSTER. Thank you, Mr. Chairman.

I certainly want to compliment you on your outstanding testimony as well.

One of the things we have to concern ourselves with at the Federal level is the question of what's different about this problem than the bridge problem some place else in the country. I wonder if there aren't two additional perspectives to this problem which do make it different. I would ask if you agree or disagree with this.

First, most cities in America grew up around a river, or two rivers. The Pittsburgh area has grown up around four major rivers; therefore, the fact that you have more rivers substantially and greatly increases this problem.

Do you agree with that?

Mr. FLAHERTY. Yes, I would agree with that.

Mr. SHUSTER. Second, another aspect of the problem is it seems to me not only do you have a river problem, but you have a problem with the terrain. Therefore, many of these bridges do not cross rivers, but cross gulleys.

Is that not also an additional significant difference?

Mr. FLAHERTY. Yes, I think it is. And to add a subpart to that, in those gulleys there is usually located tremendous, extensive, railroad facilities which bear the commerce of our region, which is necessary for us to go over. Otherwise, we would have to disrupt the rail traffic.

Mr. SHUSTER. I am very much concerned about the problems with the Fort Pitt Bridge. I would except that this bridge, 16 or 17 years old, would be adequate at this point.

Is there really something wrong with the construction here? A bridge shouldn't deteriorate in spite of the climatic conditions in 16 or 17 years. Was there something short-circuited, something wrong in the actual construction, in the quality of materials or type of materials?

Mr. SIMS. Mr. Shuster, I would say there was not. In that 17 years, the use of salt for snow removal has become increasingly greater. We are now faced with another national emergency, due to the fact we have bridge decks which don't even last 10 years.

We are in the midst of an extreme effort, an experimental stage, of all kinds of different things to protect bridge decks and bridge concrete from the effects of salt which is used in winter maintenance.

Hopefully, we also have some experimentation going on in what could replace salt which would not damage bridges in this way. I would hope that would bring out some results there.

But no, I would answer your question, I do not feel there was anything basically wrong with the design or construction of that bridge. It's just that the elements in the salt are a tremendous detriment to it.

Mr. SHUSTER. If I understand you, Mr. Sims, you're saying there is an intensive effort being made to look at the different technology, different construction materials, perhaps?

Mr. SIMS. Yes, sir, particularly in the deck area. We are using epoxy-coated rebars, galvanized rebars on deck surfaces which don't allow water and salt run to go through them. It appears some of them are much better than others. It is a long-range test to find out the solution.

Mr. SHUSTER. I come now to what I think is a hard question, but it's one that needs to be asked. I would emphasize I previously expressed my sympathy for this problem, and I certainly support this effort. But I would emphasize that Commissioner Flaherty has been in office 9 months, and obviously, is part of the solution and not part of the problem.

Now, having said that, is there not a degree of indictment here, when we look at all these problems which have been amassing over the years, relative to county and State officials? How did we get to this point?

Mr. FLAHERTY. May I take that?

Mr. SHUSTER. Is it the Federal Government's fault that we are here?

Mr. FLAHERTY. Well, I know it's not a nice thing to say when you come to Washington, but I really have to say that based on last year's figures, if this trend of Federal spending that has been going on—where last year Pennsylvania paid $2 billion more in taxes to the Federal Government, than it received back from the Federal Government, that such a trend would not take long naturally, to cause a deterioration of the quality of life.

You know, we did not ask the Federal Government for funds with which to build these bridges. Inflation took the cost of these items beyond our control. I think we would be able to help, but if our Federal dollars are leaving and being spent—let's look at the figures in the highway and sewage category. Pennsylvania is tied for 33d among the States on a per capita basis as far as Federal spending goes, far behind most of the Western States, and even some from the Midwest and South.

The per capita figure for Pennsylvania is $47, compared to $54 of the Nation. In total spending taxes ratio, Pennsylvania gets back 87 cents on the dollar, compared to, let's say, our neighbor, West Virginia, which gets $1.34 back on the dollar and other places in the country.

In defense contracts ratio, Pennsylvania had the greatest disparity from the national figure. The spending amounted to $135 per capita in the State of Pennsylvania, where it was $201 in the rest of the Nation.

I don't think that the Joint Economic Committee of Congress was too far off when it suggested shifting of many of the Federal contracts to high unemployment areas of this kind to help correct this imbalance of payments, if you might call it, that is taking place.

We are here today talking about a situation that could be corrected by the Federal Government putting back into Allegheny County really 10 percent of the deficit of $2 billion. We need $250 million really to correct our entire problem.

So that I can't say that all of the fault lies in one place or the other. I really think you can't ignore those national spending trends when they are brought out in the deficit.

Mr. SHUSTER. I am very sympathetic to the problems you have. In fact, Congressman Moorhead and I have just gone on a newly-formed

committee of Northeastern and Midwestern States to concern ourselves with this drain from our area.

Mr. SIMS. May I add to what the Commissioner said? I would hesitate to say Congress has been wrong in the past. Therefore, I have to watch how I say this——

Mr. CLEVELAND. It won't embarrass me a bit to have you say it. I'd be delighted to have you say it.

Mr. SIMS. Over the years the Federal assistance program has very drastically and very pointedly ignored maintenance problems in the allocation of funds, sharing funds to the States. In the three R program, which was incorporated in the 1976 bill, I think a very effective step was taken in the right direction. But for many, many years in the highway industry we were in a constant fight with the Federal Highway Administration, or the Bureau of Public Roads, due to the restrictions they had on them, because of the way Congress had passed legislation which forbade them to get involved in maintenance, so much so they wouldn't even consider types of construction which would reduce future maintenance.

The cry was always, "Low cost initially," and if you tried to get something which would have built-in maintenance features in it, we were always turned down. So some of the problems involved with long-range maintenance were created by the attitude of Congress in the past on what you could do with the funds coming to the States.

We would hope the three R program would not be adulterated by redtape to a three small "r" program, by things you have to do to get this money which is now allocated to us. I hope the trend will continue in that direction, because we desperately need that type of aid.

Mr. FLAHERTY. I don't mean to imply that we're alone in this. I know we share with our adjoining State, New Jersey, on this loss of revenue, and New York. But together, the three of us lost $10 billion in this balance-of-payments situation.

Mr. SHUSTER. Yet there is no assurance at all that if these funds were to go to Pennsylvania or any other State, that they would be used for highways or bridges, as proposed to some other service. Indeed, the Federal Government is not in the business, or should not be in the business, generally, of dictating to the States how its funds should be spent. This largely is a State function.

Mr. FLAHERTY. I hope the testimony we have presented here today—I think you can see it's certainly in the interest of the Federal Government to see that the steel industry isn't crippled; to see the largest coke plant in the United States, where the Clairton-Glassport Bridge is serving, that—it's down to 5 tons right now. Do you realize that none of the coke that is produced by that plant can go across that bridge and the nearest bridge to it? How long will it be before, you know, we create a situation where the rest of our economy starts leaving?

Mr. SHUSTER. Commissioner, I'm familiar with that particular bridge, having grown up in the shadow of it and having worked at the Clairton works you speak of. So I need not be persuaded of the seriousness of that problem. And I do thank you.

Mr. FLAHERTY. I would just like to say, Mr. Shuster, you think of jurisdiction when it comes to bridges. There's a situation that happened 20 years ago, when the counties and the States started arguing

over who should maintain them. You know, it's always the situation for us to look backward and try to assess responsibility, particularly when we have companies like Jones & Laughlin Steel Corp., who are planning to invest $200 million in the city of Pittsburgh works, and where U.S. Steel is on the verge of signing an agreement any day now with Allegheny County, committed to spend $600 million in our county to upgrade its facilities.

Now, if we cannot give them some assurance that they will be able to transport their goods, I'm going to have a difficult time having them make these kinds of investments in our county. And it's a matter of great concern.

Finally, if I might, I would like to say one other thing. On these weight limits, one problem we have when they're restricted, we can't post a policeman there all day long—and trucks do have a tendency to sneak across these bridges. And if they're overloaded, it could cause the kind of problem that happened recently in North Carolina, where there was an accident. The bridge went down, and there was a series of accidents following that.

Another problem, of course, is the effect that all this has on our fire protection and on the emergency vehicles that we have to service these areas—the ambulances that have been pointed out.

I think it's a problem we have to attack. The State Senate of Pennsylvania, formed a select committee headed by State Senator Jim Romanelli—he's here today, but because of the pressures of time, I would like to also submit the testimony of Senator James Romanelli which summarizes the results of the investigation of that select committee for you consideration.

Mr. HOWARD. Thank you.

[The statement referred to follows:]

STATEMENT OF SENATOR JAMES A. ROMANELLI, 43D DISTRICT, STATE OF PENNSYLVANIA

On April 23 and 24, 1976, the Pennsylvania State Senate Select Committee investigating bridges in Allegheny County met in Pittsburgh.

The investigation included visual inspection and testimony.

The evidence the Committee gathered is overwhelming on one point: Bridges in Allegheny County are in woefully bad shape. They are old, worn out, damaged and, in some cases, dangerous. I have some very basic figures showing how large a job Allegheny County has in constructing, reconstructing, and maintaining bridges for which it has responsibility.

The County is responsible for 275 bridges which are greater than 8 feet in length. Now, 135 of those 275 bridges are over 20 feet in length and 140 of those 275 bridges are between 8 and 19.99 feet in length. Bridges less that 8 feet in length are call "culverts". The County is responsible for 146 culverts. Thus, the County's total bridge and culvert responsibility totals 421 structures.

Many of these structures are old. One-half of all the bridges over 20 feet in length are over 50 years of age. Eighty (80) per cent of all the bridges 20 feet or more in length are over 25 years of age. To meet its responsibility for these numerous and old bridges, the County spends about $850,000 out of its tax budget and about $2 million out of its bond budget. However, $900,000 out of the $2 million in the bond account has been allocated for only 1 bridge.

Thirty-three of the major bridges in the County for which Allegheny County has responsibility have load limits placed on them.

One of those bridges is closed even to pedestrian traffic.

The Pennsylvania Department of Transportation (PennDot) has submitted a listing of 85 deficient bridges including 54 bridges with load limitations and one that is closed to traffic.

Estimates on what it might cost to repair and replace the bridges in the County range up to $415 million.

Allegheny County estimates it needs $30 million to bring into acceptable condition the bridges for which it has responsibility.

Allegheny County also estimates it needs to spend an additional $2.35 million per annum to maintain its bridges.

PennDot has estimated that it needs $383 million to replace or reconstruct the bridges for which it is responsible. These estimates include only those bridges "which should receive immediate attention to avoid possible closure to all traffic in the near future".

What I am saying boils down to this: Bridges are a very expensive proposition.

And, the inescapable fact of life in Allegheny County is that bridges have played and are playing a major role in the economic developments of our area.

As one of the Select Committee's witnesses said: "Transportation is absolutely fundamental to virtually any form of economical activity."

This same witness made a statement about bridges in Allegheny County that could be applied to the state.

"Hundreds of bridges in Allegheny County are a logistical life line. 'Logistics' is the process of procuring materials and transporting them from one place to another, and modern industry is completely dependent upon its logistical situation. Job producing industries need a whole series of 'accessibilities' in order to function today: accessibility to a labor force, accessibility to customers, accessibility to suppliers. If you cut off that accessibility, if you cut that logistical life line, as we surely will if our bridges continue to deteriorate, you will strangle the economy of the area in congestion."

Before the economy of the area gets strangled something must be done to provide the wherewithal to solve the problem. That's why we desperately need your help.

Mr. HOWARD. Mr. Flaherty, as for the discussion on fault and all, we do find certainly those in the Northeast and Midwest, and some other areas, that may not be getting back what they contribute but I would hope we would not be feeling, therefore, we have to sort of bend in this national program and let every State go its own way. Because many of the things we're doing, such as the highway and transportation system, is a national problem and the people of this country should be able to feel that they are on adequate, safe roads in every State in which they travel rather than just in their own State.

I come from the State which traditionally has sent more tax money to Washington, per dollar, than we received back, than in any State in the Union. So we do feel this pinch. But we do get in the kind of a situation in looking at a particular program, perhaps in the highway program, where some States send in more from their States in gasoline tax for the highway trust fund than they get back, or they may find it in another program, whether it's water pollution control or whatever, that we may be better off than the other States.

It all boils down to kind of a formula that we set up, which is a needs formula, an ability formula, the needs of the States in that particular area and their ability to be able to match or put money into it.

Remember the amount of ridicule heaped upon New York City recently, about the fiscal situation it was in. People from many States who are the beneficiaries of the highway trust fund, and many other national funding programs, are ridiculing New York City about not being able to pay their bills, and "they ought to be as fiscally responsible as we are."

We look at the tax figures and find New York City annually sends to Washington something on the order of $19 billion a year, and gets back $8 billion a year—probably the greatest discrepancy on the minus side and, of course, not equaling the great plus for the State of Alaska, which I believe gets a total of $12 for every dollar it sends in.

But to have national stability in the programs, there has to be a certain amount of give and take and it is difficult in trying to work out an equitable formula for these many programs.

We do have the House in session. I would just like to state there may be times in the coming hours of testimony where there will be quorum calls, or votes on the House floor, and we will have to recess periodically to be able to have the Members answer those calls.

I wish to thank you colleagues who have been here this morning, because the House was in session beyond 3 a.m. this morning.

I will recognize at this point the gentleman from Minnesota, Mr. Oberstar.

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

I'm not a member of the subcommittee, but I'm very much concerned about the bridge needs and I just wanted to add what will now be a footnote to the chairman's remarks.

Pennsylvania is a donor State. It gets 97 cents back for every dollar you put in cumulatively over the years in the Highway Trust Fund. Then you've got back 95 cents for every dollar from the Federal Highway Trust Fund, and even those figures might be somewhat distorted because, in the process of collection, many of the corporate headquarters that are located in the State of Pennsylvania report figures that they paid from outside the State, so that it shows as funds paid into the Highway Trust Fund which may distort the figures on the return of investment.

The point is, we do need a national bridge program. Your testimony has been very helpful here by pointing up the specific needs in the particular area where you have a high concentration of bridges with deterioration problems, and you're looking into those in more detail next year on a national basis, to establish a national program.

I think you ought to be very proud of your Pennsylvania congressional delegation and leadership, especially colleague Shuster, who has seen the need and seen the outflow of dollars from the Midwest and Mid-Atlantic States, and has joined in the formation of a coalition of Congressmen—numbering over 200 from these States—and I'm a member of that group, to reduce that flow of Federal dollars and concentrating them back in the areas which earlier in the Nation's history were wealthy and prosperous, and who now suffer a period of decline, who now need more help than other parts of the country.

So we are doing those things, and we think you ought to know that. Thank you.

Mr. HOWARD. The gentleman from New Hampshire?

Mr. CLEVELAND. I appreciate the gentleman yielding. I have only one comment to make, and then I would like to yield to my colleague from Pennsylvania, Mr. Myers.

My comment is simply this—and I won't ask the panel to respond because time is short. One thing I have been thinking of in listening to your tale of woe—I gather that at least part of the tale of woe is that there is not enough money being spent right now on bridges. Of course, this prompts me to comment, that periodically when you have battles on the floor of the House, and this committee, on the Highway Trust Fund, the much maligned Highway Trust Fund, you continually hear these stories about the Highway Trust Fund is a swollen monstrosity that should be used for mass transit, used for this and used for that.

It just brings home to hard fact that the demands on the Highway Trust Fund are still extraordinary—and that's only part of the story. I just can't resist putting in a good word for the Highway Trust Fund. And these people, many of them, who are complaining about what they're getting from the Federal Treasury joined in the last "raid" on the Highway Trust Fund.

With that comment—and it's not a question—I yield to my colleague from Pennsylvania.

Mr. MYERS. I thank you, Mr. Cleveland.

I would just like to follow up what Mr. Cleveland began. I think Pennsylvania was one of those States that suggested a significant change in the Highway Trust Fund this year, to the point where there would have been little, if any, Federal Government leverage in establishing national highway programs priorities.

There has also been a suggestion that mass transit operating funds be subsidized out of the Highway Trust Fund. Would you, as a county commissioner, rather see the Highway Trust Fund reserved as it is to attack bridge and other highway problems before we have it disassembled or before we use those funds for mass transit?

Mr. FLAHERTY. I certainly think the use of the funds for bridges is intimately connected with the use of the funds for mass transit. As a matter of fact, the Smithfield Bridge that we talked about is our mass transit bridge for trolleys from the South Hills. It will have to be rerouted—we could have no mass transit without those bridges. So I think the Congress is really going to have to address itself to the needs of the bridge problem, and I would have no problem, if the Highway Trust Fund were reserved for the needs of the bridges, but I don't necessarily argree that that would have to be bone at the expense of mass transit.

I don't think that everything in this country has to be an either/or proposition, and that's why I address myself, you know, to the loss of tax revenue.

Mr. MYERS. Let me get down to the hard, economic facts. We have just so much money, and unless the State or Federal Government increases the user tax, we cannot fund every need adequately. Are you aware of whether the State of Pennsylvania has given any indication that they are willing to place an additional 1 cent tax on gasoline to attack the statewide bridge problem?

Mr. FLAHERTY. There is a bill presently pending, as I understand it, that would call for a 2-cent increase in the gasoline tax, and we are in the process of trying to amend that bill so that 1 cent would be allocated entirely and only for bridges, and of that amount a certain percentage would be reserved for local use.

Mr. MYERS. As the chairman indicated, we in the House did increase the special bridge category Federal share to 90 percent, similar to one provision in Mr. Heinz's bills, and I support that direction.

I find it difficult, though, to be so parochial as to say only one county in the United States should have that situation available to them. I can show you cities in my congressional district which, although they don't have the number of bridges you do, have had industry move out, or certainly no new industry moving in, because the bridges are too small and would require money to rehabilitate. So it would appear the problem is much broader than just Allegheny County.

From that standpoint I do support an increase of the Federal share for bridge repair.

Also, there was some action here on the floor of the House this year which put a cap on spending out of the Trust Fund, which I opposed. I think if we collect the money, we ought to be spending it.

In a related area, I would like to ask your opinion of the proposal to raise truck weights in the State of Pennsylvania. What's your position on that?

Mr. FLAHERTY. I don't favor the raising of truck weights, if that's what you're referring to.

Mr. MYERS. Do you think it has a relationship to the problem we are discussing here?

Mr. FLAHERTY. I just would not consider right now—you know, the fact we're involved with lower weight limitations facing us throughout Allegheny County, that that would add significantly to our economy. I don't really feel the additional weight they would carry would necessarily confer that great a benefit. I would say the greatest steel-producing county, I don't think it's worth it.

Mr. MYERS. Thank you.

Mr. Sims, in H.R. 15325, there is a section which would require that not less than 10 percent of the funds authorized to carry out this section would go to specialized counties.

Do you, as a representative of the State, have any problem with that? I know the States have been down here lobbying for more and more control, and less and less Federal direction on how moneys are spent.

Do you see that section as a problem at the State level, if we mandate a certain allocation of spending? Is this where the State wants to go?

Mr. SIMS. The State is in a position where a lot of the problems we're talking about—bridges, roads or whatever—are not on the State highway system. It is my understanding under the State law, we could not come up with the matching funds for that portion which is not on the State system.

If you mandate funds to roads which are off the State system, then it would be up to the local municipality or jurisdiction to match that money, whatever the percentage might be. That might cause a problem for them, if that's the type of thing you're talking about.

Mr. MYERS. If, in fact, there are some counties that have problems with State bridges and a program was proposed to require the State to do something to specific bridges, is that a problem for the State?

Mr. SIMS. The State, in its present condition, would have to fund that matching money with borrowed money. In a way that's a problem. That's our problem in Pennsylvania, in that we are a great deal in debt in the highway program.

Mr. MYERS. Thank you, gentlemen, for your appearance.

Mr. FLAHERTY. May I say, Congressman Myers, the highway trust fund may or may not be the proper vehicle to handle the bridge problem. I have seen estimates as high as $10 billion for the national problem. I'm not so sure that you perhaps shouldn't consider the separate use of a separate bridge trust fund, if that were necessary to free the pressures from the highway trust fund to accomplish the other purposes.

Mr. HOWARD. Thank you, Mr. Myers, for your appearance here today, and for the activities you have had in working with the problem, not only with the committee, but in correspondence with us between hearings concerning the problem here, in Allegheny County as well as throughout the Nation.

Mr. Flaherty, we certainly wish to thank you for your excellent testimony. I couldn't think of testimony that could be better in focusing in on this problem and what it means to entire communities such as Allegheny County, as well as its national scope. We probably will be in touch with you for more information in the future.

We thank you very much for appearing here this morning. There is a quorum call going on in the House at the present time. The series of hearings will continue in approximately 15 minutes, when our next witness will be our colleague from the State of Pennsylvania, Mr. Heinz.

[Whereupon, the subcommittee was in short recess.]

Mr. HOWARD. The subcommittee will come to order.

Our next witness, the subcommittee is very happy and honored to have with us a colleague, a Member of Congress from the State of Pennsylvania, the Honorable H. John Heinz III.

Mr. Heinz is the sponsor of H.R. 15325, the Bridge Safety Act of 1976.

Mr. Heinz, I wish to thank you for your interest and your introduction of this legislation, and the information you have presented several times to the subcommittee, and also to all of our colleagues who have pointed out the severe problems.

Mr. Shuster has just been called away for a few minutes. He intends to return before you have completed your testimony.

TESTIMONY OF HON. H. JOHN HEINZ III, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA

Mr. HEINZ. Mr. Chairman, first let me thank you and your distinguished colleagues on the subcommittee on setting up this hearing and in taking such a broad variety of testimony. It is greatly appreciated, I think, by the people in my county and the State of Pennsylvania, and indeed, across the Nation.

I would like to take special note of the interest shown in your committee by my two good colleagues from the State of Pennsylvania, Congressman Shuster and Congressman Myers. They have been quite helpful to me in many ways, and I just want to recognize their contribution here today.

On behalf of Commissioner Flaherty, I would like to present to you, Mr. Chairman, something I hope you will include in the record, a telegram sent by Madeline Davenport to Commissioner Flaherty. It reads, in part, as follows: "This morning a section of the West End Bridge fell into the Ohio River, causing James Kelley, age 56, a pedestrian walking on it, to fall into the hole. But his arm apparently caught on the superstructure where he remained trapped for 1½ hours. Fortunately he was rescued in time and is in good condition."

I would ask, Mr. Chairman, that I might submit that for the record.

Mr. HOWARD. Without objection, it will be entered in the record immediately following the testimony of Mr. Heinz.

Mr. HEINZ. I would like to preface my remarks before this subcommittee with this thought: You will be considering several bills here today. Obviously, I believe my approach has more appeal and makes more sense than the others you will hear about today.

But I would issue this warning to the subcommittee: You must do something about the problem of unsafe bridges and you must do it fast. Inaction by Congress on this issue could cost lives.

Whether Congress adopts my legislation, or someone else's, I would hope that these hearings today will produce constructive legislation. We have a chance today to act before tragedy happens, to anticipate it, and not simply to react to it. I would hope that we seize this opportunity.

I want to compliment this committee for wanting to do something constructive about one of the most serious transportation problems facing this country.

This subject is not exactly alien to you and certainly not to me.

It is my understanding that there are a number of bills before this committee: H.R. 2721, a bill providing for an emergency off-system bridge replacement; H.R. 14572, which would rehabilitate, reconstruct, or replace bridges in Allegheny County, Pennsylvania; H.R. 14900, a bill to establish a program for inspecting, repairing, rehabilitating or replacing bridges; and H.R. 14890, H.R. 15103, and H.R. 15325, which would establish a program for repairing and replacing unsafe highway bridges. These last three are identical bills, which I introduced with cosponsors.

The reason for all these bills is clear—the dreadful state of too many American bridges, and the fact that the special bridge reconstruction and replacement program is totally inadequate.

As the members of this subcommittee will recall, not quite 10 years ago the Silver Bridge between Point Pleasant in West Virginia and Kanaqua in Ohio tore loose from its supports and plunged into the Ohio River during the height of the evening rush hour. Forty-six adults and children fell to their deaths.

Last year, near Winston-Salem, N.C., a bridge over the Yadkin River collapsed, killing 4 persons and injuring 16 others.

In Boston, last June, the Chelsea Street Bridge creaked open to allow an oil tanker to pass. When part of the massive concrete counterbalance shifted, the span stuck, and it has remained that way ever since.

Even a great American landmark, the San Francisco Golden Gate Bridge, is in need of repair. Engineers report these costs to be in excess of $85 million.

Unsafe bridges have attracted the attention of the public. But I am afraid that Congress won't be moved to act on this critical issue until another major bridge disaster occurs and more lives are lost. How, then, would we justify inaction to the people of this country? The people of America would point to the fact that Congress has been aware of the inadequacies of the existing program. It was as early as 1975 GAO reported to Congress that the bridge problem was ". . . of such magnitude that the marshaling of all pertinent highway programs, including the safety programs, is needed to make any prompt progress." Congress must act, not react! We need action, and action now!

The current special bridge reconstruction and replacement program at $180 million a year has not had sufficient funding, nor does it have

a workable matching ratio. Changes must be made. Yet we are near the end of the 94th Congress and no action has been taken.

My congressional district, and in fact the State of Pennsylvania, face an emergency situation. Pennsylvania has been alloted $11.7 million (only a fraction of the amount needed to repair the bridges in Allegheny County alone); of that there is still $11.1 million unused because Pennsylvania cannot meet the unreasonable matching ratio of 25 percent.

The current bridge program required the inspection and rating of all bridges. That inspection is now almost complete.

The results are not comforting. For example:

There are 563,000 bridges in the United States, and 72 percent or 407,000 were built prior to 1935.

On the Federal aid system alone there are over 231,000 bridges and more than 34,000 of these bridges need to be replaced. The number of bridges needing replacement jumps to over 80,000 when you add those bridges not on the Federal aid system.

The average age of all bridges in the United States is more than 40 years.

Most of these bridges were designed for the lighter, slower traffic of an earlier generation, and certainly not for the high speed, heavier traffic of today.

The special bridge reconstruction and replacement program is not working. We need, and need now, between $10 and $31 billion to replace bridges that currently are classified by the Department of Transportation as being candidates for replacement.

Moreover, these estimates exclude consideration of continued deterioration of presently deficient bridges, the normal deterioration of safe bridges, and inflation.

To date, there have been only 670 bridges replaced under the Federal program, a rate of about one bridge, per State, per year.

At this rate it will take a minimum of 80 years to bring our Nation's bridges to a standard of safety which citizens of this country have every right to expect.

For those who remember the Silver Bridge and other disasters, 80 years is too long a time to gamble that more rotting bridges won't collapse.

The lack of safe bridges is a national problem affecting all the States. Allegheny County, in which my district is located, has 19 bridges that are candidates for replacement. A 1975 report to Congress by the Comptroller General of the United States listed 960 bridges in my State of Pennsylvania as being unsafe. And the Pennsylvania Highway Information Association released a study citing 1,800 unsafe bridges in Pennsylvania. Yet Pennsylvania ranks 13th among the States having unsafe bridges. Those that exceed Pennsylvania are: Oklahoma, 2,783; Louisiana, 2,618; Illinois, 2,071; Nebraska, 1,676; Kansas, 1,563; Arkansas, 1,320; West Virginia, 1,180; South Dakota, 1,123; Florida, 1,040; and Georgia, 988.

One of the bills before this subcommittee today, the Bridge Safety Act of 1976, H.R. 14890, is the result of months of study and consultation with highway and transportation officials throughout the country. The safety bill recognizes that the problem of unsafe bridges is a national concern. This problem is so great that it will never be solved by piecemeal legislation. If we are going to act, and we must

act and act now, we must take the broad rather than the parochial approach.

H.R. 14890 builds on the present Federal Aid Highway Act by providing $720 million per year for the special bridge reconstruction and replacement program. This amount is realistic and commensurate with the magnitude of the nationwide problem. The bill increases the Federal-State funding ratio in the present program from 75/25 to 90/10. The bill also extends the highway trust fund through 1990 to provide sufficient time to get the job done. This is a pay as you go method that will not place the burden of financing on the general treasury. Most importantly, this bill provides for the immediate repair of the "killer bridges," thus reducing the threat to human life. By repairing these "killer bridges" now, the effect of inflation and the cost of total replacement later will be greatly reduced.

The Bridge Safety Act of 1976 will be of great benefit to all States. However, the bill recognizes that for various reasons, including their essentiality for public use, topography, population, length spans, and loan carrying capacity, certain States and counties depend on bridges much more than others. This bill directs the Department of Transportation to identify these areas and give first priority to those with the most critical need. Moreover, a certain percentage of the total appropriation each year will be set aside so that individual counties may apply for emergency funds, without respect to their State's appropriation.

For these reasons, I believe that H.R. 14890 identifies and meets the needs addressed by the other bills before this subcommittee, but in a more complete and realistic manner. This is demonstrated by the fact that this bill is supported and cosponsored by a bipartisan group of our colleagues and has been endorsed by well respected groups outside the Congress (National Association of Counties, Pennsylvania Parent-Teachers Association, the American Road Builders Association, and the American Iron & Steel Institute).

Finally, I would like to share with the members of this subcommittee a study on the employment impact of H.R. 14890 by the Library of Congress:

> As introduced, H.R. 14890 provides for $720,000,000 each fiscal year through 1990 for bridge repair and replacement. Using 1976 F.H.W.A. and Bureau of Labor Statistics data for all highway construction (separate data for bridge construction is not available) it is estimated that a outlay of $720,000,000 would create approximately 34,000 jobs of one year's duration. This would be 17,136 onsite jobs and 17,280 offsite jobs per year. These estimates assume a nine month employment year in onsite construction (due to seasonal factors) and a full employment year in offsite construction and manufacturing. It is impossible to accurately predict the induced employment of such a program; however, Mr. (Dave) Gorman (Cost Analyst, Interstate Reports Section of the Federal Highway Administration) estimated that an additional 48,000 jobs might be created over a several year period for each $720,000,000 outlay, this would be due to the multiplier effect of such an expenditure.

Mr. Chairman, the Bridge Safety Act of 1976 is aimed at solving a national problem. All over this country unsafe "killer bridges" present a clear and present danger. Immediate action on a comprehensive solution is absolutely vital. I urge all Congressmen, including the leadership of both parties, to get behind H.R. 14890, or any bill which will eliminate bridge hazards. (Of course, I reserve the right to offer amendments.) I am making strenuous efforts to get the full backing of the administration. There is no doubt in my mind that

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this kind of support would produce a change in the inadequate existing law this year.

Mr. Chairman, I have with me and would make available for the record, if the chairman so desires, letters of endorsement and support from the National Association of Counties, the Pennsylvania Parent-Teachers Association, the American Road Builders' Association, and the American Iron and Steel Institute.

Mr. HOWARD. Without objection, they will be made a part of the record.

Mr. HEINZ. Thank you, Mr. Chairman.

[The following were received for the record:]

AMERICAN IRON AND STEEL INSTITUTE,
Washington, D.C., September 28, 1976.

Representative H. JOHN HEINZ, III,
U.S. House of Representatives,
Cannon House Office Building,
Washington, D.C.

DEAR REPRESENTATIVE HEINZ: We are pleased to respond to your letter requesting our views on H.R. 14890, the Birdge Safety Act of 1976.

It is generally recognized that the number of unsafe bridges is increasing each year while the program to upgrade and repair them is not keeping pace. Since about seventy-two percent of the bridges in this country were built prior to 1935, when uniform design and construction material specifications came into use, the gap between the need for repairs and lack of an adequate program will continue to widen.

H.R. 14890 addresses this situation by significantly increasing the funding for bridge repair and replacement to a level that seems commensurate with the problem. Changing the funding ratio to 90/10 from 72/25 and setting aside ten percent of annual appropriations for emergency bridge repairs that would allow counties to receive money regardless of state funding also are steps that will help bring about a more effective program to deal with his serious problem.

The American Iron and Steel Institute can support this legislation.

Sincerely,

F. C. LANGENBERG.

AMERICAN AUTOMOBILE ASSOCIATION,
Falls Church, Va., September 21, 1976.

Hon. H. JOHN HEINZ III,
Cannon House Office Building,
Washington, D.C.

DEAR CONGRESSMAN HEINZ: Thank you for affording the American Automobile Association the opportunity to comment on your bill to repair and replace unsafe highway bridges (H.R. 14890). The problem is indeed serious and demands more funds than the Congress has earmarked for its solution. For this reason alone, we hope that your bill will serve to draw your colleagues' attention to this pressing situation.

The AAA has long advocated that bridges on our highway systems be adequate and safe. The extent of our commitment was demonstrated in 1968 when the AAA conducted a bridge inventory even before the Congress asked the then Bureau of Public Roads to do so. In subsequent years, the AAA has consistently supported efforts to enhance the safety of the motorist by repairing or replacing substandard bridges.

The AAA agrees with your recommended funding level of $720 million per year to correct the unsafe bridge situation. Appearing before the Senate Public Works Committee on July 24, 1975, the AAA recommended" . . . that future authorizations for this program should be in the range of between $500 million and $1 billion per year." Even at this level, it would take well over twelve years to correct presently deficient bridges on the currently designated Federal-aid systems with no provisions for improving those bridges that would become deficient during that time frame.

We do question your proposal to set aside ten percent of the available funds for use by the individual counties. Our heistation to support this provision is based upon two elements. First, we believe that Federal-aid highway funds should

continue to be channeled through state highway or transportation departments. This system, as it already exists, provides the mechanism for the orderly distribution of funds and resulting audit procedures. This procedure also minimizes the opportunities for duplication of efforts and misallocation of scarce financial resources, while at the same time enhances the opportunities to concentrate efforts in those areas of greatest need and of highest benefit.

Secondly, the AAA believes that the Highway Trust Fund should only be used to finance highway systems of the highest national significance. Thus, expenditures should be limited to the presently designated Federal-aid systems.

Section 219 of Title 23, U.S.C., "Safer off-system roads," already provides funds for the repair and replacement of bridges on non-Federal-aid roads. Appropriations for this purpose are made from the general funds of the Treasury, rather than the Highway Trust Fund. AAA believes that this is an appropriate way of meeting this need.

DOT has reported a $10.4 billion cost estimate to repair or replace over 35 thousand deficient or functionally obsolete bridges now on Federal-aid systems. No estimate was given for the cost of an additional 45,720 bridges which DOT notes are rapidly becoming obsolete. Certainly the magnitude of the funds needed to complete the repair or replacement of bridges already identified as deficient on the Federal-aid systems would mitigate against inclusion of county roads and earmarking of funds to other state agencies for the same purpose.

When considering priorities, we should bear in mind that the investment in bridges represents about one-third of the total highway investment and while roads on the Federal-aid systems serve about 75 percent of total traffic, they constitute only about 25 percent of the mileage of all roads and streets. Therefore, it is essential that the limited resources available from the Highway Trust Fund for bridge repair must be reserved for those on Federal-aid systems roads.

The DOT bridge inventory also shows many thousands of deficient bridges on roads which are not part of the Federal-aid system. Most of these bridges were constructed prior to 1935 and have been in service over 40 years. Even though many are located on low-volume roads, their continued serviceability is important for the local economy and public welfare. Therefore, we believe that the Congress cannot ignore these needs. Additional funding for Sec. 219, Title 23, U.S.C. would seem to us to be the proper approach in meeting this demonstrated need.

Finally, while the AAA supports an extension of the Highway Trust Fund, we qualify that support to the extent that expenditures from the trust fund are limited to highway programs of the highest national significance. Over the years the Congress has broadened the responsibilities of the Highway Trust Fund so that the fund is now in jeopardy of being able to do the job it was designed to do. We believe Congress must review the whole matter, eliminating trust fund responsibility for non-highway programs, and reducing its liability for highway programs which have only minimal federal interest.

The staggering backlog of highway needs, including the bridge repair and replacement program, dictate that we concentrate the available funds on meeting these critical needs.

Yours sincerely,

JOHN DE LORENZI,
Managing Director,
Public Policy Division.

AMERICAN ROAD BUILDERS' ASSOCIATION,
September 2, 1976.

Hon. H. JOHN HEINZ III,
U.S. House of Representatives,
Cannon House Office Building,
Washington, D.C.

DEAR CONGRESSMAN: Thank you very much for your letter of August 26, 1976, with regard to the Bridge Safety Act of 1976 (H.R. 14890).

This bill addresses one of the most serious transportation problems facing this country at the present time. We are in complete agreement with your analysis of the problem as documented by studies carried out by the U.S. Department of Transportation with the cooperation of the States. Unless this problem is given priority attention, along the lines set forth in your bill, the usefulness of many thousands of miles of highway will soon be seriously impaired because of bridge failures and deficiencies.

We have reviewed the language of H.R. 14890 very carefully. We commend you for the research which has obviously supported the drafting of this very well written bill. There are, perhaps, a few details which should be adjusted. The bill lists 5 criteria which the Secretary of Transportation must use, as a minimum, in devising a needs formula. Agreeing that legislative guidance should be provided in this particular, we see a danger that too much rigidity would result in unnecessary administrative complexity.

We certainly hope that early hearings can be scheduled on H.R. 14890. At that time, we will be pleased to present testimony strongly supporting the bill.

Sincerely yours,

DANIEL J. HANSON, Sr.,
Executive Vice President.

NATIONAL ASSOCIATION OF COUNTIES,
Washington, D.C., September 7, 1976.

Hon. H. JOHN HEINZ, III,
House of Representatives, Cannon House Office Building,
Washington, D.C.

DEAR CONGRESSMAN HEINZ: Thanks for your letter inviting our comments on H.R. 14890, the "Bridge Safety Act of 1976".

The National Association of Counties strongly supports the concepts represented in this proposed legislation. Our American County Platform specifically recognizes the urgent need for repair and replacement of what you have so aptly called "killer bridges". In a section on the national highway program, our Platform identifies "Special Local Needs", calling for "greatly increased funds for replacing critically deficient bridges, with particular emphasis on needs of bridges under county control which may not be on the federal aid or state aid systems."

We are pleased, therefore, to note that H.R. 14890 would:

Increase funding from $180 million to $720 million a year;

Increase the federal matching requirement which is particularly burdensome on the local property tax which is many counties' only significant funding source; and

Set aside 10 percent of the annual appropriations for emergency repairs, allowing individual counties to receive funds regardless of funding to their state.

There are several reasons for our support of increased attention to the problem of "killer bridges":

Threats to human life;

The high energy costs associated with lengthy detours of vehicles too heavy to cross many bridges safely:

Seriously increased load factors on bridges resulting from authority for increased truck weights;

Heavy traffic on rural bridges, delivering food from farm to market, frequently on bridges not currently eligible for federal aid, but vital to our nation's food supply.

The rapid acceleration of demands on county governments to finance health, welfare and other social costs, many of which are mandated by federal and state governments, have seriously restricted availability of local funds for such capital expenditures as road and bridge repair and maintenance; the property tax burden has reached its absolute limit in many counties.

Please let me know if we can provide additional background on this vital issue.

Sincerely,

SANDRA SPENCE,
Legislative Representative, Transportation.

UNITED STATES STEEL CORP.,
Washington, D.C., September 14, 1976.

Hon. H. JOHN HEINZ,
U.S. House of Representatives,
Washington, D.C.

DEAR JOHN: Our Mr. Birney has shared with me your recent letter to him concerning legislation which you have introduced, H.R. 14890, the "Bridge Safety Act of 1976."

I want you to know that we wholeheartedly endorse the objectives of this bill for increased monies for much needed bridge reconstruction and replacement, and also the extension of the Highway Trust Fund through 1990.

One editorial matter in the bill has been brought to my attention which involves the use of the word "repair." We would suggest that "reconstruction" might be more appropriate since it is our understanding that under present law all repair work has to be totally borne by the state, county or city. You may want to have your staff check this point.

I am sure that this piece of legislation will receive wide support, and I hope you will keep us informed on its progress in Congress.

Sincerely,

WILLIAM G. WHYTE.

Mr. HOWARD. Thank you, very much, Mr. Heinz. We certainly appreciate not only your testimony here today, but the activity you have shown for many, many months now. Because I believe it has brought to the Congress, from all around the country, a tremendous emergency situation that we do face in the area of bridges.

We have so many other priorities, where we talk about transportation legislation, that have, as you have stated, been inadequate—certainly, at the very least, in the amount of Federal commitment in the money we put to this program, as well as in the percentage of matching funds that we require the States and local communities to put up. Because if we were to get a great deal more Federal money and still keep the matching funds so high, then it would put an impossible burden on the local communities to put up their share.

So we were happy that we were able to at least provide much more money in the House bill that we all supported last year, and unhappy at having to cut it back in our conference with the other body. But the fact remains we have, at least in the House, established a precedent in this year's House bill of a 90–10 matching ratio, rather than the 75–25, which unfortunately had to be compromised in our conference with the other body. But we have made our point.

I think you have made another excellent point, about the fact that this cannot be handled as piecemeal legislation, and should not in the future, while pointing out we probably won't get the job done adequately if it remains solely as one category in an overall Federal aid highway bill, but perhaps should be treated as a unique, special, and individual Federal and State operation as to the distribution of funds.

The point you make about certain areas certainly having a greater need, not only because of their own economic situation, but the amount of dependency that their entire lifestyle and economy has in relation to bridges, is a point well taken and it brings out a point that has been brought to the Congress before.

There is a precedence in relation to the Florida Keys, where it was seen as a unique situation, and a particular pointed effort was made in that area and was made successfully, I might add.

Mr. HEINZ. Mr. Chairman, could I make a comment on that? May I ask you a question?

What was the matching ratio in that Florida Keys legislation; do you recall?

Mr. HOWARD. That was 70–30, I'm informed. Of course, a few years ago 70–30 was thought to be a rather high ratio with the exception of interstate. The Federal aid program was on a 50–50 ratio until a very few years ago, when the subcommittee changed it to a 70–30 ratio.

But I think we have, with the difficulties the States are facing, the opportunity to make a good case before the Ways and Means Committee, to be able to increase the contribution in the highway and trust fund.

I feel perhaps, as you indicated, it would be probably the best way to do it, to have the Federal share increased, because that can be done in one stroke, and it's nationwide, rather than have the 50 different States trying to come up with 50 different ways of increasing money to match a better Federal program.

Mr. HEINZ. Mr. Chairman, I would like to make just one comment on something you were kind enough to bring out, and it's something I would particularly like to bring to the attention of the subcommittee.

There is a bill, H.R. 14572, introduced on June 28, 1976, which aims at helping Allegheny County, and let me assure you that Allegheny County needs and wants the help. But the Federal share in that legislation is only 80 percent, and it mandates that the States shall pay a 16⅔ percent—we heard Mr. Sims from the State say they couldn't do that a few moments ago.

The same author put in a bill a month or two later, on July 27, H.R. 14900, where he increased the ratio, the author did, to 90 percent. And I hope that, should you feel Allegheny County merits special consideration, that you won't stick us with 20 percent, and be a little inconsistent with legislation previously offered by the same author.

I think we all recognize that what we want is a program where counties and States can have flexibility to approach the problem, attack the problem, and I hope you can go for a 90–10 ratio. I hope there will be the flexibility in it so that counties can go direct for at least a certain amount of money, if the State, such as our State of Pennsylvania, is out of money or can't float a bond issue.

I just want to be sure that we understand it is a critical problem and I'm really appreciative, Mr. Chairman, of the work of your subcommittee and what you have put into this personally yourself. I appreciate your visiting Allegheny County. Mr. Moorhead and I would like to see you again sometime. I hope it will be possible to support the work of this subcommittee just as soon as possible on the floor of the House.

Mr. HOWARD. Thank you. I'm sure the subcommittee feels, although we have had requests for 90–10 funding, as we did in your bill several months ago, and as you stated, someone else's bill had originally an 80–20, and then a little bit later came up with 90–10 funding, that the subcommittee feels—as the first group over a year ago to come up with 90–10 funding—that we feel we were right in the first place.

Mr. HEINZ. You're absolutely right, Mr. Chairman.

Mr. HOWARD. Also, I would like to just comment on a point that seems to be lost very often when we talk about these public works projects and the Federal amount of money that is being spent on them, and that is the tremendous plus factor to the economy and employment that this kind of public works funding does.

The gentleman from Texas, Mr. Wright, in speaking earlier today on these expenditures as to the interstate system, was talking about the fact that not only jobs are created in construction, and not only are additional jobs being provided in supplying the materials and all

for this, but the better transportation and mobility in and of itself adds to the whole private sector.

We talk about $25,000 being needed in the private sector to create a job in this country; in the construction of the interstate system, $6,000 of Federal investment created a permanent job in the private sector for someone. Of course, the figures you bring out on additional employment mean that this is many, many ways more an investment than an outlay, aside from even considering the tremendous and absolute need for safety and lifesaving in this program.

So I hope to see the next Congress—we're talking about the additional funds, as we said, for other modes of transportation that we looked at, the highway system and the bridge system as it exists today—look at the needs we have not only for the future but right now, to be able to see that we can do a better job with a better trust fund program, and a better matching ratio in cooperation with the States.

I think you, and maybe one other, deserve a great deal of credit for beginning to get the ball rolling on this. We certainly hope we will be able to. As I said before, and I'll say now, when we come up with these tremendous House programs, that we will have a little more of the House intelligence on the other side of the Capitol next year to cooperate with us, to see that these things become a reality.

I thank you very much for your testimony.

Mr. HEINZ. Thank you for your kind words.

I would only add I have heard both you and the distinguished chairman of the full committee, Mr. Wright of Texas, speak eloquently on the subjects of jobs and public works, bridges, and the necessary intrastructure to make ours a stronger America.

I want to compliment this chairman on doing everything in his power to make this a great country, a strong country, one we can all be proud of, and one that delivers its promise to the American people.

Thank you, Mr. Chairman.

Mr. HOWARD. Thank you.

Mr. HEINZ. If there are any questions, I would be pleased to take them. I don't wish to run off.

Mr. HOWARD. No. I think your statement was very clear, that we have come down to the situation of realizing one of the key, separate, priorities of this subcommittee should be, and is, a bridge program. It will be a massive bridge program. We are thinking in terms of perhaps a 10-year program, that would be I think more than three-quarters of a billion dollars per year, and perhaps that's not quite doing justice to what might be done in helping the off system roads.

Mr. HEINZ. I would say that, although it matches my idea considerably, it's a conservative approach.

Mr. HOWARD. I'll accept that.

Thank you very much. We would certainly hope to have your cooperation and your input with our subcommittee in developing the kind of program that you have espoused here this morning.

Thank you. I have no further questions.

Mr. HEINZ. Thank you, Mr. Chairman.

Mr. HOWARD. The next witness before the subcommittee today is Mr. Douglas Walgren, attorney from the State of Pennsylvania, and candidate for the House of Representatives, from the western part of Pennsylvania.

Mr. Walgren, we certainly thank you for your appearance and patience here with us today. We do have a copy of your prepared statement, and without objection, that will be made a part of the record at this point.

[Statement referred to follows:]

STATEMENT OF DOUGLAS WALGREN, DEMOCRATIC CANDIDATE FOR CONGRESS, PENNSYLVANIA'S 18TH CONGRESSIONAL DISTRICT

I want to thank you, Mr. Chairman and Committee Members, for letting us outline the problems we have concerning the condition of our bridges in Allegheny County.

We are here on behalf of the safety as well as the economic welfare of a large, industrially vital population center.

We are also here to avoid a disaster like the one suffered in 1967, by our neighbors down the river in West Virginia, when the Silver Bridge collapsed during the commuter rush hour.

There are two bridges in my district that suffer from symptoms very similar to those that caused the Silver Bridge to collapse.

The Thornburg bridge has a posted limit of 5 tons. Fire engines, school buses, public buses and trucks are banned and subjected to lengthy detours. This route carries a large volume of auto and truck traffic between Interstate 79 and the city of Pittsburgh.

The Sewickley bridge was part of a main truck route between the Greater Pittsburgh Airport and Northern Allegheny County. It is posted at 3 tons and the detour covers 19 miles. Its complete closing is imminent, unless extensive repairs are made.

I recently found this antique book in an antique book shop. It depicts these and other Pittsburgh bridges, some of which were already antique 50 years ago when this book was published. We are famous for our architecturally beautiful bridges. But they cannot be expected to service the kind of traffic we have today, 50, 75 and 100 years later!

Federally mandated inspections bear out the need for bridge repair and rehabilitation all over this country. The question is—how much money should the Congress assign to this need. The Pennsylvania Department of Transportation recently asked the Federal Government for $519 million and got $10 million, for the entire state.

PennDOT is now replacing one bridge here at a cost of 25 million dollars. This is nearly twice as much as we were able to spend for repairing 17 critically deteriorated bridges in the *last five years*. Surely we must do better.

The Pittsburgh metropolitan area is uniquely dependent upon its bridges for commerce and industry. Our people and businesses, large and small, contribute heavily to federal tax revenues, and to an economy just emerging from a serious downturn. Money spent here now for bridge repair will generate jobs. The quicker the better.

Pittsburgh does not want six-lane expressways. It needs bridges that are safe and serviceable. It needs connecting roads well-maintained and the gaps in existing expressways completed. But local communities have a hard time coming up with even minimal funds for these purposes.

It is ridiculous to think that the County and City can pay for the repair of their own bridges ($43 million) through the unfair property tax, already overburdened providing for the cost of education.

The federal share of the cost of repairing and maintaining bridges should be borne by the Highway Trust Fund. Both the Green bill and the Heinz bill that are being considered today, recognize the equitable principle that those who make use of such facilities should bear the cost, as is the case with the Trust Fund.

The federal share of 80% in the Green bill and 90% in the Heinz bill, cannot be reduced in view of the dire financial status of PennDOT and of many other state and local highway agencies.

H.R. 2721 recognizes the strain on sources of revenue existing in rural communities. But that budgetary strain is faced by local governments across the nation.

In short, emergency assistance for repair and maintenance of bridges can only be found at the federal level.

Mr. HOWARD. Please proceed as you wish.

TESTIMONY OF DOUGLAS WALGREN, ATTORNEY, PITTSBURGH, PA., AND CANDIDATE FOR CONGRESS, 18TH CONGRESSIONAL DISTRICT OF PENNSYLVANIA

Mr. WALGREN. Thank you, Congressman Howard.

Mr. HOWARD. We also wish to thank you for your contact with the subcommittee prior to this hearing.

Mr. WALGREN. I do appreciate the chance to come before you. I think that there is nothing more serious than drawing to your attention the problems that we have in Allegheny County.

I tried to think what I might add constructively to your time, and although it is not my responsibility to know the technical side of the bridge problem, it is my responsibility to listen very closely to what the people are feeling. And I think, Congressman Howard, you really put your finger on something a little earlier, when you were talking about the confidence of the people in their approach to these bridges, literally.

There is the Sewickley Bridge in this district, and although it is not the most important thing that I get from one side to the other of that bridge, my wife will not cross that bridge. That puts me to a 19-mile detour, which I gladly take in deference to her. But I think you can understand that the people in Allegheny County are starting to have some very grave reservations of the stability of their bridges.

Physically they see this. In Allegheny County we have potholes, and the potholes have to be repaired. The potholes occur on the bridges as well as they do anywhere else. And on the 3-ton-limit bridges, which the Sewickley Bridge is, and also the Thornburg Bridge, which is in part of my district, to repair a pothole you can't bring a truck out on there any more. So you have to go out with a wheelbarrow.

Believe me, when the people of Allegheny County see the vision of someone approaching a pothole with a wheelbarrow, knowing that the bridge would not support the truck that might have carried the material there, they begin to wonder what they are doing on that bridge, too.

I thought that I might express to you one other—two other thoughts. One is the real feeling of need that the citizens have back there, not just the county commissioner, who is faced with having to come up with the money for this sort of thing, but the citizens have demonstrated themselves to try to secure some repair to their bridges.

The Thornburg Bridge in particular, I remember standing in 5° weather last January, with a group of citizens early one morning, and what they wanted to do was to get that bridge placed on the State's waiting list—not even to have it repaired in the immediate future, but to have it put on the list of those things that were going to be repaired, so that their school buses and their fire trucks could cross that bridge.

The people there really know that this problem has got to be addressed.

There is one other thing that I sort of thought might be useful, and that is to bring you some kind of feeling of the age of these bridges. I was rummaging through an old, old bookstore a month or so ago,

and in blowing off the dust of a number of things I came across a book that has pictures of all the bridges we're talking about.

This is an antique book. It was printed 50 years ago, about 2 miles from the Thornburg Bridge, which is shown here. It's a book that has pictures of these bridges when they were new. But when this book was printed, some of those bridges were already 50 years old themselves.

So I wanted to bring it to you, in hopes that you would rummage through it yourself and understand a little bit about how the bridges are so important to Allegheny County.

There is also in here a map, much like the map that was displayed earlier, which marks all the bridges in Allegheny County, and pictures of these bridges, some of them when they were brandnew, some of which have been torn down and replaced in the meantime, but the majority of which are still there, the majority of which are 100 years old, and you can see some of the efforts that went into making these bridges in the first place.

I want to thank you for your real attention to Allegheny County. The point has been made how central we are to the country and where our money goes. The point has also been made that there is no way for the local tax dollars to support the kinds of repair and the dimension of the repair that is required.

But there is no question about it, that the citizens of Allegheny County deserve this, and I really hope you will build among yourselves the consensus to act expeditiously and constructively on that problem.

I want to thank you for the serious concern that you give to the people of Allegheny County. Thank you very much.

Mr. HOWARD. Thank you, Mr. Walgren. We certainly appreciate your appearance and your testimony.

Mr. WALGREN. I'll leave this book with you.

Mr. HOWARD. We will be happy to see it, and you can be sure we will return it to you after we have seen it.

I want to thank you also on what seems to be a consensus, that there ought to be a special program on bridges, that there ought to be a national program, and yet we have to look at specific local communities who are the most directly and entirely affected. There ought to be a special program, with a stable funding mechanism, such as out of the Highway Trust Fund.

Thank you very much for your appearance here today.

Our final witness scheduled today is Mr. Robert J. Casey, partner in a consulting firm in Pittsburgh, Pa., and also a candidate for the House of Representatives from the Pittsburgh area.

Unfortunately, Mr. Casey is not able to be with us today. Representing him is his daughter, Miss Susan Casey.

Welcome to the subcommittee, Miss Casey.

TESTIMONY OF ROBERT J. CASEY, REPUBLICAN NOMINEE FOR CONGRESS, 18TH CONGRESSIONAL DISTRICT OF PENNSYLVANIA (PRESENTED BY MISS SUSAN CASEY)

Miss CASEY. My father couldn't come today in person because he is meeting with the Vice President of the United States, Nelson Rockfeller, in Pittsburgh. This is his testimony.

My name is Robert J. Casey. I live in Ross Township, Allegheny County, Pa., and I am the Republican nominee for the U.S. Congress in the 18th Congressional District of Pennsylvania. My district, at present represented by the Honorable John Heinz, lies entirely within the boundaries of Allegheny County.

I have long been interested in transportation matters, having worked for Westinghouse Air Brake Co., known as Wabco, in Pittsburgh, having been executive director of the National Association of Railroad Passengers, an organization which helped Congress bring Amtrak into existence, and more recently, I have been a public relations consultant in the field of transportation.

The problems of Allegheny County and the problems of the 18th District are inseparable. Consequently, I will refer to the county, rather than the district, in these remarks.

There is a very serious problem in Allegheny County, and Congress should take a hard look at it, because it is the leading edge of a problem which soon will become a national concern. That problem is the rapidly deteriorating condition of the bridges.

For those who have never been in Pittsburgh and vicinity, it may be appropriate to state here that Allegheny County has one of the highest concentrations of bridges in the entire Nation. Of course, we have some new ones, but most of our bridges are overage and in poor condition.

A person cannot travel very far in the Pittsburgh area without crossing one or more bridges. Some of our bridges span the Ohio, Monongahela, and Allegheny Rivers, the famous three for which Three Rivers Stadium, home of the world-champion Steelers football team is named.

Water barriers are not the only obstacles, however. Pittsburgh is a railroad town, and many of our bridges cross miles of railroad main lines and yards. Other bridges leap across wide natural gorges, tying together hilltop communities.

Through the years the services and customs of the downtown "Golden Triangle" and of the various hilltop and other communities have become intermingled. For example, fire departments frequently service more than one local community, our bridges providing the access.

Ambulances carrying sick or injured persons cross these bridges to get to hospitals. And people going to and from work cross one or more bridges twice daily.

Unless you have lived in the Pittsburgh area, you cannot know how much we depend on our 1,541 bridges. Approximately 57 percent were built before 1935, about twice the national average. Many are in very poor condition today.

A good example is the Sewickley Bridge across the Ohio River. This bridge, built in 1911, was the third constructed by Allegheny County. Through its history, it has provided convenient access between the North Hills and the Greater Pittsburgh Airport Area for millions of people. Yet it was allowed to deteriorate by the county for years, then turned over to the Pennsylvania Department of Transportation, which painted it, but allowed the general deterioration to continue.

It is now so dangerous that it is closed to vehicles weighing more than 3,000 pounds. This means that firetrucks cannot cross it to go

to the assistance of neighboring communities across the river, nor can buses or trucks cross it.

The neglect of this bridge is inexcusable when one considers that it links two important State highways, Routes 51 and 65 flanking the Ohio River. This bridge has reached a point of deterioration at which it is no longer feasible to repair it. It must be closed to prevent disaster, and probably will be soon.

According to the State highway department, 70 percent of Allegheny County bridges are deficient. This means that 1,078 of our bridges are unsafe, and many have extremely low-load limits. This is almost five times the national average of 14 percent for bridges on the Federal-aid system.

The Pennsylvania Department of Transportation stated recently that an extensive program of bridges replacement and reconstruction must be initiated immediately or many more bridges will reach a critical structural condition in the near future. This could result in many closings.

A similar crisis situation is building in other population centers of the Nation. A recent report by the Comptroller General of the United States indicated that, at the rate of financing provided under the special bridge replacement program authorized by Congress, it would take over 80 years to replace all 32,000 unsafe bridges on the Federal-aid Highway System. This would cost approximately $10.4 billion and does not include other bridges which will be deteriorating in the meantime.

Penn DOT estimates that it would cost approximately $383,271,000 to replace 85 bridges in western Pennsylvania.

Obviously, a program on the scale of the interstate highways program, introduced in the 1950's, and resulting in our fine system of highways today, is needed for bridges.

A bridge program on the scale of the interstate highways program will provide useful jobs for many thousands of persons, a valuable side benefit. This is a better way to create jobs than proposals to create jobs without specific work projects in view.

The problem goes beyond highway traffic, however. Freight trains, passenger trains and rail transit vehicles must also cross rivers and other barriers.

In Pittsburgh, one of our rotting bridges, the Smithfield Bridge, offers a lift across the Monongahela to both highway vehicles and rail transit cars. A better example is the Ben Franklin Bridge in Philadelphia, which carries both highway traffic and the famous Lindenwold Line light rail vehicles.

I would like to direct your attention to the easel over here, where there is a blownup picture of the Ben Franklin Bridge, with the Lindenwold Line light rail, and the traffic to the right of it, street traffic.

I know that with all the attention now being devoted to the bridge situation, especially in Pittsburgh, Congress will seek solutions to the problem. However, I fear that, in seeking these solutions to the problem, the need for rail traffic will be overlooked.

Therefore, I respectfully request the Congress to consider this need, and to make provisions for planning of rail lines, for both railroads and urban transit vehicles.

Certainly, provisions should be allowed in designs for new or renewed bridges for rail facilities in the nature of those provided by the Ben Franklin Bridge.

What is needed is a clear view by the Congress of the overall transportation needs, not just an emergency act to replace highway bridges. Perhaps in the next 50 years many more persons will be moving by rail than by auto and bus, as a result of a changing energy situation.

Please, members of the subcommittee, when you study the excellent bill submitted by the Honorable John Heinz, think about the need for people to get to jobs, and think about the hardships that will result if you do not do a good job.

Thank you.

Mr. HOWARD. Thank you very much. We certainly appreciate the testimony that you have given. You have pointed out what not only has been pointed out before, but one or two other things.

It had been noted before in previous testimony about the fact that people had to repair some of the bridges by wheelbarrow, because the trucks could not go on those bridges. I understand this may have been their knowledge of what happened to the famous West Side Highway in New York, which did collapse as a result of the weight of the vehicles which were attempting to repair it. So this is the same situation that exists in the Pittsburgh area. It's interesting and I think important.

I think we also did discuss this morning, talking about the tremendous importance to the commuters trying to get in and out of the city. Also, the economy of the area and the actual safety of people, should the bridges collapse and they would be on them.

You brought out something that I had forgotten when I went to Pittsburgh. There are some situations where the bridges cannot be used by firetrucks. The one bridge I saw, there was a fire company right at the one end of it, a relatively short bridge, which was intended or was supposed to serve the area just across the bridge, starting only a few hundred feet away. But because of the condition of the bridge, they couldn't use that bridge.

There is a certain critical time period in having fire equipment reach the fire, and if those minutes are not able to be adhered to, then the chances of being able to save property and lives is very much diminished. That's the situation in at least one area of Pittsburgh today. So I think you bring out a very good point, the fact of talking about the actual danger to lives. It's not only the danger of having a bridge collapse while you're on it. As long as these bridges remain in substandard condition and are limited as to firetrucks and such things going on it, there is the ongoing threat to life because the firetrucks and ambulances are not able to get to a point as quickly as they would had there been a sufficient bridge in that area.

I wish to thank you for bringing that point out, also.

I yield to the gentleman from Pennsylvania, Mr. Shuster.

Mr. SHUSTER. Thank you, Mr. Chairman.

I certainly want to welcome you to the subcommittee, Miss Casey. Please give our regards and thanks to your father, for his submitting this important testimony.

Thank you very much.

Miss CASEY. Thank you, Congressman Shuster.

Mr. HOWARD. The Chair recognizes counsel, Mr. D'Amico, for some information to be inserted in the record of these hearings

Mr. D'AMICO. Mr. Chairman, I have in my possession a statement from Congressmen Michael Blouin, Alvin Baldus, and John Anderson, which they respectfully request be made a part of the record.

Mr. HOWARD. Without objection, so ordered.

[The statements follow:]

STATEMENT OF HON. MICHAEL BLOUIN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF IOWA; HON. ALVIN BALDUS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WISCONSIN; HON. JOHN B. ANDERSON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS

Mr. Chairman, members of the Subcommittee. The increasing deterioration of our national bridges demands a review of our federal bridge reconstruction efforts. We commend the Subcommittee for holding this day of hearings on the Special Bridge Replacement Program, and we are hopeful that the Subcommittee will propose adequate legislative programs which will address the serious and critical conditions of the nation's surface transportation network.

Mr. Chairman, we would like to bring to the Subcommittee's attention a unique situation which illustrates our national bridge deterioration problem.

The Dubuque, Iowa metropolitan area lies at the point along the Mississippi River where the three States of: Iowa, Wisconsin, and Illinois meet. Today, more than 20 percent of the Dubuque work force of 42,000 commutes from Illinois and Wisconsin each day and a growing number of shoppers and tourists cross the Mississippi River at Dubuque each week. Currently, both the Julien Dubuque bridge, constructed in 1940 (19,000 vehicles per day) and the privately owned Eagle Point Wagon bridge, constructed in 1902 (4,000 vehicles per day) are being used to their capacity.

The Julien Dubuque bridge is deteriorating at a rate which demands resurfacing in 1978 and 1979 which will limit travel on that bridge to one lane, 24 hours a day, 7 days a week, for 2 years. This will no doubt devastate the economy of the entire area.

The problems involved in funding the construction of a bridge servicing a tri-state region are, as you can well imagine, enormous. The problem is compounded by the unique fact that Dubuque, the center of a three county, three State area with a population of 150,000 is over 70 miles from an interstate highway—a major factor which explains why the Dubuque area's urgent bridge situation has been neglected to date.

Mr. Chairman, we ourselves are working with officials from the three States, the Federal Department of Transportation and the Congress; we encourage, and in fact challenge, the Subcommittee to carefully review the proposals before it today and survey all possible alternatives which might help solve this urgent and unique Tri-State bridge problem and realistically address the nation-wide bridge reconstruction program.

We do appreciate the Subcommittee's interest, and sincere concern for the problem as demonstrated by this hearing today. We ask for your help and guidance and offer our support and assistance. Thank you.

Mr. D'AMICO. I also have a letter from Congressman Blouin to which he has attached a statement from Mr. George Lipper, president of the Dubuque, Iowa, Area Chamber of Commerce. I respectfully request they be made a part of the record.

Mr. HOWARD. Without objection so ordered.

[The material follows:]

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
September 28, 1976.

Hon. JAMES HOWARD,
Chairman, Subcommittee on Surface Transportation, House Committee on Public Works and Transportation, Washington, D.C.

DEAR MR. CHAIRMAN: Enclosed are statements for the record of todays hearing on the Special Bridge Replacement program by George Lipper, who is president

of the Dubuque, Iowa Area Chamber of Commerce, a member of the Tri-State Bridge Committee, and a member of the Dubuque Metropolitan Area Transportation Committee; and by Victor Preisser, director of the Iowa Department of Transportation.

Thank you.

Kindest personal regards.

Sincerely,

MICHAEL T. BLOUIN,
Member of Congress.

STATEMENT OF GEORGE LIPPER, PRESIDENT, DUBUQUE, IOWA AREA CHAMBER OF COMMERCE, MEMBER, TRI-STATE BRIDGE COMMITTEE, MEMBER, DUBUQUE METROPOLITAN AREA TRANSPORTATION COMMITTEE

The bridge situation across the Mississippi River at Dubuque, Iowa, is exemplary of the need for a bridge replacement program which focuses a major effort on primary highway bridge facilities.

It is an example fraught with reasons for such a program.

First, you must have a brief understanding of the history and geography of the situation.

Dubuque sits at the juncture of three States . . . Iowa, Illinois, and Wisconsin. The constituency, therefore, has generally dissimilar political loyalties, despite its homogenous cultural, economic and recreational center of activity in Dubuque. Roughly half of the metropolitan population is on the Iowa side of the river with the other half split two to one in favor of Wisconsin.

And despite reasonable success in regional planning activities, the people in each of the States tend to relate, naturally, with the public officials of their own State, then, the imaginary State boundaries become barriers, psychologically.

With regard to history, Dubuque has two 2-lane bridges, one, the Julien Dubuque bridge connects Dubuque and Illinois. It is a reasonably safe, if inadequate structure, constructed in 1940/43, designed for pre-World War II traffic loads . . . before the automobile/truck/population explosion. The other is of Spanish American War vintage. It was built in 1902 to handle horse drawn wagon traffic from Dubuque to Wisconsin. It is a privately owned toll bridge, only 17 feet wide, with a 45 degree turn in the center. It resembles a giant erector set.

The two bridges are handling their design capacity already, about 23,000 vehicles per day. The 1990 transportation plan for the metropolitan area anticipates 39,000 river crossings daily, obviously impossible unless something is done.

Until 1969, the old Dubuque/Wisconsin wagon bridge carried US highways 151 and 61 across the Mississippi, when public officials of Iowa and Wisconsin decided safety conditions required they do something. The something turned out to be a rerouting of the highways and a banning of truck traffic on the bridge.

So, highways 151 and 61 were redirected over the Dubuque/Illinois bridge, further overloading that structure and hastening the deterioration of it.

Also, historically, it should be noted that the Dubuque metropolitan area is one of ten in the country (and the only one in the midwest) over 50,000 population not connected to the Federal Interstate Highway System. And, Dubuque is the only one of the ten located on an interstate waterway. Every other city similar to Dubuque benefited by new bridges as part of the interstate highway system.

So, that gives the reader some perspective. There is no question of the need. Our bridge situation is candidate, certainly, for the most inadequate in the USA. The problem is cost.

Bridge studies have been done. EIS statements have been formulated. Location, to serve the future traffic needs has been established. But, how to proceed with securing $35,000,000, the estimated cost of the construction is an overwhelming difficulty.

There is no pot of money that can be tapped for such a high cost project, despite the critical need.

And, even if there were, the three State geography makes such an effort difficult, particularly, since the southwest Wisconsin and northwest Illinois segments of their respective States are relatively lightly populated without strong voice at their respective State capitols.

Unless funding can be secured for this bridge very soon, the Dubuque area will be beset by terrible economic, cultural and human problems.

The deck of the Julien Dubuque Bridge is deteriorating rapidly. The bridge was *not* designed to handle the weight of a new asphalt mat. The deck, therefore, must be ground down and a new concrete deck poured, sometime within the next five

years. That will necessitate closing one lane of the bridge (nearly half our bridge capacity) for months on end. That will put thousands of residents of this area out of work. It will put thousands at the mercy of the fates in terms of getting emergency vehicles across the river.

The only hope for this community is to get the new bridge in place before the old one is shut down, and that takes about five years. So we need to start now!

The Iowa general assembly appropriated $4,000,000 for an interstate bridge program in 1976 and some of that money will be used to let design contracts as soon as the EIS is approved. But, we still have no place to go for construction funds. Illinois is not about to fund a bridge that connects Dubuque to Wisconsin, even though it is within a mile of the Illinois State line. Wisconsin has not that kind of money, nor does Iowa, a State bordered by two major rivers.

The emergency bridge replacement fund is not large enough to accommodate this type of major cost. Its resources must be spread for many bridge needs, not only primary highways.

We appeal for help.

STATEMENT OF VICTOR PREISSER, DIRECTOR, IOWA DEPARTMENT OF TRANSPORTATION

The Iowa Department of Transportation is pleased to have the opportunity to comment on the matter of the Federal program for Special Bridge Replacement. Iowa finds itself in a position perhaps common to many other states of facing major bridge replacement needs at high cost locations. These often involve interstate crossings and in our case crossing of the Mississippi and Missouri Rivers. The highest priority item at this time is the Iowa-Wisconsin Bridge at Dubuque. Current allocations from Section 144 of Title 23 are in the $3 million per year range but that project alone will cost $35 million. The state of Wisconsin is in the same situation.

The Iowa legislature this year appropriated $4 million from its general fund resources toward the resolution of the funding gap in recognition of the statewide concern about this critical situation.

In past commentaries about proposed Federal highway legislation dealing with this program, the Iowa Department of Transportation has expressed concern relating to these major high cost structures. The implementation of the original legislation included in the 1970 Federal-Aid Highway Act focused the resources on this type of structure crossing navigable waterways. Thus 75% of the cost of the Iowa-Wisconsin River Bridge on US 18 at Prairie du Chien and the Iowa-Nebraska US 20 Missouri River Bridge at Sioux City was provided from this resource. Subsequently a formula allocation process has been used which does not address itself to individual major bridge needs. Therefore, Iowa has consistently recommended that the emphasis of the program be returned to these kinds of structures.

The Iowa Department of Transportation supports some increase in the amount authorized for this program and urges that emphasis be placed in the program on assisting the states with major problem bridges over navigable waterways.

Thank you for the opportunity to include these comments in the record of this hearing.

Mr. D'AMICO. I have a fact sheet from the Federal Highway Administration, and request it be made a part of the record.

Mr. HOWARD. Without objection, so ordered.

[The material follows:]

Fact sheet on bridge replacement (Federal-aid bridges only) July 31, 1976

Category	*Number of bridges (unverified data)*
Number of bridges on the Federal-aid system inventoried and classified	247, 594
Number of structurally deficient bridges (includes closed bridges)	8, 929
Number of functionally obsolete bridges	30, 505
Number of applications for bridge replacement	16, 731
Number of bridges that should be load posted	18, 509
Number of bridges closed to all traffic	340
Number of bridges replaced or in the process of being replaced under this program	833
Number of replacement bridges now open to traffic	183

Source of funding	Bridges replaced (unverified data)*
Special bridge replacement program	833
Emergency relief	10
Other funds with Federal-aid participation	340
Other funds without Federal-aid participation	221

*Number of bridges replaced or in the process of being replaced from the Special Bridge Replacement program candidate list.

Major reconstruction including widening

Fiscal year:	Number of bridges
1972	344
1973	280
1974	279
1975	336
1976	316
Transition quarter	34
Total	1,589

Note: A structurally deficient bridge is one that has been restricted to light vehicles only or closed, while a functionally obsolete bridge is identified as one whose deck geometry, clearances or approach roadway alinement can no longer safely service the system of which it is an integral part.

The number of deficient bridges used (structurally deficient and functionally obsolete) reflect the Federal Highway Administration's interpretation of the States' inventory data pertinent to this program, and does not necessarily agree with the States' records for these 2 categories.

Mr. D'AMICO. I have an exchange of letters with the Federal Highway Administration, on the use of salt on bridges, and I respectfully offer these letters for the record.

Mr. HOWARD. Without objection, so ordered.

[The material follows:]

JULY 13, 1976.

Mr. LESTER P. LAMM,
Executive Director, Federal Highway Administration,
Washington, D.C.

DEAR LES: Thank you very much for your assistance in regard to our inspection of bridges in Allegheny County. Your having made Messrs. George Catselis and Ralph Romberger available during the inspection proved to be invaluable. Without their expertise and their knowledge of the bridge situation in Allegheny County, the success of our efforts would have been greatly diminished.

Chairman Howard has asked me to express his deepest appreciation to you and to them.

During the course of our visits to the various bridges, it became apparent that the use of salt was a great contributing factor to deterioration. There was discussion as to whether the use of cinders in lieu of salt might help to prevent or retard much of the deterioration. I would be most obliged to receive FHWA's analysis of salt vis-a-vis cinders on our bridges.

Best regards.

Sincerely,

SALVATORE J. D'AMICO,
Chief Counsel, Subcommittee
on Surface Transportation.

U.S. DEPARTMENT OF TRANSPORTATION,
FEDERAL HIGHWAY ADMINISTRATION,
Washington, D.C., August 6, 1976.

Mr. SALVATORE J. D'AMICO,
Chief Counsel, Subcommittee on Surface Transportation, Committee on Public Works and Transportation, House of Representatives, Washington, D.C.

DEAR MR. D'AMICO: This is in response to your letter of July 13 asking for an evaluation of the use of salt vis-a-vis cinders on our highway bridges.

For years cinders have been used throughout the country as an aid in providing traction during periods of inclement weather. However, with the advent of high

speed toll roads, freeways, and Interstate highways the public now demands a bare pavement policy. To achieve bare pavement in the northern tier, hard ice States, salt is used to penetrate and break the bond between the ice and pavement after which traffic will remove it. In the southern tier States where the hard sheet ice is rare, an abrasive such as cinders can and does prove useful.

The National Cooperative Highway Research Program Synthesis of Highway Practice No. 24 entitled "Minimizing Deicing Chemical Use" states, "The principal justification for applying deicing chemicals is to prevent the buildup of snowpack. Salt distributed on the pavement during falling-snow conditions keeps the snow mealy and prevents the buildup of the compacted snow mass that would adhere tightly to the pavement," and ". . . abrasives do nothing to prevent the buildup of 'pack' but merely reduce skid qualities on the surface. Too, abrasives are soon covered by additional snowfall or scattered by traffic action."

In conclusion, deicing chemicals are applied to pavements and bridge decks to accomplish one of two things: to prevent the formation of ice or compacted snow, or to break the bond between ice or compacted snow and pavement or bridge deck. Abrasives, including cinders, can accomplish neither of these functions on our bridge decks.

Finally, it should be stated that the Federal Highway Administration (FHWA) fully realizes the detrimental effect of chlorides on bridge decks and, through the FHWA Office of Research, we are continuing our effort towards the alleviation of the problem. Two new research contracts, one to explore alternative deicing chemicals and the second to develop physical alternates to deicing chemicals are currently being implemented by the Office of Research. Much laboratory and field research has been accomplished by the States and other interested organizations, but generally they have abandoned further efforts because all potential solutions developed have proven to be extremely expensive. However, there is still a strong conviction in FHWA that a viable alternate to the use of damaging deicing chemicals can be developed, but until then it will be necessary to use material economically available and to protect our bridges to the best of our ability.

Sincerely yours,

L. P. LAMM,
Executive Director.

Mr. D'AMICO. I have the Comptroller General's report of July 2, 1975, entitled "Unsafe Bridges on Federal-Aid Highways Need More Attention", and respectfully request it be made a part of the files of this hearing.

Mr. HOWARD. Without objection, so ordered.

Mr. D'AMICO. I make the same offering with regard to the Fifth Annual Report of the Secretary of Transportation, to the Congress of the United States, in compliance with section 144, title 23, United States Code, on a "Special Bridge Replacement Program."

Mr. HOWARD. Without objection, so ordered. The report referred to will be retained in the subcommittee file.

Mr. D'AMICO. And finally, a letter from Charles N. Brady, director, highway department, American Automobile Association, dated September 28, 1976, and respectfully request it be made a part of the record.

Mr. HOWARD. Without objection, so ordered.

[The letter referred to follows:]

AMERICAN AUTOMOBILE ASSOCIATION,
Falls Church, Va., September 28, 1976.

Hon. JAMES J. HOWARD,
Chairman, Subcommittee on Surface Transportation, Public Works and Transportation Committee, House of Representatives, Washington, D.C.

DEAR CONGRESSMAN HOWARD: The American Automobile Association welcomes this opportunity to comment on the legislation presently before your subcommittee that would provide for the inspection, repair, rehabilitation, or re-

placement of unsafe highway bridges. The AAA finds the problem of unsafe bridges to be serious. The remedy demands far greater attention and funding than Congress has afforded it to date. We sincerely hope that these hearings will focus Congress' attention on this pressing situation.

The AAA has long advocated that bridges on our highway systems be adequate and safe. The extent of our commitment was demonstrated in 1968 when the AAA conducted a bridge inventory even before the Congress asked the then Bureau of Public Roads to do so. In subsequent years, the AAA has consistently endorsed efforts to enhance the safety of the motorist by supporting the repair or replacement of substandard bridges.

The AAA has reviewed the bills under consideration by the subcommittee and agrees with the general premise contained in the bills that additional funding is required. Appearing before your subcommittee on July 28, 1975, the AAA recommended that authorizations for the bridge replacement program should be in the range of between $500 million and $1 billion per year. Even at this level, it would take from ten to twenty years to correct the presently deficient bridges on the Federal-aid systems, with no provisions for improving those bridges that will become deficient during that time frame. Therefore, we again urge that this program receive additional funding.

Several of the bills before you would finance out of the Highway Trust Fund a bridge repair and replacement program for bridges not on Federal-aid systems. The AAA believes that the Highway Trust Fund should only be used to finance highway systems of the highest national significance.

Thus, we feel that expenditures from the trust fund should be limited to bridges on the Federal-aid systems.

The Department of Transportation has reported a $10.4 billion cost estimate to repair or replace over 35,000 deficient or functionally obsolete bridges now on Federal-aid systems. No estimate was given for the cost of an additional 45,720 bridges which DOT notes are rapidly becoming obsolete. Certainly the magnitude of the funds needed to complete the repair or replacement of bridges already identified as deficient on the Federal-aid systems would mitigate against inclusion of bridges on off-system roads.

When considering priorities, we should bear in mind that the investment in bridges represents about one-third of the total highway investment, and while roads on the Federal-aid systems constitute only about 25 percent of the mileage of all roads and streets, they serve about 75 percent of total traffic. Therefore, it is essential that the limited resources available from the Highway Trust Fund for bridge repair must be reserved for those on Federal-aid systems roads.

The AAA recognizes that there are many structurally deficient and functionally obsolete bridges on non-Federal-aid systems that are in need of replacement and repair. Most of these bridges were constructed prior to 1935 and have been in service over 40 years. Even though many are located on low-volume roads, their continued serviceability is important for the local economy and public welfare. Therefore, we believe that the Congress cannot ignore these needs.

To accomplish the task of correcing these unsafe bridges, the AAA suggests that 23 U.S.C. 219, Safer off-system roads, which already provides for the repair and replacement of bridges on non-Federal-aid roads, be expanded. Additional funding could be authorized and a specific percentage be designated for the repair of these bridges. We believe this to be an adequate and appropriate way of meeting this need.

We request that this letter be made a part of the hearing record.

Sincerely,

CHARLES N. BRADY,
Director, Highway Department.

Mr. HOWARD. I think this morning's hearings have been extremely worthwhile, and I can't think of how it could have been improved by any testimony, that we are all launching an effort in this extremely important problem that faces our Nation. It must be addressed not only by the States and local communities, but most especially by Congress.

So I wish to thank everyone for their time and effort, and I believe great talent, for putting together this testimony. I believe it's a tremendous foundation for the work that lies ahead of us very shortly.

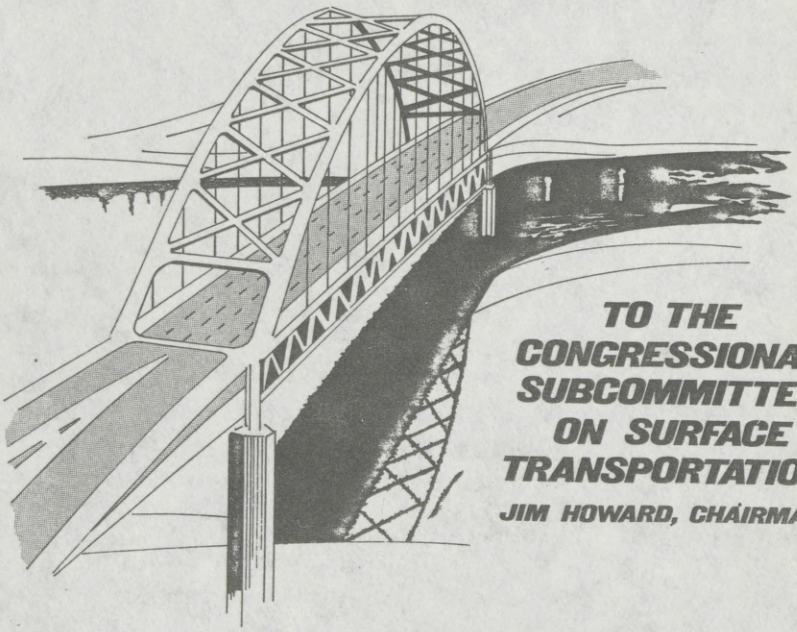
Thank you very much.

The subcommittee stands adjourned.

[Whereupon, at 1:18 p.m., the subcommittee was adjourned.]

APPENDIX

REPORT OF THE BRIDGE CRISIS IN ALLEGHENY COUNTY



TO THE CONGRESSIONAL SUBCOMMITTEE ON SURFACE TRANSPORTATION

JIM HOWARD, CHAIRMAN

BY ALLEGHENY COUNTY BOARD OF COMMISSIONERS

THOMAS J. FOERSTER
COMMISSIONER

JIM FLAHERTY
CHAIRMAN

ROBERT N. PEIRCE, JR
COMMISSIONER

County of Allegheny

PITTSBURGH, PA. 15219

September 15, 1976

Honorable James J. Howard
Chairman
Subcommittee on Surface Transportation
U. S. Congress
2245 Rayburn Office Building
Washington, D. C. 20515

Dear Congressman Howard:

The Allegheny County Board of Commissioners respectfully submits the attached Report of the Bridge Crisis in Allegheny County as evidence in support of Congressman William Green's bill for special bridge funds to Allegheny County. This report is a combination of City, County, and State efforts, summarizing and documenting the 123 known bridge deficiencies in Allegheny County. The report summarizes the age of our 1700 bridges--40 percent of the State and County bridges are more than 50 years old; the size--20 percent of the State and County bridges are over 100 feet long; and the estimated cost to correct known bridge deficiencies--over $260 million. In addition, an inventory of each deficient bridge is provided with specific information about the bridge, such as type, size, importance, known deficiencies, and cost to improve.

The estimated total cost of all known bridge deficiencies in Allegheny County is now over $260 million in 1976 dollars. This amount represents immediate needs; however, due to the critical shortage of funds, not even design and engineering have been completed for these bridges. Engineering and construction takes time, in some cases several years once construction funds are available. Thus, the estimate of $260 million will in fact prove to be understated by the time the improvements are made. Each year improvements are not made will add at least $25 million to the cost of needed bridge improvements.

During the next several years it is certain that the number of deficient bridges will increase; and with them the number of bridges with weight restrictions. As of today, weight restrictions have been imposed on more than 60 bridges in the County, including more than 20 percent of the major river crossings. These restrictions severely impact the safety of Allegheny County residents and the mobility of our industrial production. For example, a three-ton weight limit on a bridge excludes all vehicles but typical passenger automobiles. Any weight limit under 15 tons excludes our transit vehicles; and yet two of the three major bridges providing access to Downtown Pittsburgh from the South Hills, the Liberty and Smithfield Bridges, have 15-ton limits.

There is indeed a bridge crisis in Allegheny County. We believe your recent tour of Allegheny County bridges indicated that; we believe this report proves it.

We trust that this report will be suitable evidence for your Subcommittee's forthcoming hearing and its subsequent affirmative action.

Sincerely,

Jim Flaherty

Jim Flaherty
Chairman

JF:WRD:TS:cgc

Enclosure

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THOMAS J. FOERSTER
COMMISSIONER

JIM FLAHERTY
CHAIRMAN

ROBERT N. PEIRCE, JR
COMMISSIONER

County of Allegheny

PITTSBURGH, PA. 15219

September 15, 1976

Congressional Sub-Committee on Surface Transportation
2245 Rayburn House Office Building
Washington, D. C. 20515

Gentlemen:

I want to take this opportunity to again extend my thanks to you and your staff for taking the time to review with us the severe conditions of deteriorating bridges of Allegheny County. We are confident that with the continued interest and concern of you and your colleagues in the Congress, we can together solve this difficult and critical problem. Our bridge situation in Allegheny County is unique and unparalleled.

Why Allegheny County Needs Bridges

Allegheny County, the ninth most populous county in the country, is home for 1,600,000 people, one third of whom live in the City of Pittsburgh. It includes the third largest corporate headquarters in the United States.

Allegheny County is unique in several ways. It is a beautiful and scenic area but it also contains an industrial metropolis. It is on the western edge of the well forested, bounteous foothills of the Allegheny mountains which naturally separate its industrial might and neighborhoods with beautiful hills, rivers and valleys. Four major rivers, the Ohio, Allegheny, Monongahela and Youghiogheny, and their tributaries, flow through the valleys flanked by these hills.

Because water transportation has always been the most economical form of commercial transportation, much of the steel industry located plants and mills along the rivers to take advantage of importing raw materials such as coal, iron ore, etc., from the other states with access to these rivers. A large freight rail infrastructure is found throughout Allegheny which serves as an important transportation link for all its industry. At the present time, however, truck transportation is the primary method of transporting finished steel products, e.g., ingots, sheets, bars, coils, plates, etc., to the rest of the United States for fabrication into everything from ships and cars to consumer appliances.

Allegheny County is the steel producing capital of the world. Industry, heavy industry, for the most part, is the economic core of Allegheny County; e.g., United States Steel, Jones & Laughlin Steel, Dravo Corporation, Alcoa Corporation, Rockwell, Westinghouse Corporation, Gulf Oil Corporation, etc., make their homes in Allegheny County.

Allegheny County is unique in another way which has now become somewhat less than enviable--being the BRIDGE CAPITAL OF THE WORLD. There are more than 1,700 bridges in the 731 square miles of Allegheny--35 of which cross one of four major rivers--on a 1,700 mile highway system. Having 2.3 bridges per square mile and one bridge for every one mile of highway gives Allegheny the singular distinction of being the only area in the world so endowed previously and so burdened presently.

Why Allegheny County's Bridge Problems Are Unique

Fifty years ago Allegheny County was the only agency of government building bridges as frequently as it built highways. During the 1920's Allegheny undertook what was, at the time, the largest single capital program by a metropolitan government. Forty-three major bridges were constructed in a four-year period. To do this, Allegheny established the finest bridge engineering department in the United States comprised of 114 bridge engineers. Because it was a pioneer bridge builder in the United States, Allegheny is the only one of the 3,111 counties in the country where almost 700 bridges have now exceeded the end of their useful life of 40 to 50 years. In fact, 57% of Allegheny's bridges are over 35 years old, which is about twice the national average. Thus, in 5 years, 1060 bridges will reach the end of their useful life span. Nationally, only 30% of all bridges are over 35 years old.

The unique combination of geography and industry of Allegheny County is such that the safety, economy and mobility of the County are critically dependent upon its bridges. The original growth and development of the County on top of, on the side of, and at the foot of its hills and mountains make it impossible to travel anywhere without crossing a major bridge. Practically every major arterial highway in Allegheny County must cross a river. Ninety-five percent of the County's mass transit routes cross a river. Many inter-community fire, police and ambulance vehicles must cross a river. All of which makes open, unrestricted bridges extremely vital. It is virtually impossible to reach Allegheny's airport without crossing a bridge - a matter of vital importance to the 5 million residents of and visitors to Ohio, West Virginia, Maryland, Virginia and the other 19 Western Pennsylvania counties served by it.

Allegheny County has the most intense industrial development in the United States along its river banks. Most of the products of these industries must move by truck or rail and, therefore, must cross bridges in Allegheny County to get to and from their market. Indeed, about 417,000 tons of materials and goods must cross a major river bridge in Allegheny County everyday.

It becomes apparent that bridge closings and restrictions, which are now becoming necessary because of structural deficiencies, seriously impact the safety, economy and mobility of Allegheny County. This is in fact occurring. Twenty-three percent of the County's major river crossings, and numerous other major bridges throughout

the County, have had weight restrictions enforced, with reduced capacities which prohibit trucks and buses and heavier vehicles. The 93 year old Smithfield Street Bridge, had to be closed twice between July 23-26, 1976, for emergency repairs as a result of structural deficiencies. 50,000 passengers, per day, were unable to enter the downtown area by trolley alone. It is ironic that this bridge has been honored by the Federal government in the National Historical Register. As more in-depth inspections are done, more bridges will be restricted. As a result, trucks, transit vehicles and emergency vehicles must take circuitous detours. This longer trip costs time, money and lives. In addition, these detours burden local government by increasing the traffic and are causing deterioration of local streets which were not designed to accommodate the large, heavy vehicles prohibited from the bridges.

The State, County, and City have identified some bridge deficiencies-- though not all bridges have been inspected. Unfortunately, sufficient funds have not been available to correct those deficiencies. Over 100 State, County and City owned bridges located in Allegheny have been identified as in need of repair or replacement at an estimated cost of $248,737,000. In the next 20 years that cost increases to more than $500,000,000 because more bridges will be unable to be further rehabilitated and will have to be replaced. Yet, less than $10,000,000 a year is expected to be available from all sources. The critical bridge needs of Allegheny cannot be met without a sudden infusion of at least $125 million to mount a massive bridge program matching that of the 1920's. It cost $24 million in 1926 to build 43 bridges. $125 million is not an unrealistic figure.

Why Allegheny County Needs Help For Its Bridges

Ownership of the 1700 bridges in Allegheny County is split between the Pennsylvania Department of Transportation, the City of Pittsburgh and Allegheny County Public Works Department. This fragmentation of ownership has often resulted in confusion over maintenance responsibilities and has severely strained limited state and local resources available to meet inspection, repair and replacement needs. It is clear that the scope of the crisis extends beyond the reasonable financial capabilities of state and local government combined.

For a variety of reasons, not the least of which is the bonded indebtedness resulting from the Interstate Program, Pennsylvania has been forced to reduce its capital improvement program to a level which cannot satisfy bridge needs, even if all other highway improvements were stopped. For example, the six year allocation of State and Federal highway funds for highway and bridge improvements in Allegheny County has decreased from $156,000,000 to $61,000,000. It goes without saying that a 60% decrease in available funds during a period of high inflation makes it impossible to satisfy the needs of a deteriorating highway system. The result of these reductions and the untimely increase in bridge deficiencies has been a greater and greater portion of highway funds being devoted to bridges, at the expense of other critical improvements.

For example, $41 million of State and Federal funds have been spent to build 19.2 miles of the Allegheny Valley Expressway, a vital artery if economic and residential development of the northeastern corner of the County is to take place.

$17 million is being spent for an additional 1.2 miles under construction, and only a 3.2 mile link at a cost of $45 million was uncompleted. The State, in June of 1976, dropped the construction of this missing link from its plans for the next 12 years and has substituted $46 million in urgent bridge projects. Another example is that the widening of "Death Highway" (Route 286) was dropped because of bridge urgencies, even though eleven people have been killed on it following great growth in that area, and the ultimate increase in traffic.

To ensure a minimum level of funding for bridges, Allegheny County is soliciting Pennsylvania's Transportation Commission to earmark a portion of all highway funds for bridge needs. Similarly, the Pennsylvania Legislature is being requested to revise its method of rebating liquid fuel tax revenues to counties to account for the acute bridge needs of some counties. Allegheny County has also recommended that the State adopt a policy to transfer the maximum 40% of all applicable Federal highway program funds to the Special Bridge Replacement and Reconstruction Program. Nonetheless, these strategies simply redistribute funds, which are already in woefully short supply, from one critical need to another.

New, additional highway funds are needed to meet the bridge crisis, and will be explored by the State. However, highway user taxes and fees were increased in 1975, making Pennsylvania comparable to other states. Further increases by the Legislature are unlikely and would be counter-productive since Pennsylvania would no longer be competitive with surrounding states. Yet the State of Pennsylvania continues to have the fourth largest highway system in the country; larger than that of New York State and all of New England combined. This huge responsibility for highways detracts from the financial attention needed for bridges in the State.

Allegheny County is exploring strategies at the local level to meet the financial needs of the bridge crisis, despite the fact that its financial resources are also taxed to their limit. The County's source of local income is limited to real estate taxes, which is itself limited by State law. Increases in the real estate tax rate for bridge improvements are being considered. But the four and one-half mills remaining in the County's tax capabilities will presumeably be exhausted by a proposed rapid transit system for the County and the increasing operating costs of other County services. The first component of that transit system will cost over $500,000,000 of which Allegheny County is responsible for 10%. Allegheny County operates the second largest community college system in America (48,000 students) and the largest geriatrics hospital in the country (2,200 patients). Add to this the other casualties of modern inflation and one can understand the limits of the County to sustain 421 aging bridges.

Although, at one time Allegheny had the largest bridge engineering unit in the country, in the last 20 years, in response to mandated Federal and State social programs, Allegheny was forced to de-emphasize its bridge role for other functions and the staff dwindled to a total of one bridge engineer. Allegheny is now attempting to re-emphasize that role of bridge builder. Ten new bridge engineer positions were created in July of 1976.

The County's new 11 member bridge engineering unit will attempt to catch up with needed bridge in-depth inspections. However, in-depth inspections are, also expensive -- $100,000 or more for some bridges -- and simply identify more deficiencies. And yet, the bridge inspections alone could devour the entire County's Public Works budget. However, to make an accurate determination of these needs, the State and County would have to implement a major bridge inspection program with an estimated cost of between $40,000 - $60,000 per bridge. Given our limited financial resources, we have been able to inspect only 20 of the County's 422 bridges, at an average cost of $80,000 per inspection. The costs of inspecting just the 135 major bridges in the County could exceed $11 million, an amount equal to the total funds budgeted by the County for bridge rehabilitation over the next five years.

On August 12, 1976, Allegheny County passed a Resolution directing that bridge needs be given maximum priority in submitting applications for local Public Works Act funds. Unfortunately, the larger bridges take years to design and will be difficult, if not impossible, to qualify under the 90 day start up requirement in the 1976 Act, despite the help of the 10 new bridge design engineers. The problem remains that even if all the Public Works Act funds received by the State, County and City were devoted to bridges over $200 million would still be needed.

At the present time, Allegheny has a Capital Improvements Budget for 1976 of $29 million. Of that total, $21 million or 70% is earmarked for long term transportation improvements for bridges, roads, transit and airport. If salaries now paid out of operating funds were included, such as those of the bridge engineers, ironworkers, etc., the figure would be even higher. Such a commitment, if not unique, is certainly indicative of local resources strained to the breaking point while fighting for its economic life by preserving its transportation heart.

Any major metropolitan area must provide a well balanced program of public services and facilities to maintain its quality of life and to remain an attractive place for people and industry to locate and grow. The critical situation of our bridges has, and will continue over time, to force us to allocate more and more of our limited local capital funds to repair, maintain and reconstruct our bridges, and consequently divert funds away from other important capital improvements that are equally important to the future health of our County's economy. It is clear that if we are to forthrightly address this issue before a serious tragedy or further economic dislocation occurs, additional Federal and State assistance will be needed.

As you are well aware, several pieces of legislation have been introduced in the House and Senate of the United States Congress to provide additional funds for bridge repair and replacement. The options outlined in these bills would provide funds either directly to Allegheny County for emergency bridge assistance relief or would increase the total national appropriations for the Special Bridge Replacement Program.

I wish to thank your Sub-Committee on Surface Transportation for holding public hearings on these legislative proposals and on the issue of bridge deterioration in Allegheny County and in the Commonwealth of Pennsylvania.

I believe that such hearings will greatly contribute to public understanding of this important issue as well as to public support for the kinds of actions embodied in the proposed legislation.

Thank you very much for your time and consideration.

Sincerely yours,

Jim Flaherty

Jim Flaherty
Chairman
Allegheny County Board of Commissioners

JF:ADB:TS:cgc

SUMMARY OF BRIDGE DEFICIENCIES IN ALLEGHENY COUNTY vs. ANTICIPATED BRIDGE FUNDS

ESTIMATED COSTS OF IDENTIFIED BRIDGE PROJECTS IN 1976 DOLLARS

Pennsylvania Department of Transportation	$217,161,000	
City of Pittsburgh	11,762,000	
Allegheny County	31,130,000	
TOTAL COSTS	$260,053,000	(1)

ESTIMATED ANNUAL FUNDS AVAILABLE FOR BRIDGE PROJECTS

Pennsylvania Department of Transportation	$ 6,000,000	(2)
City of Pittsburgh	800,000	
Allegheny County	2,500,000	
TOTAL ANNUAL FUNDS	$ 9,300,000	

(1) Revised list of projects as of August, 1976

(2) Assumes that 60% of the allocation of State and Federal highway money is used for bridges

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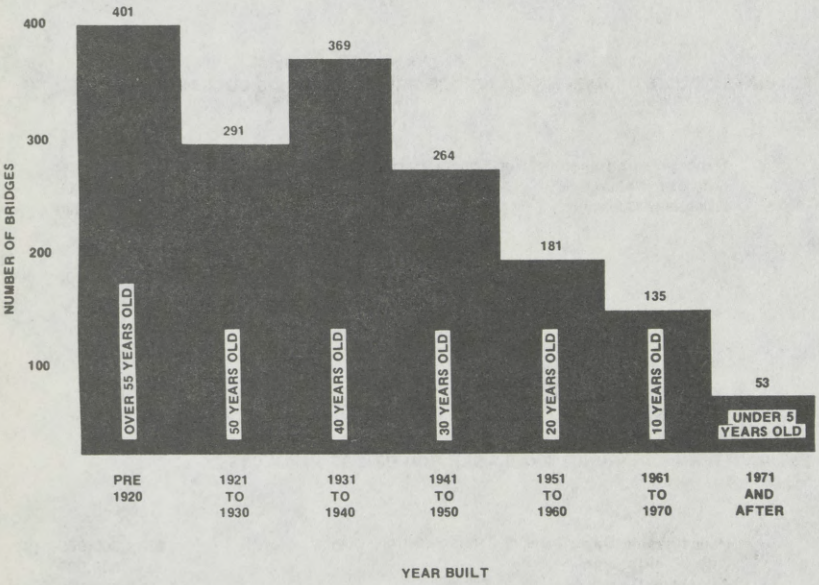
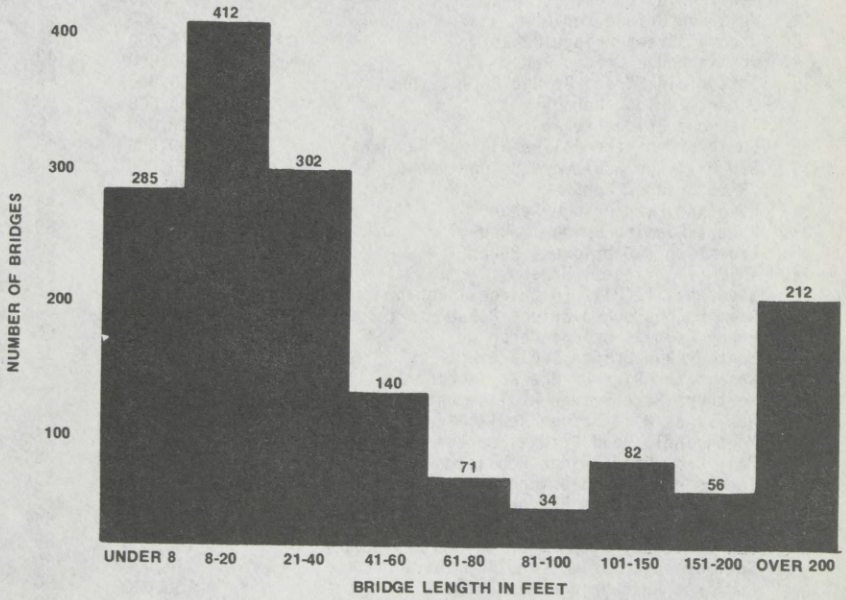
SUMMARY OF AGE* OF COUNTY AND STATE BRIDGES
IN
ALLEGHENY COUNTY



*Where records are not available, age was estimated

SUMMARY OF STATE AND COUNTY BRIDGES
IN
ALLEGHENY COUNTY
BY LENGTH



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SUMMARY OF DEFICIENT BRIDGES IN ALLEGHENY COUNTY

1. Pennsylvania Department of Transportation (PennDOT)		Cost*	Page
1.	Sewickley Bridge Replacement	30,000,000	14
2.	Port Vue Bridge Replacement	17,618,000	16
3.	Clairton-Glassport Bridge Rehab	4,985,000	18
4.	Thornburg Bridge Rehab	1,740,000	20
5.	Boston Bridge Rehab	1,168,000	22
6.	Tarentum Bridge Rehab	2,900,000	24
7.	McKees Rocks Bridge Rehab	5,572,000	26
8.	McKeesport-Duquesne Bridge Rehab	2,607,000	28
9.	40th Street Bridge Rehab	4,427,000	30
10.	Mon-City Bridge Rehab	1,106,000	32
11.	New Kensington Bridge Rehab	1,129,000	34
12.	West End Bridge Rehab	3,650,000	36
13.	Jerome Street Bridge Rehab	1,475,000	38
14.	Westinghouse Bridge Rehab	3,190,000	40
15.	Smithfield Street Bridge Replacement	34,740,000	42
16.	Liberty Bridge Rehab	13,539,000	44
17.	Glenwood Bridge Rehab	3,910,000	46
18.	Boulevard of the Allies Viaduct Rehab	3,000,000	48
19.	Saw Mill Run Boulevard Bridge Rehab	125,000	50
20.	TR 65 Bridges Rehab	3,689,000	52
21.	Highland Park Bridge Rehab	984,000	54
22.	Robert Fleming Bridge Rehab	2,877,000	56
23.	Crosstown (10 bridges) Rehab	10,000,000	58
24.	TR 8 (14 bridges) Rehab	10,000,000	60
25.	Steubenville Pike (8 bridges) Rehab	6,000,000	62
26.	Ardmore Boulevard Bridge Rehab	1,000,000	64
27.	Perry Highway Bridge Rehab	1,760,000	66
28.	Montour Run Bridge Replacement	1,538,000	68
29.	Washington Pike Bridge Replacement	1,202,000	70
30.	Northern Pike Bridge Replacement	1,000,000	72
31.	New Texas Road Bridge Replacement	386,000	74
32.	Monongahela Road Bridge Replacement	125,000	76
33.	Half Crow Road Bridge Replacement	175,000	78
34.	Thompson Run Road Bridge Replacement	250,000	80
35.	Thompson Run Road Bridge Replacement	300,000	82
36.	Babcock Boulevard Bridge Replacement	250,000	84
37.	Big Sewickley Creek Road Bridge Replacement	150,000	86
38.	Santiago Road Bridge Replacement	178,000	88
39.	Cummings Road Bridge Replacement	100,000	90
40.	McKee Road Bridge Replacement	100,000	92
41.	Pinkerton Run Road Bridge Replacement	333,000	94
42.	Forsythe Road Bridge Replacement	325,000	96
43.	Ridge Road Bridge Replacement	250,000	98
44.	Coal Pit Hollow Road Bridge Replacement	400,000	100
45.	Morrow Road Bridge Replacement	200,000	102
46.	Piney Fork Road Bridge Replacement	750,000	104
47.	Piney Fork Road Bridge Replacement	275,000	106
48.	Stewart Road Bridge Replacement	200,000	108
49.	Cochrans Mill Road Bridge Replacement	200,000	110
50.	Wexford Run Road Bridge Replacement	125,000	112

*To rehabilitate or replace bridge, as necessary.

1. PennDOT (continued)		Cost	Page
51.	Bairdsford-Gibsonia Road Bridge Replacement	150,000	114
52.	Wilson Street Bridge Replacement	275,000	116
53.	New Texas Road Bridge Replacement	225,000	118
54.	Milltown Road Bridge Replacement	861,000	120
55.	Old Leechburg Road Bridge Replacement	275,000	122
56.	Riddle Road Bridge Replacement	250,000	124
57.	Ridge Road Bridge Replacement	1,101,000	126
58.	Streets Run Road Bridge Replacement	250,000	128
59.	Saxonburg Boulevard Bridge Replacement	150,000	130
60.	Bakerstown-Valencia Road Bridge Replacement	1,783,000	132
61.	Bull Creek Road (4 bridges) Replacement	1,252,000	134
62.	Glenfield Road Bridge Replacement	150,000	136
63.	Wildwood Road Bridge Replacement	2,583,000	138
64.	Wildwood Road Bridge Replacement	200,000	140
65.	Old Wildwood Road Bridge Replacement	200,000	142
66.	Broughton-Library Road Bridge Replacement	325,000	144
67.	Lovedale Drive Bridge Replacement	200,000	146
68.	Buena Vista and Greenock Bridge Replacement	200,000	148
69.	Old Beaver Grade Road Bridge Replacement	275,000	150
70.	Old Beaver Grade Road Bridge Replacement	250,000	152
71.	Duff City and Comp Meeting Road Bridge Replacement	175,000	154
72.	Lowries Run Road Bridge Replacement	150,000	156
73.	Darrington Road Bridge Replacement	275,000	158
74.	Burchfield Road Bridge Replacement	275,000	160
75.	Chartiers Street Bridge Replacement	300,000	162
76.	Big Sewickley Creek Road Bridge Replacement	200,000	164
77.	Weigles Hill Road Bridge Replacement	150,000	166
78.	Etna Interchange (7 bridges) Rehab	500,000	168
79.	Seventh Avenue Bridge Rehab	150,000	170
80.	Thorn Hill Bridge Rehab	903,000	172
81.	Fort Pitt Bridge Rehab	17,123,000	174
82.	Washington Avenue Bridge Replacement	1,500,000	176
83.	Thompson Run Rd. Bridge Rehabilitation	1,124,000	178
	PENNDOT SUBTOTAL	$217,161,000	

2. County of Allegheny		Cost	Page
1.	Seventh Street Bridge Rehab	1,250,000	180
2.	Ninth Street Bridge Rehab	1,250,000	182
3.	Sixteenth Street Bridge Rehab	340,000	184
4.	Windgap Bridge Replacement	3,530,000	186
5.	Shades Run Bridge Rehab (Universal Rd)	260,000	188
6.	Georgia Avenue Bridge Demolition	700,000	190
7.	Jacks Run Bridge Rehab	200,000	192
8.	Hartmans Run Bridge Rehab	100,000	194
9.	Thompson Run Bridge Rehab	150,000	196
10.	Dookers Hollow Bridge Rehab	150,000	198
11.	Rankin Bridge Rehab	2,500,000	200
12.	Dravosburg Bridge Rehab	2,300,000	202
13.	Suterville Bridge Rehab	3,000,000	204
14.	Coraopolis Bridge Rehab	1,000,000	206
15.	Fleming Park Bridge Rehab	675,000	208
16.	Turtle Creek Bridge Rehab	1,200,000	210
17.	Oakwood Bridge Rehab	1,000,000	212
18.	Tenth Street Bridge Rehab	1,325,000	214
	SUBTOTAL	21,130,000	
	Various Minor County Bridge Improvements	10,000,000	216
	COUNTY SUBTOTAL	31,130,000	

3. City of Pittsburgh		Cost	Page
1.	Center Avenue Bridge Rehab	848,000	217
2.	Forbes Avenue Bridge Rehab	511,000	219
3.	Baum Boulevard Bridge Rehab	1,685,000	221
4.	Greenfield Avenue Bridge Rehab	1,180,000	223
5.	Charles Anderson Bridge Rehab	315,000	225
6.	McArdle Roadway Bridge Rehab	519,000	227
7.	Lincoln Avenue Bridge Rehab	157,000	229
8.	Murray Avenue Bridge Rehab	1,500,000	231
9.	Shaler Bridge Rehab	125,000	233
10.	South Aiken Avenue Bridge Rehab	380,000	235
11.	Schenley Park Bridge Rehab	264,000	237
12.	Schenley Park Bridge Rehab	275,000	239
13.	Ellsworth Avenue Bridge Rehab	1,100,000	241
14.	Pennsylvania Avenue Bridge Rehab	270,000	243
15.	Columbia Avenue Bridge Rehab	90,000	245
16.	Larimer Bridge Rehab	425,000	247
17.	Carnahan Road Bridge Rehab	125,000	249
18.	Mission Street Bridges (2) Rehab	413,000	251
19.	Allegheny Avenue Bridge Demolition	150,000	253
20.	Robert McAfee Bridge Rehab	715,000	255
21.	Herron Avenue Bridge Rehab	715,000	257
	CITY SUBTOTAL	11,762,000	

STATEMENT OF HON. JOHN C. CULVER, UNITED STATES SENATOR FROM THE STATE OF IOWA

Mr. CHAIRMAN: I want to thank the Members of the House Surface Transportation Subcommittee for this opportunity to present testimony on a matter of great concern to the residents of Iowa. I commend this subcommittee for looking at a growing and more serious national problem: the immediate need for additional federal funding for bridge repair and replacement.

Iowa's agricultural economy is highly dependent upon a safe and timely transportation system; the transportation of grain and other commodities from farms to markets is critical to Iowa and the nation. One of the most important links in an effective road system is sound, well-constructed bridges. Though funds from the primary, secondary, and urban road systems of the Federal-Aid Highway Program can be used for improving bridges located on these systems, these funds are usually committed by the states to the increasing costs of road construction and maintenance.

To help provide specific funding for the renovation of deteriorating bridges, the Congress established the Special Bridge Repair and Replacement Program in 1970. Funds under this program are allocated to states according to a ratio of a state's deficient bridge replacement needs to national needs, and the federal share of project costs can be as high as 75 percent. As costly as bridge replacement and repair projects are, it has become apparent that the original level of funding was inadequate. For instance, Iowa received only $2 million under this program in 1976, which does not even come close to fulfilling our pressing needs. Consequently, the joint Senate-House Conference Committee on the 1976 Federal-Aid Highway Act, of which I was a member, took an encouraging step forward by increasing the authorization of this program from $125 million to $180 million annually.

The very unique problem facing the Dubuque, Iowa, metropolitan area demonstrates the need for even greater federal funding for replacing major bridges of substantial cost. The city of Dubuque is the industrial and commercial center for a seven-county, tri-state region with a population of 240,000 people. It is a growing area with a great future. Dubuque is also one of only a handful of cities of its size which is isolated from the benefits of the safe, modern, and congestion-free Interstate Highway System. The city's social and economic well-being is closely tied to both Illinois and Wisconsin, and fully 25 percent of the Dubuque work force commutes daily from those states.

Presently transportation across the Mississippi River to Dubuque is provided only by two deteriorating bridges. First, there is the Julien Dubuque Bridge, which is a two-lane structure opened to traffic in 1943. It must presently handle more than its designed capacity of 18,000 vehicles per day. The second bridge is the Eagle Point Bridge which was constructed in 1902. It is only 17 feet wide and has severe weight restrictions, limiting its capacity to passenger vehicles and small trucks. The need for constructing a new bridge to remove present hazards recently became even more critical. The June inspection of the Julien Dubuque Bridge showed an increasingly rapid rate of deterioration, and repairs cannot be delayed much longer. Repairs, under existing conditions, would entail one-lane traffic, 24 hours a day, seven days a week, for several months. This would be absolutely devastating to the city.

As a result of the outstanding efforts made by various city officials, the Dubuque Chamber of Commerce, representatives from the Dubuque area in the Iowa General Assembly, and other individuals to demonstrate the urgent need for a new bridge, progress is occurring at the state level. The states of Iowa and Wisconsin have included the proposed Dubuque-Wisconsin Replacement Bridge among their highest priorities for funding through the Special Bridge Repair and Replacement Program. Iowa ranks it as the number-one bridge priority in the state, and Wisconsin ranks it as the number-two priority project. Unfortunately, it cannot be fully funded through the Special Bridge Repair and Replacement Program because of the program's limited national funding level. It would be a long time before this $35 million project could be completed under this program at its present level of funding. In addition, last spring the Iowa General Assembly appropriated $4 million for work on interstate bridges, and this money will be spent according to the Iowa Department of Transportation's priorities. This appropriation provides initial funding for the proposed bridge, and the Iowa DOT is proceeding with design work. State officials have already entered into negotiations with Wisconsin regarding the construction of the bridge.

The people of Dubuque cannot stand to be isolated from safe, congestion-free, modern bridges any longer. Iowa has made an energetic and dedicated effort to develop sources of funding for this replacement bridge, and I am hopeful the Members of this subcommittee will recognize the importance of this project. I strongly recommend that every effort be made to materially increase the authorization of the Special Bridge Repair and Replacement category of the Federal-Aid Highway Program. The need for more federal funds for a project like the Dubuque-Wisconsin Replacement Bridge has been well-documented.

Thank you, Mr. Chairman.

STATEMENT OF HON. TOM RAILSBACK, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS

LET'S AID NON-FEDERAL BRIDGES

Mr. Chairman, Members of the Committee, thank you for giving me this opportunity to appear before you today. I fully support Congressional action to assist in the reconstruction and replacement of all the deteriorating and unsafe bridges throughout our country, both Federal-aid and non-federal aid bridges.

Not quite 10 years ago the Silver Bridge between Point Pleasant in West Virginia and Kanaqua in Ohio tore loose from its supports and thundered into the Ohio River during the height of the evening rush hour. The 1,753 foot suspension bridge carried 46 adults and children to their deaths.

Last year, near Winston-Salem, North Carolina, a bridge over the Yadkin River collapsed, killing four persons and injuring sixteen others. And, bridges continue to collapse all over our country at the rate of about 150 a year, and others are having weight limit reductions imposed or are being closed for safety reasons.

Widespread news coverage of these disasters and renewed focus spurred the Congress to establish the Special Bridge Reconstruction and Replacement Program as part of the Federal Highway Act of 1970. The Act required the inspection and rating of all bridges in the nation. Six years later, this inspection is not yet, but almost complete. I now find this program inadequate in scope and funding.

The average age of bridges in the United States is more than 40 years old. According to data from the United States Department of Transportation there are more than 563,000 bridges in the United States . . . of that number 89,800, or 1 out of every 6, have been classified as either "critically deficient of functionally obsolete." There are roughly 34,000 bridges which are part of the Federal-aid system that fall into this deteriorating category. But approximately three-fourths of all bridges are *not* federally assisted. Simple arithmetic tells us that far too many bridges, not part of the Federal Highway System are in dire need of attention. Many of the bridges classified as "critically deficient" are older bridges designed for fewer cars and the lighter, slower traffic of more than a generation ago and can poorly accommodate the high-speed, heavier traffic of today.

As with anything else, if not properly and timely maintained, a bridge, and its access ways begin to deteriorate, thereby becoming unsafe and dangerous for vehicle and pedestrian. Road and bridge repairs and replacement are extremely costly and become more so daily with our inflated prices. There has not been and currently there are not enough dollars to come close to adequately maintaining the bridges of our country. The problem of unsafe bridges is nationwide and affects every state, the 19th District of Illinois being no exception. In Illinois there are a total of 8,970 federal-aid bridges and 14,046 non-federal-aid bridges, approximtely *1,568* bridges in my Congressional District alone. In my District, 920 of these have not had any inspection whatsoever to determine a tonnage capacity, and 406 have only a 9 ton or less rating leaving only 242 with a higher tonnage limit. These figures indicate a majority of bridges are deteriorated and unsafe and far too many yet uninspected for safety under a program already 6 years old.

Unfortunately, the Special Bridge Reconstruction and Replacement Program has not had sufficient funding to carry out its directive. Currently only $180,-000,000 is authorized each year for the next two years for bridge construction and repair, a rate of just a bit better than one bridge per state since the Act was established in 1970. Not very many at all. Further, *only* those which are part of the Federal Highway System receive these funds.

In the vast rural areas of Illinois and within my own Congressional District, I have seen numerous instances of deteriorating bridges whereby the weight limit is greatly reduced causing heavier traffic to be diverted, sometimes long distances out of the way, as much as 45 miles or 1 hour. This is critical for service vehicles, such as ambulance or firetrucks. It means life and death. In the case of a service vehicle such as a school bus, extra time and miles are costly to already hurting budgets. Much of my District is agricultural and transportation to market of farm produce and/or grain requires large bulk quantities in trucks weighing many tons, and timeliness is of the essence. When a weight limit reduction prevents a truck from crossing, it causes great time delays and thereby added costs.

Where do they, these township bridges, of which there are so many thousands, secure this costly assistance? As of today, unfortunately, they *don't*. There is simply no help, and the deteriorating conditions worsen as repairs become prohibitively costly and the bridge becomes less safe and must have a greatly reduced weight limit causing not only inconvenience but also danger and hardships.

It is my sincere hope, because we are not just dealing with the bridges themselves, but with the very lives of those who cross them, that we develop appropriate legislation. It should address itself not only to those roads and bridges participating in the Federal system, but also to non-federal-aid bridges or local township bridges, and provide sufficient funding for those purposes. Let local officials with responsibility for administering rural road and bridge programs be allowed to determine a priority system for repair or replacement from federal aid to the State. Let us assure them of our support!

UNITED STEELWORKERS OF AMERICA, AFL–CIO•CLC,
Pittsburgh, Pa., October 8, 1976.

Hon. JAMES J. HOWARD,
Chairman, Subcommittee on Surface Transportation, House of Representatives, Rayburn Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: As is well known, one of the largest industrial centers in the United States, particularly for steel production, is centered in the Pittsburgh and Allegheny County region of Pennsylvania.

I write this letter to urge your favorable consideration of immediate assistance to enable the Pittsburgh and Allegheny County area of Pennsylvania to maintain its bridges as vital links in our country's system of transportation.

Pittsburgh and Allegheny County, by virtue of their terrain and location where the Allegheny and Monongahela Rivers meet to form the Ohio, have a virtually unique, and most costly, need for safe and reliable bridges. Indeed, within Allegheny County, there are some 51 bridges over our rivers. The presently deteriorated condition of these bridges is beyond dispute.

These bridges are all of substantial dimension, and of critical importance to the region's and the nation's industrial economy. Further, and in addition to those spans which cross our rivers, over one thousand other bridges lie within the borders of Allegheny County, spanning smaller waterways and ravines.

For thousands of Steelworkers and their families who must use these structures daily to get to and from their jobs, safe and uninterrupted travel across them is a necessity. To keep these critical segments of our nation's transportation system fully operable is also, of course, of obvious industrial and national interest. This will require funds beyond the capabilities of state and local governmental authorities.

On behalf of the United Steelworkers of America, AFL–CIO, I would therefore request that you and your committee exert every effort necessary to speedily allocate the resources necessary for the rehabilitation and renewal of these bridges.

My thanks for your anticipated support.

Sincerely yours,

I. W. ABEL,
President.

STATEMENT OF THE AMERICAN FARM BUREAU FEDERATION

Farm Bureau is the largest general farm organization in the United States with a membership of 2,505,258 families in 49 states and Puerto Rico. It is a voluntary, nongovernmental organization, representing farmers and ranchers who produce virtually every agricultural commodity produced on a commercial

basis in this country. As one of the largest organizations of citizens of rural America, Farm Bureau has an abiding interest in the nation's highway system and the bridges that are a part of that system.

Secretary of Transportation Coleman, in his September 17, 1976, report to the Congress on implementation of his 1975 statement on National Transportation Policy, had this to say regarding rural transportation:

"The transportation needs of our citizens in rural and small urban areas have not had the same political attention that has been given to urbanized areas, perhaps in part because some of the Federal concerns, such as air pollution and congestion, are not as prevalent in rural areas. Consequently, less has been done at the Federal level to formulate a coordinated rural transportation policy to meet today's needs . . ."

We are in agreement with the Secretary on that statement. We hope that this Committee's current consideration of bridge problems is only a part of an overall review of the rural highway situation.

It now appears that the re-classification or realignment of the highway system instituted by the Department of Transportation last year with the approval of the Congress, has resulted in taking nearly 200,000 miles of rural highways out of the federal aid system, along with the bridges that are a part of that mileage.

Without question, we need a reassessment of the highway situation in the nation's rural areas. So far as we are concerned in the rural areas, we know that the backbone of transportation in this country will continue to be the highway system.

With the projected increases in food production to satisfy the needs here at home and abroad, coupled with the deterioration in rail service and threats of curtailment in water transport, the nation's farmers are beginning to question whether the rural highway system is in a condition to get the necessary farm supplies to the farm and get the food and other agricultural products from the farms to the nation's consumers.

American agriculture is heavily dependent upon a modern, efficient, and adequate transportation system that includes all modes, but the highway system is by all odds the most basic and most essential. Trucks used mainly on farms for agricultural purposes increased from about 3.5 million in 1963 to 4.3 million in 1972. Trucks now haul 73 percent of all fresh fruits and vegetables, 99 percent of cattle and calves, 100 percent of hogs, and 98 percent of sheep and lambs shipped to market. And trucks are just as important in getting necessary production supplies to the farms.

The condition of the rural highway system in not just a matter of concern to farmers and those involved in agribusiness but to every consumer in this country since the cost of transportation to and from the nation's farms definitely has a bearing on the price of food and clothing.

We are strongly in favor of completing the Interstate System. We oppose current efforts to break up the Highway Trust Fund to spend these tax funds, which are collected from the users of the highways, for various other purposes. We are now beginning to see the adverse results of the diversion of these funds that has already taken place at the state and national level. We think these funds should continued to be dedicated to the upgrading of the overall highway system in this country, and for the bridge replacements that are so sorely needed.

Bridge system

We are confident that others will present adequate data to this Committee to document the seriousness of the bridge situation, but we want to point out that the rural bridge situation is particularly bad. Of the 230,000 bridges on the federal aid system, nearly 35,000 are deficient, including some 7,000 that are dangerously weak. Another 46,000 are rapidly becoming obsolete for increasing traffic volumes and heavier loads. We have no reliable data on how many deficient bridges are located outside the federal aid system, but, in all likelihood, the number is as great as, or greater than, that for the federal aid portion of the system.

While the overall rural highway situation is bad and growing worse every year, the bridge situation is particularly serious, constituting a growing limitation on the transportation needs of agricultural production, and a threat to the public health and safety.

We do not want to leave the impression that we look upon this problem as one caused by the federal government or one that has to be solved by the federal government. The blame for the deteriorating bridges and rural highway system needs to be shared by local citizens—including farmers—by local government

and state government. What we need to reverse the situation is a federal-state-local coordinated program, perhaps stimulated by a new federal initiative.

It is particularly important that as the Congress considers such a program in the rural areas, steps be taken to permit the use of pre-cast bridges that can be installed at considerably less cost than might otherwise be mandated by federal construction standards required on the primary system.

We appreciate the opportunity to present our views.

STATEMENT OF ANGELO FOSCO, GENERAL PRESIDENT OF THE LABORERS' INTERNATIONAL UNION OF NORTH AMERICA

Mr. Chairman and Members of the Committee: My name is Angelo Fosco and I am General President of the Laborers' International Union of North America. I am very happy to be here today to speak in support of an expanded program for the rehabilitation and replacement of unsafe bridges in the United States.

Other witnesses have spoken to the obvious merits of this legislation. It is a shocking fact that 16 percent of the highway bridges in our country are described as "critically deficient" by D.O.T. It is equally disturbing that 72 percent of the highway bridges were built prior to 1935 and are still in use in spite of the vastly changed traffic they must carry. This means, to me, that in spite of a near plethora of safety regulations governing the construction of all classes of highways which have, in recent years, emanated from D.O.T., the American motorist is still "unsafe at any speed." Certainly there can be no argument, based upon these facts alone and against the background of two bridge failures which have killed fifty people and injured sixteen others, that expanded federal attention to this matter is vital.

There are other merits to this legislation, however, which I feel should be emphasized. The Construction Industry desperately needs the additional stimulation of federal construction projects. In spite of our partial recovery from the recent recession, construction workers are still unemployed to a greater degree than at any time since the Pre-World War II Depression. Merely recounting the current 18 percent unemployment level in our Industry, however, does not bring the whole story into perspective so far as this legislation is concerned. Unemployment levels vary by trade and, of all trades, the most critical levels of unemployment are suffered by laborers', operating engineers and iron workers, the very three crafts that predominate in bridge building and rehabilitation. Thus, this legislation, intentionally or not, strikes directly to the heart of the construction industry unemployment.

An additional point, with respect to this legislation, is worth making. While it is true that a large number of the highway bridges which will be affected by the Bridge Safety Act are in metropolitan areas, I strongly suspect that these bridges are both the smallest proportion of these affected as well as the ones which, by virtue of greater financial resources and traffic demands, are the most modern and best maintained. The bulk of the affected structures are going to be in suburban and rural areas. Many of them, areas of chronic depression and unemployment. Much of the resources of the Federal Government have been turned in recent years to problems involving rural poverty and unemployment. This legislation, in a very direct fashion, fits into those programs and will bring much needed economic benefits to these rural areas.

The Laborers' International Union of North America, in its recent convention, gave unanimous support to an expended Bridge Safety Program. Which of the several bills on this subject your Committee will approve and forward to Congress is not, in my opinion, particularly important. It is important that a program be enacted and implemented as rapidly as possible for the sake of the lives of our people, the employment of our workmen and the relief, where possible, of chronic economic distress.

Thank you very much.

RESOLUTION NO. XIX—BRIDGE SAFETY LEGISLATION

Whereas: Of the 563,000 bridges in the United States, 86,800 have been classified as critically deficient by the Federal Department of Transportation; and

Whereas: 72 percent of these 563,000 bridges were built prior to 1935, and were designed for the slower, lighter traffic of those times; and

Whereas: Current estimates of the total cost of repair or replacement of bridges range from $10 to $31 billion, while the Special Bridge Reconstruction and Replacement Program authorizes only $180 million per year—a rate at which it would take an estimated 80 years merely to bring the highway bridges of this country up to current standards; and

Whereas: A desperate state of unemployment exists in the Construction Industry, which could be partially eliminated by a speed-up of bridge replacement work; now therefore, be it

Resolved: That the Laborers' International Union of North America declares its support of legislation that immediately would correct this unsafe deficiency in the Highway Program, while simultaneously assisting in the correction of an intolerable economic situation.

CITY OF PITTSBURGH,
September 27, 1976.

Hon. JAMES J. HOWARD,
Chairman, Subcommittee on Surface Transportation, U.S. Congress, Rayburn Office Building, Washington, D.C.

DEAR CONGRESSMAN HOWARD: The deteriorating conditions of the major bridges in the City of Pittsburgh and Allegheny County pose a serious threat to the economic viability of the City and the Golden Triangle, the economic core of Southwestern Pennsylvania.

I join with the Allegheny County Board of Commissioners in alerting the Subcommittee on Surface Transportation to this critical problem. The City of Pittsburgh has cooperated with Allegheny County in the preparation of Allegheny County's report, *Bridge Crisis in Allegheny County*, and concurs with the identification of bridge deficiencies in the City and the inadequacies of existing funding programs to correct these deficiencies.

One of the critical areas not covered in the Allegheny County report is the severity of the economic impact on the City of Pittsburgh, by the failure to provide new funding sources to repair the bridges leading into the Golden Triangle.

Of the eight major bridges providing access from the North and South Sides of the City to the Golden Triangle, six have been identified in the Allegheny County report as needing major rehabilitation or replacement. Approximately 110,000 vehicles cross these eight bridges in the morning and evening peak periods. An additional 100,000 vehicles enter and leave the Golden Triangle in the peak periods from the east and must use a major bridge to cross ravines and railroad tracks.

Two of the three major bridges providing access to the Golden Triangle from the South Side, the Smithfield Street Bridge and the Liberty Bridge, have 15-ton weight limitations which severely limit the number and frequency of trolleys, buses, and automobiles which can use these bridges during peak periods. This condition impedes access to the South Side of Pittsburgh from the remainder of the City.

The continued economic growth of Pittsburgh is directly related to the improvements of automobile and public transportation accessibility to the Golden Triangle. Pittsburgh is the third largest corporate headquarters in the country. The Golden Triangle, the economic heart of the Southwestern Pennsylvania region, has a current employment of 150,000 and a future potential for over 200,000 employees.

A primary objective of the City of Pittsburgh is to increase the accessibility to the Golden Triangle. A major effort is underway to implement a light rail system and two busways to increase public transportation accessibility to the Golden Triangle. These plans are predicated upon the full utilization of the major bridges leading into the Golden Triangle. In fact, 95 percent of all buses entering the Golden Triangle today cross at least one major bridge.

In conclusion, I hope that the Subcommittee on Surface Transportation continues its serious deliberations on bridge funding programs and recognizes the unique bridge problems of the City of Pittsburgh and Allegheny County.

Sincerely,

PETE FLAHERTY,
Mayor.

PITTSBURGH POST—THE SOCIETY OF AMERICAN MILITARY ENGINEERS,
Pittsburgh, Pa., November 9, 1976.

Hon. JAMES J. HOWARD,
Chairman, Congressional Subcommittee on Surface Transportation, Rayburn House Office Building, Washington, D.C.

DEAR CONGRESSMAN HOWARD: On behalf of the Pittsburgh Post, SOCIETY OF AMERICAN MILITARY ENGINEERS, I feel it to be of extreme importance to state the Society's position on the serious bridge problem here in Allegheny County specifically and in Western Pennsylvania generally. It goes without saying that all modes of transportation are adversely affected, including river barge traffic, when a metropolitan area's bridges are unable to fulfill their intended role, due to structural inadequacies.

Pittsburgh is often called the "City of Bridges." Built around four rivers, the problems of its metropolitan area are aggravated by the special inherent industrial needs, which include a major steel producing center, and by its character as a major headquarters for industrial firms.

We who have an orientation toward the military and defense needs of the nation also wish to point out that, in times of national emergency, the Pittsburgh Metropolitan area has always made a major contribution in terms of materiel production for military needs. In this context, it is absolutely inconceivable that such deliveries would be impossible because access to them was restricted by river crossings with 3 or 5 ton load limits!

A further point to remember is that bridges of the size and complexity required in the Pittsburgh area require minimum periods of two years for design and an additional two years for construction. Thus, it can reasonably be stated that five years will probably elapse following the appropriation of funds before a new facility will be open to traffic, even under optimum circumstances.

Allegheny County bridge deficiencies were dramatically illustrated during the past year by the necessity to close one structure on a major route and to place load restrictions on five other major bridges. A total of 89 bridges in Allegheny County have capacity restrictions due to structural deficiencies.

Moreover, local government agencies in the Pittsburgh metropolitan area are under mandate from the Environmental Protection Agency to improve air quality over the near term through the increased utilization of mass transit; primarily through greater reliance upon bus transportation. Needless to say, virtually all major structures in the urban area service bus routes because bridges are component parts of each route in the County's hilly topography. Thus, all bridges having load restrictions imposed upon them are available to buses only for restricted use or are not available at all.

Fortunately, it was in the past standard engineering practice in Pennsylvania to build bridges with a generous margin of excess structural strength as a safety practice. If it were not for this foresighted policy, many deficient bridges would have required replacement or reconstruction by this time. However, on most older bridges, this margin of structural strength has been depleted by decades of heavy use from rapidly increasing traffic volumes and progressively increasing legal load limits for trucks.

We hope that it will not take another Silver Bridge disaster to arouse a national consciousness of the immediate need for the funding of an extensive program for bridge replacement and reconstruction.

Time is running out for Pennsylvania's and Allegheny County's bridges. Unless immediate action is taken, many additional bridges will reach a critical condition in the near future, resulting in more weight restrictions and in some cases total closures of structures.

On behalf of the almost 300 members of our Post, I urge that the necessary legislation be enacted at the earliest possible date to fund an adequate bridge repair and replacement program.

Sincerely,

ANTHONY J. GAETA, P.E.,
President.

STATEMENT OF ROBERT A. GEORGINE, PRESIDENT, BUILDING AND CONSTRUCTION TRADES DEPARTMENT, AFL–CIO

BRIDGE REHABILITATION

Mr. Chairman, the U.S. Department of Transportation, Federal Highway Administration, in a report released March 30, 1976, stated that a total of 6,410 Federal-aid highway and bridge construction contracts were awarded by State highway departments during 1975. This involved a cost of approximately $5.85 billion, an increase of twelve percent over 1974. The Federal Highway Administration estimates that these 6,410 construction contracts provided employment for 650,000 persons; 135,110 onsite jobs, 141,600 offsite jobs, and 377,600 induced jobs.

Recently bills were referred to the House of Representatives' Committee on Public Works and Transportation; H.R. 14572, referred on June 28 by Mr. Green, H.R. 14890 referred on July 27 by Mr. Heinz, and H.R. 14900 referred on July 27 by Mr. Green, would establish programs of inspecting, repairing, rehabilitating or replacing unsafe highway bridges. (H.R. 14572 is limited to Allegheny County, Pennsylvania.)

The current unemployment problem generally and unemployment in construction industries in particular emphasize the need to undertake these highly worthwhile projects. The Federal Highway Administration estimates that the $720,000 which H.R. 14890 provides for bridge repair and replacement each fiscal year through 1990, for example, could produce 48,000 new jobs over those years, approximately half being onsite jobs and half being offsite or induced jobs.

In addition to alleviation of unemployment in construction and related industries, passage of these bills would aid the construction industry generally—an industry that we all know has been particularly hard pressed by simultaneous downturns in the construction cycle and the general business cycle. Perhaps as many as 90,000 bridges of a total of approximately 563,000 bridges in this country are unsafe, treacherous spans. The great bulk of our bridges—nearly three-quarters of them—were built prior to 1935. Their need for extensive rehabilitation and replacement, therefore, should be apparent and undeniable.

Here, then, is a unique opportunity to address three urgent problems simultaneously rehabilitation of an inadequate and unsafe system of bridges, reduction of demoralizingly high unemployment in the construction and related industries, and assistance to a grossly underutilized national asset—the construction industry.

94TH CONGRESS
1ST SESSION

H. R. 2721

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 4, 1975

Mr. RISENHOOVER introduced the following bill; which was referred to the Committee on Public Works and Transportation

A BILL

Providing for an emergency off-system bridge replacement program.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That chapter 2 of title 23, United States Code, is amended by adding at the end thereof the following new section:

"§ 220. Emergency off-system bridge replacement program

"(a) Definitions as used in this section:

"(1) The term 'off-system' means any toll-free road (including bridges) in a rural area, which road is not on any Federal-aid system and which is under the jurisdiction of and maintained by a public authority and open to public travel.

"(2) The term 'rural areas' shall be as defined in section 101 of chapter 1 of this title.

"(3) The term 'appropriate local officials' means the principal elected officials of general purpose local governments.

"(4) The term 'bridge and roadway approaches' means the actual bridge structure and the minimum work necessary to provide adequate roadway connections from the existing county road to the new structure.

"(b) Congress hereby finds and declares it to be in the vital interest of the Nation that an emergency bridge replacement program for non-Federal rural roads and highways be established to enable the several States to replace bridges and roadway approaches over waterways and other topographical barriers, when the counties and States find and certify to the Secretary that the bridge is, in their professional judgment, significantly important and is unsafe or inadequate to serve area needs (particularly, but not limited to, those of transporting schoolchildren, natural resources including agricultural, petroleum, and mining products) because of structural deficiencies, physical deterioration, or functional obsolescence.

"(c) The counties, or the governmental agency having jurisdiction over rural roads, shall (1) inventory all bridges located on rural non-Federal aid system public roads over

waterways and other topographical barriers of the United States; (2) classify them according to their serviceability, safety, essentiality for public use; and (3) based on that classification, assign each a priority for replacement: *Provided, however,* That nothing in this section shall prohibit counties or other governmental agency having jurisdiction over rural roads from funding and performing emergency bridge projects under this program in the absence of an inventory and/or priority classification, if a certification of importance is furnished the Secretary or his designate, documenting the structural deficiencies, physical deterioration, functional obsolescence, and/or local needs for such projects.

"(d) This program shall be administered within each county of each State by the appropriate local officials with responsibility for administering local rural road programs in that county and shall be coordinated at the State level by the State agency responsible for administering State highway programs.

"(e) The priority classifications of the bridges to be replaced shall be made by the appropriate local officials of the county as provided in (c) of this section, in consultation with State and regional planning agencies responsible for highway transportation planning to insure that the replacement decisions are not in violation of existing regional and State transportation plans.

"(f) For the purposes of carrying out the provisions of this section, the following sums are hereby authorized to be appropriated and apportioned in their entirety: For non-Federal aid rural emergency bridge replacement, out of the Trust Fund $150,000,000 for the fiscal year ending June 30, 1976; $175,000,000 for the fiscal year ending June 30, 1977; $175,000,000 for the fiscal year ending June 30, 1978; $200,000,000 for the fiscal year ending June 30, 1979; and $200,000,000 for the fiscal year ending June 30, 1980.

"(g) On or before January 1 next preceding the commencement of each fiscal year, the Secretary shall apportion the sums authorized to be appropriated to carry out this section among the several States as follows:

"(1) one-third in the ratio which the area of each State bears to the total area of all States;

"(2) one-third in the ratio which the population of rural areas of each State bears to the total population of rural areas of all the States; and

"(3) one-third in the ratio which the off-system road mileage of each State bears to the total off-system road mileage of all States.

"(h) Each State shall make available to the various counties within each State the funds allocated to each State in the following manner:

"(1) one-third in the ratio which the area of each county bears to the total area of the State;

"(2) one-third in the ratio which the population of rural areas of each county bears to the total population of rural areas of the State; and

"(3) one-third in the ratio which the off-system road mileage in each county bears to the total off-system road mileage of the State.

Any funds under this program which have been allocated by the State to a specific county and which are not obligated by that county within three years of the date of such allocation shall be made available to the other counties of the State on the basis of established bridge replacement needs.

"(i) The State department or agency responsible for administering State highway programs shall receive and apportion all moneys allocated by the Federal Government under this program and shall establish an income-producing account for the participating counties within the State. Funds from such account shall be disbursed by the State for purposes specified under this section at the direction of any participating county. Any income accruing upon unexpended balances in such account shall be paid into the account, except that the State may retain a sum equal to the income produced by 25 per centum of the rate of interest or other

appreciation upon which the income is paid to defray the cost of administering the accounts.

"(j) Engineering, inspection, and all other services incidental to the purpose of this section, unless otherwise specified, shall be provided by the appropriate local officials responsible for providing such services for off-system road programs in each county. The State highway agency shall act as the county's agent in advertising and awarding contracts for projects funded under this program.

"(k) Projects under this program shall be constructed in accordance with generally accepted engineering practices and with design standards and construction procedures established and approved specifically for this program by the State highway agency. These emergency projects shall be considered nonmajor Federal actions and every effort shall be made by the responsible Federal agency to expedite the projects and reduce unnecessary preconstruction requirements.

"(l) Funds appropriated under this section are available for the required inventories and classification and priority studies in an amount equal to 100 per centum of the actual cost of work involved. Actual project costs including right-of-way, relocation assistance, utility adjustments, engineering, bridges and approaches are eligible for 90 per centum Federal funds. The local 10 per centum share of project funds

may be furnished by any local unit of government from local or State moneys or other Federal grant-in-aid programs unless otherwise prohibited by law.

"(m) Funds appropriated and apportioned to the several States under this section shall not be impounded or withheld by administrative action and shall not be considered chargeable against any administratively imposed obligational authority limitation on Federal funds.

"(n) Prior to approval by the Secretary of a project financed under this section, the appropriate local officials must agree to properly maintain the bridge and roadway approaches upon completion of the project.

"(o) Funds authorized by this section shall be available solely for expenditure for projects authorized under this section.

"(p) Notwithstanding any other provisions of law, the General Bridge Act of 1946 (33 U.S.C. 525, 533) shall apply to bridges authorized to be reconstructed and bridges to be constructed to replace unsafe bridges under this section.

"(q) The Secretary shall report to the Congress annually on projects approved under this section with any recommendations he may have developed in consultation with the various States for further improvements in the emergency bridge replacement program authorized in accordance with this section.".

94TH CONGRESS
2D SESSION

H. R. 14572

IN THE HOUSE OF REPRESENTATIVES

JUNE 28, 1976

Mr. GREEN (for himself, Mr. DENT, Mr. EDGAR, Mr. EILBERG, Mr. FLOOD, Mr. GAYDOS, Mr. MOORHEAD of Pennsylvania, Mr. MORGAN, Mr. MURTHA, Mr. NIX, Mr. ROONEY, Mr. VIGORITO, and Mr. YATRON) introduced the following bill; which was referred to the Committee on Public Works and Transportation

A BILL

To provide for the inspection, rehabilitation, reconstruction, or replacement of bridge structures in Allegheny County, Pennsylvania.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.—This Act may be cited as "The Allegheny County Bridge Emergency Assistance Act of 1976".

SEC. 2. Chapter 1 of title 23, United States Code, is amended by adding at the end thereof the following new section:

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"§ 157. **Allegheny County Bridge emergency assistance program**

"(a) The Secretary is authorized to undertake projects for the inspection, rehabilitation, reconstruction, or replacement of bridge structures in Allegheny County, Pennsylvania.

"(b) The Federal share payable on account of such projects shall equal 80 per centum of the costs of such inspection, rehabilitation, reconstruction, or replacement. The State share payable on account of such projects shall equal $16\frac{2}{3}$ per centum of the costs of such inspection, rehabilitation, reconstruction, or replacement. The county share payable on account of such projects shall equal $3\frac{1}{3}$ per centum of the costs of such inspection, rehabilitation, reconstruction, or replacement.

"(c) There is authorized to be appropriated, out of the Highway Trust Fund, $125,000,000 to carry out projects under this section; $25,000,000 of the funds authorized by this section shall be obligated by the Secretary for the fiscal year 1977; $25,000,000 for the fiscal year 1978; $25,000,000 for the fiscal year 1979; $25,000,000 for the fiscal year 1980; and $25,000,000 for the fiscal year 1981.".

94TH CONGRESS
2D SESSION

H. R. 14890

IN THE HOUSE OF REPRESENTATIVES

JULY 27, 1976

Mr. HEINZ (for himself, Mr. JOHNSON of Pennsylvania, Mr. MCDADE, and Mr. SHUSTER) introduced the following bill; which was referred jointly to the Committees on Public Works and Transportation and Ways and Means

A BILL

To establish a program for repairing and replacing unsafe highway bridges.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Bridge Safety Act of 1976".

TITLE I—BRIDGE PROGRAM

SEC. 101. Congress hereby finds and declares that an ever-increasing number of highway bridges in this country are unsafe for the amount and type of traffic using them and should be repaired or replaced. Congress further finds and declares that the existing programs for bridge repairs and replacement are not sufficient for that purpose and therefore

by this Act establishes a program to assure that by 1990 all of the critically deficient highway bridges in the Nation will be repaired to modern standards or replaced if necessary. It is the intent of Congress that in the administration of this program; primary emphasis shall be placed on the repair of existing bridges to modern standards, wherever practicable.

SEC. 102. (a) Section 144 of title 23, United States Code, is amended to read as follows:

"§ 144. Bridge repair and replacement program

"(a) Congress hereby finds and declares it to be in the vital interest of the Nation that a bridge repair and replacement program be established to enable a State to repair or replace any highway bridge over a waterway or other topographical barrier which that State and the Secretary finds is unsafe because of structural deficiencies, physical deterioration, or functional obsolescence.

"(b) Whenever any State makes application to the Secretary for assistance in repairing or replacing a highway bridge which is eligible under the needs formula established under this subsection, the Secretary may approve Federal participation in repairing such bridge or replacing it with a comparable facility. In approving projects under this section, the Secretary shall give first priority to those highway bridges which are critically unsafe in those States having the greatest need, and within those States, in the counties

having the greatest need, as determined by a needs formula established by the Secretary based upon, but not limited to, the following factors:

"(1) The number of highway bridges in each State and each county.

"(2) The number of long-span highway bridges in each State and each county.

"(3) The number of highway bridges in each State and each county which are critically unsafe because of structural deficiencies, physical deterioration, or functional obsolescence.

"(4) The number of highway bridges which have an insufficient load-carrying capacity to handle the traffic using them.

"(5) A classification of the essentiality for public use of each highway bridge in each State and county.

Approval of projects and allocation of funds under this section shall be without regard to allocation or apportionment formulas otherwise established under this title.

"(c) The Federal share payable on account of any highway bridge replacement under this section shall not exceed 90 per centum of the cost thereof.

"(d) Funds authorized before or after the date of enactment of the Bridge Safety Act of 1976 to carry out this section shall remain available until expended and shall

be available for obligation at the beginning of the fiscal year for which authorized in the same manner and to the same extent as if such funds were apportioned under this chapter.

"(e) Not less than 10 per centum of the funds authorized to carry out this section in any fiscal year shall be expended for the emergency repair or replacement of highway bridges in those counties determined by the Secretary, in accordance with subsection (b) of this section, to have the greatest need to repair and replace its bridges.

"(f) Notwithstanding any other provisions of law the General Bridge Act of 1946 (33 U.S.C. 525–533) shall apply to bridges authorized to be repaired and bridges constructed to replace unsafe bridges under this section.

"(g) The Secretary shall report annually on projects approved under this section with any recommendations he may have for further improvement in the bridge repair and replacement program authorized in accordance with this section.".

(b) The analysis of chapter 1 of title 23, United States Code, is amended by striking out—

"144. Special bridge replacement program."

and inserting in lieu thereof the following:

"144. Bridge repair and replacement program.".

SEC. 103. Paragraph (5) of section 202 of the Highway Safety Act of 1976 (Public Law 94–280) is amended to read as follows:

"(5) For bridge repair and replacement under section 144 of title 23, United States Code, out of the Highway Trust Fund, $180,000,000 for the period beginning July 1, 1976, and ending September 30, 1976, and $720,000,000 per fiscal year for each fiscal year in the period beginning October 1, 1976, and ending September 30, 1990.".

TITLE II—EXTENSION OF HIGHWAY TRUST FUND AND CERTAIN RELATED PROVISIONS

HIGHWAY TRUST FUND

SEC. 201. (a) Subsections (c) and (f) of section 209 of the Highway Revenue Act of 1956 (relating to the Highway Trust Fund; 23 U.S.C. 120 note) are amended—

(1) by striking out "1979" each place it appears and inserting in lieu thereof "1990"; and

(2) by striking out "1980" each place it appears and inserting in lieu thereof "1991".

(b) Subsection (e) (1) of section 209 of such Act is amended by striking out "September 30, 1980" and inserting in lieu thereof "September 30, 1990".

TRANSFER FROM LAND AND WATER CONSERVATION FUND

SEC. 202. Subsection (b) of section 201 of the Land and Water Conservation Fund Act of 1965 (16 U.S.C. 460l–11) is amended—

(1) by striking out "1979" and inserting in lieu thereof "1990"; and

(2) by striking out "1980" each place it appears and inserting in lieu thereof "1991".

POSTPONEMENT OF CERTAIN EXCISE TAX REDUCTIONS

SEC. 203. (a) The following provisions of the Internal Revenue Code of 1954 are amended by striking out "1979" each place it appears and inserting in lieu thereof "1990":

(1) Section 4041 (c) (3) (relating to rate of tax on fuel for noncommercial aviation).

(2) Section 4041 (e) (relating to rate reduction).

(3) Section 4061 (a) (1) (relating to imposition of tax on trucks, buses, etc.).

(4) Section 4061 (b) (1) (relating to imposition of tax on parts and accessories).

(5) Section 4071 (d) (relating to imposition of tax on tires and tubes).

(6) Section 4081 (b) (relating to imposition of tax on gasoline).

(7) Section 4481 (a) (relating to imposition of tax on use of highway motor vehicles).

(8) Section 4481(e) (relating to period tax in effect).

(9) Section 4482(c)(4) (defining taxable period).

(10) Section 6156(e)(2) (relating to installment payments of tax on use of highway motor vehicles).

(11) Section 6421(h) (relating to tax on gasoline used for certain nonhighway purposes or by local transit systems).

(b) Section 6412(a)(2) of such Code (relating to floor stocks refunds) is amended—

(1) by striking out "1979" each place it appears and inserting in lieu thereof "1990"; and

(2) by striking out "1980" each place it appears and inserting in lieu thereof "1991".

94TH CONGRESS
2D SESSION

H. R. 14900

IN THE HOUSE OF REPRESENTATIVES

JULY 27, 1976

Mr. GREEN introduced the following bill; which was referred to the Committee on Public Works and Transportation

A BILL

To establish a program for inspecting, repairing, rehabilitating, or replacing bridges.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) the first sentence of section 144 (a) of title 23, United States Code, is amended by—

(1) striking out "replacement" and inserting in lieu thereof "replacement and rehabilitation"; and

(2) striking out "replace" and inserting in lieu thereof "replace or rehabilitate".

(b) Section 144 (b) of title 23, United States Code, is amended to read as follows:

"(b) The Secretary, in consultation with the States, shall (1) inventory all bridges located on any of the Federal-aid systems over waterways and other topographical barriers of the United States, and (2) determine and assign to each such bridge a sufficiency rating which shall be based on condition ratings, essentiality for public use, age, inventory and operating ratings, appraisal ratings, and average daily traffic.".

(c) Section 144(c) of title 23, United States Code, is amended to read as follows:

"(c) (1) On October 1 of each fiscal year, the Secretary shall apportion the sums authorized to be appropriated for expenditure to carry out this section to each State in the ratio that the cost of the reconstruction or rehabilitation of the bridges on the Federal-aid system in such State which have a sufficiency rating of fifty or less bears to the cost of the reconstruction or rehabilitation of all the bridges on the Federal-aid system in all the States which have a sufficiency rating of fifty or less.

"(2) In approving projects under this section, the Secretary—

"(A) may not approve projects submitted by a State which would obligate in the aggregate in any fiscal year more than 20 per centum of the funds appor-

tioned to such State under this section if such projects are for the reconstruction or rehabilitation of bridges which have a sufficiency rating of fifty-one or more; and

"(B) may approve projects for State bridge inspection programs, except that no projects submitted by any State for such a program shall be approved by the Secretary if such approval would obligate in the aggregate in any fiscal year more than 10 per centum of the funds apportioned to such State to carry out this section.".

"(3) In approving projects under this section, the Federal share payable on account of any program shall equal 90 per centum of the cost thereof.

(d) Section 144(d) of title 23, United States Code, is amended by striking out "replacement" and inserting in lieu thereof "replacement or rehabilitation".

(e) The first sentence of section 144(e) of title 23, United States Code, is amended by striking out "and $125,000,000 for the fiscal year ending June 30, 1976, to be available until expended." and inserting in lieu thereof "$125,000,000 for the fiscal year ending June 30, 1976, the additional sum of $265,000,000 for the fiscal year ending September 30, 1978, and $445,000,000 per fiscal year for each of the fiscal years 1979 through 1982.".

(f) Section 144 (g) of title 23, United States Code, is amended by striking out "reconstructed" and inserting in lieu thereof "reconstructed or rehabilitated".

(g) Section 144 (h) of title 23, United States Code, is amended by striking out "replacement" and inserting in lieu thereof "replacement and rehabilitation".

(h) Section 144 of title 23, United States Code, is amended by adding at the end thereof the following new subsection:

"(i) For purposes of this section the term 'rehabilitation' includes, but is not limited to, replacing the members in the bridge structure or otherwise strengthening the structure to restore the bridge to a serviceable condition."

(i) (1) The side heading of section 144 of title 23, United States Code, is amended by striking out "replacement" and inserting in lieu thereof "replacement and rehabilitation".

(2) The analysis of chapter 1 of title 23, United States Code, is amended by striking out

"144. Special bridge replacement program."

and inserting in lieu thereof

"144. Special bridge replacement and rehabilitation program.".

94TH CONGRESS
2D SESSION

H. R. 15103

IN THE HOUSE OF REPRESENTATIVES

AUGUST 9, 1976

Mr. HEINZ (for himself, Mr. JOHNSON of Pennsylvania, Mr. MCDADE, Mr. SHUSTER, Mr. SCHNEEBELI, Mr. VANDER JAGT, Mr. LUNDINE, Mr. HARKIN, and Mr. SIMON) introduced the following bill; which was referred jointly to the Committees on Public Works and Transportation and Ways and Means

A BILL

To establish a program for repairing and replacing unsafe highway bridges.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Bridge Safety Act of 1976".

TITLE I—BRIDGE PROGRAM

SEC. 101. Congress hereby finds and declares that an ever-increasing number of highway bridges in this country are unsafe for the amount and type of traffic using them and should be repaired or replaced. Congress further finds and declares that the existing programs for bridge repairs and replacement are not sufficient for that purpose and therefore

by this Act establishes a program to assure that by 1990 all of the critically deficient highway bridges in the Nation will be repaired to modern standards or replaced if necessary. It is the intent of Congress that in the administration of this program; primary emphasis shall be placed on the repair of existing bridges to modern standards, wherever practicable.

SEC. 102. (a) Section 144 of title 23, United States Code, is amended to read as follows:

"§ 144. Bridge repair and replacement program

"(a) Congress hereby finds and declares it to be in the vital interest of the Nation that a bridge repair and replacement program be established to enable a State to repair or replace any highway bridge over a waterway or other topographical barrier which that State and the Secretary finds is unsafe because of structural deficiencies, physical deterioration, or functional obsolescence.

"(b) Whenever any State makes application to the Secretary for assistance in repairing or replacing a highway bridge which is eligible under the needs formula established under this subsection, the Secretary may approve Federal participation in repairing such bridge or replacing it with a comparable facility. In approving projects under this section, the Secretary shall give first priority to those highway bridges which are critically unsafe in those States having the greatest need, and within those States, in the counties

having the greatest need, as determined by a needs formula established by the Secretary based upon, but not limited to, the following factors:

"(1) The number of highway bridges in each State and each county.

"(2) The number of long-span highway bridges in each State and each county.

"(3) The number of highway bridges in each State and each county which are critically unsafe because of structural deficiencies, physical deterioration, or functional obsolescence.

"(4) The number of highway bridges which have an insufficient load-carrying capacity to handle the traffic using them.

"(5) A classification of the essentiality for public use of each highway bridge in each State and county.

Approval of projects and allocation of funds under this section shall be without regard to allocation or apportionment formulas otherwise established under this title.

"(c) The Federal share payable on account of any highway bridge replacement under this section shall not exceed 90 per centum of the cost thereof.

"(d) Funds authorized before or after the date of enactment of the Bridge Safety Act of 1976 to carry out this section shall remain available until expended and shall

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be available for obligation at the beginning of the fiscal year for which authorized in the same manner and to the same extent as if such funds were apportioned under this chapter.

"(e) Not less than 10 per centum of the funds authorized to carry out this section in any fiscal year shall be expended for the emergency repair or replacement of highway bridges in those counties determined by the Secretary, in accordance with subsection (b) of this section, to have the greatest need to repair and replace its bridges.

"(f) Notwithstanding any other provisions of law the General Bridge Act of 1946 (33 U.S.C. 525–533) shall apply to bridges authorized to be repaired and bridges constructed to replace unsafe bridges under this section.

"(g) The Secretary shall report annually on projects approved under this section with any recommendations he may have for further improvement in the bridge repair and replacement program authorized in accordance with this section.".

(b) The analysis of chapter 1 of title 23, United States Code, is amended by striking out—

"144. Special bridge replacement program."

and inserting in lieu thereof the following:

"144. Bridge repair and replacement program.".

SEC. 103. Paragraph (5) of section 202 of the Highway Safety Act of 1976 (Public Law 94-280) is amended to read as follows:

"(5) For bridge repair and replacement under section 144 of title 23, United States Code, out of the Highway Trust Fund, $180,000,000 for the period beginning July 1, 1976, and ending September 30, 1976, and $720,000,000 per fiscal year for each fiscal year in the period beginning October 1, 1976, and ending September 30, 1990.".

TITLE II—EXTENSION OF HIGHWAY TRUST FUND AND CERTAIN RELATED PROVISIONS

HIGHWAY TRUST FUND

SEC. 201. (a) Subsections (c) and (f) of section 209 of the Highway Revenue Act of 1956 (relating to the Highway Trust Fund; 23 U.S.C. 120 note) are amended—

(1) by striking out "1979" each place it appears and inserting in lieu thereof "1990"; and

(2) by striking out "1980" each place it appears and inserting in lieu thereof "1991".

(b) Subsection (e) (1) of section 209 of such Act is amended by striking out "September 30, 1980" and inserting in lieu thereof "September 30, 1990".

TRANSFER FROM LAND AND WATER CONSERVATION FUND

SEC. 202. Subsection (b) of section 201 of the Land and Water Conservation Fund Act of 1965 (16 U.S.C. 460l–11) is amended—

(1) by striking out "1979" and inserting in lieu thereof "1990"; and

(2) by striking out "1980" each place it appears and inserting in lieu thereof "1991".

POSTPONEMENT OF CERTAIN EXCISE TAX REDUCTIONS

SEC. 203. (a) The following provisions of the Internal Revenue Code of 1954 are amended by striking out "1979" each place it appears and inserting in lieu thereof "1990":

(1) Section 4041 (c) (3) (relating to rate of tax on fuel for noncommercial aviation).

(2) Section 4041 (e) (relating to rate reduction).

(3) Section 4061 (a) (1) (relating to imposition of tax on trucks, buses, etc.).

(4) Section 4061 (b) (1) (relating to imposition of tax on parts and accessories).

(5) Section 4071 (d) (relating to imposition of tax on tires and tubes).

(6) Section 4081 (b) (relating to imposition of tax on gasoline).

(7) Section 4481 (a) (relating to imposition of tax on use of highway motor vehicles).

(8) Section 4481(e) (relating to period tax in effect).

(9) Section 4482(c)(4) (defining taxable period).

(10) Section 6156(e)(2) (relating to installment payments of tax on use of highway motor vehicles).

(11) Section 6421(h) (relating to tax on gasoline used for certain nonhighway purposes or by local transit systems).

(b) Section 6412(a)(2) of such Code (relating to floor stocks refunds) is amended—

(1) by striking out "1979" each place it appears and inserting in lieu thereof "1990"; and

(2) by striking out "1980" each place it appears and inserting in lieu thereof "1991".

94TH CONGRESS
2D SESSION

H. R. 15325

IN THE HOUSE OF REPRESENTATIVES

AUGUST 30, 1976

Mr. HEINZ (for himself, Mr. BAUCUS, Mr. GILMAN, and Mr. HAMILTON) introduced the following bill; which was referred jointly to the Committees on Public Works and Transportation and Ways and Means

A BILL

To establish a program for repairing and replacing unsafe highway bridges.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Bridge Safety Act of 1976".

TITLE I—BRIDGE PROGRAM

SEC. 101. Congress hereby finds and declares that an ever-increasing number of highway bridges in this country are unsafe for the amount and type of traffic using them and should be repaired or replaced. Congress further finds and declares that the existing programs for bridge repairs and replacement are not sufficient for that purpose and therefore

by this Act estabilshes a program to assure that by 1990 all of the critically deficient highway bridges in the Nation will be repaired to modern standards or replaced if necessary. It is the intent of Congress that in the administration of this program primary emphasis shall be placed on the repair of existing bridges to modern standards, wherever practicable.

SEC. 102. (a) Section 144 of title 23, United States Code, is amended to read as follows:

"§ 144. Bridge repair and replacement program

"(a) Congress hereby finds and declares it to be in the vital interest of the Nation that a bridge repair and replacement program be established to enable a State to repair or replace any highway bridge over a waterway or other topographical barrier which that State and the Secretary finds is unsafe because of structural deficiencies, physical deterioration, or functional obsolescence.

"(b) Whenever any State makes application to the Secretary for assistance in repairing or replacing a highway bridge which is eligible under the needs formula established under this subsection, the Secretary may approve Federal participation in repairing such bridge or replacing it with a comparable facility. In approving projects under this section, the Secretary shall give first priority to those highway bridges which are critically unsafe in those States having the greatest need, and within those States, in the counties

having the greatest need, as determined by a needs formula established by the Secretary based upon, but not limited to, the following factors:

"(1) The number of highway bridges in each State and each county.

"(2) The number of long-span highway bridges in each State and each county.

"(3) The number of highway bridges in each State and each county which are critically unsafe because of structural deficiencies, physical deterioration, or functional obsolescence.

"(4) The number of highway bridges which have an insufficient load-carrying capacity to handle the traffic using them.

"(5) A classification of the essentiality for public use of each highway bridge in each State and county.

Approval of projects and allocation of funds under this section shall be without regard to allocation or apportionment formulas otherwise established under this title.

"(c) The Federal share payable on account of any highway bridge replacement under this section shall not exceed 90 per centum of the cost thereof.

"(d) Funds authorized before or after the date of enactment of the Bridge Safety Act of 1976 to carry out this section shall remain available until expended and shall

be available for obligation at the beginning of the fiscal year for which authorized in the same manner and to the same extent as if such funds were apportioned under this chapter.

"(e) Not less than 10 per centum of the funds authorized to carry out this section in any fiscal year shall be expended for the emergency repair or replacement of highway bridges in those counties determined by the Secretary, in accordance with subsection (b) of this section, to have the greatest need to repair and replace its bridges.

"(f) Notwithstanding any other provisions of law, the General Bridge Act of 1946 (33 U.S.C. 525–533) shall apply to bridges authorized to be repaired and bridges constructed to replace unsafe bridges under this section.

"(g) The Secretary shall report annually on projects approved under this section with any recommendations he may have for further improvement in the bridge repair and replacement program authorized in accordance with this section.".

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