

# ENERGY ASSISTANCE FOR THE ELDERLY (Impact of the 1980 Heat Wave)

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JOINT HEARING  
BEFORE THE  
SPECIAL COMMITTEE ON AGING  
AND THE  
SUBCOMMITTEE ON AGING  
OF THE  
COMMITTEE ON  
LABOR AND HUMAN RESOURCES  
UNITED STATES SENATE  
NINETY-SIXTH CONGRESS  
SECOND SESSION

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PART 4—WASHINGTON, D.C.

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JULY 25, 1980



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and the Committee on Labor and Human Resources

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# ENERGY ASSISTANCE FOR THE ELDERLY (Impact of the 1980 Heat Wave)

FRIDAY, JULY 25, 1980

U.S. SENATE,  
SPECIAL COMMITTEE ON AGING,  
AND THE SUBCOMMITTEE ON AGING OF THE  
COMMITTEE ON LABOR AND HUMAN RESOURCES,  
*Washington, D.C.*

The joint committees met, pursuant to notice, at 9:30 a.m., in room 6226, Dirksen Senate Office Building, Senator Lawton Chiles, chairman of the Special Committee on Aging and Senator Thomas F. Eagleton, chairman of the Subcommittee on Aging, Committee on Labor and Human Resources, copresiding.

Present: From the Special Committee on Aging: Senators Chiles, Pryor, Bradley, Domenici, and Percy. From the Committee on Labor and Human Resources: Senator Eagleton, chairman of the Subcommittee on Aging.

Also present: From the Special Committee on Aging: E. Bentley Lipscomb, staff director; Deborah K. Kilmer, legislative liaison; Betty M. Stagg, minority professional staff member; Rick Farrell, legislative assistant to Senator Chiles; Ray Scott, legislative assistant to Senator Pryor; Ann Humphrey, legislative assistant to Senator Burdick; Theresa M. Forster, assistant chief clerk; and Helen Gross-Wallace, clerical assistant. From the Subcommittee on Aging, Committee on Labor and Human Resources: Marcia McCord, professional staff member.

## **OPENING STATEMENT BY SENATOR LAWTON CHILES, COPRESIDING**

Senator CHILES. Good morning.

The Senate Committee on Aging and the Subcommittee on Aging of the Labor and Human Resources Committee are assembled today to hear firsthand about the grim impact of this summer's heat wave on the elderly and to discuss how well the existing energy assistance programs can cope with such a crisis.

The fact that the heat has caused the deaths of 1,200 persons is shocking. The sad fact that most of the 1,200 are elderly does not come as a great shock to this committee. We have documented much evidence over the past few years which proves that older persons are far more vulnerable to extreme heat and cold.

The committee has learned from the National Institute on Aging that older persons are far less able to adjust their body temperatures to extreme heat and cold, and therefore, are in far greater danger of being exposed to weather-related illnesses and death.

We have learned from the U.S. Surgeon General that heat is particularly dangerous for persons suffering from chronic conditions such as heart disease, blood pressure, and respiratory illnesses. One or more of these conditions often afflict our older citizens.

The committee has evidence from the Fuel Oil and Marketing Advisory Committee of the Department of Energy which reveals that elderly households pay four times more the percentage of their income on energy costs than does the average American household, but use less than 50 percent of the energy consumed by the average household. This excessive burden has been dramatized by the heat wave where in many instances elderly persons were found to have fans or window air-conditioning units but afraid to use them because of the impact on their utility bills.

With these facts in mind, the committee unanimously sponsored a successful amendment to the new home energy assistance program which requires that priority be given to elderly households. We hope to explore further today how this program can assist the elderly in any weather-related crisis. We should learn from this summer's experience and be able to better cope in future summers, as well as winters.

We also want to discuss how this summer's emergency assistance has been managed. There appears to be a good deal of confusion about how the emergency funds can be spent. The blame for this confusion falls on both the administration and the House and Senate Appropriations Committees who, in my opinion, placed unrealistic restrictions on the use of the funds. Unfortunately, many of us who sit on the Appropriations Committee were not consulted about these emergency funds and how they could be utilized. We hope to make our views known today.

I will keep my remarks brief so that my cochairman, Senator Eagleton, can make his statement. I am aware of the devastating effect the heat is having on the people of Missouri and share his concern about obtaining adequate assistance for the victims.

Senator Eagleton.

#### **STATEMENT BY SENATOR THOMAS F. EAGLETON, COPRESIDING**

Senator EAGLETON. Thank you, Senator Chiles.

The severity of the 1977-78 winter made us all aware that adequate home heating is a necessary aspect of shelter and that lack of heating poses a very real threat to health and safety. This summer's searing heat wave, which has held the Midwestern and Southern States in its stranglehold for more than 1 month, has tragically demonstrated that air-conditioning, too, can be a life and death matter.

The death toll of heat-related victims now stands at 2,000, with Missouri being the hardest hit State. Missouri has already suffered over 290 deaths. People are dying because of the heat, and we have to act now to prevent further loss of life.

Analysis of the current population survey and the annual housing survey of the Census Bureau reveals characteristics of the elderly population which compounds their energy problems—whether they be heating or cooling problems. Fifty-seven percent live in single-

family detached houses which consume more energy than houses with common walls. Their houses are older and less energy efficient. They are often overhoused, living in single family residences from which their children have moved, but which still run high utility costs. Their household size is predominantly small, usually one or two members, so that fewer are classified as low income than others at the same income level. As a population they are growing older, with an increasing number of persons over 75, less able to maintain their homes, and far more susceptible to extremes of temperatures.

Too often in the past, we have been forced by time constraints of an immediate emergency and fiscal pressures to treat the energy crisis for low income and elderly persons with Band-Aids. We have been able to squeeze a little money here and a little money there to help out. And in the rush to address the problem, Congress often has created programs which are unresponsive to the real needs of those suffering.

The \$6.7 million in energy assistance grants which the Community Services Administration announced on July 15 illustrates my point. Although the funds are appreciated, the restrictions prohibiting utility bill assistance and direct cash assistance can have tragic results. Rental of air-conditioning units and fans can provide relief to some, but to others, without the means to pay the increased utility bills resulting from use, they are an empty gesture. Case after case has been brought to my attention of heat victims found in their homes with fans or an air-conditioner not plugged in. The grim truth is that many senior citizens will go without food or necessary medical care to keep the utility bills paid, and will not use electrical appliances because resulting increases in utility bills may lead to inability to pay bills and a loss of credit.

The Community Services Administration tells us that an additional \$20 million or so is available for reallocation to the States suffering from these extreme heat conditions. It is absolutely essential that these funds be made available swiftly and that existing restrictions be removed.

It is my hope that this hearing will define the magnitude of the problem we face and suggest equitable means by which we can meet this emergency now. Solutions will come neither cheaply nor easily, but they must come quickly to eliminate the energy crisis' unique threat to the well-being of our senior citizens.

Senator CHILES. Thank you, Senator Eagleton.

Senator Pryor and Senator Domenici have agreed to withhold their opening statements in order to allow Senator Bentsen to make his statement as he has to go to another meeting.

Senator Bentsen, we are delighted to have you as the leadoff witness. You have become a prophet before your time. You stood on the floor of the Senate and warned the Senate that heat was as bad as cold, that the summer could be as devastating as the winter, especially to the people least able to cope with the high energy bills. You stood with headlines of what had happened in Texas a year or so before but, no one seemed to heed that. I think everybody is listening now because many of the States have been affected and many States have thought that they never would be affected. We are delighted to have you as our opening witness.

## STATEMENT BY SENATOR LLOYD BENTSEN

Senator BENTSEN. Thank you very much, Mr. Chairman. Let me congratulate you and the members of the committees for holding this hearing.

Senator CHILES. As you know, we have two committees here now. Actually, we have the Special Committee on Aging and we also have Senator Eagleton and his subcommittee from the Labor and Human Resources Committee.

Senator BENTSEN. We have special Senators. I am delighted to appear before you.

In the debate last year, there was a great deal of talk about how constituents of some of our friends who represented Northern States had to choose between food and heat. I understand why it is not as dramatic—death from heat—because you can look at pictures of Buffalo, N.Y., and you can see the snow piled 10 feet high, but you don't see the thermostat that has gone to 115 degrees; it does not portray the picture quite as well on TV.

As Senator Eagleton has said, we have had approximately 2,000 people in this country die from heat-related causes, most of them infirm, most of them ill, most of them because they could not afford to buy a fan or they didn't think they could afford to turn on that window air-conditioner because they didn't have the money for the utility bills. It is my sincere hope that as the result of the attention that you are focusing on this subject that we won't have to pick up the paper in the future and read such tragic accounts of how the ill or the elderly have died from heat because they were afraid that they could not pay the utility bill.

Mr. Chairman, in all of that controversy about how we were going to allocate \$7 billion to enable low-income Americans to cope with rapidly and steadily increasing energy costs, we had a lack of understanding of the dangers of excessive heat. Whether you are dead from cold or you are dead from the heat, the result is exactly the same.

I can't recall any time in the history of our country when we have had 2,000 people die from cold, but we have had 2,000 people die from heat in this situation. We were ridiculed in that debate because they said you can't spend money to cool a house.

Senator CHILES. As I recall, they said allow people to just enjoy the luxury of air-conditioning.

Senator BENTSEN. That is right.

Senator CHILES. To some people, air-conditioning may be a luxury, but to someone who has asthma or high blood pressure or chronic heart disease, it is not a luxury when the temperature is 106 or 107 degrees outside.

Senator BENTSEN. I know some of them even opposed very limited medically qualified conditions that were finally included in the bill, but it is not a luxury when you have 110 or 115 degrees.

The distinguished chairman of this committee is well aware that the sunbelt States, despite substantial and welcome progress in recent years, still contain millions of people who meet any reasonable definition of poverty. When it comes to the poor people of this country and talking about the most economically disadvantages, it is not in ghettos of the Northeast, I regret to say; it is in my State, it is in south Texas.

The lowest per capita income in the United States is along the Mexican border. As you consider low-income energy assistance, those who made their point from the sunbelt States said that heat rather than cold was the primary climatic threat to the vulnerable elements in our population, and we suggested that energy expenses incurred for cooling should be just as essential a part of low-income energy assistance.

What we have experienced this summer, I doubt very much that the concept of assistance for cooling costs will be ridiculed in the future. We can all agree there is an urgent and apparent need for a program that will enable low-income individuals to pay the higher energy costs involved in cooling as well as heat. The legislation passed last year by the Congress is sadly deficient in this regard, and that is why I oppose it.

Currently, the distribution of energy assistance funds is heavily weighted in favor of heating costs and, as a result, it has contributed directly to the tragedy we are experiencing this summer—tragedy, Mr. Chairman, that affects not just the sunbelt States but States like Missouri, Illinois, North Dakota, and Montana. In recent weeks, we have seen that low-income energy assistance is literally a matter of life and death and it is a national issue that transcends any kind of reasonable competition. After the experience of this summer, there can no longer be any doubt that this can be just as life-threatening, as winter cold can kill just as cruelly and as surely, and that it preys on those least able to protect themselves.

Mr. Chairman, I have a staff member on the full committee who had that kind of a personal tragedy about 1 week ago, who had his grandmother die. There was no air-conditioning and there is no question but that heat contributed to that death. These are the realities we are looking to.

I look forward to working with you and the members of your committees and the Senators in every region in this great Nation of ours to correct the mistakes of the past and to make low-income energy assistance consistent with reality. We are not talking about a program of purchasing air-conditioners for low-income Americans any more than we are talking about buying heating furnaces in the Northeast and Midwest. What we are dealing with is an energy assistance program to help pay the increasing costs of operating coolers on an equal basis for the cost of operating heaters.

As a part of this effort, I am introducing legislation today that will enable the Community Services Administration to distribute almost \$7 million in cooling assistance during fiscal year 1980. This legislation will remove the current unfair medical restriction on such assistance, add cooling degree days as a factor in the allocation formula, and will delete the squaring of degree days, which is the primary factor in tilting this program toward heating costs and away from cooling costs.

Mr. Chairman, I sure hope that you and the members of your committees will be able to join me in supporting this piece of legislation, and I hope that in the short time remaining during this season that we can lay aside regional concerns and work together to develop an energy assistance program that recognizes that death from cold and death from heat are equally unnecessary and equally unacceptable in the most prosperous and compassionate Nation in the world.



Thank you very much.

Senator CHILES. Thank you very much.

Well, I certainly want to be a cosponsor of your legislation, and I hope we can establish, for the record, that it is a necessity. Everybody, I think, now realizes the problem we have here and we should be able to get some fast action on the legislation.

Senator Eagleton.

Senator EAGLETON. No questions.

Senator CHILES. Senator Domenici, do you have any questions of Senator Bentsen?

Senator DOMENICI. Yes, Mr. Chairman.

It is true, is it not, that we have no national records indicating that anything like this has happened as a result of cold weather? I asked my staff to check and we can find none.

Senator BENTSEN. We have researched and we have found nothing that is compared to the loss of life from heat. We haven't found anything comparable as a result of cold weather. The effects from cold weather are much more dramatic, you see those pictures of blizzards and you see the snowbanks, and I can understand people's concern there, and they should have concern, but we have severe problems when it comes to heat, and we are talking about the infirm and the elderly, and they just can't withstand it.

Senator DOMENICI. The bill you are introducing, Senator, would it create a new program?

Senator BENTSEN. No; we are talking about the same program, approximately \$7 million, and we would take away the limitation that is not allowed to be utilized for cooling.

Senator DOMENICI. Senator Bentsen, yesterday afternoon Senator Baker and I introduced a measure to extend the existing law which expired on June 30.

Senator BENTSEN. That is correct. This would do that also.

Senator DOMENICI. There are funds remaining. We would go ahead and extend the spending period and change the substantive language so that during that extended period that the money, now being held because the program expired on June 30, could be used to assist those who have excessive bills that relate to cooling.

Senator BENTSEN. Senator, that is what this legislation does.

Senator DOMENICI. Basically, it is the same kind of thrust we are all aiming at.

Senator BENTSEN. I would assume so. We are trying to accomplish the same objectives. Under the present conditions, you have funds that were allocated to States which finally can't utilize them for one reason or another and want to bring them back. They cannot be reallocated out to try to help in this current crisis that we are having. This would correct that.

Senator DOMENICI. Thank you, Mr. Chairman.

Senator CHILES. Senator Percy.

Senator PERCY. Mr. Chairman, one question.

Due to the heat wave, 71 Illinois residents lost their lives and about 1,000 people were hospitalized from heat prostration. In some cases, the elderly who did not have air-conditioning or fans simply refused to leave their homes. What is the underlying reason for this situation?

Some elderly residents were concerned about crime if they left their homes. They simply refused to leave and seek help. Unfortunately, in some of these cases, they died in their homes.

Senator BENTSEN. A lot of times with elderly people, there is a security in things that surround them that they love and that they know and they feel endangered as they leave that. Other times, they are concerned somebody is going to come in and rip them off, take those things that are their lifetime possessions—that if they were to absent themselves from their home that someone could invade their homes. So those are the kinds of problems that are incurred, and that is what we are doing, helping those people who are poor and who have a disability, be it an infirmity or otherwise.

Senator PERCY. You are keeping in touch with people by setting up a communication system. Again, the telephone is the lifeline for those in need.

Thank you very much.

Senator CHILES. Thank you.

Senator Domenici; do you wish to give your statement now?

#### STATEMENT BY SENATOR PETE V. DOMENICI

Senator DOMENICI. Yes. During the past few weeks, a stifling heat wave has hovered over half of the Nation. It has already claimed over 1,200 lives, many of whom were elderly people. This points out all too tragically that there are situations in which cooling is not a luxury but a necessity.

Low-income older persons often do not have air-conditioning or do not have adequate incomes to pay their electric bills. Some of the elderly victims have died because they were afraid to use the fans or air-conditioners provided to them because of the potential increase in their energy burden.

In order to address this crisis, earlier this week Senator Howard Baker and I introduced a bill which would allow unspent funds from this winter's low-income energy assistance program to be used by those States experiencing the severe effects of the heat wave. This bill would extend the authority of the Community Services Administration and the Department of Health and Human Services to spend funds from the program through September 30, 1980, instead of only through June 30 as the current law requires. This is an attempt to utilize these funds, which were not used by the States for the heating program due to this past year's relatively mild winter, in a sensible way to meet this special crisis. The assistance should be used by the States to help those for whom cooling is essential to life and health.

Of course, the home energy assistance program, title III of the Windfall Profits Tax Act of 1980, allows States to use funds for cooling when it is medically necessary. However, most States have not had time to complete their State planning process and receive these funds for the 1980-81 program. In the future, the need for energy assistance for cooling as well as heating can be addressed, not through a stopgap program, but through the ongoing energy assistance program planned and administered by each State to take into account its weather patterns and unique energy needs.

In the future, the only way we can hope to ease the burden of higher energy costs for cooling for our low-income elderly citizens in the long run is through conservation in all aspects of energy consumption. We must encourage research, development, and use of energy efficient cooling as we have for energy efficient heating. I recently introduced a resolution in the Senate urging the Secretary of the Department of Energy to coordinate an effort within the Federal Government to promote and utilize energy efficient cooling devices.

I am certain that the witnesses we have here today will provide us with not only a clearer understanding of the severity of the problem, as they have experienced it in their States, but also valuable suggestions as to what we should do now and in the coming months to best address the real needs of low-income and older persons in times of prolonged excessive heat as well as cold.

I only hope, Mr. Chairman, that between us—and there has been an excellent working relationship between the Special Committee on Aging and Senator Eagleton's Subcommittee on Aging and the full committee—that we can set a very quick time schedule to address these issues. We must decide what to do that is curative in nature with respect to existing laws, and establish a whole new premise for the kind of assistance that you have described, which was so improperly limited in the past to only cold. I assume that we will work together and try to get something started quickly. Is that the approach we are going to take?

Senator CHILES. I certainly hope that we can do that.

Senator DOMENICI. Thank you very much, Mr. Chairman.

Senator CHILES. Senator Pryor?

#### STATEMENT BY SENATOR DAVID PRYOR

Senator PRYOR. Mr. Chairman, I compliment you and Senator Eagleton for the cooperation that our two committees have shown on this issue. I think last November when we reached this issue and actually legislated on it, I don't think any of us indicated by our votes, negative or positive, what we were attempting or not attempting to do. I don't think we ever intended to deny these funds or to hamstring or to tie the hands of State governments by decreasing their flexibility in the administration of these funds. Whatever we did, we have to undo it, and we have to set it right. I think this hearing is certainly the proper way to do this.

I would like to also state, Mr. Chairman, that I spent about 2½ weeks in Arkansas recently, during the recess, and I don't think during that whole time that the temperature ever got under 100° except at night, and I think a couple of nights it got down to about 85°, or something like that. It was absolutely suffocating. In addition to elderly people being pushed into churches and into senior citizens centers and whatever, psychologically it is also having such an adverse effect. People just try to stay in and survive.

I applaud you and Senator Eagleton for setting up this hearing.

Also, Mr. Chairman, if I might, I would like to ask unanimous consent to insert a statement prepared by Gov. Bill Clinton.

Senator CHILES. The statement will be inserted in the record.<sup>1</sup>

Senator Percy?

<sup>1</sup> See appendix, item 1, page 355.

Senator PERCY. Mr. Chairman. I will be chairing another hearing at 10 o'clock so I will not be able to stay. I ask unanimous consent that the full statement that I have, be incorporated in the record.

Senator CHILES. Without objection, so ordered.

Senator PERCY. I would like to point out that this special committee has given, through the years, attention to problems of the aging with respect to their energy costs. As a result of the work of this committee, the energy assistance program Congress enacted has a provision giving priority to households having at least one elderly member. A total of \$1.6 billion for fiscal year 1980 has been appropriated, which is \$1.4 billion more than the preceding year. We have given recognition to this problem.

I will incorporate in the record a copy of a letter<sup>1</sup> from our Governor in Illinois, Governor Thompson, outlining what the State was able to do in this crisis and what still needs to be done.

I thank you very much.

[The prepared statement of Senator Percy follows:]

#### PREPARED STATEMENT OF SENATOR CHARLES H. PERCY

Mr. Chairman, the killer heat wave that has swept parts of this country has claimed the lives of over 1,200 people. Many of the victims were elderly people. The members of the Senate Special Committee on Aging know full well the impact of extreme temperatures on the elderly. They suffer more than others. Elderly persons are far more susceptible to weather-related health problems such as hypothermia and heat prostration. They must have sufficient heating and cooling to avoid such problems.

When faced with soaring utility bills, many elderly persons, living on fixed incomes, are faced with a tossup. Should they pay their fuel costs first and their food and medicine bills second, or vice versa? Some actually are reluctant to plug in their fans for fear of increasing their bills. They don't plug in, and sometimes it costs them their lives. We desperately need to address this problem.

During the last year, Congress has shown its compassion in helping the low income and particularly the elderly to meet their energy needs by establishing and energy assistance program. The entire Special Committee on Aging sponsored a successful amendment to the 1981 program which gives priority to households having at least one elderly member. A total of \$1.6 billion has been appropriated for the fiscal year 1980 program. This is \$1.4 billion more than what the Federal Government spent in low-energy assistance for fiscal year 1979. In the past, most of the debate surrounding this program has centered on meeting winter energy costs for low-income persons.

Today's hearing will focus on the flexibility of Federal energy programs to assist elderly victims of heat as well as those affected by cold.

For the last several weeks, a scorching heat wave has lingered over Illinois. Seventy-one residents of Illinois have lost their lives since July 1, 1980. Over 1,000 residents have required hospitalization for heat exhaustion. At the moment, we have a brief reprieve from the heat. It is expected to return.

Earlier this month, the administration made available over \$6.7 million of Community Service Administration (CSA) funds for emergency assistance to victims of the heat wave. Last Friday, Governor Thompson appealed to the Regional Director of CSA for funds to provide cooling devices for those in dire need of relief. I understand that Illinois was not selected to receive these reprogrammed funds. I am sure that today's hearing will bring to light the other funds which may be available for States facing emergency situations.

In his letter to CSA, Governor Thompson raises another problem which may be outside the reach of the Federal Government. As he points out, "For whatever reasons many elderly simply refuse to leave their homes, even though they have no air-conditioning or fan \* \* \*. In those cases, which have unfortunately become too common, a fan could be a lifesaving device."

<sup>1</sup> See appendix, Item 2, page 355.

The Illinois Department on Aging is providing havens for the elderly during the heat wave. Nearly \$1.5 million has been provided in emergency funds for area agencies on aging and other operations. The latter include the expansion of nutrition programs and the purchase of fans for use by individuals.

Senator CHILES. Senator Bradley.

### STATEMENT BY SENATOR BILL BRADLEY

Senator BRADLEY. I will comment, Mr. Chairman, as a Senator from a Northeast State that has not been as affected as many of my colleagues' States by this heat wave but as someone who worked hard with the windfall profits tax to make sure that we had sufficient money for the energy assistance program. I agree that we have given inadequate attention to the hotter areas of the country, but I think that it should be noted that the colder areas of the country still have a real need for assistance in the winter. I think this would argue for your action on the Budget Committee in the second concurrent budget resolution to try to get a little more money for emergency energy assistance so that we can take care of both the warmer and the colder areas of the country and their particular problems.

I don't want to see people dying from heatstroke and heat prostration in the South. I would urge you to use your powers of persuasion in the Budget Committee to try to make sure that we have sufficient revenues in the second concurrent budget resolution to take care of all of our problems and to do it equitably.

Senator EAGLETON. Mr. Chairman, I have one other item to put in the record. I have two pieces of paper, one labeled 1981 home energy assistance program—HEAT—which gives the budgetary status of an allocation of a portion of the windfall profits tax to be used for energy assistance programs. The second sheet I believe is the authority for cooling, is the statutory excerpts from both the Public Law 96-223, part of the windfall profits tax, and then the so-called interim financial regulations promulgated by the Department of Health and Human Services which delineates the purposes for which payment can be made. I ask unanimous consent that both of those documents be placed in the record.

Senator CHILES. Without objection, the documents will be made part of the record.

[The documents referred to follow.]

#### 1981 HOME ENERGY ASSISTANCE PROGRAM (HEAP)

##### BUDGET STATUS

Authorization (Windfall Profits, Public Law 96-223)—\$3.1 billion.

President's revised budget request—\$2.2 billion.

First Concurrent Budget Resolution—\$2 billion.

The windfall profits statute (Public Law 96-223) contains an authorization for a \$3.1-billion program to provide energy assistance to the low-income during fiscal year 1981.

Eligibility for the 1981 program will be the BLS lower living standard, the same standard used for CETA which varies by region, unlike the poverty level.

In addition, automatic eligibility will be granted to those already deemed eligible for SSI, AFDC, food stamps, and certain categories of veterans' benefits.

The entire Committee on Aging sponsored a successful amendment to the 1981 program which gives priority to households having at least one elderly member.

The law requires that each State submit a plan to the Secretary of Health and Human Services (HHS) who is responsible for the new program. There is considerable flexibility for the States to decide upon the method of delivery and type of assistance. A State must indicate in its State plan if the payments will be made to vendors (energy suppliers), directly to the recipients, to building managers of Federal housing projects, or a combination of these methods. The law requires that owners and renters be treated equitably.

The States have the option of allowing a portion of their allocation to be reserved by the Secretary and issued in the form of SSI supplements, which was mandatory under the 1980 law.

#### ENERGY CRISIS ASSISTANCE PROGRAM (ECAP)

In addition to the energy assistance payments, Public Law 96-223 (Windfall Profits) allows for approximately \$100 million of the authorization to be transferred to the Community Services Administration (CSA) for carrying out the energy crisis assistance program. ECAP is similar to the energy programs operated by CSA in the past which respond more to "crisis" situations. While the funds under the home energy assistance program would be used more for assistance in combating fuel and utility bills, the ECAP funds can be used for goods and services, that is, blankets and space heaters. The use of ECAP funds for air-conditioners and fans is questionable.

#### AUTHORITY FOR "COOLING"

Public Law 96-223 (Windfall Profits), Title III: Home Energy Assistance Act  
 "Sec. 308(c) The State is authorized to make grants to eligible households to meet the rising costs of cooling whenever the household establishes that such cooling is the result of medical need pursuant to standards established by the Secretary."

Interim Final Regulations/Social Security Administration, HHS 45 CFR Part 260, Vol. 45, No. 106, May 30, 1980

"§ 260.156 Purposes for which payments can be made \* \* \*

(b) The State plan must identify the conditions under which payments will be made to eligible households for the rising costs of cooling. Payments for cooling may be made only when there is a threat to life or health due to a particular illness or medical condition which can be ameliorated by cooling facilities. An example of such conditions would include certain respiratory diseases."

Senator CHILES. Senator Frank Church, former chairman of the Special Committee on Aging, is unable to be with us today. He has submitted a statement for the record and, without objection, it will be inserted into the record at this point.

[The statement of Senator Church follows:]

#### STATEMENT OF SENATOR FRANK CHURCH

Senator Chiles and Senator Eagleton, I want to commend you for calling this hearing to discuss the harsh effects of this summer's heat wave on our elderly.

The Senate Committee on Aging has documented the fact that elderly persons are far more susceptible to illnesses caused by both heat and cold. The physiologic mechanisms that control one's body temperatures are generally least effective in elderly persons and this has the effect of causing significant rises or decreases in their body temperatures when they are exposed to only modest changes in climatic temperatures. Extreme cold and heat can cause serious illness and even death.

Last September, this committee met to discuss the need for an expanded energy assistance program to meet the demands created by rising energy costs and the long, cold winters. After long hours of hearings and deliberations, the Congress enacted the new home energy assistance program which included the Committee on Aging's amendment to give priority to elderly households.

The new program also provides that households can receive assistance for cooling when a medical necessity exists. Although this is not the major emphasis of the program, I believe it was a wise and reasonable decision to include this allowance. For any who doubted that heat can cause death and disaster like the cold can, this summer has certainly erased all doubts.

In Idaho we have not had the extended number of days over 100° like other areas of the country. However, we have had a few days at temperatures as high as

106° and the Weather Service is predicting more. I know it has been hot because I'm hearing more and more from my constituents about where to receive help. Many of these inquiries come from the elderly. In fact, one senior citizens housing project, the Bannock Arms, has not yet had its air-conditioning system installed and some of the residents are truly suffering from the heat.

Mr. Chairman, I would hope that the expanded home energy assistance program could help in providing cooling assistance as well as heating aid, especially to the elderly. It is my understanding that the States and localities have considerable flexibility in administering this program. This flexibility should be extended to allow the administering agencies to offer assistance in cases of extreme heat like we have experienced this summer. Elderly persons should know that help is available, either in the forms of fans or assistance to combat rising utility bills.

Again, I am pleased that both committees have acted so quickly to this urgent need. I stand ready to join with my colleagues in assuring that adequate assistance is available for those elderly in need.

Senator EAGLETON. The child nutrition bill is on the floor and I have a substitute amendment for Senator Helms so I will have to go over and process that. I may not be back at the time that the mayor of St. Louis, Mr. Conway, and Jackson County executive, Mr. Baumgardner, are presented to the committee but I notice that both are in the room and I know you will give attention to their testimony as well as the other witnesses who will appear.

Senator CHILES. Thank you, sir.

Our first witness will be Dr. Donald L. Gilman, the Chief of the Prediction Branch, Climate Analysis Center, National Weather Service, National Oceanic and Atmospheric Administration, Washington, D.C.

Dr. Gilman, we are delighted to have you as a witness today and we look forward to your testimony. We are particularly interested in whether or not we can predict these heat waves and any prognostication of what will be in store for us for the rest of the summer.

**STATEMENT OF DR. DONALD L. GILMAN, CHIEF, PREDICTION BRANCH, CLIMATE ANALYSIS CENTER, NATIONAL WEATHER SERVICE, NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION, WASHINGTON, D.C.**

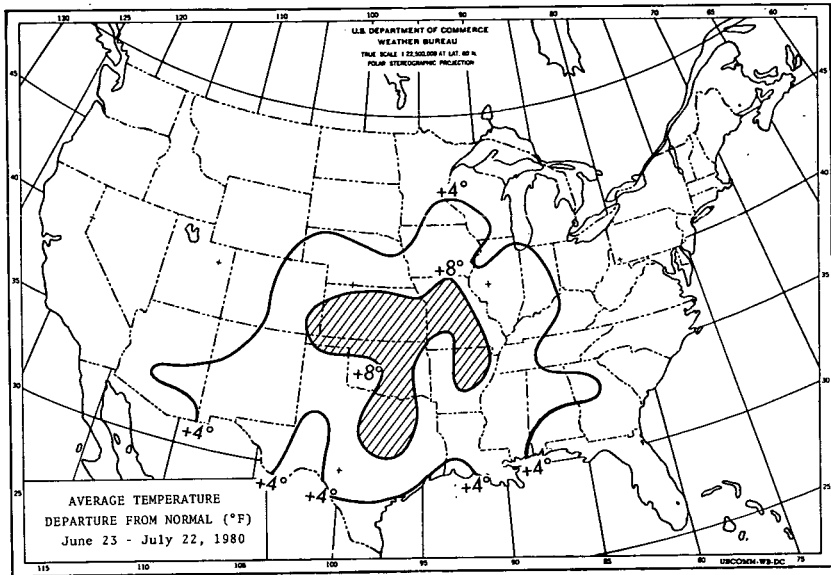
Dr. GILMAN. Thank you, Mr. Chairman.

I brought some pictures to show the committee, first to show you what has happened and to put it in historical perspective over the last 50 years, and then to show the upper wind pattern that controlled it and show what our latest forecast is.

The first picture shows the situation that we have had this summer. It began June 23 and has continued until very recently. This is a 30-day average chart showing the departure of the average temperature over the period from the normals which are an average of 1941 to 1970.

Senator CHILES. How does the chart show that?

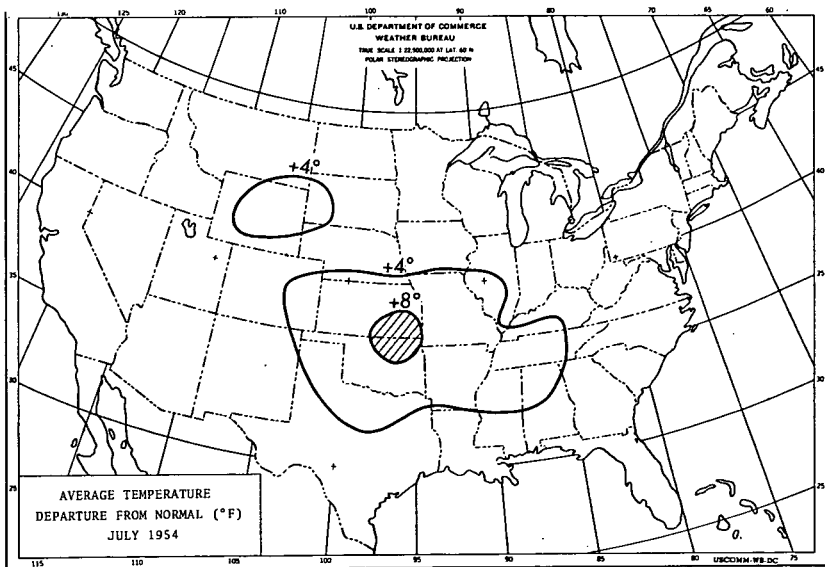
Dr. GILMAN. In the shaded area there were average temperatures at least 8° higher than normal and between that shaded area and the next line outside it the average temperatures have been between 4° and 8° hotter than normal. Now these numbers may not sound very large but since they are maintained on the average over a 30-day period they imply some really terrible days. I am sure you know that a number of cities have set records on individual days within the 4 weeks shown here.



Senator CHILES. What are the main States that are involved in the plus 8° area?

Dr. GILMAN. The area of Texas around Dallas and Fort Worth, much of Oklahoma, much of Kansas, at least two-thirds of Missouri, and the central part of Arkansas are the areas which have had the greatest deviation from normal conditions.

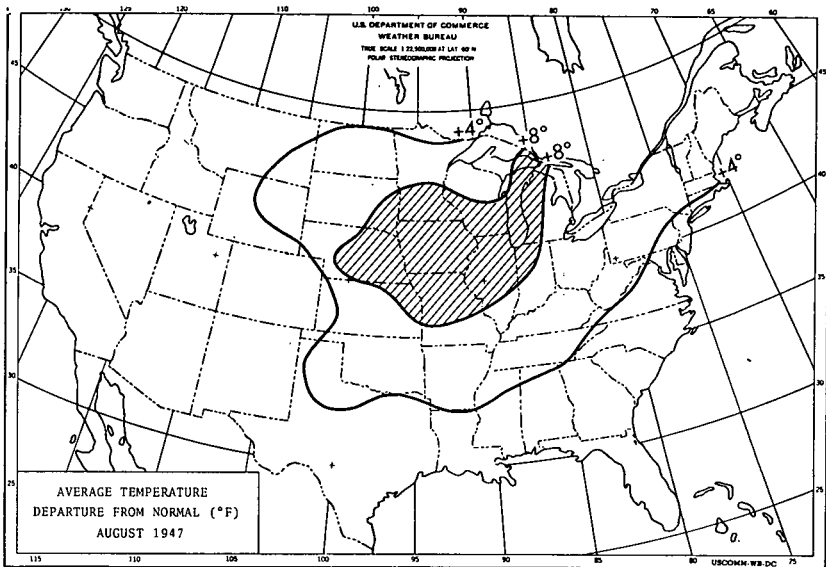
I would like to show several other cases from the past to give us perspective. This is truly a very extreme month; it is not unprecedented, but it is something that we have not seen much of in the last couple of decades. Looking back through the record one has to go back first to 1954 to find a roughly comparable summer month.





This is the calendar month of July 1954. It is one which in many ways resembles the 30 days beginning June 23 this year. Not quite as extreme, but it was part of a summer which had four successive very hot months in the south-central and south eastern parts of the country, so it was part of a longer term heat wave and in that sense it may not resemble this summer.

Now before this month in 1954 there is a somewhat more extreme example in August 1947. The area affected was somewhat different, but I have picked cases affecting the center of the country in general because that is where some of the most extreme conditions can occur.



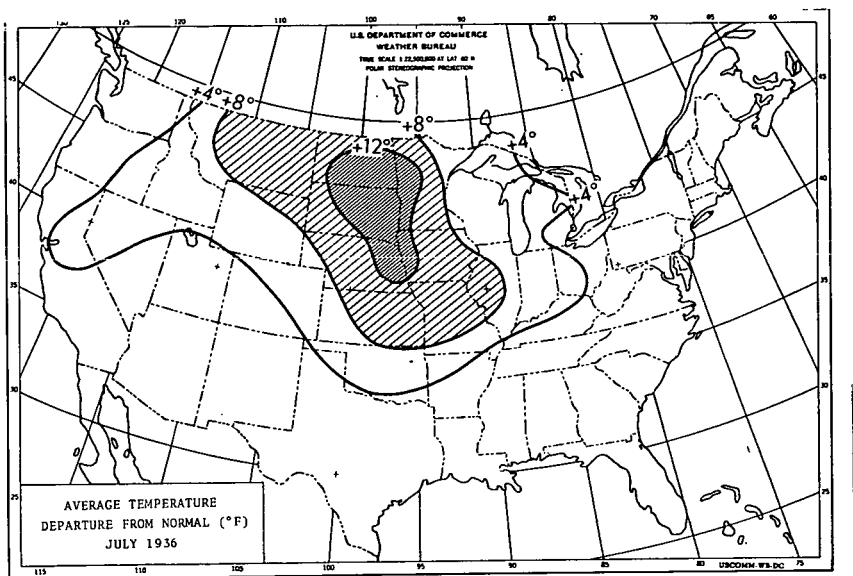
Senator CHILES. The States affected there are more in the Midwest.

Dr. GILMAN. That is correct, the heat centered on Iowa and affects much of the corn-producing area and areas just west of the Great Lakes

Now this heat wave was, compared to 1954, rather short, and you probably remember that in 1954, and the surrounding years, there was a considerable amount of drought in the Southwest, sometimes called the Texas drought of the early 1950's. So there were actually a number of difficult summers in the early 1950's, 1954 being the toughest of them. In 1947, however, we had this extreme case which was more or less singular. It was not part of any sequence of years, and it was not part of a very tough 3- or 4-month period, but it was very extreme while it lasted.

Earlier than 1947 the most important really severe summer months occurred in the 1930's as part of the great Dust Bowl drought.

My third example is the worst of these, the month of July 1936.



Senator CHILES. Do you have any idea of the number of deaths that occurred in any of those heat waves?

Dr. GILMAN. I have never heard any numbers remotely approaching a couple of thousand. I think this is something perhaps the Weather Service should try to check and see if it has any records on but ordinarily weather disasters claim a smaller number.

In the center of the affected area in July 1936 the temperature went over  $12^{\circ}$  above normal for a monthly average and many of the records that stand today were set then. This was truly the most severe summer month of the last 50 years. It was surrounded by some really bad summer months both in that summer and in other summers in the 1930's, particularly 1934.

Senator CHILES. Was the drought connected with that?

Dr. GILMAN. Yes; it was. This was a period during which there were not just single hot, dry months, there were full summers, sometimes the springs, and then several years, although not successive years; 1934 and 1936 were separated by a less severe year.

Senator PRYOR. What year was that?

Dr. GILMAN. This is 1936, Senator.

Senator CHILES. That is right in the Wheat Bowl, where the Wheat Bowl would be.

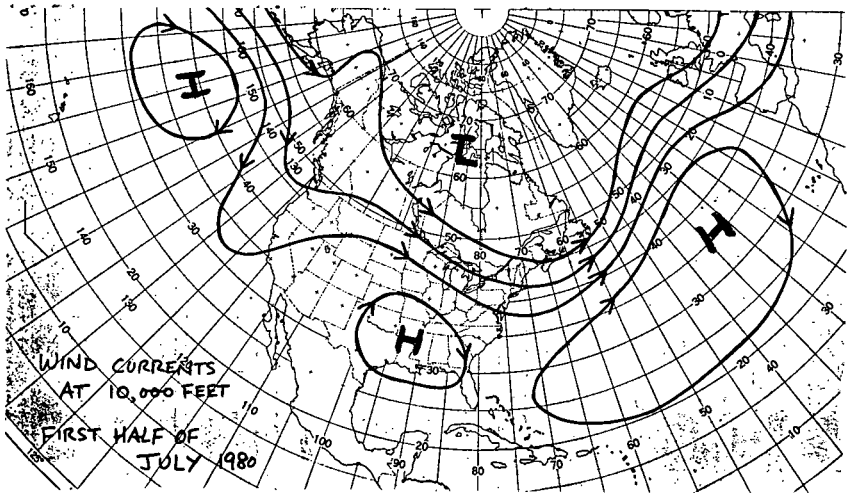
Dr. GILMAN. Yes; that is the North Central Plains.

Earlier than 50 years ago there have been other very severe summer droughts in various parts of the American West, but the good records that we have for the last 50 years I think provide a better background against which to judge this summer than, say, the last 20 years, in which we have been unusually fortunate.

My next picture will give you some idea of what the wind pattern was that maintained the heat wave. We are looking here at the average windflow at about 10,000 feet altitude which held the hot pattern

in place. This average is for the first half of July but it really would be very representative of the end of June and the third week in July also.

The arrows on the lines show you the west winds coming in from the Pacific and across the northern part of the country. The wind speeds there were stronger than average and they helped to keep any Canadian cold fronts from actually coming down to the center of the country, but rather sent them slipping off into the eastern part of the country.



Senator CHILES. That would have helped to give Washington, D.C., the cool weather that we were getting.

Dr. GILMAN. We have had a few licks of hot weather since then.

The main thing that I would like to show on this pattern is the three areas labeled H, each of them a zone of unusually strong high pressure. The winds go clockwise on the average around such zones. These highs are more or less in their normal positions, but they are unusually strongly developed during this period and they didn't move back and forth very much.

Now, particularly, the one over the United States caused conditions under it to be very stagnant. Not only were there no fronts coming in, but we also had a general subsiding of the air which suppressed a lot of the cloudiness and showers that might have occurred, which allowed the Sun to bake the land underneath more than usual, and which kept vertical mixing from doing its usual job of natural air-conditioning and getting that heat back up to where it could be carried away. Thus, there were several different heating processes going on simultaneously under this very steady circulation.

Senator CHILES. The Bermuda high is always out there but it is the placement of it and the fact that it is larger?

Dr. GILMAN. Yes; that high appears to go with the other two in a pattern that can be stable. It is a pattern that we saw quite frequently

in the 1950's connected with the drought, so that there appears to be some internal reinforcing effect that allows these patterns to last more than a few days. However, they don't have to last the whole summer.

Now in the last week or so we have had some considerable shifting in what was a very steady pattern. In particular, the high pressure zone over the North Pacific has been split by the westerlies and changes have taken place downstream. On the west coast we have had more buildup of high pressure and some hot weather in the Pacific Northwest. We have pretty much lost the strong high pressure zone over the South Central United States and there have been big changes over the Atlantic, too.

So at the present time and also in the current 5-day forecasts we are dealing with a much more transitional situation than before, and while that does not guarantee that we could not snap back into something like the pattern that dominated late June or early July there is no requirement that it do so. We will be making our August forecast in a few days and submitting it to the committee.

Senator CHILES. Then are you predicting that before your August 4 forecast actually comes out that we have seen the worst of the heat for this year and that we will not see—

Dr. GILMAN. Well, I probably had better not make a prediction now although I would like to see that outcome. I think we have the opportunity to be less pessimistic than we have been.

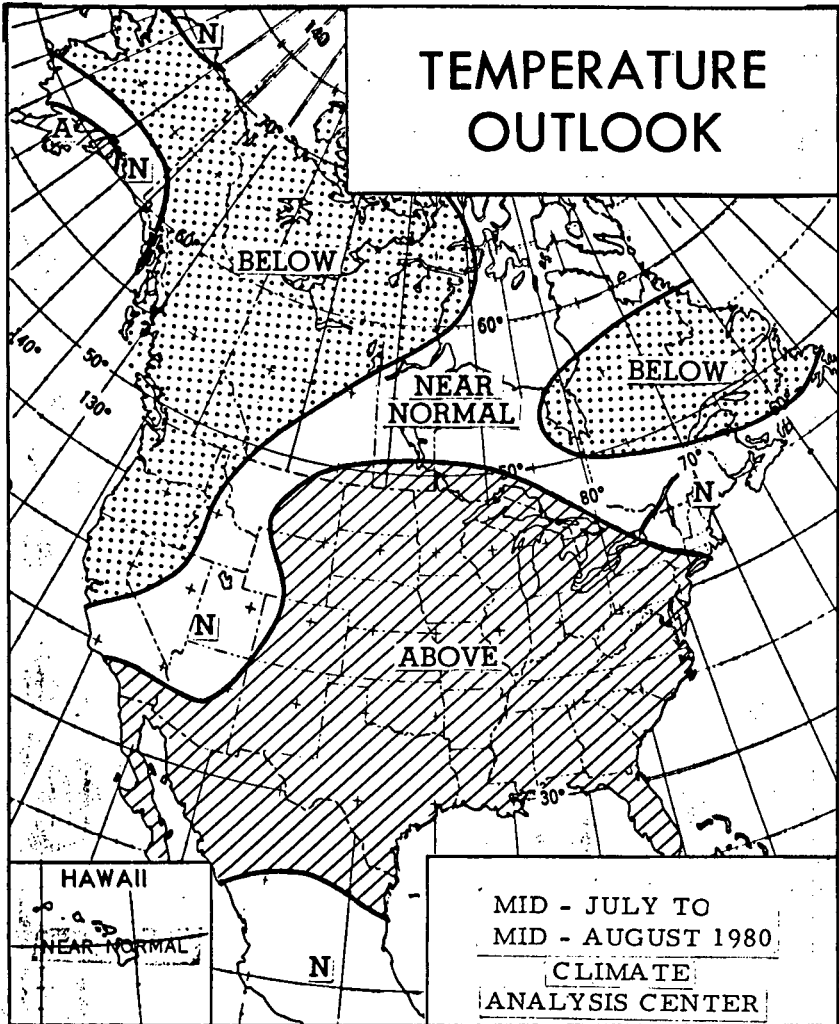
My last picture shows the current forecast that we have out at the present time. It was made about 10 days ago and it covers mid-July to mid-August.

Senator PRYOR. Maybe we ought to subpoena Willard in here, Mr. Chairman.

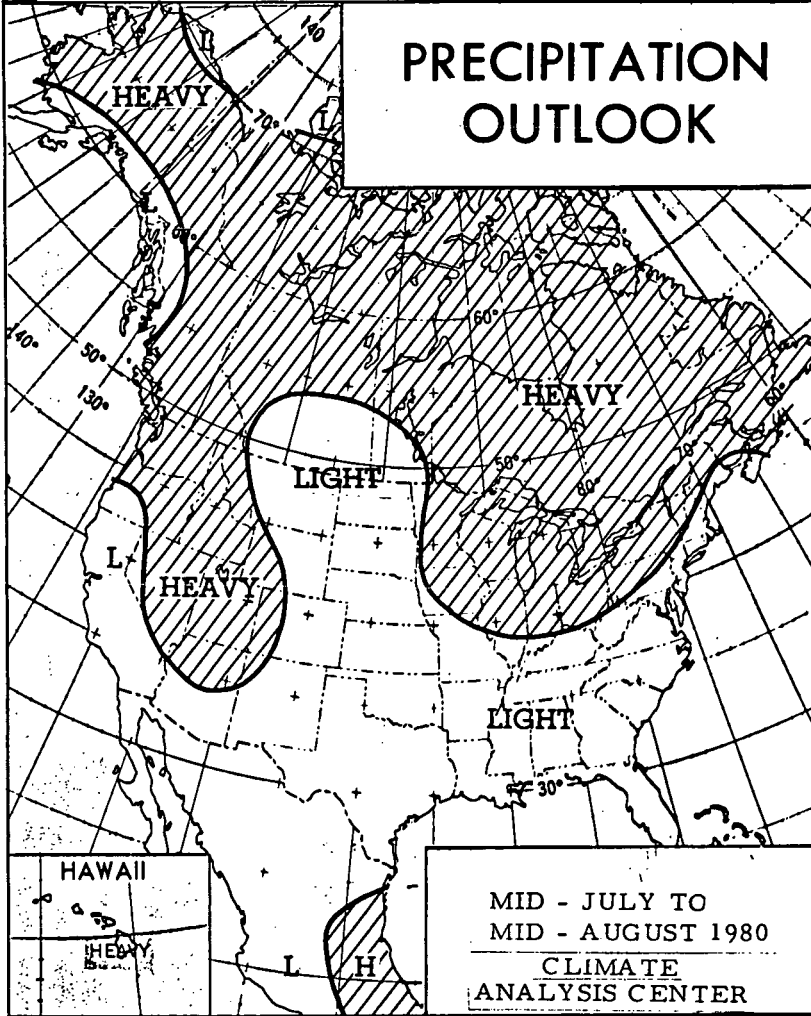
Dr. GILMAN. It is a rather pessimistic forecast. It covers the eastern two-thirds of the United States with warmer conditions than normal except for New England. However, the state of the art and the nature of this kind of forecasting is such that we cannot make strong statements about extremes.

This is a general outlook in which we thought that a large area of the country would get warmer than normal conditions, but as to how much warmer than normal, that is a matter that has to be left to shorter range forecasts. They have changed their character in the last few days to something that is much more palatable, I think. Last night's 5-day forecast shows several degrees hotter than normal in Texas, but not 10 to 15 degrees such as they have been suffering, and varies to the north and east, which are largely shown as rather close to the normal conditions.

Senator CHILES. How long in advance of the heat wave that struck in June was the National Weather Service able to see that coming? Is there any such thing as long-range forecasting of abnormal heat coming on? I notice that we had a 1954 heat wave. That is roughly a 25-year cycle or something. Then you go back to the thirties and it looked like we were having 20-, 25-year cycles. Is there any way of predicting that next year, for example, is going to be a terribly hot year? We are trying to find this information out for our energy assistance.



# PRECIPITATION OUTLOOK



Dr. GILMAN. It is true that there has been in the past a tendency for very dry conditions somewhere in the American West to occur every couple of decades or so, and to last off and on for several summers or several other seasons. I am sure that many of these cases were associated with very hot weather, not necessarily all of them. However, first of all, this is not a very strong tendency, and second, to the extent that it holds, the timing is somewhat wrong. We should have had such an occurrence several years ago if this were the dominating mechanism; that is, if we had a true 20-odd-year cycle, it really should have hit us sooner than this. Therefore, we certainly could not make any positive identification of this one month with drought recurring each couple of decades. It is too much offbeat.

Senator CHILES. As a routine, does the National Weather Service make long-range forecasts by region or State on the predicted temperature?

Dr. GILMAN. Yes; we do, and the one on the screen is an example of that. It is always issued in map form so that anybody can interpret its meaning for his own area. That is the monthly forecast, and once a month we make a 3-month outlook in the same general terms.

Senator CHILES. Did you make a 3-month forecast, say, in January or when did you make the 3-month forecast preceding the June-July period?

Dr. GILMAN. The last one before that period was made late in May, and it covered June, July, and August. At that time we had entirely the wrong idea about the summer, and it was not until about 2 weeks later in making the mid-June to mid-July forecast, which was about 10 days before the heat wave began—

Senator CHILES. So that forecast would not have been of assistance if that information has been available?

Dr. GILMAN. The summer forecast would not have and I think that even if the forecast was much better, it would not have helped.

Senator CHILES. We are trying to find out what the state of the art is, and whether it is possible to see this.

Dr. GILMAN. Even our good monthly forecast, which was the one made just before the middle of June and about 10 days before the heat wave began, could show only the general idea of excess warmth in the center of the country. The state of the art does not allow us to cry wolf and make a warning of recordbreaking conditions. If we started trying to do that, then we would make so many errors that there would soon be no credibility at all.

Senator CHILES. Senator Pryor?

Senator PRYOR. No questions.

Senator CHILES. Senator Bradley?

Senator BRADLEY. No questions.

Senator CHILES. Dr. Gilman, we thank you very much for your testimony and your assistance. When you make that prediction next Monday and Tuesday, we would appreciate seeing that. I guess that is readily available.

Dr. GILMAN. We will get it to you right away.

Senator PRYOR. The Farmer's Almanac may have mentioned this. Didn't it predict this to be the wettest and coolest summer in the history of the universe or something like that?

Dr. GILMAN. I am sorry, sir. We don't follow the Farmer's Almanac.

[Laughter.]

Senator CHILES. They don't wish to give the competitor any credit.

Senator PRYOR. Thank you, Mr. Chairman.

Senator CHILES. Thank you, Dr. Gilman.

Now we are going to hear from a panel of witnesses, Hon. James Conway, mayor of St. Louis, Mo.; Dale Baumgardner, chairman of the board of Mid-America Regional Council, and the Jackson County executive from Kansas City, Mo.; they are accompanied by Esther Wolf, who is a licensed social worker from the Mid-America Regional Council, Kansas City, Mo.; Mike Freeman, director, Northwest Florida Area Agency on Aging, Pensacola, Fla.; and Dixie Matthews, who is director of the Central Arkansas Area Agency on Aging, from Little Rock, Ark.

We will reverse our order a little bit. Miss Matthews, we will hear from you first.

#### STATEMENT OF DIXIE MATTHEWS, LITTLE ROCK, ARK., DIRECTOR, CENTRAL ARKANSAS AREA AGENCY ON AGING

Miss MATTHEWS. Thank you. I am deeply honored to share with this distinguished committee the things I have seen in Arkansas due to the heat wave. I am keenly aware of how much Senator Chiles and Senator Eagleton and Arkansas own Senator Pryor care about the elderly.

I agree with everything that I have heard here today. I can only add what I have seen firsthand. In the span of 17 days, 101 persons have died "heat-related deaths." Most of these were vulnerable elderly. In each of these cases, examining physicians listed extreme heat as a contributing factor to the cause of death. I am convinced more older Arkansans would be dead now with heat as a contributing factor had not the aging network quickly reacted.

For 20 days, aging staff in our six counties worked around the clock—well over 1,000 hours overtime—doing whatever necessary to protect our older, more vulnerable population from the extreme heat. We were totally unprepared to deal with the problem. People started dying around us. Ironically, our emergency plan addresses flood, tornado, and fire. There is no mention of drought. Three weeks ago I did not know about heat and the elderly what I know today. As you are probably aware, the Farmers Home and Small Business Administrations have declared Arkansas entitled to disaster relief due to the drought with crop and poultry losses exceeding \$500 million.

The SBA and FHA assistance won't restore those lives. Nor will it ever enable those older individuals, whose physical, economic, and mental conditions were so severely damaged that they must now live in nursing homes.

You, gentlemen, are in a position to help Arkansas elderly, and the elderly of our sister States, in particular Missouri, who have been so drastically affected.

I have three requests to make on their behalf. I strongly recommend to you that the program be changed immediately to: (1) Give



each State's Governor the authority to select the agency to administer the emergency funds because an emergency does exist. (2) Recognize that extreme heat and drought in Missouri, Arkansas, Texas, and other States, is as devastating as the hurricanes that wash away the shores of our States bordering the Gulf of Mexico. (3) Relax the regulations. Tell us, we know you are in a state of heat emergency. Here is the money, use it to bring emergency relief from the heat to your State's elderly. Document how you use this money.

First, the Governor knows which agencies have mobilized and are in the best position to meet the crisis needs of the State's elderly. Arkansas eight area agencies on aging were well into the third week of emergency operations with limited State emergency relief funds when the CSA money became available. To direct that money to CAP agencies fragmented the State's emergency relief efforts. With impetus from the Governor's office to coordinate efforts between CAP's and area agencies, progress was made that would not have otherwise been possible, as all 19 CAP agencies are not a part of the aging network across the board.

My purpose in making this point is simply to show the importance of coordination to insure effective service delivery. Again, I strongly recommend giving the Governor authority to channel funds to the agencies most prepared to respond to the emergent needs when indeed an emergency does exist.

What have I learned about the Arkansas elderly and heat waves in the past 20 days? I have learned that many social and economic factors interplay to complicate an already serious situation.

Eighty-six percent of the Nation's elderly have one or more chronic ailments.

Hot weather aggravates these ailments.

Excessive temperatures may cause heatstroke, especially in the frail elderly.

An intense fear of crimes may be magnified—in Little Rock, crimes are openly perpetrated against the elderly.

Inflation-eroded incomes may be totally insufficient to support even a \$5-per-month utility bill increase. Living on \$238—SSI—per month takes careful management.

Many elderly are too frail to raise their windows.

Some have had their homes weatherized for winter and their windows are permanently puttied shut. Or they are afraid to remove plastic weatherstripping for fear of being unable to afford replacement cost for bitter cold winter weather.

Some of the elderly have air-conditioners but do you think they are plugged in? Absolutely not. Who is going to pay the utility bill?

And most important of all, many of the elderly had rather die than leave home. Thus, in spite of the 24-hour-emergency heat shelters located in senior centers throughout the State, we go in their homes and find them—dead.

Ms. Meeks is 83. She has no relatives in Little Rock. For 1 year now she has stayed in her own home. An aide visited her regularly to help clean her house, prepare food, and meet her personal needs. Ms. Meeks got around her small home with a walker.

Three weeks ago Ms. Meeks had a heatstroke and was sent to the hospital. On recovery she was released to the emergency shelter in Little Rock. Ms. Meeks is now confined to a wheelchair and must have help with everything she does. She cannot go to the bathroom alone. Consequently, when the heat broke, we were unable to send her home. We can now visit her at Cumberland Nursing Home.

Mr. Fielder is 70. He was released from the hospital to the emergency shelter. His air-conditioner at home had gone out. His doctor said without air-conditioning he would die. Mr. Fielder has advanced emphysema. He weighs 110 pounds. His constant companion is a 50-pound oxygen tank. His lifeline is a slender transparent tube he must fit into his nose to breath every 5 minutes. The Saturday night I manned the Little Rock Emergency Heat Shelter, Mr. Fielder worried most of the night about his wife who was at home alone. Yet she dared not come to the shelter for fear her home would be ransacked. Mr. Fielder told me that one day some people forced their way into his home, shoved his wife and himself aside, and took their TV and their valuables, and they were helpless.

How could the emergency funds made available be used more effectively?

In southwest Arkansas, bordering Texas, money is needed to carry drinking water to the elderly whose wells are now bone dry. Those people must either have water brought in or be evacuated.

In College Station, Ark., and in other rural areas we would clean out septic tanks so the elderly would not be afraid to take baths.

Increased operational costs of senior centers for expanded operations, increased transportation services to get the elderly to cool shelters, at least in the daytime, and increased home-delivered meals would all be covered costs.

All over Arkansas, we would assist with utility bills based on individual need. What good are air-conditioners and fans if they are not used? Do you have any idea how many fans we can buy for \$750,000? At \$20 each that is 37,500 more fans. Over 8,400 fans have already been bought and delivered.

How ridiculous it seems, to think that all we can do with this money is buy fans and pay a few electric bills—\$250,000. At \$100 per household, we can help 2,500 people. But, if any of those people are in life or death situations, I understand we can spend \$200 per household, and at that rate we can help 1,250 people.

Sixty percent of the 42,000 60-plus population in Pulaski County, Ark., have incomes within the poverty guidelines. That means there are 25,000 low-income elderly in the Little Rock area alone. Who is going to choose the 2,500 in the 75 counties who will benefit from the \$250,000 Arkansas is receiving for utilities? If you believe cooling is a luxury, talk with the heatstroke victims who have survived, and visit the families of those 101 who have died "heat-related deaths."

For Susie Meeks, for Willie Fielder, and hundreds of others like them will you: (1) Acknowledge that a state of emergency indeed exists in Arkansas, Missouri, Texas, and our sister States, due to a natural disaster—drought? (2) Authorize our Governors to designate administering agencies for the emergency funds? (3) Change the program to allow payment for all emergency heat-related expenses, requiring appropriate documentation?

In return, we pledge to you a responsive, accountable aging network that will assess and meet the individual needs of our vulnerable elderly.

Thank you.

Senator CHILES. Thank you very much.

Senator Pryor.

Senator PRYOR. Yes; I have just two or three quick questions. I would ask if you would keep your answers as short as possible because we have other witnesses here to testify.

What sort of bureaucratic entanglement or redtape or problems have you encountered, let's say, in the last 3½ weeks in attempting to deliver some of these services you have mentioned to the elderly?

Miss MATTHEWS. The basic problem, sir, was having to work with the lack of money to pay for all of the things that we needed to do and our people felt pressured from the area agency to operate their programs in an accountable manner and not to overspend and when we asked them to meet the emergency situation they felt we were contradicting our message to them to stay within their budget.

Senator PRYOR. Second, there has been a feeling here that some of this money can be used, or it may be limited to, in some areas, the renting of air-conditioners or the renting of fans. Now how many places in the State of Arkansas do you know that rent air-conditioners?

Miss MATTHEWS. We were not able to rent any.

Senator PRYOR. Not even in Little Rock; is that correct?

Miss MATTHEWS. Yes.

Senator PRYOR. And probably not even a place to rent a fan.

What has been the most effective thing that you have been able to do to get these people some relief, the most effective program, the most effective service that you have been able to render in these past weeks?

Miss MATTHEWS. The most effective service. We have done so many things it is hard to say because we had to start where the person was.

Senator PRYOR. In the legislation we are considering we may have to establish some priorities and the reason I ask that question is to glean that fact if I could.

Miss MATTHEWS. The best situations have certainly been the most heart rending.

Senator PRYOR. There has been a discussion, Dixie, about the reasons that elderly people might not leave their home even to be transported to a senior citizens center and you have touched on this. I wonder if you might just say one or two more words about it and if you have any suggestions as to how we might rectify that particular concern.

Miss MATTHEWS. Two things I would say. First would be fear of crime and the second would be security. In the rural areas the elderly are much more willing to go to the senior centers because they feel like the senior center is home. In the urban area they are far more afraid to leave home, they don't trust even each other.

Senator PRYOR. Dixie, Senator Chiles may have some questions for you momentarily, he has had to leave the room.

I would ask Mike Freeman, who is director of the Northwest Florida Area Agency on Aging from Pensacola, at this time if he would proceed.

**STATEMENT OF SOLLACE M. FREEMAN, JR., DIRECTOR, NORTHWEST  
FLORIDA AREA AGENCY ON AGING, PENSACOLA, FLA.**

Mr. FREEMAN. Thank you.

You have my written testimony,<sup>1</sup> so in the interest of time I will go through all those pages unless you care to know specifically about the statistics.

I represent the four westernmost rural counties in Florida. Those counties are served by councils on aging in each of the four counties.

There are two points that I would like to make other than the statistics. The first is that although we didn't have any resources to go out and buy fans or air-conditioners the communities in our area came to the fore very quickly and we were able to accumulate some 71 fans and 5 air-conditioning units. Now that does not sound like a lot but they were all made available from private sources. I understand that one of the newspapers in Pensacola gave money for most of the fans. This happened immediately.

The second point is that the councils on aging, because of two reasons, were able to quickly identify the people who needed the assistance. We are familiar with disasters in that part of the State of Florida as we are also faced with the possibility of hurricanes and so we have to do a very comprehensive disaster plan, the councils on aging are required to have those. The central part of that plan is the identification of those high-risk elderly who during some sort of critical emergency, will need assistance.

We just started last year in Florida a program sponsored by the State legislature called community care for the elderly. It is for what are called high risk or frail elderly, those people who are in a particularly critical situation. Because of those two reasons, having developed a disaster plan and having worked with the community care for the elderly program, the councils on aging have on hand a list of people most likely to be affected by some sort of critical situation such as the heat. These people were identified as the prior witnesses testified. We contacted over 1,000 people by phone. Only about 70-some went to some 11 centers. They don't want to leave their homes.

So the councils on aging did the next best thing, they took fans and air-conditioners where available. They printed up very quickly a list of do's and don'ts on how to act in the heat. They had information sessions at the congregate meal sites, they got to the people. So consequently we had only 12 deaths. I hate to say we had only 12 deaths, that is a lot of people to die, but it would have been a lot more if the councils on aging had not been so quick to identify those people and get whatever limited resources we had available to them.

Other than my printed comments, those are the only things I would have to say specifically about the heat-related problems in Florida.

I did have one other item concerned with the energy assistance program which came to my attention just last week and it concerns some difficulties between food stamps and the energy assistance money. I wondered whether it would be appropriate to mention that at this time. It is not directly related to the heat problem but it is

<sup>1</sup> See page 315.

directly related to people in Florida who receive energy assistance money who are having their food stamps reduced accordingly which seems to me not to be the intent of those funds.

Senator PRYOR. Excuse me.

Senator CHILES. That is happening in Florida?

Mr. FREEMAN. Yes.

Senator PRYOR. Is it happening in Arkansas? They are having the food stamps reduced?

Miss MATTHEWS. Yes; because their income increased in July, very definitely.

Mr. FREEMAN. One question. The Federal regulations for this energy assistance money indicate that there must be an income disregard for this. Florida is very careful to point out they followed this rule. However, they turned around on the other hand and said the person didn't have any energy expenses, the money was paid directly to the utility. On the negative side they didn't have as many expenses so the net result was in one case, I sat in on, a woman had her food stamps reduced.

Miss MATTHEWS. I am sorry, I missed the point. The cut in Arkansas was due to income in July rather than energy assistance. I know of no such case like that.

Senator PRYOR. I think that is an area we certainly need to address and consider a waiver of this provision because I think this is pretty inhuman to take such action.

Senator CHILES. Have you finished your statement?

Mr. FREEMAN. Yes, sir.

Senator CHILES. Then it was certainly of benefit to know where the high-risk cases were that were out there and that most have been a help in order to provide some relief to those cases.

Mr. FREEMAN. Yes. It meant there was no delay at least in identifying the people. The frustration was the limited amount of help.

Senator CHILES. The same thing you say was true in the north Florida counties that your area agency represents. Would that be true of the whole State of Florida? Would we have that kind of information out there?

Mr. FREEMAN. I would say for the most part, yes, sir. All the area agencies and councils on aging have to have these disaster plans.

Senator CHILES. Did you know that in Arkansas at this time? Did you have some information as to where your high-risk cases would be?

Miss MATTHEWS. Yes, sir. We knew that with our home-delivered meals cases and we have almost 1,000 homebound elderly.

Senator CHILES. So it was not a question of not knowing where your high-risk cases would be?

Miss MATTHEWS. It was not knowing about the devastating heat, people just stopping.

Senator CHILES. Right. You did find a reluctance, both of you did. of people to visit the centers, they didn't want to leave.

Mr. FREEMAN. No question.

Miss MATTHEWS. In the rural areas they were more willing to go to cooling centers.

Mr. BAUMGARDNER. In Kansas City, that was not necessarily true. There are so many people that have not been identified who will

not take part in those nutrition centers there, and being about to identify a lot of those people was a major problem.

Senator CHILES. A major problem was knowing where the high risk was.

Mr. BAUMGARDNER. Yes.

Senator CHILES. That really is something that would be critical for every State to have that kind of a list, would it not, because an emergency like this that comes along may be something that will last 30 days, but if you are going to have these deaths you are not going to time to spend a lot of time trying to identify them, especially when you are trying to deal with the high-risk problem.

Without objection, the prepared statement of Mr. Freeman will be inserted into the record at this time.

[The prepared statement of Mr. Freeman follows:]

PREPARED STATEMENT OF SOLLACE M. FREEMAN, JR.

Mr. Chairman and members of the committee: Thank you for this opportunity to address you on the effects of the recent heat wave on the elderly in northeast Florida.

I am Mike Freeman, director of the Northwest Florida Area Agency on Aging. Our area of responsibility covers the four westernmost counties in Florida (Escambia, Santa Rosa, Okaloosa, and Walton) which is a predominantly rural area of about 2,800 square miles. There are two principal population centers Pensacola with a population of 233,196, and Fort Walton Beach with a population of 22,974. The four-county population is 405,350 with 43,634 (11 percent) being over the age of 60. Services to the elderly are provided, chiefly, through four county councils on aging.

For the purpose of this presentation, I will be discussing events and activities that occurred from Friday, July 11 through Friday, July 18, the period when temperatures were usually in excess of 100°.

During that 8-day period, 12 people died from causes attributed to the high temperatures, and approximately 48 were taken to hospitals for heat-related emergencies. Eleven relief centers were opened and in addition to radio, TV, and newspaper announcements, the councils on aging personally contacted just over 1,000 people to tell of the centers and to offer transportation to them. Only 75 persons took advantage of the centers, and only 12 of those requested transportation from the local councils on aging.

From random contacts by the council personnel it appears that the elderly did take advantage of the centers because of the unwillingness to leave their homes. Some expressed concern about leaving their homes vulnerable to break-ins, while others were apprehensive about moving into the "unknown" of a relief center.

During this period the activities of the councils on aging consisted of two principal services. They compiled and distributed a list of "do's and don'ts for survival in the high temperatures" and where available, they distributed and installed air-conditioning window units and fans. Five air-conditioning units and 71 fans, contributed from private sources, were distributed. The directors of these councils on aging indicated that they had an identified need of about 265 additional homes where fans could have been placed. It is important to note at this point that the identification of "high-risk" individuals was not a problem.

The councils on aging, by virtue of having developed effective disaster plans, have on hand a current list of persons most likely to need some type of assistance in severe weather or other critical situations. Because of this preparation, the identification of high risk individuals potentially affected by the heat was immediate, and distribution of fans and air-conditioners was completed within 1 day. In addition to having their disaster plans, service providers were further aided in being able quickly to identify high-risk persons by having participated in Florida's community care for the elderly program. Since the establishment, in January, of this program, Florida's service providers have, in the past 7 months been focusing their attention on identifying those persons' \* \* \* with physical or mental limitations that restrict individual ability to perform the normal activities of daily living and which impede individual capacity to live independ-

ently without the provision of [certain] services \* \* \*." These " \* \* \* functionally impaired \* \* \*" individuals are the people most likely to need extraordinary attention in any crisis situation, and were the first persons contacted as the temperatures reached critical levels.

The councils on aging, in cooperation with the civil defense and other emergency services, have done a thorough job in Northwest Florida of identifying the vulnerable, high-risk elderly. By regular contact with these people through home-delivered and congregate meals, telephone reassurance, and homemaker services, the councils are in a uniquely advantageous position to accurately and swiftly determine the level and type of assistance needed by these people in critical situations. A Federal and State support system designed to match the speed and efficiency of these local service providers would be a significant step toward reducing anxiety, hardships, and even untimely death, among the elderly of this country.

DATA ON HEAT-RELATED DIFFICULTIES AND ACTIVITIES OCCURRING DURING AN 8-DAY PERIOD (JULY 11-18)  
IN 4 COUNTIES IN NORTHWEST FLORIDA

County	Deaths	Taken to hospitals	Relief centers open	Persons contacted directly by COA's	Persons receiving transportation to centers by COA's	Total people using centers	Fans delivered	Air-conditioning units delivered	Estimate of additional fans needed
Escambia.....	8	45	3	480	9	23	50	0	100
Santa Rosa.....	2	1	2	100	0	0	0	0	55
Okaloosa.....	0	2	4	300	5	52	17	2	60
Walton.....	2	1	2	250	0	0	4	3	50
Total.....	12	49	11	1,130	14	75	71	5	265

Senator CHILES. Now we will hear from Miss Wolf.

Miss WOLF. Mr. Baumgardner will make the presentation.

**STATEMENT OF DALE BAUMGARDNER, CHAIRMAN OF THE BOARD,  
MID-AMERICA REGIONAL COUNCIL; JACKSON COUNTY EXECUTIVE,  
KANSAS CITY, MO.**

Mr. BAUMGARDNER. The heat wave during the first 3 weeks of July has been a new kind of experience in disasters for the Kansas City metropolitan area. We have had a major flood, tornadoes, and fires and we have learned how to assist people in those emergencies but the heat wave caused a different kind of problem requiring different kinds of responses.

A vital difference is that the heat wave affects people and not property; it does not destroy houses, trees, or tear down powerlines—it kills people. Also, a heat wave is slower in developing to crisis proportions. There were 4 or 5 days of temperatures over 100° before the problems began to surface—before people began to succumb to the effects of the heat—before information on the isolated incidents of heatstrokes, dehydration, and other heat-related health problems was put together to make a complete picture of what we were facing.

A third difference is that the effects of the heat wave were selective—unlike a tornado or flood. Most of the victims were elderly. About 85 percent of those killed by the heat were elderly. For example, on July 12, there were 12 dead, and 10 of these were people over 60.

<sup>1</sup> F.S. 410.021 Community Care for the Elderly Act.

For people in fair health, able to take care of themselves, the heat was uncomfortable and inconvenient; for the frail elderly it was deadly. These are the individuals who have difficulty coping with the usual tasks of daily living, and the added demands of coping with the heat is simply beyond their capacity. They could not go to a cooler place, they could not go out and buy a fan, they could not move their beds to a cooler spot unless someone helped them. They did not survive.

It is important to keep that fact in mind as we look at ways to deal with a heat wave. It is primarily a problem of the elderly and the assistance provided must be geared to the characteristics of the elderly. Essentially, the assistance was directed to two approaches—to change the immediate environment of the older person to make it more livable, or to change the person to a more livable environment.

The Kansas City police were one of the first to notice the effects of the heat wave from the number of calls they received related to people dead or dying in their homes. The police department set up a command post to coordinate relief efforts and involved other agencies.

The first major effort was obtaining and distributing fans. The public was asked to bring their extra fans to fire stations for distribution to those who needed them. When the supply of donated fans was exhausted funds were provided from several sources to purchase more fans. For example, the Mid-America Regional Council, the city and county governments of Kansas City provided funds to purchase over 900 fans. Private industry contributed. We had several industries that contributed and to date almost 5,000 fans in the Kansas City metropolitan area have been distributed under this plan.

Efforts have been made to change the elderly to a more livable environment. The nutrition sites operated by the area agency on aging remained open longer hours and on the weekends for the purpose of bringing our elderly in and keeping them cool. These sites were open on a 24-hour basis as needed. But, as it has been pointed out here before, the elderly would not leave their homes.

The Red Cross and other agencies opened shelters in air-conditioned buildings, remaining open day and night during the crisis. Individuals responded by opening their homes to those needing a cooler place to stay. Because of the characteristics of the elderly, this was not an effective approach. It is estimated that less than 300 people availed themselves of the opportunity to go to a cooler location.

Many of the elderly were reluctant to leave their homes for fear of burglary while they were gone. Many had health problems which could not have been managed in a community shelter. Many were not really aware of the danger and chose to ride out the heat in their homes.

I know one thing. It was a very serious situation. The morgue was full. To date 120 have died, confirmed by the medical examiner as heat related. Many others died but due to decomposition and other reasons could not be confirmed.

On Friday, July 11, 23 were confirmed heat-related deaths and it has averaged 6.6 per day since. These are in the city of Kansas City alone and not including the metropolitan areas. We have found, however, that the inner-city residents are the major victims. Their homes are poorly insulated, and most always without ventilation.



We found these people very hard to reach, they have no TV, and do not take the newspaper, nor have phones. Most do not realize the seriousness of the predicament and resist any attempt at moving to a public building where it is cooler. We found at least three elderly dead who had received fans days earlier but had refused to run the fans because of concern over their inability to pay their increased electric bills.

The power company has indicated a 20-inch box fan will cost \$13 per month to operate. Add the other costs attributed to the heat, couple an 18.6-percent rate increase, and you see why they are concerned. If they should be lucky enough to have an air-conditioner, operating costs would be considerably more.

These people need help. Not only those falling under the poverty guidelines—I think that is one of the problems—but those on fixed incomes over the guideline yet finding themselves spending most of their fixed income for electricity alone. We have already received requests for low-interest loans to pay their utility bills. These people need your help, and they need it as soon as possible, sir.

Senator CHILES. You are telling us for the fear of spending \$13, people would not turn on that fan?

Mr. BAUMGARDNER. We had three confirmed cases.

Senator CHILES. That actually died?

Mr. BAUMGARDNER. Yes; that the police department said died because of not plugging that fan in.

Senator CHILES. Three cases in which you had given them the fans so they had the fan.

Mr. BAUMGARDNER. Yes, sir.

Senator CHILES. And they didn't plug it in?

Mr. BAUMGARDNER. They didn't plug it in.

So I think that as soon as we can get to these people we should help them with as little redtape as possible.

I also have this morning for your examination, if you desire, the daily log kept by the Kansas City Police Command Heat Wave Center that lists the number of deaths on a daily basis and also some of the flyers that we distributed to the elderly on how and what they should do because a lot of these people don't understand what is happening to them. They don't want to leave their home, and you have heard that many times this morning.

I have Esther Wolf with me. Esther is a program developer and social worker with the regional council and was actually in the field during that time. If you have any questions for her, she would be glad to respond to them, or myself.

Senator CHILES. I think we will complete our panel and then question.

Miss Wolf, did you have any comments?

**STATEMENT OF ESTHER WOLF, LICENSED SOCIAL WORKER,  
MID-AMERICA REGIONAL COUNCIL, KANSAS CITY, MO.**

Miss WOLF. Yes; I wanted to address some of the cases I saw and recorded in my disaster log that I kept every day. We have been working a 14-hour day. You heard some good testimony here. As a

social worker involved in aging, I would like to address two or three aging emergencies, so I will address those three areas.

First, the area that has not been addressed here today is the area of a health-related problem, the vulnerable, isolated elderly, that does not use the aging network. He is the one we were working with the most. He was at the general hospital emergency room. He went in for heatstroke, he was treated. Since they were having 14 and 16 heat-related cases a day, the social workers and the doctors were not able to hospitalize them, medicaid would not have covered that kind of expense, so they were asked to go home. They had come out of a hot home, some with a 120° temperature, when the police had gone to pick these people up. So they went there, they had nowhere to go.

We must address the area of the shelters, emergency centers. The Red Cross was wonderful, they did all they could, but they had no cots that the elders can get in and out of, they had bathrooms that were quite a ways away from where they were so it was not appropriate for someone who was weak, confused, needing a little more medical attention. We have yet to address that in our own area.

We had a couple of hospitals take them in, we had a couple of the nursing homes offer to take them in. I have to admit the informal network helped us out. We had about 57 private homes that offered to house these people. However, these were ordinary families that could not deal with people 89 years old on medication and now right out of the hospital, weak and confused. We had very good luck on the fact there were some RN's with medical background. We did place about six or eight people in private homes telling them that they would keep these elderly 2 or 3 days.

Well, the heat wave continued and continued and some of those people have had those people 8 and 10 days in their home. This is a great expense for these families and the elderly wanted to go home frankly. As soon as they stabilized we took them home, realizing that they might end up in the emergency room. This has to be looked at, and a disaster plan has to be developed for this kind of recourse for emergencies.

The nursing homes were not prepared for the heat wave. They have no regulations. They have regulations in our State about heating, but there is no regulation about thermal environment, both heating and cooling. There is not a crucial area.

These nursing homes, one of them happened to be an old nursing home, a converted home. We took 18 fans and then they called us 1 day later and said they didn't have cords for these fans because it was an old home and they had to have special kinds of electrical cords. They did not have this in their budget. We went out and got 18 electrical cords that were special for that home. We went back 2 days later to find out they were using it part of the day, but would turn it off because the expense was going to be so great they could not afford it. We have to look at the nursing home setting and institutionalized people.

The other area was the boarding homes. They were also an area of concern to me because there was no legislation or regulation as to what kind of care they were getting.

The third area that was addressed by Mr. Freeman that I think is crucial, was the fact that we did not identify the high-risk elders in our

community. We did have those that are using the network, as I said before, but those others that were slow getting to them, so slow that many of them died, and we found many that the bodies were already decomposed, and that kind of frustration is really great.

Those are my statements for today. Thank you.

Senator CHILES. Thank you.

Now we will hear from Hon. James F. Conway, mayor of St. Louis, Mo.

**STATEMENT OF HON. JAMES F. CONWAY, MAYOR, ST. LOUIS, MO.,  
ACCOMPANIED BY R. DEAN WOCHNER, M.D., DIRECTOR OF  
HEALTH AND HOSPITALS**

Mayor CONWAY. Senator Chiles and Senator Eagleton, thank you for inviting me to testify on this most significant matter.

I have with me today, not listed on the roster, Dr. Dean Wochner from the city of St. Louis.

The city of St. Louis does operate both long-term care facilities and emergency rooms and hospitals within the city.

The city of St. Louis, of course, is not unfamiliar with summer heat. As a matter of fact, we had a similar experience in 1966, which gave us a pretty good experience to know what to expect in a heatstroke-type syndrome. You might remember 1966, that was the year we had the All Star Game in St. Louis, and we received national attention because of the elevated temperatures during that particular experience.

St. Louis City suffered more heat-related deaths than other cities in the past, or the hot weather this particular summer. Our records at this time show that there were 112 deaths specifically diagnosed as heatstroke or deaths as a result of high temperatures. There were a significant number of other deaths in which heat was an aggravating factor. As a matter of fact, we have had in the first 3 weeks in July, 250 deaths over normal within the city of St. Louis.

Needless to say, our senior citizens paid the highest price as the heat continued without abeyance from July 1 to July 21, with temperatures mostly in the hundreds, with the peak on July 15 when the mercury reached 107°.

Our health authorities say that St. Louis suffered such a heavy toll of deaths and illness because of four factors: First, the large number of aged in our population. Second, the high humidity. Third, the large number of brick residences in our city which retain the heat when high temperatures continue for a long period of time. Finally, which has been reiterated many times over here, the reluctance of senior citizens to leave their homes to go to heat-relief shelters.

The impact of the sweltering heat on the aged is demonstrated by the fact that the average age of persons who were dead on arrival at City Hospital was about 70 years.

The emergency had a dramatic impact on our emergency ambulance service and our hospitals, both our acute-care hospital and two facilities which deliver long-term senior care—Truman Restorative Center and Koch Hospital.

Patient areas at City Hospital posed particular problems because the wards were not air-conditioned, with the exception of the emergency rooms, and, of course, the recovery rooms.

I might add that we, on July 11, declared a medical emergency after visitation with the health director and the director of health in hospitals, who apprised me of the fact that we were heading into the same kind of syndrome we experienced in 1966 where, in that year, we had 250 directly related heatstroke cases.

We have moved immediately to place air-conditioners in our outpatient and in our long-term care patient and also our emergency and recovery rooms in existing facilities. We specifically received immediate help from the U.S. Air Force and also the U.S. Army Reserve that brought portable units over and we immediately were able to get the wards that had not been previously air-conditioned, air-conditioned from portable units that were used on a temporary basis, until we were able to get equipment in. I might add, we also received help from the National Guard to fly air-conditioners in from New York, so that we could actually get them in place as quickly as possible.

To give you an idea of the effect on the census in the City Hospital, and understand that the hospital that the city runs, we do not ask questions when you come in the door. Needless to say, we get the poor, the persons who are unable to pay, and generally speaking one-third of the persons that we take are not covered by any type of either medicaid or medicare or any kind of other third-party insurance. Our census in our hospital rose from 272 on July 5 to 372 on July 20, the day that the heat broke at least temporarily.

We were so flooded with emergency calls that we had to call in a great number of other city employees just to help us man the 911 emergency system in screening calls for aid. We were forced to use our emergency medical service which includes life support as well as ambulance facilities for only the most urgent of the sick and injury calls with aid for responding to other calls being handled by police or vans normally used to transport older adults and also patients to our outpatient and hospital facilities.

In one 24-hour period we received 374 emergency calls which is about 2½ times the normal number received in the city of St. Louis. We found the use of the emergency telephone number 911 extremely helpful but on occasions we even had 15 to 18 calls stacked up. It is safe to assume that most of the calls from people for aid were our older citizens.

Mr. Chairman, inasmuch as I have submitted all of my testimony for your record, I am going to skip some of it now.

Senator CHILES. We will put your testimony in the record in full.<sup>1</sup>

Mayor CONWAY. Some of the things that we did to alleviate the immediate circumstances. We, in some cases, just to give you an idea, you have heard enough horror stories, illustrate the reluctance of the aged to leave their home. They found one older adult lying half dead in front of his open refrigerator while his wife who was delirious from the heat was busy dusting the furniture in the house. As a matter of fact, they also found one woman who was so weak that even when they set her up, she died in front of them. In fact, so many were so exhausted from the heat they died wherever they happened to be in the house and in many cases we found persons who had been somewhat decomposed.

<sup>1</sup> See page 323.

Let me just add that from our experiences we found that first of all knowing that you are headed for a heatstroke syndrome a great number of fatalities can be avoided. Keep in mind, in 1966 I indicated when we had a similar syndrome, we had over 250 deaths for a short period of time. This time we have had only 112 heatstroke victims. Now the circumstances were actually worse in 1980 than they were in 1966.

The facts are that by mobilizing all the resources within your community, and as we did in the city of St. Louis, we were able to first of all communicate through the media the importance of relatives and friends checking on neighbors who were older adults or those persons who might have respiratory ailments that could be seriously affected by the elements.

I notice a document here, entitled "Proposed CSA Guidelines"<sup>1</sup> which have been submitted for our review, that using just the highest priority of 20 consecutive days over 100° does not necessarily deal effectively with the problem, it is certainly not in St. Louis. Our observation of this syndrome is that when we had 7, 8, 9 days of temperatures in the low eighties and then the low nineties and then followed by the middle nineties and then to the low one-hundreds, that is a serious set of circumstances because the heat has a tendency to be retained, as we indicated, in many of those older brick structures that never had the chance to cool off.

Needless to say, the impact on the commercial activity, because people were not leaving their homes during this period of time, has been significant and because of the cost of operating the necessary cooling devices within homes and commercial establishments, they are going to cause a reduction in expendable income of individuals during the next months when those bills are due, and so there is going to be a significant impact.

Finally, let me just say that this is a very unusual kind of disaster, it is not one that we have with a great deal of regularity. I noted Senator Eagleton's question about identifying those people. Keep in mind that last year in all of 1979 we had only one heatstroke death in the city of St. Louis that was recorded and just in the first 3 weeks of July we had had 112. We have not had a similar experience since 1966.

We have had a great number of older adult facilities throughout the city of St. Louis. We furnish, what we call Meals on Wheels, in the city of St. Louis. Our hospital division prepares those meals. We prepare 2,400 meals a day and I can tell you that it is indeed one-third of the number that we actually would like to be able to finance to provide within the St. Louis City community. So it would be extremely difficult in a big city like the city of St. Louis to identify all of those persons, to know exactly where they were in the case of a similar emergency sometimes distant, for example—another 10, 15, 25 years in the future.

I think the important thing is that you have had the network so that you can respond. We found having an emergency number in St. Louis, and having total cooperation of the media and in getting the message out, that the preventive kind of activity that needs to be taken by the neighbors and friends of older adults is probably the most effective way

<sup>1</sup> See page 330.

of identifying those persons, recognizing that there are some people who don't have friends and relatives and we don't hear about them until oftentimes there are circumstances where they are past the point of rescue.

One other observation. If we get a person that has heatstroke, the chances of that person's survival, that he or she is alive, is extremely nil so that once we rescue the person through emergency medical assistance, chances are that person survived the heat wave.

As I indicated, Senator, I have with me Dr. Wochner, who I might add, was with the Senate in 1966 when we had the last prior set of circumstances in the city and he is the director of health and hospitals for the city of St. Louis.

Senator CHILES. Thank you. Your prepared statement will be entered into the record at this point.

[The prepared statement of Mayor Conway follows:]

#### PREPARED STATEMENT OF MAYOR JAMES F. CONWAY

I have been asked to outline the experiences of the city of St. Louis, as we attempted to cope with one of the most devastating heat waves which engulfed the Mid- and Southwest sections of our Nation.

The city of St. Louis, which is not unfamiliar with summer heat, suffered more heat-related deaths than other cities in the path of hot weather. Our records show that there were 112 deaths directly attributable to the high temperatures. There were numerous other deaths in which heat was an aggravating factor. The medical examiner reported only one heat stroke death in St. Louis in all of 1979.

Our senior citizens paid the highest price as the heat continued without abeyance from July 1 to July 21, with temperatures mostly in the hundreds, with the peak on July 15, when the mercury reached 107°.

Our health authorities say that St. Louis suffered such a heavy toll of deaths and illness because of four factors: (1) The large number of aged in our population; (2) high humidity; (3) the large number of brick residences in our city which retain the heat when high temperatures continue for a long period of time; and (4) the reluctance of senior citizens to leave their homes to go to heat relief shelters.

The impact of the sweltering heat on the aged is demonstrated by the fact that the average age of persons who were dead on arrival at City Hospital was about 70 years.

The emergency had a dramatic impact on our emergency ambulance service and our hospitals—both our acute-care hospital and two facilities which deliver long-term senior citizen care—Truman Restorative Center and Koch Hospital.

Patient areas at City Hospital posed particular problems because the wards were not air-conditioned and temperatures in those areas were about the same as the outside—in the neighborhood of 100°.

On the basis of medical emergency declared by me on July 11, we purchased 40 window unit air-conditioners and we have since placed orders for an additional 100 units which should be able to handle most patient areas.

Air-conditioners are also being placed in dining and recreation areas of Koch Hospital, where patients can assemble to avoid the heat in their rooms.

We also received air-conditioning relief from the 102d U.S. Army Reserve Command and the U.S. Air Force Base at Scott Field in Illinois, which provided us with emergency temporary air-cooling equipment which was used until the window units were operable. This equipment was provided on the same day we requested it.

The City Hospital Census rose from 272 on July 5, to 372 on July 20, the day the heat wave broke, at least temporarily. We were so flooded with emergency calls that we had to call in other city employees for help in manning and screening calls for aid.

We were forced to use our ambulance-facilities only for the most urgent of sick and injury calls with aid for responding to other calls being handled by police of vans normally used for transportation of senior citizens.

In one 24-hour period we received 374 emergency calls which is about 2½ times the normal number received. We found the use of emergency telephone number 911 most helpful but on occasions we were 15 to 18 calls behind. It is safe to assume that most of the calls for heat victims were for aid for our elderly citizens.

At Truman Restorative Center, a facility which provides long-term care, mostly for senior citizens, we have one newer building which is air-conditioned and an older structure without cooling equipment. With many patient temperatures up, and patients appearing exhausted, we moved 130 patients to the newer, more comfortable building.

At Koch Hospital, another city-operated facility for the aged, we have no air-conditioning, but in a normal summer we find it necessary to treat three patients for heat-related problems. At the height of the heat wave, we had 60 patients in distress.

Facilities of the medical examiner, who must certify the official cause of death, provided a grisly scene. At one time, there were 60 bodies awaiting processing compared to a normal amount of 10 per day. On one day, 30 autopsies were performed compared to the normal 3 to 5 per day.

With the assistance of Red Cross and our senior center, we established five 24-hour heat shelters and 13 daytime shelters in the neighborhoods to provide some relief for a few hundred persons who found their flats and apartments unbearable. Liquid refreshments and some food was served.

We did find that many persons, and particularly the senior citizens, were reluctant to leave their hot living quarters for these shelters because of the general reluctance of the aged to leave their homes—no matter how humble—for strange surroundings.

In most cases, we provided transportation to these shelters. Fans offered only limited assistance because they merely stirred up the stifling air.

Some of the cases found by the emergency medical system were indeed sad, but illustrate the reluctance of the aged to leave their homes. They found one old man lying half dead in front of his open refrigerator, while his wife, delirious from the heat, was dusting the furniture.

One woman was found so weak and tired that she sat in a chair, put her head on a pillow and died. Some were so exhausted that they could not even go to bed and die.

A survey of 15 stores reported drops in sales during the heat wave, particularly in the heat of the afternoon. Thus stores were faced with lower sales and higher utility costs, they also expect that when consumers receive their high electrical bills, sales will be adversely effected because of less consumer purchasing power next month.

Steps were even taken to ease the burden for poorly ventilated jails and work-houses when fans with ice in front of them were added, and ice was provided for cool drinks. Tempers of inmates and guards flared because of the heat but no serious incidents were reported.

Police, already burdened by increased calls, caused by the heat, were overburdened by the task of turning off fire hydrants which had been turned on, as children and youth sought relief from the heat.

This was discouraged because of the resulting loss of water pressure and traffic dangers, to say nothing of the cost. During the first 3 weeks of July we pumped 1,020,000 more gallons of water than the same period last year at a cost of \$55,000 for electric pumping power and \$25,000 for purifying chemicals.

In order to coordinate our efforts to fight the heat I quickly established a heat emergency task force which consisted of members of our Disaster Operations Office, the hospital division, police, Red Cross, our senior citizen agency, our emergency medical service, the Department of Public Utilities, and our Department of Public Welfare.

In the field our Disaster Operations Office (formerly Civil Defense) coordinated the operation. I visited the emergency message center and City Hospital on several occasions to get a firsthand view of the crisis.

All our public officeholders and the Red Cross deserve the highest commendation for their response to a very serious situation. The media was helpful in getting people to check in on their elderly neighbors and relatives to make certain that they were not in need of medical care or at least cooler emergency shelter facilities.

I have asked all our agencies to prepare detailed reports on their activities and what more we can do should we be struck by another heat wave. One thing

is patently clear—the aged and the sick are sad victims of such torrid weather conditions.

A heat wave is unlike other disasters such as tornadoes, earthquakes, and other natural disasters. It does not happen instantly and then everything is over. The intense heat is unrelenting, and as it recurs day after day after day, the toll mounts as our senior citizens become weaker and weaker.

Out of all of this comes unplanned expenses which our local community can ill-afford in these inflationary times, which have already played havoc with our budget.

We are still computing the costs of equipment, materials, overtime which was necessary to keep the death toll and suffering to a minimum. Air-conditioning units and the necessary wiring at City Hospital and Koch Hospital alone have cost us \$71,560. We have not gone into the business of supplying air-conditioning and fans to private individuals, but we do believe that we should be reimbursed for all the extraordinary public costs we have incurred. We referred requests for fans from individuals to private agencies which provided such equipment in an emergency in the crisis.

The final costs will be submitted to the State of Missouri which I understand will distribute the Federal relief funds.

I am proud of the job that was done to relieve the misery suffered by our citizens and particularly the aged who are the first victims of such a natural disaster.

Thank you.

Senator CHILES. Dr. Wochner, just for the record, tell us what happens to older people in regard to this heat—you know, what the physiological function is that causes them to suffer so much and to expire sooner than normal people. I think for our record it would be important for us to have that.

Dr. WOCHNER. Mr. Chairman, no one knows precisely why the elderly are more vulnerable, it is simply an observed fact that they are. What happens, however, is that some of the observed facts are, first of all, that this is an illness of the elderly poor for the most part. As has been amply described, people who live in areas which do not cool off adequately at night, where the humidity may be very high, and all of this is aggravated when they are afraid to open their windows and afraid to go out and get any kind of relief.

What happens apparently is that all unremitted heat of several days to even weeks in duration, something happens to the body thermostat, and they simply cannot dissipate the internal heat of the body any longer. Normally what happens is that we all, in normal temperatures, lose heat just kind of radiating the heat off, so to speak, plus the process of sweating.

When the outside temperature is higher than the body temperature, you cannot radiate heat off and the only mechanism of loss is sweating. What happens in these patients is that their thermostat, so to speak, goes on the blink and they lose the ability to sweat, and therefore cannot radiate heat any longer. In those circumstances the body heat rises very rapidly and as it does so, it is highly damaging to the central nervous system. If nobody is there to look in on them very quickly, they expire.

Senator CHILES. So something happens that the older people just do not sweat as easily and that being nature's radiator, so to speak, of cooling you down they tend to store that heat or there is no way of dissipating the heat.

Dr. WOCHNER. This can, of course, happen to younger individuals, and there are stories about heatstrokes in the military where people are exerted to a large extent in very hot weather, but the poor and the



elderly and especially the elderly poor are seemingly extremely vulnerable to this. As it has been amply stated, the average patient dying with heatstroke was around 70 years of age.

Senator CHILES. Mayor, what do you think that the most pressing needs are, in regard to what we should be doing up here, to help you in a situation like this in the future?

Mayor CONWAY. Well, Senator, first of all—

Senator CHILES. The greatest problem you found, let's say, with the existing network of aid that comes from the Federal Government.

Mayor CONWAY. The Federal Government services, specifically we are fortunate to have an Air Force base across the river from us, and I immediately called the general there and they responded within a few hours and were extremely helpful, the U.S. Army Reserve, to give us immediate temporary relief. Obviously, the purchase of air-conditioners, and so forth, if you don't have them you have to get them from some other place, usually coming after this cycle is over.

The thing where we experienced a substantial amount of expense is, first of all, we took care of all the existing institutions where we gathered people who were affected, and those places have improved quite significantly. Second, our emergency medical service. I might add, Senator, I think that this probably was the ingredient that helped most in reducing the number of fatalities, because these young men and women—and I can tell you that I am proud of that service—they averaged only 23 years of age and were working 12-hour shifts during that period of time. These were paramedics and technicians. They were trained sufficiently that they could deal with the problem right on the spot.

Senator CHILES. These were armed services personnel?

Mayor CONWAY. No, city employees. We have about 120 emergency medical technicians. We have got probably one of the biggest operations in our region. In any case, I think that was a significant factor. We didn't have this kind of a system in 1966. These persons were responding to the most crucial calls for the 911 system. Of course we used the police and the vans to pick up the lower priority cases which were then transferred to heat relief centers and also to our emergency relief centers.

I might add one item I didn't touch on and probably one of the most grisly scenes was at our morgue during this period of time. We at one time, were processing some 60 bodies and we were averaging at one time, 30 autopsies a day. You have to appreciate that our normal caseload is about three to five per day to give you an idea to the extent we were overloaded. We had to even appeal to the medical schools and also to the homicide section of the police department to work overtime and help us in dealing with just those kinds of activities.

The help that we will need in the city of St. Louis is to relieve us of some of the expense of all the moneys that we expended right up front to take care of the emergency as it existed. Understand, that as the mayor of the city of St. Louis, when I declare a medical emergency, I spend money on emergency basis and after the crisis is passed, then we worry about where we are going to get it, so that we can meet the rest of our budgetary obligations later on in the year.

So basically what we will be asking for, in terms of the aid that will be available to the State of Missouri, will be reimbursement for those extraordinary expenses that we incurred in dealing with what was certainly the most significant emergency our city has seen in some years.

Senator EAGLETON. I have a series of questions and a couple of them are to tidy up the record.

First for Dr. Wochner. I was diverted and had to take a phone call but did you make any statement, Doctor, as to the impact of the high humidity along with high heat, insofar as aggravation of the physiological process that you were describing?

Dr. WOCHNER. I did not include that in my answer but you are quite correct that that is an extremely important factor, because normally the loss of heat from the body when the environmental temperature is at the level of the body itself through the process of evaporation of sweating is, of course, inhibited when the humidity is very high. In St. Louis, as you are well aware, Senator, the humidity can be extremely high, and our records indicate that it averaged perhaps during this 3-week period, something on the order of 60 to 70 percent, and when the temperatures were as hot as they were, this was an extremely heavy burden for people, physiologically.

Senator EAGLETON. Miss Wolf, getting information out there to the people in need, the metropolitan papers both in St. Louis and Kansas City, and that is both areas that are here represented by the various officials today, of course carried banner headlines on the heat wave and in various boxes, and things informational, notices about phone calls and where you can get a fan and what have you, plus the electronic media all during the day and during the news shows at 5:30 and 10 p.m. broadcasts, further informational data, hot lines, where to get a fan, where to get medical attention, because I have been in Missouri a good deal during the intensity of this heat situation.

Despite those fine efforts and the fine efforts of public officials to try to get information out there, nonetheless all together, too many poor and needy people don't have access to that information. They may not be daily subscribers to the paper—they probably aren't. They may not have a television set, or if they have one, they may not turn it on. They may or may not have a radio, and so forth.

Miss Wolf, with that as a backdrop, what problems have you had, or Dr. Wochner, in terms of information dissemination, getting the word out there to the people that truly need it?

Miss WOLF. Well, as you stated before, other than the fact that a lot of seniors themselves, because of poor health, highly poor vision, don't read the paper and the small print is hard for them to read, we found that was the case with some of the people we talked to. Also the fact that a lot of the people that we were seeing had kind of isolated themselves already due to the fact that they had such little energy left in trying to cope with their environment. They were not listening, or unable, or some of them claimed they didn't care. One lady called and told me, "You know, I don't want to go to a nursing home, but I am so tired of struggling, so tired." Sadly enough, by that time we had no nursing home beds, no medical beds were available, we used all of those

up. So even her request now was not able to be filled. This is the kind of thing we were finding.

We felt that perhaps shelter environment for these kinds of people was best, so we were finding that kind of problem in dealing with getting the information. I felt we could develop maybe an information system, such as a mailman going out and checking on them, or the police checking on those blocks that were high risk, might have been a good way to go.

Dr. WOCHNER. Yes; first of all, I would like to emphasize the positive instead of the negative for just one moment. As bad as things were in St. Louis, they would have been a lot worse had we not conducted a very vigorous communications campaign to attempt to get across to the public the importance of the things they could do to help themselves, of checking on their neighbors, checking on their friends and relatives, all of the things that one does in a situation like that. We have, I think, demonstrated that this program is effective because the death rate actually fell markedly from a high of 24 on 1 day as we were getting organized, to only 1 or 2 during the last few days of the high heat.

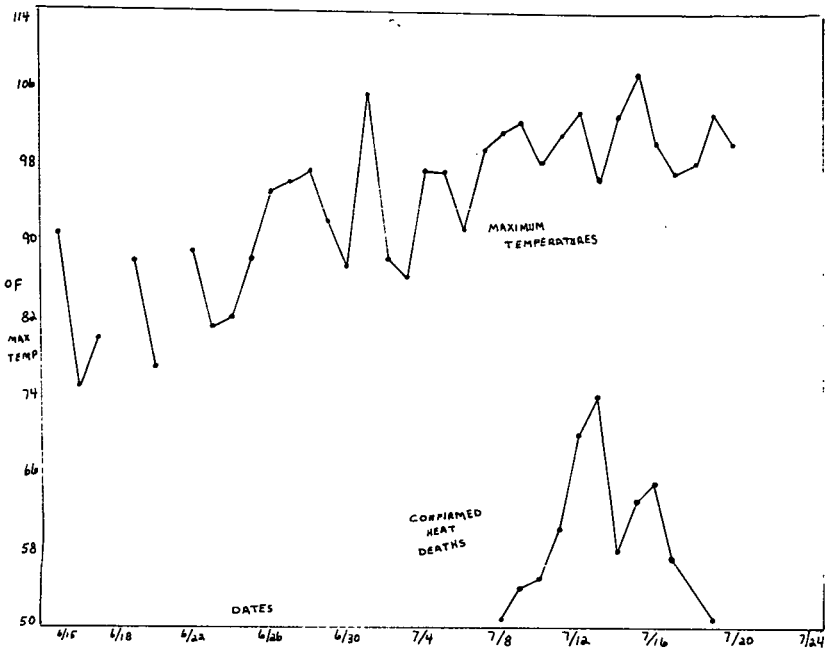
So, while we are very conscious and concerned about the people that we could not reach, I think we should emphasize for a moment those that we did.

Now, we did a number of things to try to reach these people. As the mayor indicated, we served approximately 2,400 meals to the elderly every day, people who check on the elderly, and who certainly served these meals. They check on them; they check on their friends. We did put out heat alerts twice daily. The television, radio, and newspapers were extremely cooperative in making the public aware of what they could do. I think that this vigorous campaign really did reduce the death rate. However, there were still people who were unable and unwilling to leave their homes, and that remains a problem.

Senator EAGLETON. Now I want to inquire into the proposed CSA guidelines and also into the statutory and proposed rule by the Department of Health and Human Services with respect to when moneys can be made available for utility costs, and so forth.

First, let's discuss the CSA guidelines. I distributed a sheet of paper labeled "Proposed CSA Guideline 7/27/80." I also mention that this is a bootleg copy of the Proposed guidelines; they have not as yet been officially published, but as of this morning, this is what they had in mind. I want to juxtapose, Mayor Conway, those guidelines and your chart of temperature readings starting in mid-June through July 24. I also want to bear in mind a very important segment of your testimony. You described the fact that you could have 7 or 8 days in the nineties that just literally bake a house and it could be 95, 96, 97 or, 98 degrees for many days and then about 6 or 7 days of 100 superimposed on top of a 95-degree bake and you have an ovenlike situation. That is how I would describe your testimony.

Now if you look at your temperature chart, you didn't have a line for 100 degrees so I have drawn as best as I could a line for 100 degrees. If I have drawn the line correctly and if your chart is accurate—and I have no reason to think it is inaccurate—according to that chart, we certainly would not have had 20 consecutive days of over 100 degrees, would we?



Mayor CONWAY. That is correct, Senator. Based on these proposed factors we would be in the lowest priority.

Senator EAGLETON. You might not even be in the lowest priority. In priority 4, the word "consecutive" is omitted. I presume that that was just added, an omission, so I am going to interlineate the word "consecutive" there but again I have drawn the line and I may have drawn it improperly, 9 consecutive days over 100 degrees?

Mayor CONWAY. No; I don't think we did.

Senator EAGLETON. You might have had 6 or 7 days over 100°.

Mayor CONWAY. Yes.

Senator EAGLETON. Then it cools off to 99 degrees?

Mayor CONWAY. Yes.

Senator EAGLETON. Then another cool break bringing it back to 98 degrees.

Mayor CONWAY. Yes.

Senator EAGLETON. So it is highly probable under these guidelines that in the city of St. Louis where you had how many heat-related deaths?

Mayor CONWAY. We had 112 that were specifically heatstroke and then we have 250 over the normal because heat oftentimes is a complicating factor that contributes to death in other cases which are not necessarily heatstroke.

Senator EAGLETON. So under these general guidelines in a city that had 112 heat-related deaths as contrasted with one in the previous summer in the State that has been identified, that is, Missouri, as the most hard-hit State in terms of heat-related deaths, St. Louis with 112 would probably not qualify for the lowest priority on the guideline.

Mayor CONWAY. Certainly if the word "consecutive" was placed in there, Senator, you are right. You can get a pretty good reading on the bottom of that chart and it is a little harder to see because it was done in red but you can see even though on the first day we had over 100° we had one recorded death and that was on July 1. The next one was not until July 8. When you are in the second phase of that heat syndrome, that is when the deaths occur, and so that is the buildup that you have prior, so that really then you have the superelevated temperatures. That is the major contributing factor.

Senator EAGLETON. May I ask Mr. Baumgardner from Jackson County, have you had a chance to look at these guidelines? I know it has been a few moments ago when they were handed to you. How would these guidelines apply to Jackson County?

Mr. BAUMGARDNER. Senator Eagleton, I have just been trying to count here. We had a temperature on July 1 of 109°. We had 2 days it dropped below that. It started on July 4 and we had 17 consecutive days that were over 100°. Some of those days the temperature was 108°, 109°.

Senator EAGLETON. You did have 17 consecutive days over 100°?

Mr. BAUMGARDNER. Yes; we would be in priority 2.

Senator EAGLETON. And surrounding those 17 days over 100°, or the beginning and end of them, weren't there a big hunk of days in the middle nineties?

Mr. BAUMGARDNER. Yes, sir; it was 109°, it dropped to 84°, 94°. It went up to 103°, 109° during those 17 consecutive days. So there was only a 1- or 2-day period that we dropped below 100°.

Senator EAGLETON. It went down to what?

Mr. BAUMGARDNER. It went down to 84° on July 2 and 94° on July 3.

Senator EAGLETON. Then back up to 100° again?

Mr. BAUMGARDNER. Yes.

Senator EAGLETON. So except for that aberration you would have been in priority 1?

Mr. BAUMGARDNER. Yes, sir.

Senator EAGLETON. Do you subscribe to the statement that Mayor Conway made, that on a practical sense basis, where a home or a dwelling place is baked for a successive number of days in the nineties, and then you have superimposed on top of that 100°-plus, you have, in my terms, an ovenlike situation, do you not?

Mr. BAUMGARDNER. Yes, sir; it takes several days before these things all start compounding, and at least that is the way we found it. That word "consecutive" there, it would seem to me to be unreasonable.

Senator EAGLETON. I ask unanimous consent, Mr. Chairman, that the proposed CSA guidelines previously referred to, be printed in the record.

Senator CHILES. Without objection.

[The proposed CSA guidelines, submitted by Senator Eagleton, follow:]

#### PROPOSED CSA GUIDELINES, JULY 27, 1980

The method for determining allocation of funds in a given State to be used in developing State plans must include the thermal factor which is set out in part A.

(A) Service areas should be based on record temperatures in excess of 100° beginning June 21, 1980, as compared to the normal average for this period over

the past 35 years. Maps containing this information can be obtained through the Federal Assistance Agency from the National Weather Service (NWS).

(B) Based on the NWS information, service areas should be divided into four priorities reflecting sustained temperatures in excess of 100°. Each priority is given a weighted factor. The factor is designed to bring help to those low-income people, most vulnerable and who have been affected the longest. Listed below are the categories with the weighted factors.

1. Priority No. 1 (2.5 factor).—Areas experiencing 20 consecutive days or more of temperatures of over 100°.

2. Priority No. 2 (2.0 factor).—Areas experiencing 15–19 consecutive days or more of temperatures over 100°.

3. Priority No. 3 (1.5 factor).—Areas experiencing 10–14 consecutive days of temperatures over 100°.

4. Priority No. 4 (1.0 factor).—Areas experiencing at least 9 days of temperatures over 100°.

(C) Listed below is the formula for allocating funds. It contains three elements: (1) The number of poor; (2) the number of elderly poor; and (3) the thermal factor.

#### FORMULA

The total number of poor in service areas plus three times the number of elderly service area poor, times the appropriate thermal factor, equals the service area coefficient. Total service area coefficients for each State. Each service area coefficient should then be divided by the total State coefficient. This will give you the percentage of formula allocation for each service area.

Copies of such a plan and any subsequent information should be sent to Wally Lumpkin, ECAP, Tom Cotter, Regional Coordinations and Al Marianelli, Regional Operations.

If you need additional information, please contact your Regional Coordinator, telephone 9-254-5140.

Senator EAGLETON. Now the sheet of paper entitled "Authority for Cooling." Do you have that one page there? Those are excerpts from the appropriate statute and in this instance an interim final. You may not be fully appraised of our terminology here. We have bootleg proposed regs; the next thing is, the proposed reg given to a few Senators, semibootleg; then there is a proposed bootleg before it goes to the printer; then the one that goes to the Federal Register; and then you have interim final regulation. How do you like that? That is what we have here.

Anyway, the appropriate statute, section 308, sub C, windfall profits tax, makes reference to "such cooling as the result of medical need." Do you see that language, "the result of medical need."?

Mayor CONWAY. Yes.

Senator EAGLETON. How simple or how difficult, if it is difficult, would it be to implement that statute? I ask either Mayor Conway, or any of our witnesses, or Dr. Wochner.

Mayor CONWAY. Well, Senator, it is pretty general and of course it looks like the State would be the determining factor unless the Secretary and I assume that is what, the Secretary of Energy?

Senator EAGLETON. No; in this line, "comes out of HHS."

Mayor CONWAY. I don't know what kind of course they would be establishing but keep in mind the basic problem that we will have is not so much those we can identify, as those that we cannot identify, who really do need the heat relief, and that is going to be the basic problem that I see regardless of what kind of system that we finally develop. How do we define those who need this kind of relief? Usually those that we can identify that are involved programmatically with us it is not going to be too great a problem. I think we could probably live with this general language and the rules that must be promulgated under this language.

Senator EAGLETON. Let me move you on to the rule. You perhaps could live with the statute but we look at how that rule was written. The next paragraph down says, "only when there is a threat to life or health due to a particular illness or medical condition." I read that to mean that the person would have to get a certificate from his doctor that he had a heart condition, or that he had diabetes and somehow that the heat affected that, or that he was an asthmatic, or that he had emphysema.

The way I read that implementing regulation, before you can help the 75-year-old person with no fan in an oven-baked house you have to get some kind of a certification that that person has a particular illness or a medical condition if you are going to live up to the letter of that regulation. How do you read it, Dr. Wochner?

Dr. WOCHNER. I read it the same way, Senator, and I would find it very difficult to see how this can be implemented. To be specific, it is true that most patients who expired with the heatstrokes do have some associated condition like arteriosclerosis, but this is very general. There is no specific condition that is associated with dying of heatstroke and there are many patients whose death did not have any specific condition associated with it. I think the problem is not so much the medical predisposition to dying of heatstroke, as it is a disease of elderly poor, not just sick elderly.

Senator EAGLETON. Precisely. I could not agree more.

Miss Wolf.

Miss WOLF. I would like to make a differentiation between health need and medical need. Those of us out in the field find that a lot of these people, that is, the social worker, the outreach worker, the one working with the nutrition project, defined health need as those being able to certify that need. Now if it is a medical need and defined as a medical need, then we need a doctor's signature, and that is harder to get, but a health need can be assessed by a medical social worker, a home health nurse, a homemaker, and those others that are in the health-related fields.

Senator EAGLETON. I suspect that if you go through your files, Dr. Wochner, and if you go through your files, Miss Wolf, of the victims, the dead, I think I will just state that as an estimate—I am not making one of the files myself—my guess is that a significant portion of those who have died had probably not seen a doctor in the last 6 months, 12 months, 1 year, 2 years. They are so poor that they are out of the medical mainstream. Thus, to have a regulation in which you would have to certify the illness of the individual and the precise medical condition so you could get ameliorating relief from the heat, is a pragmatic impossibility.

Miss MATTHEWS. There is a great deal of difference between pathological aging and normal aging and just the process of normal aging makes one more susceptible to the heat. Therefore, I cannot personally support regulations as they are written.

Senator EAGLETON. Nor can I.

Mr. FREEMAN. I would only concur with that.

Senator EAGLETON. The Bentsen bill would amend the statute quoted above as a result of medical need and I don't have the exact phraseology but it would make it clear that one does not have to have

a certificate from an attending physician that one has a specific medical illness in order to be eligible for the kind of assistance that we are herein describing.

Thank you for your testimony.

Wait a minute. Mayor Conway, could I ask a question of you and Mr. Baumgardner? Using Missouri as a test tube example, and bearing in mind that Missouri has experienced death as the most severe ramification of this heat wave, thus far out of the Federal Government, some \$6.6 million has been available to Missouri in three chunks. The first allocation was \$1.25 million out of CSA, the second allocation was \$1.35 million from the so-called Getty Oil escrow fund, and the final allocation that Missouri received was \$4 million reprogrammed and redirected money really targeted for the State of Michigan but unexpended and therefore applied to Missouri.

I realize now in asking this question that I am calling for a subjective judgment, and that in many such instances, you cannot pinpoint it down to every precise penny or every precise dollar but I will ask two or three questions.

Mayor Conway, is \$6.6 million enough to do the job now or in the anticipated foreseeable future?

MAYOR CONWAY. Senator, I cannot tell you exactly the amount that will be needed for the State of Missouri. I can give you a rough idea for the city of St. Louis and this is just so you have a good understanding. This would be dealing with those city agencies that provided the manpower, the vehicles, the fuel, the other things that we needed to do to maintain the level of services during this emergency. Our feeling is that we expended—just the city itself—probably upwards of about \$1 million to service the people in our community during this heat-related emergency.

Now let us not take into account the aid, for example, that the U.S. Air Force gave us, the U.S. Army Reserve or, for example, McDonnell Douglas. Some of these portable air-cooling units needed jet fuel to operate, and McDonnell Douglas contributed several thousand gallons of jet fuel, as we needed, to operate those temporary cooling devices. We received a phenomenal number of donations that you would not believe, Senator. We received a tremendous number of small checks from people, so that we could purchase fans or air-conditioners, and so forth, and of course we moved all of those through the normal volunteer agencies that exist in the city of St. Louis.

Also organization—like the American Red Cross, that has the basic responsibility for the heat relief centers. Although the city provided many of the supplies for the people during the course of the day, the Red Cross provided both hired help and also volunteered help to manage and maintain all of those facilities. So the estimate that I have given, Senator, does not include any of these other aides. For example, the National Guard—we asked them to do a few things, too, during the course of the heat wave, and I just don't have any idea what the cost of that operation might be.

Senator EAGLETON. If the more dire predictions as to the continuing intensity of the heat come true, the city of St. Louis and its residents will need considerably more help than they have already thus far received.



Mayor CONWAY. I think that is a fair statement, Senator. One of the important things about this cycling, however, is that now once the cycle has broken, as it has, it will take a similar set of circumstances, such as we had before, to have us put into that very serious condition. We can handle some days at 100°. We just can't handle 21 days of the experience we have just had, without special help.

Senator EAGLETON. Thank you.

Let me ask those same two questions—really it is one question—to Mr. Baumgardner. If the more dire predictable circumstances come true, will the Federal moneys already allocated to the State and Jackson County be adequate, or will additional help be necessary from the Federal Government?

Mr. BAUMGARDNER. Senator, I don't think there is any question that there will have to be additional money. See, the utility bills for the elderly and the poor have not even arrived yet, and the local power companies are starting their campaigns to prepare not only the elderly poor but all of us for those bills that they are going to get, but they are making some concessions and saying that they are not going to cut people off; they are not going to turn their power off—but that impact has not even hit. I cannot comment on the cost because I think part of that was borne by the city of Kansas City but I know it is going to be considerable.

We had the same kind of reaction with 4,000 fans donated by the public, and distributed by volunteers through the Salvation Army and the Red Cross, that kind of a response. The major expense has not even hit us yet.

Senator EAGLETON. It is a very important point because a good deal of this money would be used to pay utility bills and those have not been put in the mail yet. Mayor Conway said 120 heat-projected deaths.

Mr. BAUMGARDNER. 120 have been confirmed, but we know there have been many, many more and a lot of those we cannot even have autopsies on, but there have been 120, and they were averaging the last few days about 6.6 per day.

Senator EAGLETON. Six to seven per day.

Mr. BAUMGARDNER. Yes.

Mayor CONWAY. Senator, at our highest point we were averaging 25 to 30 deaths per day. During the very extreme of that situation, keep in mind, too, that our overall normal, we had 250 deaths, not all of them specifically diagnosed as heatstroke. A good many of them are heat-related which have some other complicated circumstances that a person might be afflicted with.

Mr. BAUMGARDNER. I think that same number would be true for Kansas City.

Senator CHILES. Thank you, Mayor. Thank you, Mr. Baumgardner.

Mr. BAUMGARDNER. Thank you.

Senator CHILES. Our final two witnesses are Hon. Thomas Higgins, who is the Associate Commissioner, Office of Family Assistance, Social Security Administration, Department of Health and Human Services, Washington, D.C. I should note for the record that Mr. Higgins spent close to 3 years as Administrator of the HEW Regional Office in Kansas City.

We also have with us today, Michael Blouin, a former Member of Congress and Assistant Director for Community Action, Community Services Administration, Washington, D.C.

These gentlemen have various of their associates with them. Let's identify your associates for the record and then you proceed first, Mr. Higgins.

Mr. BLOUIN. Mr. Chairman, it was decided by agreement that I would proceed first.

With me, from the Community Services Administration, is Ben Haney, Director of our Dallas office, Ira Goldstein, Director of the Office of Family Assistance, and John Todd who is with Income Security. Senator CHILES. You may proceed, Mr. Blouin.

**STATEMENT OF MICHAEL T. BLOUIN, ASSISTANT DIRECTOR FOR COMMUNITY ACTION, COMMUNITY SERVICES ADMINISTRATION, WASHINGTON, D.C., ACCOMPANIED BY BEN HANEY, DIRECTOR, DALLAS OFFICE; IRA GOLDSTEIN, DIRECTOR, OFFICE OF FAMILY ASSISTANCE; AND JOHN TODD, INCOME SECURITY**

Mr. BLOUIN. Mr. Chairman, if I might, I would like to ask your tolerance to do something I used to urge witnesses never to do, and that was to read their entire testimony. My statement is only about 5½ pages long and it should not take all that much time, and I think it makes some points that are essential to tying all of the discussion up today.

My purpose is to attempt today to inform the joint committee of the ways in which this agency can provide assistance to the elderly affected by the severe heat occurring in parts of this Nation.

First, I think it would be helpful to take a moment or two to describe the program CSA has in place for assisting the poor and the elderly in energy-related emergencies. The energy crisis assistance program—ECAP—is one of the two elements which together comprise the administration's low-income energy assistance program for fiscal year 1980. The second element is the special energy allowances program, administered by the Department of Health and Human Services. Funding for the total program is \$1.6 billion—\$400 million for the energy crisis assistance program and \$1.2 billion for the supplemental energy allowance program. The \$400 million consists of an original \$250 million fiscal year 1980 appropriation and a \$150 million supplemental appropriation contained in the Interior appropriations bill—Public Law 96-126—signed by the President on November 27, 1979.

The intent of the energy crisis assistance program is to make funds available to the States to enable them to respond to health- and life-threatening energy-related emergencies affecting poor and near-poor households. Following the receipt of funding plans from all 50 States and the District of Columbia, CSA distributed the ECAP funds according to a formula based on coldness of climate, fuel, and low-income population factors. Each State placed responsibility for administration of its program within an agency experienced in operating programs to serve the poor and capable of distributing funds in a timely and efficient manner.

This agency was encouraged to use local community action agencies and other existing delivery systems whenever possible. The funds were then made available on a needs basis to households with incomes at or below 125 percent of the CSA poverty guidelines and households whose heads receive supplemental security income. These funds were used to meet emergency fuel needs, either through direct vendor payments or by using lines of credit established with fuel vendors. In addition, these funds were used to provide in-kind assistance and for the purchase of space heaters, emergency repairs, blankets, clothing, food, medicine, and other supportive services, such as rent. With a clear stated commitment to service the elderly poor, CSA data shows that approximately 50 percent of those served were indeed the elderly.

The Interior appropriations bill, which I referred to earlier in my statement, provided that "no awards to applicants shall be made after June 30, 1980." You may recall that the possibility of using these funds for air-conditioning costs for the poor and the elderly was raised during floor debate on that bill. The June 30 cutoff date was added by the House Appropriations Subcommittee on Labor, Health, Education, and Welfare, to reflect the view that the energy crisis assistance program should relate to heating costs incurred during the heating season. The House conceived of this as a special emergency heating program and was concerned that it not evolve into an indefinite entitlement program.

Just as that June 30 date was reached, CSA began hearing from local communities, States, and Members of Congress about possible heat-relief assistance. The staff of the energy crisis assistance program began surveying States for unobligated program funds—first States in the Southwest, then all the States. While this survey was underway, CSA staff was also researching and attempting to resolve the legal and administrative issues involved.

On July 14, initial discussions were held considering transfer of funds from ECAP to CSA's title II program under the authority of section 616 of the Economic Opportunity Act—42 U.S.C. 2966. Following intense review of allocation alternatives and funding criteria, CSA verbally notified the Senate and House Appropriations Committees of its intentions. The following day, July 15, CSA made written requests of the Appropriations Committees for reprogramming \$6 million in unobligated funds. Simultaneously, we notified our authorizing committees of our intentions. Also on that day, the White House issued a press release stating that these funds would be made available through CSA to assist low-income individuals, especially the elderly, facing life-threatening situations. Throughout this process, CSA staff met regularly with congressional staff to discuss heat-relief and ECAP issues.

On July 21, the House Appropriations Subcommittee notified CSA of its qualified approval of its plan. Our plans included transportation to local and State-operated heat-relief centers; the purchase or rental of low-cost appliances, such as fans and window air-conditioning units; payment of utility bills; and the provision of other supportive services to reduce the potential hazard to the health of low-income persons resulting from extreme heat. The subcommittee would approve all of these approaches except the payment of utility bills, any purchase of air-conditioners, or direct cash payments to those served.

On July 22, the Senate and House Appropriations Committees officially approved, with the limitations described above, CSA's reprogramming request at the \$6 million level.

The reprogrammed moneys have been allocated to six States—Texas, Missouri, Arkansas, Oklahoma, Kansas, and Louisiana—for the kinds of assistance approved by the Appropriations Committees. Funds were provided to the States and within the States according to a formula based on number of poor, plus three times the number of elderly poor, times a "thermal factor." The thermal factor reflects the incidence of 9 or more consecutive days of 100°-plus temperatures.

I might add that thermal factor that we are using is taken considerably from the bootleg version that has been distributed here this morning, in that we have now had the benefit of consultation with NOAA, the Climate Control Center, and the various professional authorities that exist within the Federal Government. Our thermal factor will now reflect a three-tiered factor.

Senator EAGLETON. Have you got any written document that we can look at?

Mr. BLOUIN. We will by close of business today, and we hope to have that formula factored on a county-by-county level in some 12 States by close of business Monday and I will be more than happy to supply that to the committees.

Senator EAGLETON. We would like to have it.

[Subsequent to the hearing, Mr. Blouin supplied the following information:]

#### CSA HEAT ASSISTANCE ALLOCATION FORMULA

##### DISTRIBUTION FORMULA

The formula used to distribute funds among the States is: Number of persons with incomes at or below 125 percent of poverty guidelines<sup>1</sup> plus 3 times the number of persons 60 years and older with incomes at or below 125 percent of the poverty level, times a thermal stress factor provided by the National Oceanic and Atmospheric Administration. Affected States have been provided with a breakdown by county of the following three factors: (1) Thermal stress index, (2) low-income population, and (3) elderly low-income population. These products have been converted into percentages of the States' total allocation and are to serve strictly as guidelines in identifying those hardest hit.

Thermal stress factor is derived from two indices: (1) A temperature/humidity index based upon average maximum temperature and average relative humidity; and (2) the departure of average temperature from normal. These indices have been combined by establishing categories for each and adding the two numbers.

Senator EAGLETON. You are going to give us sort of a verbal summary.

Mr. BLOUIN. The maximum temperature, the average humidity, and the deviation from normal which would be figured together, and then factored into the population of poor plus three times the elderly poor. We think that will more accurately reflect conditions from a health and medical standpoint.

Senator EAGLETON. You won't have to have 20 consecutive days of 100° or more?

Mr. BLOUIN. No; I think at this stage the only determining factor is a threshold to bring a State into eligibility for very, very limited

<sup>1</sup> Source: 1976 Survey of Income and Education, Series P-60, Nos. 110, 111, 112, 113, Bureau of the Census.

funds, and unless we can come up with a better solution, we are going to attempt to limit that to some type of a minimal consecutive factor of 7, 8, or 9 days.

Senator EAGLETON. These guidelines you say you will have this afternoon in part and then on a county-by-county basis on Monday. Would they be called proposed guidelines or are they penultimate guidelines?

Mr. BLOUIN. Senator, that depends entirely on whether we get the permission to spend the money. If the money is to be spent, I assure you I will take, as the Director, the fastest course available to me. If that is to issue final guidelines that are in compliance with House, Senate, and OMB approval, we will get them to you through a telegram network that will allow us to get it out the same day.

Senator EAGLETON. The White House just a few moments ago announced that they are going to recommend that another \$21 million—I think you referred to that in your testimony—be made available through CSA for the four following purposes: (1) Cooling centers; (2) purchase and/or rental of fans and evaporating coolers; (3) in exceptional cases rent or lease small air-conditioning units; and (4) payment of utility bills for very, very poor people.

Now that is a very rough handwritten summary of what the White House has purportedly announced. Therefore, if that summary I gave is accurate, you will have \$21 million and it will be the reprogramming which I think will be approved by the Senate Appropriations Committee. I have also talked to people over on the House side and assuming all of that falls into place, you then will have \$21 million to allocate maybe as late as today or early next week and you can allocate that under these guidelines that you are going to get out this afternoon and Monday, is that correct?

Mr. BLOUIN. Yes; I am assuming that to be the case based on the new formula that NOAA is working up for us. I do want to make this point, that what we have just discussed back and forth here, is the essence of the last page and a half of what I was going to read. I would also assume that there is to be no utility bill restriction placed on us. If there is, frankly I don't know what good the money will do. It does little good to blow hot air on the senior citizen sitting in a home of 120° and a thermometer.

Senator CHILES. When you were talking about the change in your formula, which sounded like it would be much better, what kind of degree days are you talking about now?

Mr. BLOUIN. We are talking about an average or maximum temperature during a set period of time when the abnormality began. The average humidity and the abnormality of that. For instance, if you were in the desert in the Southwest it is very normal to have 110° or 115° temperature, and it would be rather ludicrous to call that a crisis, whereas in the States that are affected, or have been affected by this crisis, the temperatures that they are facing are very clearly abnormal. What we are trying to do is to separate a normal high from an abnormal high so that we really are in fact pinpointing the dollars, as limited as they are, where they can be of the most benefit.

Senator CHILES. I still didn't get to the degree days, how that comes into play.

Mr. BLOUIN. That does not come into play, it will be an average factor.

Senator, I think you were out of the room at the point that I mentioned that that sheet is inoperable. Frankly, I have never seen the sheet. I have seen the priorities 1 through 4 kicked around as an approach which has been suggested.

Senator EAGLETON. This is not our typewriter.

Mr. BLOUIN. I understand that but it does not necessarily mean that I have ever seen it.

Senator CHILES. It does not mean that it is inoperable, the fact that you have not seen it.

Mr. BLOUIN. I am the one that has to approve it.

Senator CHILES. It may be inoperable as of today.

That does not mean what the agency was doing before.

Mr. BLOUIN. It is what we were doing before.

Senator CHILES. I see.

Mr. BLOUIN. We made the point clearly on the \$6.5 million that we had the information which was the best available to us without the benefit of in-depth research by NOAA, with the benefit only of consultation with physicians in the South and Southwest and with the thought that it is better to move money fast than to sit around and push a pencil while we dream up a workable formula. Let's get it out, and get it out now, and hope that it is going to save some lives in the process, and then later down the road if we can get some more dollars, we will work up a more successful formula.

Senator CHILES. I am delighted that you have told us that you are going to use an average for abnormal and you are going to use heat and humidity to do that. I know you cannot give us any numbers necessarily, because it depends on heat and humidity. But, I trust that you are going to look at this a little differently because we have the heating-degree factor, which counts cold days below 65°, and what we had before was a cooling-degree factor of 100°, which does not seem equitable.

Mr. BLOUIN. In my conversations with NOAA as recently as in the middle of this hearing today, that does not count, That is no longer part of what we plan on doing. It is the degree of abnormality that counts.

Senator CHILES. We would hope that would be permanent.

Mr. BLOUIN. There is no permanent program, Senator. We have no permanent program. If it becomes a permanent lead program, it seems to me that is a far better approach than what we have been using. But if we have the benefit of more time to research as this program unfolds, if one is put in place it seems to me that we can perfect a very useful approach. I would be more inclined to say that this new approach is far more likely to become a permanent part of any permanent program than the old approach is.

Senator EAGLETON. If I may ask, Senator Chiles, we have got the mayor of Memphis who has a transportation urgency. May I ask that we hold the witnesses that we have. We have more questions of Mr. Blouin and Mr. Higgins but at this point we must interrupt the questioning to hear the mayor from Memphis.

Gentlemen, do you mind standing by?

Mr. BLOUIN. No problem, be happy to.

Senator EAGLETON. The mayor of Memphis is Mayor Bill Morris from Shelby County. I will ask our colleague, Senator Sasser, to introduce the mayor and to introduce the lady that accompanies him.

**STATEMENT BY SENATOR JIM SASSER**

Senator SASSER. Thank you, Mr. Chairman and Senator Chiles.

I am delighted to have with us today the mayor of Shelby County, Hon. Bill Morris, and also Miss Peggy Edmiston, the director of health and public safety in Shelby County.

Mr. Chairman, I want to first commend you for calling these hearings on this very creditable issue. I am confident that the information developed here will lead to better preparedness for dealing with any future heat processing.

I was frankly saddened by the recent events in Tennessee, and other Southern States, and particularly in Missouri. The tragic events which led to the many deaths of the elderly, and the poor, and the stricken which was shocking. The situation convinced me that the Federal Government must do more to assume responsibility and to insure that everyone who needs to do so is able to seek refuge from debilitating and dangerous heat.

Last week I traveled through the western part of Tennessee. I was in two rural counties there, the suburbs of the city of Memphis, and I heard heartbreaking stories of those who were subjected to the extreme heat. As this committee knows, the elderly and the very young were the most vulnerable. In a senior citizen center in Camden, Tenn., a social worker told me of the 60 shut-ins that she visited. None of these 60 very elderly people had air-conditioning and they were unable to leave their stifling homes. This dedicated social worker, every 2 hours, would call every one of those 60 elderly citizens to see if they were still able to answer the telephone and were all right in the stifling heat that they were existing in. One elderly man left this particular center, which was air-conditioned, walked out into the blazing sun, and a few moments later collapsed and died of a heart attack.

The elderly, as the mayor of Shelby County will describe to you today, in some areas of Memphis, suffered from heat in closed homes and apartments with no ventilation. Authorities reported that they were afraid in some areas to open their windows for ventilation, for fear of being burglarized. One story I think is particularly tragic. An elderly woman, living in a Memphis housing project, was robbed of \$91 one day during the heat crisis. The next night because of fear of robbers and burglars she kept her windows closed and she died during the night, apparently because of the heat.

Incidents such as these cry out for action. We have got to be prepared to deal with the heat emergencies in the future. Shelby County Mayor Bill Morris, who as I said earlier, is with me today, did a truly outstanding job in coordinating efforts to help residents of Memphis and Shelby. Had it not been for Mayor Morris and his deputy and the dedicated efforts of those in the county government and city government that assisted him, I think that toll would not have stopped at 60, the crisis would have been much worse.

Before concluding I want to recommend two first steps toward corrective action. First, I have urged the President to direct the Community Services Administration to immediately request of the Congress that funds be reprogrammed to reimburse and adequately fund ongoing heat crisis programs of local community action agencies in affected areas. I am happy to learn today that the administration has agreed to that requirement.

Second, I have reintroduced legislation yesterday, cosponsored by Senator Bumpers of Arkansas and Senator Eagleton of Missouri, designed to better mobilize the Federal Government to take positive action in dealing with future heat crises. This emergency legislation, the Conservation Services Amendments of 1980, would first eliminate any ambiguity about the ability of the Community Services Administration to implement a heat crisis program. One of the complaints on CSA now is the statutory vagueness about its ability to react to heat-generated crises.

Now, Mr. Chairman, I would like to introduce Mayor Bill Morris of Shelby County for any remarks that he might feel appropriate and also Peggy Edmiston for any remarks and they will both respond to committee questions.

Senator CHILES. Thank you, Senator Sasser.

Mayor Morris, we are delighted to welcome you.

**STATEMENT OF HON. BILL MORRIS, MAYOR,  
SHELBY COUNTY, TENN.**

Mayor MORRIS. Thank you very much, Mr. Chairman.

Senator Sasser, thank you for making the arrangements for us to have the opportunity to appear before this joint committee and for us to have the opportunity also to share with this committee what we have learned during these last several weeks from the life-threatening heat which has gripped the Southwest and the South for almost 1 month now.

Although we have had some relief in the last few days, there is no question in our mind that the devastation and personal loss in our community is irreversible. And more particularly, hardest hit in our county were the forgotten Americans—the elderly.

In the more than 3 weeks in which we had no traces of rainfall and temperatures of more than 100°, Shelby County, of which Memphis is part, recorded 71 deaths resulting from the heat, a number that will obviously increase in the next several days when all recording is taking place.

A profile of a typical victim during this period of time showed the following: The person was black, the person was more than 75 years of age, they had no immediate family available or interested in assuming responsibility, they received a minimum supplemental income check, they were in a confused mental state, they possessed a myriad number of medical problems, they were frightened, and they suffered from obesity.

In addition to the 71 who did not survive the heat wave, 938 persons were transported to hospitals throughout the county. On one of the hottest days during the heat wave, July 14, 16 elderly persons died. But the most staggering revelation of this disaster was that most of the victims were unknown to the existing social services and health agencies in our city and county. They not only were the forgotten citizens of our country but they were the anonymous members of our community.

This crisis tested the mettle of every human services agency in our county as we fitted the pieces of an areawide puzzle together in an effort to cut down the toll in human lives. We assembled a system of



services with a coordinated telephone number channeling requests and needs to workers in the field.

Through the county mayor's office on aging, which was active 24 hours a day, we distributed about 2,000 fans to elderly citizens who preferred to remain at home. They had an alternative and that alternative was to have transportation provided to them to take them to the three 24-hour heat shelters or the 20 daylight-hours shelters. In these shelters they received balanced meals, evaluations by social workers, and physical checkups. From July 3, until Monday of this week, we had cared for more than 200 elderly persons during the most severe heat.

Most of these elderly persons had medical problems ranging from diabetes to hypertension. Many suffered from obesity caused by lack of exercise and inappropriate diet. But most of all these people were so frightened and confused that they could not even recall the simplest fact, including their own name.

But equally threatening to the lives of these forgotten citizens were the normal conditions of their personal lives. Most had never sought help from any social or health agency. Many were housed in nursing homes which were unfit for human beings. In our county, we estimate that we have 60 licensed and unlicensed nursing homes but an exact count to date has been impossible. There is no way to tell how many homes are being used to house the forgotten elderly of our community.

As temperatures in our county reached 108° outside and many times as much as 130° inside, we began a program to close down the unfit nursing homes. In one home we discovered an elderly man lying listlessly in a home of more than 110°. He was suffering from cancer of the throat and several tubes served as his link with life. Yet this man was being housed in an old home with more than a dozen elderly persons. Our examining physician said this man would have been dead within 2 hours had we not found him and removed him from that environment. He needed skilled nursing care, not a boarding home attended by only one person. This is not the only case, there are many hundreds more like that person in Shelby County.

Other cases reflected not only an imprecise system of services but a lack of trust and a fear of seeking help. One pair of sisters in our city died in their house rather than leave their homes and seek help. In another case, two sisters kept their windows closed and locked. One was hospitalized with a heatstroke and the other was taken to a county nursing home for care. She remains there because she has no one to care for her in her home. We had dozens of similar cases of elderly persons who became incoherent from the heat, who had not eaten for days, and who had no clothes or fans.

In Shelby County—I think it is very important that we make this observation—we have a population of about 775,000. Our elderly population of Shelby County is 136,000 or about 18 percent of our total population. I might also point out that we have the lowest per capita income of any metropolitan community in the southeast part of the United States—only \$5,600 per capita which is somewhat lower than the \$6,500 which is Tennessee's average, Tennessee being fourth from the bottom of all States in the United States, but we feel that this is very germane to our situation.

We have discovered from the heat process that we are not equipped to serve many of the people we are talking about, the 136,000. Very sadly, their lives depend on it.

There is plenty of room for improvements and for innovation. We discovered this also. We began many innovative programs in our county, including a 24-hour hotline for emergencies, and as a result we will begin an effort to provide more coordinated social services and better communication between our agencies.

In the days ahead we will be seeking help at the Federal level. The cost in Shelby County alone of providing services, including transportation, heat shelters, and overnight accommodations, stands at almost \$2 million as direct cost in our community today. Many governmental and social services agencies, already in the midst of budgetary crisis, have seen their funds decimated in 1 month of the year. Assistance from the Federal Government to reimburse these agencies for their disaster-related costs will be the only salvation for these services for the remainder of their budget year.

It has been said in the last several hours that there is a great possibility that there will be a repeat in our area of the high temperatures that we have just completed during these last several weeks, and if that is the case and it does happen, we are going to be in trouble. And yet there is a great issue at stake than budgets and costs. At stake is our country's tradition of compassion and concern for every individual and our legacy of respect for our older citizens.

As we watched the death toll in Shelby County mount, and listened to the bleak living conditions endured by many of our elderly, we had to ask ourselves: What does this say about our country? What does this say about our institutions? And what does this say about us as a country of citizens and political system?

The American dream has become a nightmare for the elderly of this country. The 1980's will be a decade of challenges for all of us, and how we respond will set the tone for this Nation.

And although care for our elderly in the wake of this heat wave is a crisis, it is also an opportunity. Our personal credibility will be on the line and the credibility of our political system, and its ability to respond to the needs of its people.

Government must join with the social services agencies in this country to reorder our priorities and reshape our budgetary objectives. We will face many more challenges during the 1980's, but none will be more important than those dealing with the problems of the elderly in America.

Yet now is not a time for pessimism. Now is not a time for panic. It is a time, however, I believe, to approach these challenges as opportunities to develop meaningful systems to deliver life-sustaining and life-enriching programs for our older Americans.

I appreciate the opportunity to make these remarks to you, on the situation in Shelby County this morning, and I urge very serious consideration for some degree of urgency in funding all of the programs that would be available to those forgotten people in my community.

I would like to present at this time, Mr. Chairman, Peggy Edmiston, who was the coordinator of all the activity that took place for our community in the last several weeks.

Senator CHILES. Thank you, sir.

Mrs. Edmiston.

**STATEMENT OF PEGGY EDMISTON, DIRECTOR OF HEALTH AND  
PUBLIC SAFETY, SHELBY COUNTY, TENN.**

Mrs. EDMISTON. Mr. Chairman, members of the committee, I want to thank you for the opportunity of participating this morning.

The recent heat crisis in Memphis and Shelby County has vividly brought to light our inadequacies in meeting the needs of our elderly citizens. The world of human services is one of blurred accountability. Countless studies of intergovernmental relations have set out to rationalize the roles of the various levels of the Federal system. They have come to a simple single conclusion: Nearly everyone is involved in nearly everything.

It is impossible in most human services programs to fix or find accountability for a program's effectiveness on any one level of government. What we currently have can only be described as a nonsystem of partial and uncoordinated Federal programs that tend to engender similar incoherence at the State and local level.

The heat crisis brought to our attention hundreds of poor elderly not previously known by health and social agencies. These persons living in unair-conditioned, unventilated facilities were confused, oftentimes did not know who they were, hungry, without proper clothing, and many incontinent. The majority had medical problems, but did not have a doctor, and many had not been seen in a clinic or by a physician for over 1 year.

In Shelby County we have waiting lists at every nursing home, be they public or private. These persons had absolutely nowhere to go; therefore, we set up temporary nursing home beds at the county facilities. We also established two other 24-hour cooling centers for persons with less severe medical problems.

Twenty-two community centers were opened from 10 to 10 for cooling during the hottest part of the day. Two nutritious meals were served to those needing this service.

As the mayor mentioned, we have some 60 licensed and unlicensed boarding homes in Shelby County, whose residents for the most part are elderly. There is no telling how many exist which we are not aware of. During the heat crisis at least two were discovered not previously known by authorities.

For the sake of time, let me point out what we see as important needs clearly identified in the last 2 weeks.

One: It is quite apparent that more outreach for the elderly is needed. Many of the people cared for during the severe heat were not known to any social and/or health agency.

Two: We need funding for a level of care similar to congregate housing to fill the gap from in-home to nursing home-type care. We also, in Shelby County, right now, need funding to renovate a facility that we have adjacent to our Shelby County health care center where we could care for these elderly in a place that is adequate.

Three: We need more in-home care, home health services, Meals-on-Wheels, homemaker, chore services, and transportation.

Four: We need more skilled nursing home beds.

Five: We need better coordination of aging programs, beginning at the Federal level. The isolation and insulation between and among funding sources create many of our problems in coordinating and providing effective services at the local level.

Six: We need Federal assistance with payments for a level of care other than nursing home care.

Seven: There needs to be some Federal incentive for families who could take care of their parents.

Eight: There is an educational need for self-help care programs for the elderly.

This heat crisis has actually aided us in identifying critical needs that have always been there but were not so visible. It has brought problems into awareness that we can no longer turn our backs on. We must at all levels do a better job of helping our elderly nationwide.

Thank you, Mr. Chairman.

Senator CHILES. Thank you very much.

I note that Tennessee, in the first round, is kind of like Florida—you didn't receive any funds.

Mayor MORRIS. Yes.

Senator CHILES. I hope Florida and Tennessee will be more successful.

Mayor, we appreciate your testimony. I think it is very helpful to us.

Obviously you had a terrible crisis there, and attempted to respond in every way that you possibly could. It is clear that we need a better mechanism and we need more help coming from the Federal Government. That is the purpose of these hearings, really, to focus on that, and to see what we can do to get some funds released immediately.

We are delighted to see the action that the President is talking about taking. We also want to make part of our affirmative plans that we get the recognition that heat is just as much a problem as excess cold. We are talking about excesses in either direction. The victims always tend to be the elderly and they are always poor. Those are the people for whom we need to set the mechanisms in place to attempt to help. We should certainly be able to find these people and to know where they are so that we can respond quickly. This is tremendously important. I think it did catch everybody kind of napping because we had not had this kind of a heat wave in a long, long time—certainly across the country.

We thank you very much.

Senator EAGLETON. A couple of statistical questions.

Mayor, can you summarize for us the length of the heat intensity? Did you have  $x$  number of days over  $100^{\circ}$  or  $x$  number of days over  $95^{\circ}$ ? Can you give us that for the record?

Mayor MORRIS. Yes.

Senator EAGLETON. This is an unusual factor as far as Memphis is concerned.

Mayor MORRIS. Yes; we were  $12^{\circ}$  to  $14^{\circ}$ , sometimes  $15^{\circ}$  above the average record temperatures for 18 consecutive days and nights with our highest temperature being  $108^{\circ}$  from  $100^{\circ}$  for 18 consecutive days.

Senator EAGLETON. Could you supply later a graph or chart showing that?

Mayor MORRIS. Absolutely.

Senator EAGLETON. How many heat-related deaths were reported to your knowledge in either Memphis or Shelby County as a whole?

Mayor MORRIS. Memphis, 71, and we believe that we will have in the neighborhood of 85, once all of those deaths are certified.

Senator EAGLETON. How many heat-related deaths did you have last year?

Mayor MORRIS. I don't have that data.

Senator EAGLETON. You were present when the mayor of St. Louis said they had 120 heat-related deaths this year, compared to only 1 last year. Jackson County, they had 120 heat-related deaths, identical figure, and very few last year.

Mayor MORRIS. Very few, yes.

Senator CHILES. We thank you very much. I want to thank you all for allowing us to interrupt your testimony. We did want to try to get the mayor on his way, he was trying to catch an airplane back.

Mr. Blouin, I had hoped that the Community Services Administration would consider making cooling a permanent factor in the energy crisis assistance program formula. I intend to see, with some others, that we also make that change in the new home energy assistance program under HHS.

Mr. BLOUIN. Senators, as I understand it, the new program that will be funded out of the windfall profits tax has a passthrough of somewhere in the neighborhood of \$87 to \$100 million for the Community Services Administration, with the rest remaining with HHS. The HHS share will be used to pay bills, entitlement basis-type of approach that Mr. Higgins will get into, I am sure.

Our share, as we understand congressional intent in conversations with staff members of the Williams committee, is to fill gaps in the program other than bill paying. We intend that to be a year-round effort, not limited to certain months or certain types of weather conditions, but it will be of the nonbill paying variety. So while I agree with you on your hope for where we will be heading, from our perspective it will be for those things that are designed to avoid the weather elements.

Senator CHILES. That money would still have to be distributed based on some formula to the States.

Mr. BLOUIN. Correct. I believe that formula is to a great degree pretty well dictated by the legislation. Our hope at this stage is to try to get out some basic grants to local Community Action agencies. If we, for instance, distributed \$40,000 to each local agency as a minimum guarantee, and then with the formula that you legislate, we will put into effect, using \$40,000 as a minimum, about \$70 million of our \$87 million on gap-filling programs alone. That is where we plan on putting the emphasis.

Senator CHILES. What is the precise timetable for the reallocation of the energy crisis assistance program funding?

Mr. BLOUIN. For the new program, Senator?

Senator CHILES. That is right. I am wondering if funds had been reallocated to other States.

Mr. BLOUIN. You are talking about the \$20 million that the President has announced today or are you referring to the 1981?

Senator CHILES. Under the general program.

Mr. BLOUIN. The new program.

Senator CHILES. Right.

Mr. BLOUIN. The timetable is to try to meet the timetable of the legislation which I believe triggers in about mid-December. We are awaiting appropriations from the Congress in order to have a mark

at which to begin to function. We hope within the next 2 or 3 weeks to have a final program laid out for our share of the money and be ready to go in terms of distribution of the funds and instructions to the network nationwide by the time the funds are there.

Senator CHILES. But the new program allows for a reallocation of some of the funds if some of the States might not have had a harsh winter and those funds be reallocated to help.

Mr. BLOUIN. I think you are referring to the HHS portion. I think you would have to address that to them.

Mr. HIGGINS. Senator, I say with respect to your last question, the program is scheduled to begin with the beginning of the next fiscal year. We are, at the present time, awaiting an appropriation for the low-income energy assistance program, and of course depending on how soon that comes, it will impact on how soon the program can begin.

Senator EAGLETON. Mr. Blouin, referring to your prepared testimony, where did you cease reading, may I ask—on page 2?

Mr. BLOUIN. I ceased reading, Senator, actually on the last several paragraphs where we were going to begin to talk about requesting of the Appropriations Committees today for reprogramming the—

Senator EAGLETON. Why don't you read that for the record because these are the final two paragraphs on page 2 of your prepared testimony. Are you working from this thing?

Mr. BLOUIN. I am working with a reading text or a speaking text.

Senator EAGLETON. Start from "On July 22, the Senate and House."

Mr. BLOUIN. All right.

On July 22, the Senate and House Appropriations Committees officially approved, with the limitation described above, CSA's reprogramming request at the \$6 million level.

The reprogrammed moneys have been allocated to six States—Texas, Missouri, Arkansas, Oklahoma, Kansas, and Missouri—for the kinds of assistance approved by the Appropriations Committees. Funds were provided to the States and within the States according to a formula based on number of poor, plus three times the number of elderly poor, times a thermal factor. The thermal factor reflects the incidence of nine or more consecutive days of 100-degree-plus temperatures.

Today, as has already been mentioned, CSA is requesting approval of the Appropriations Committees to reprogram, with the direct help of HHS, an additional \$21 million in unobligated funds from the supplemental ECAP appropriation. I might add that this will eliminate any dollars that are left over.

We propose to use this money to provide similar assistance to that ongoing in the six States previously mentioned and under the same formula. Such funds would immediately help Illinois, Kentucky, Tennessee, Mississippi, Alabama, and Georgia, as well as the original six States. We, just from weather reports, are reasonably sure that South Carolina, North Carolina, part of Indiana, and Ohio may well qualify based on the humidity factor that we are adding as of today and the abnormality of temperatures over usual circumstances. There may be an expansion of that list as well.

We have stressed to the Appropriations Committees, in this request, the need to be able to pay bills in life-threatening situations. Our contacts with Federal, State, and local officials within those States ex-

periencing the heat crisis, indicate that large numbers of people, particularly the elderly, are refusing to turn on fans and air-conditioners that they already own or have been given because of a fear that they will not be able to pay the high utility bills which result.

Texas utility companies estimate that the cost of operating a one-room air-conditioner for 12 hours a day is approximately \$30 per month, and the cost increases to \$78 per month if used 24 hours a day.

Our experiences indicate that the elderly poor are proud people, and many are very conscientious about paying obligations on time and reluctant to go into debt. Although we are not aware of any utility companies threatening to disconnect for nonpayment of bills during this crisis, the problem remains that of getting the elderly low-income people to simply turn on the fans and air-conditioners.

During these unusual times, and while extreme heat conditions have continued and widened to claim over 1,200 lives, we believe that the responses on the part of the Community Services Administration signal a sharing of the concerns which your committees evidence today in this hearing.

Thank you, Senator.

Senator EAGLETON. Now I want to inquire.

In the one paragraph you talk about the moneys that have gone to the six States—Texas, Missouri, Arkansas, Oklahoma, Kansas, and Louisiana—which is fine with me.

Mr. BLOUIN. I think Louisiana has been dropped out, Senator, and we might insert it in either place if you wish.

Senator EAGLETON. Put Louisiana in for one of the Missouris.

In the next paragraph it says,

We propose to use this money to provide similar assistance to that ongoing in the six States previously mentioned and under the same formula. Such funds would immediately help Illinois, Kentucky, Tennessee, Mississippi, Alabama, and Georgia, as well as the original six States.

I just want to tidy that up for the record. I take that to mean that the six States are not going to be excluded from sharing in the \$21 million in the new pot simply by reason of the fact that they were the six States that already got some of the \$7 million pot; is that correct?

Mr. BLOUIN. That is my hope, Senator, not to exclude them. They were the first hit and are continuing to suffer severely in some areas. I think we have to take into account, on the basis of fairness, not only the rest of the States, but the recognition of the limited dollars that we have. We have to take into account the moneys that have already been distributed there and do something of a reduction in that process.

Senator CHILES. I hate to interrupt. I am hearing Missouri mentioned twice but I have not heard Florida mentioned once.

Senator EAGLETON. I thought he would catch that sooner or later.

Senator CHILES. On either list.

Mr. BLOUIN. I have seen no data that there is a severe heat crisis in Florida. If there are areas where they exist—

Senator CHILES. We had a witness today testify that in the north-west portion of Florida we had, from July 3 to 21, 18 consecutive days of over 100 degrees.

Mr. BLOUIN. Is that abnormal for that part of the State?

Senator CHILES. Yes; 12 people dead. And when you start talking about humidity, we can tell you about humidity in Florida. Our temperature never reflects humidity.

Mr. BLOUIN. Senator, you know, I don't want the list to be exclusive. I think as we lay out a new formula, as we have described today, you might well find that parts of it cover as many as 20 or 21 States. The important thing to keep in mind is that we have a few dollars to be distributed to people, who are in fact hurting, and we will try very hard not to skip any sections of the country within the limited dollars that are there. If the Panhandle of Florida is seriously suffering, that will be factored in, and we will do our darndest to distribute funds to that section of the State.

Senator EAGLETON. Have you examined the full parameters of the CSA budget with the view to try to locate any additional moneys between the CSA budget that could be reprogramed for the purposes we have been discussing here today?

Mr. BLOUIN. Senator, we have done just that and we have found almost no money less than \$1 million that existed within regions that have already been given approval, to spend it locally within that region for emergency needs. CSA has very few discretionary dollars. The vast majority of our money goes out under local initiative funding. There are statutory per State minimum requirements in that distribution formula and the rest of the money is geared toward categorical-type demonstration programs that have very, very few dollars, if any, left in them. Our legal counsel is still continuing to look into our overall budget authority and to what extent the Director can use his reprogramming authority, but at this stage we feel we have found every nickel that legally can be used.

Senator EAGLETON. I read earlier, a half-hour or so ago, a cryptic note that we have gotten from the White House as to their approval of the request of these moneys for State purposes. I admit this is a very cryptic, short note, but just to reemphasize, if you want money for cooling a center, the purchase or rental of fans or evaporating coolers, in an exceptional case, rental of small air-conditioning units and payment of utility bills for very, very poor people—the way this is written, extreme poverty payment of utility bills. Now I know it is not cryptic in terms of art but what might that mean, extreme poverty payment of utility bills?

Mr. BLOUIN. Senator, we are trying to give assurances to the subcommittee members of both the House and the Senate that these bills payments, if approved, will be for poor people in life-threatening situations where there is a clear crisis intervention mandate for us to act. With those assurances we hope that the subcommittee will remove the restriction that was placed on us on the first \$6 million.

Senator EAGLETON. That is the appropriation description.

Mr. BLOUIN. Correct.

Senator EAGLETON. Now a question of Mr. Higgins.

Do you have, Mr. Higgins, that sheet of paper labeled "Authority for Cooling"?

Mr. HIGGINS. I am afraid I don't, Senator.

Senator EAGLETON. The second page of those two pages that have already been put in the record, the second page is labeled "Authority



for Cooling." It quotes the appropriate authorizing statute under the windfall profits tax and then it is going to be interim final regulations. Were you present in the room when I questioned Mayor Conway about that?

Mr. HIGGINS. I was.

Senator EAGLETON. I know you don't write the laws, we write them—it is your job to implement. Are you satisfied with the way section 308 reads presently?

Mr. HIGGINS. Well, Senator, I think that the interim final regulation reflects what our best reading of the statute was. Obviously, at the time the statute was written, the concern which is reflected in the bylaws, and so forth, indicates the primary emphasis on meeting heating needs and in fact there is, as I understand it, at least some evidence in the record, that they were quite concerned about the abuses which might arise from using the money for cooling and heating in an indiscriminate manner. However, obviously the climate has literally changed, and this is an interim fund.

May I say, parenthetically, why it is called an interim final regulation, because there was some urgency as to us getting it out on time. I don't think the Department is in the position or certainly does not want to be in the position of second-guessing, as it were, the judgment of physicians and other public health officers, as to what really constitutes a threat to the health of individuals.

Senator EAGLETON. I will give you the Eagleton interpretation of the section for what it is worth. When you read the statute it says, "the result of medical need pursuant to standards established by the Secretary." I read that statutory language to be broad enough to proscribe the situation that Mr. Wochner testified to. I say, I think your proposed interim final reg terribly narrows the authority.

If you read your final reg, the individual has to be suffering from a particular illness, or a particular medical condition, like emphysema, and some other things that I mentioned, but as you read the statute as a result of the medical need, you have a 75-year-old person who has been in this house a month, and the temperature has been at 90°, 95°, and then several days at 100°. Now the person may not have emphysema, or may not be diagnosed as having high blood pressure, but no medical checkup yet, of a person in my opinion has a medical need under section 308, sub C.

Senator CHILES. Just because he is dying of heat exhaustion?

Senator EAGLETON. Yes; some particular illness other than just dying generically. The heat, that is the point I am trying to make.

Mr. HIGGINS. Senator, I listened very carefully to the exchange between you and Dr. Wochner. Let me make very clear for the record, that the condition described by Dr. Wochner would, in my judgment, and I think I can speak for the Agency, certainly qualify under the regulation. If the language in the regulation, and obviously it is the case as witness your discussion—if the language in the regulation does not make that clear, we will bend every effort to make it clear. Clearly the threat is now described.

Senator CHILES. I don't think it does make it clear and I really think that the cooling authority in the law seems to place the burden on justifying household. I agree with Dr. Wochner on justified medical necessity. It would seem to me that is the major obstacle on the

elderly people, that if that revision were written to allow the person certifying the eligibility to determine the medical necessity, it would be much better, but again if you are talking about putting the burden on the household—these people don't understand, they don't know what they have to do, or what they are supposed to do, or anything. Dr. Wochner does understand if they do make a certification. You know, they will move quicker and they will know what the situation is that will put the burden on the household.

Mr. HIGGINS. Let me say, Senator, that the structure envisioned by the regulation and the legislation, is to provide to the States the flexibility, which we are not going to took that far beyond.

Senator CHILES. That is right, to give the flexibility to the States to make that decision but if you write regulations that prevent the States from having that flexibility, then you circumvent the statute.

Mr. GOLDSTEIN. If I may clarify a bit further. We have parleyed to the States over the last 2 weeks that our reading of our own regulation was not so limited as to preclude a medical condition being a need for cooling assistance in the heat wave for somebody who needed that type of help.

Senator CHILES. I sure hope that word is out there with the States, because I don't read the regulation that way. So if you clarified your reading of your regulation, I hope the States understand it.

Mr. GOLDSTEIN. As Commissioner Higgins also pointed out, it appears clearly from this hearing that we need to make certain that the plain reading of the regulation itself on the issue—that is, the time element—clearly indicates that, but is clear to us that some medical determination needs to be made, be that by a physician, or a public health officer, or some other authorized person, but that it was not our intention to preclude and limit to illnesses alone, and we intended to indicate illnesses and other medical provisions.

Senator EAGLETON. Mr. Higgins, let me ask you this. I have a copy here of a memo from FEMA, Federal Emergency Management Agency, dated July 13, subject: "Drought/Heat Wave July 1—Heat Wave July 1." There were various Federal agencies represented at that July 9 meeting to discuss drought and heat wave conditions. In this memo, it is four pages single spaced, let us see who was there. FEMA was there, the AoA was there—that is, the Office on Aging—NOAA, SBA, USDA, Farmers Home, White House domestic policy staff, and so forth. Pretty broad view.

In the memo, on page 2, a representative of AoA—that is, the Administration on Aging—mentions that, "Additional Administration on Aging funds might under some circumstances be made available to area agencies on aging if the President were to declare a disaster."

Would you identify what additional funds AoA has available? And if those funds are available, why would it be necessary that there be a Presidential declaration in order to release such moneys?

Mr. HIGGINS. Senator, my understanding is that under the Older Americans Act Amendments of 1978, 5 percent of the money is set aside for disaster relief during emergencies. That would amount to approximately \$400,000, which is left in that fund.

My understanding is that the legislation does, however, require for the use of those funds the Presidential declaration of an emergency.

Senator EAGLETON. I had no idea the funds were that paltry, but I take it you have examined it, and that is what is in that account. I didn't know it required a Presidential declaration of a disaster, but if the AoA guy at the meeting says that AoA has additional funds which will be made available if the President declares a disaster, I suggest the writer of the memo, the FEMA guy, consider taking steps to make the money available without such a declaration, since this could be done administratively with no problems, says the guy from FEMA. Anyway, let's try to.

Mr. HIGGINS. We will certainly try to clarify it, Senator.

Senator EAGLETON. I asked Mr. Blouin had he sort of gone through CSA with a vacuum sweeper to see if there were any moneys there or elsewhere to be retargeted for these purposes. Have you done a vacuum sweeper kind of a sweep through HHS, and do you have any moneys you can point to, that could be made available for any of the purposes that we hear and discuss today?

Mr. HIGGINS. Obviously I have not gone through HHS. We went through our program and came up with about \$11 million—\$8 million of the \$21 million that, as you indicated, the President is announcing today. I will say, under the assistance program, we will have reallocation authority which we can begin after the second quarter next year, which will enable us to stay on top of those funds and try and make them available for cooling.

Senator EAGLETON. Second quarter of next year. We will probably have some problems in the second quarter. Obviously what we are talking about here today is the time sensor, and I know you guys can't do the impossible. All we are trying to do, both Senator Chiles and I, and the other Senators that have been here, frankly we are trying to find every cotton-picking dollar that we can lay our hands on today that can be retargeted and redirected to the immediate situation which is heavily upon us. I know both of you are very sympathetic to that intent.

Senator CHILES. Do all the States now have the plans in for the outlays of the 1981 funds, and do all the States include provision for cooling?

Mr. HIGGINS. We don't have all the plans in for the 1981 money, Senator. In fact, we don't have any plans in for the 1981 program. The main reason for that, of course, is that there is still a great deal of uncertainty in the minds of the States both as to what the appropriation level will be as well as to what the final shape of the legislation will be.

Senator CHILES. Mr. Blouin, can fans be purchased under the regular ECAP funds?

Mr. BLOUIN. Yes, they can, Senator, and they are being purchased.

Senator CHILES. Do all the States and all the agencies know that that is true, because there was a great deal of confusion as to whether that language concerning goods and services applied to fans. A number of them felt they could not.

Mr. BLOUIN. Senator, I think back in the beginning of this heat crisis, we sent out a notification to all the regional offices to make sure that all of their constituent agencies were aware of that fact. We have spread some confusion ourselves, and we have tried to re-emphasize it. Where the confusion comes in is over being able to pay

the bills, being able to buy an air-conditioner. It is pretty hard for someone sitting out in the local office trying to calculate whether they have been able to stay within our 20- or 30-percent restriction on certain purchases that we have been required to limit ourselves to. My guess is that there is going to be some local people that are going to be over limits. They have got the impression they can only buy fans. They have some fans that are not doing any good. The point is that the program had to be almost running virtually within 24 hours after it was put together, with the intent that people in need had to be served.

We just hope that the vast majority of that money went to help people.

Senator CHILES. We want to thank you all very much for your attention.

Mr. HIGGINS. Senator, if I may, could I submit the testimony that I had prepared for the record?

Senator CHILES. It will be included in the record in full.

Mr. HIGGINS. Thank you.

[The prepared statement of Thomas J. Higgins follows:]

STATEMENT OF THOMAS J. HIGGINS, ASSOCIATE COMMISSIONER FOR FAMILY ASSISTANCE, SOCIAL SECURITY ADMINISTRATION, DEPARTMENT OF HEALTH AND HUMAN SERVICES

I am Thomas Higgins, Associate Commissioner for Family Assistance, in the Social Security Administration. I want to thank you for the opportunity to discuss the plans of the Department of Health and Human Services for implementing the 1981 low income energy assistance program. I will describe for you the 1981 program and highlight the flexibility in the program which will permit States to respond to future crises such as the critical heat wave currently being experienced in parts of the country.

First, I would like to share with you briefly some thoughts about the basic purpose and design of the low income energy assistance program. It is clear that the dramatic increases in the cost of energy over the past few years have imposed a disproportionately large burden on the poor. These rising costs are almost always well beyond the capacity of poor households to cope effectively. Often the poor, and, particularly the elderly poor, are left with little or no heat, and are forced to face the bleak choice between doing without heat or some other basic necessities. All current evidence and data indicate that the price of energy will only continue to rise over the next few years, increasing the economic pressure on the households of the poor and the elderly. It is the purpose of the low income energy assistance program to help the poor offset the rising costs of home energy.

Last year, with the impending winter season, and with the sharp escalation in energy prices, it was obvious that special assistance would be needed to lessen the impact of energy costs on the most vulnerable segments of the society. The administration responded by submitting a proposal to the Congress to provide assistance to the poor to help them pay their heating bills. The Congress moved very quickly to enact legislation, making some \$1.6 billion available for fiscal year 1980, covering this past winter.

This past April, the President signed into law next year's program—the 1981 low income energy assistance program, established under the Crude Oil Windfall Profit Tax Act of 1980. Under this State grant program, the Department of Health and Human Services will provide grants to the States enabling them to provide assistance to low-income households to meet the rising costs of energy.

The States are required to submit to the Department a comprehensive plan describing their program. The Department will review the plans to insure that they comply with the program regulations and are consistent with the legislation.

For example, States will determine which households will receive assistance within the limits established by the regulations. That is, the household must have an income that does not exceed the Bureau of Labor Statistics Lower Living Standard, or it must have at least one member who is eligible for the supplemental security income program, aid to families with dependent children program, food stamps, or certain income-tested veteran benefits.

While there is no maximum or minimum level of assistance, the State must insure that the highest levels of assistance be given to households with the lowest incomes and highest energy costs in relation to income and that priority be given to households with an elderly or handicapped person.

Payments may be made directly to eligible households or to home-energy suppliers on behalf of eligible households. Assistance may take many forms including cash, vendor lines of credit, vouchers, stamps, or coupons.

State plans are to contain detailed provisions for outreach, fair hearings, and bilingual services. The regulations also include provisions for establishing agreements with fuel vendors and insuring the establishment of effective administrative mechanisms.

The States may also set aside 3 percent of their total allocation for special emergency program to address fuel supply or weather-related emergencies.

As I have already noted, the primary purpose of the low income energy assistance program is to provide assistance for home heating. However, the legislation and the regulations also permit the States considerable flexibility in meeting cooling needs when medically necessary.

It is important to keep in mind that we are talking about a need which if not met, can threaten health and life. Although we believe Congress intended that primary purpose of the energy assistance program is to assist in providing for heat, as the current crisis so dramatically emphasizes, the provision of cooling can at times be just as critical. I believe this year's program will provide States adequate flexibility to—within the limits of the statute—meet both heating needs in the winter and cooling needs in the summer.

The States may indicate in their State plan whether they intend to provide assistance to meet the cooling needs of the elderly and how they will determine the medical necessity of the need. For example, the State could require a physician's letter documenting that there is a threat to the life or health of an individual and that the particular medical condition would be ameliorated by cooling facilities.

The Central and Regional Offices of Family Assistance are working very closely with the States to provide them technical assistance in developing their plans. For example, we have already provided each State with weather maps and a breakdown of heating and cooling degree days for various regions in the States. This will help the States to determine how they will allocate their funds. We will also work closely with the States to increase the capacity and flexibility of their programs when they are actually confronted with a serious weather emergency.

While it is our belief that the 1981 low income energy assistance program will have ample flexibility to allow the States to respond to future weather emergencies including serious heat waves, let me emphasize the immediate importance of prompt action on the President's request of \$2.2 billion to fund the 1981 program. The current crisis underscores the need to provide the States with adequate funds and time to plan and carry out a responsive energy assistance program.

Senator CHILES. We thank you for your appearance.

Senator Eagleton, I thank you very much for cochairing the hearings.

[Whereupon, at 12:55 p.m., the hearing adjourned.]

## APPENDIX

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### MATERIAL RELATED TO HEARING

#### ITEM 1. STATEMENT OF GOV. BILL CLINTON OF ARKANSAS, SUBMITTED BY SENATOR DAVID PRYOR

Mr. Chairman, distinguished members of the committee, thank you for giving me the opportunity to present this testimony to you today.

Arkansas has just been through 20 days of unrelenting heat with temperatures above 100 degrees. One hundred twenty-three persons have died from heat-related causes. Because the elderly are more susceptible to the effects of the heat due to chronic illnesses and environment, 90 of those who died were over 60 years of age.

Arkansas needs emergency moneys from the Federal Government to assist in the payment of utility bills for our low-income elderly citizens; 17 percent of our population is comprised of persons above 60 years of age; 38.2 percent of those people are below poverty level; and 50 percent live in isolated rural areas or are widowed and live alone. This segment of our population is unable to cope with the short-and long-term effects of this unprecedented heat wave. Through the use of State funds, we have been able to supply fans to those who were without any type of ventilation in their homes. However, many of the poor elderly would not accept or use the fans in the knowledge that they would be unable to pay the additional charges on their utility bills from their limited incomes. For that reason, I asked our aging network to establish 24-hour shelters throughout the State to accommodate those whose lives would have been placed in jeopardy from exposure to the heat. The heat shelters provided an essential service, but most of the frail elderly refused to leave their familiar surroundings for temporary lodging and, therefore, will be faced with utility charges that are double to triple those of last year.

We must provide monetary assistance to our senior citizens who are so crippled by this heat crisis. Historically, our summer season extends well into September and unless some assurance of assistance is given to our elderly there will be more sickness, suffering and death in our State. I believe it is unconscionable for the elderly to suffer from lack of food and other essentials in order to pay the exorbitant utility bills they have been receiving.

It is my understanding that funds which have been appropriated for assistance with utility bills may be used to aid only with the effects of a harsh winter; but because of the extreme emergency that exists in Arkansas due to extraordinarily high temperatures, I am asking that more funds be made available to our State to ease the burden this heat crisis has placed on the most vulnerable of our population.

Thank you.

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#### ITEM 2. LETTER AND ATTACHMENT FROM GOV. JAMES R. THOMPSON, STATE OF ILLINOIS, TO GLENWOOD A. JOHNSON, REGIONAL DIRECTOR, COMMUNITY SERVICES ADMINISTRATION, CHICAGO, ILL., DATED JULY 18, 1980, SUBMITTED BY SENATOR CHARLES H. PERCY

DEAR MR. JOHNSON: As you are aware, Illinois has been hit by an unprecedented, severe, and prolonged heat wave. Temperatures in many areas of the State have soared into the upper 90's and lower 100's, with extremely high humidity, for the past 3 weeks. The National Weather Service predicts more of the same.

Since July 1, 1980, the Illinois Department of Public Health has confirmed 32 heat-related deaths, with more suspected but as yet unconfirmed. As of today, 946 Illinois residents have required hospitalization for heat exhaustion. Southern Illinois has been hit the hardest and the elderly have become the victims of this relentless heat and humidity.

State and local governments and private groups throughout Illinois have opened "cooling centers" for the elderly and provided transportation to them and this effort has helped. But, as in other States, we have found it very difficult to entice the elderly into leaving their homes and going to a "cooling center" during the daytime heat. For whatever reasons, many elderly simply refuse to leave their homes, even though they have no air-conditioning or fan. One mayor of a southern Illinois city has personally pleaded with elderly residents to leave their homes, and some still refuse. In those cases, which have unfortunately become too common, a fan could be a lifesaving device.

I urge you to immediately provide Illinois, through the Department of Commerce and Community Affairs, with funding necessary to provide cooling devices for those in dire need and support other local emergency efforts now underway. The existing structure of community action programs and other community service organizations funded by your agency would be the conduit for this much needed assistance.

Attached is an outline of what we have done so far to protect our residents from this unprecedented problem.

Sincerely,

JAMES R. THOMPSON,  
*Governor.*

#### Attachments.

#### DEPARTMENT OF PUBLIC HEALTH

1. Issued periodic warnings with tips on how individuals can stay cool to avoid medical problems.
2. Assessed by region problems and potential problems at nursing homes and hospitals with daily monitoring.
3. Instituted an emergency nursing home visitation program to visit daily and report any problems with unair-conditioned long-term care facilities.

#### DEPARTMENT ON AGING

1. Urged all area offices, senior centers, and nutrition sites to remain open longer to provide havens from the daytime heat for the elderly.
2. Providing transportation to and from these "cooling centers" if needed.
3. Urged area offices to redirect limited, unused funds to support efforts to keep the centers open longer, provide dinner meals, and if possible purchase cooling devices for those elderly who do not have them and cannot or will not leave their homes.
4. With the Lieutenant Governor's office expanded to 24 hours, the elderly hotline where an elderly person or one who is concerned about an elderly person can receive referral assistance.

#### EMERGENCY SERVICES AND DISASTER AGENCY

1. Has alerted all local civil defense volunteers and reminded them of their duties to assist local governments with efforts to protect the public during the heat wave.
2. Identified location, ownership, and availability of all generators which could be used in the event of a life-threatening power failure.

#### DEPARTMENT OF COMMERCE AND COMMUNITY AFFAIRS

1. Contacted local governments to monitor what they are doing locally to combat the effects of the heat wave.
2. Publicized phone numbers where local governments can call for assistance.

#### DEPARTMENT OF AGRICULTURE

1. Assessed heat related problems with the livestock and crops in Illinois.
2. Monitoring farmers' situations and are available for assistance.

## NATIONAL WEATHER SERVICE PREDICTION

The next 2 weeks will be hot (90°), humid and occasionally interspersed with rain as various weather fronts move through the State.

## CROPS

Corn and soybeans are under stress from the intense heat and lack of rain. Yield losses could result if the heat wave continues. Corn is in the critical stage of pollination and heat may inhibit 100 percent pollination.

Soybeans will handle the heat better. They are currently flowering and producing pods. Predicted rains should protect the soybean crop from losses.

The wheat crop is unaffected by the heat as harvesting is almost completed.

Recent storms have forced extra moisture into grain storage areas. Unless this grain was removed, blended or stirred, rapid spoilage may result from the intense heat.

Reduction in yields could cause increased feed costs to livestock producers this fall. Smaller supplies of grain will increase grain prices.

## LIVESTOCK

The current heat wave has placed tremendous stress on livestock. Animals are losing appetite and not gaining weight. This is critical for those almost ready for market. Livestock require regular observation, plenty of ventilation and cool water. Production costs can be expected to increase for producers.

An additional problem caused by the increased loss of livestock has been the inability of the rendering services to handle the demand. Longer hours and more trucks are being used to handle this problem.

## ENERGY SITUATION

Farmers have had little problem getting adequate power for electrical fans, water pumps and other needs for running a modern farming operation. Many farmers either have their own generators or have purchased one recently for emergency use.

Unusually high utility costs can be expected.

## FINANCIAL ASSISTANCE

Financial aid is available through local financial institutions in rural areas, the Farmers Home Administration and the Small Business Administration. Farmers should check with their local banks before approaching FHA or SBA.

## SUMMARY

Production of crops and livestock will be reduced from earlier expectations. However, figures will not be available until later this month when the Agriculture Department will be able to estimate losses.

Farmers have been able to handle the situation by using proper management. However, help is available for those who have need in their local areas or from the FHA or SBA.

## HEAT RELIEF

SPRINGFIELD, ILL., July 18.—In response to Governor James R. Thompson's request to provide havens for elderly citizens during the current heat wave, the Illinois Department on Aging today made available up to \$1.5 million in emergency funds to area agencies on aging and other departmental grantees for temporary relief measures through September 1.

Department Director Peg R. Blaser said mailgrams being sent to local grantees authorized increased expenditures for:

Additional meals—both congregate and home-delivered—on a temporary basis at nutrition sites.

Transportation costs, including fuel, maintenance, personnel, temporary leasing or mass transit agreements.



Personnel costs for overtime or temporary help.

Rental for temporary sites where necessary for additional shelters.

Purchase of fans for use by individuals and sites.

Utility costs, including telephone charges associated with increased operation of local centers.

"These emergency funds," Blaser said, "are being made available to help area agency on aging offices, nutrition sites and senior centers offset the increased costs associated with expanding their hours of operation."

Blaser said seniors unable to obtain help locally can call the Lieutenant Governor's Senior Action Center hotline toll-free at 1-800-252-6565 for information on where to go for help. Police should be summoned in medical emergencies.

She echoed the Governor's request that Illinois citizens be especially watchful of their elderly neighbors during periods of high temperature and humidity.

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ITEM 3. LETTER AND ENCLOSURE FROM GOV. WILLIAM P. CLEMENTS, JR., STATE OF TEXAS, TO SENATOR LAWTON CHILES AND SENATOR THOMAS F. EAGLETON, DATED SEPTEMBER 5, 1980

DEAR CHAIRMAN CHILES AND CHAIRMAN EAGLETON: I appreciate the opportunity to submit the attached testimony regarding the effectiveness of the low-income energy assistance program in helping the poor cope with the heat wave for your formal hearing record. I understand that S. 2995 provides an additional \$21 million to be released to a number of States to provide cooling equipment and pay utility bills. I applaud congressional action on both S. 2978 and S. 2995. However, as you will note in my testimony, I encourage the Congress to take additional steps to increase the survival rate during heat waves.

Sincerely,

WILLIAM P. CLEMENTS, JR.,  
Governor of Texas.

Enclosure.

STATEMENT OF GOV. WILLIAM P. CLEMENTS, JR.

Mr. Chairman, as Governor of Texas, I applaud the distinguished chairmen of the Senate Special Aging Committee and the Aging Subcommittee of the Senate Labor and Human Resources Committee for convening this joint hearing to consider the impact of a heat wave emergency on the poor and elderly.

I am saddened to report that more than 100 people have died in my State of heat-related causes during the past month. This tragic loss of life does not take into account the suffering that countless other Texas residents have endured since this heat wave blanketed our State almost 2 months ago. Unfortunately, while all Texans have been impacted by this severe weather emergency, this heat wave has had a particularly devastating impact on the poor and elderly, especially those who are confined or less mobile.

The Community Services Administration (CSA) has approximately \$6.7 million in funds that could be used to provide some urgently needed relief from this deadly heat wave for residents of my State and other States similarly affected. About \$2 million is to come to Texas. This will provide less than \$1 per poor person in Texas, not nearly enough to provide any meaningful assistance in this statewide crisis. The House Appropriations Committee has approved the expenditure of these funds for the cost of transporting people to cooling centers, the purchase of electric fans, and rental costs of fans and air-conditioners. Bills or costs which occur as a direct result of the use of fans or air-conditioners, however, are specifically prohibited. This prohibition must be removed if deaths are to be prevented and suffering alleviated. In a related measure, the allocation formula, purpose and authorized funds use, and implementation date of the low-income energy assistance program (title II, Crude Oil Windfall Profits Tax Act of 1980, Public Law 96-223) should be amended to reflect the needs of the poor in extreme heat as well as in extreme cold.

Restrictions barring utility bill assistance can have tragic results. We have heard the story of those who have died from the heat—even with a fan or air-conditioner in their home—because they have feared being unable to pay their electric bill. Providing an electric fan to an elderly poor person during a heat

crisis without providing them assistance with the cost of running it is as unconscionable as providing someone a heater in the middle of winter and not letting them plug in their heater; I submit it should likewise authorize them to turn on their fan. It should be clear by now that extreme heat kills and causes human misery as surely as extreme cold.

In view of these circumstances, I respectfully urge immediate action to accomplish the following:

- Provide authority to the Community Services Administration for immediate release of these funds and an additional \$20–21 million I understand is available for reallocation to Texas and other States similarly affected by the severe heat wave;
- Provide necessary authority for funds to be used to help pay utility bills for low-income families suffering from the heat emergency;
- Amend the low income energy assistance program (title III, Crude Oil Windfall Profits Tax Act of 1980, Public Law 96–223) to give equal emphasis in the allocation formula and in the authorized use of funds for both extreme heat and extreme cold; and
- Amend existing legislation and include in any future energy assistance legislation the requirement that programs permitting purchase of heating and cooling equipment be closely linked with programs permitting the payment of utility bills.

I appreciate very much the opportunity to present this statement of concern on behalf of my State.

ITEM 4. NEWS RELEASE FROM THE SURGEON GENERAL, DEPARTMENT OF HEALTH AND HUMAN SERVICES, DATED JULY 18, 1980

SURGEON GENERAL ISSUES ADVICE ON BEATING THE HEAT

U.S. Surgeon General Dr. Julius B. Richmond today urged people to use commonsense in protecting themselves against the heat wave currently hitting the eastern, southern, and midwestern regions of the country.

The Surgeon General said: We should pay keen attention to the messages that the body and brain send to us during these times. For example, wear lightweight clothes that will not interfere with the evaporation of sweat. It is nature's way to keep the body temperature down.

As the body perspires there is a greater need to replace the liquids lost by sweating, so drink plenty of water, lemonade, or any other liquid. But use alcoholic beverages, including beer and wine, sparingly, if at all.

I cannot emphasize too much the need for people to stay indoors, out of the sun, and avoid strenuous activities.

These hot days can be especially difficult for people suffering from chronic conditions such as heart disease, high blood pressure, alcoholism, and respiratory illnesses.

The elderly are particularly vulnerable to excessive and prolonged hot weather. With advancing age, many people become less able to resist and recover from stresses, such as prolonged exposure to heat. Older people may not adjust as well as younger people do to increases in temperature, in part because they sweat less. As a result, during periods of very high temperatures, everyone, but especially the elderly, or those who have these specific medical problems may build up body heat, which may lead to heat stroke, heat syncope, or heat exhaustion.

Heat stroke or collapse is a medical emergency requiring immediate attention and treatment by a doctor. The symptoms of heat stroke include faintness, dizziness, staggering, headache, nausea, loss of consciousness, high body temperature (104° F./40° C. or higher), strong rapid pulse, and flushed skin. In severe cases, blood pressure drops as circulation fails.

Because body heat can continue to build up for days after a heat wave ends, doctors and others who care for the elderly or the ill should monitor body temperatures closely during and after periods of extreme heat.

Heat syncope is marked by dizziness, fatigue, and sudden faintness after exercising in the heat. In contrast to heat stroke, the victim of heat syncope recovers when removed from direct exposure to the heat.

The symptoms of heat syncope are cool, sweaty, pale skin; weak pulse; falling blood pressure; and faintness. Heat syncope results from sudden exercise or a lack of acclimatization to the hot weather. Treatment involves resting (it is best

to lie or sit down with the head lowered), cooling off, and drinking extra liquids.

The most common form of illness due to hot weather is heat exhaustion. This condition takes longer to develop and results from a loss of body fluids and salt. The symptoms of heat exhaustion are thirst; fatigue; giddiness; elevated body temperature; and in severe instances, delirium. When both body water and salt are depleted, muscle cramps may also be present.

Heat exhaustion is treated by resting in bed away from the heat and restoring body water by drinking cool fluids, on the advice of a physician taking alcohol sponge baths, or applying wet towels to the body.

The elderly or those who are ill should take several general precautions during the hot weather:

(1) Remain indoors in a cool place. Good ways to cool off include using electric fans and placing ice bags or wet towels on the body, being careful to avoid getting an electrical shock.

(2) Avoid direct sunlight.

(3) Wear lightweight, loose-fitting clothing.

(4) Avoid undue physical exertion.

(5) Maintain an adequate intake of fluids such as water, fruit and vegetable juices, and iced tea. Avoid drinking fluids that have too much salt. Do not use salt tablets without consulting a doctor, since salt can complicate existing medical problems, such as high blood pressure. Do not take alcoholic beverages.

Caution, commonsense, and prompt medical attention can help older—as well as younger—people avoid heat-related illnesses.

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## ITEM 5. NATIONAL INSTITUTE ON AGING FACT SHEET

### HEAT-RELATED ILLNESSES IN THE ELDERLY

The elderly—especially those who suffer from heart disease, cerebrovascular disease (stroke), or diabetes mellitus—are particularly vulnerable to excessive and prolonged hot weather. With advancing age, many people become less able to resist and recover from the stresses caused by extreme heat. Older people may not adjust as well as younger people due to increases in temperature, in part because they sweat less. As a result, during periods of very high temperatures the elderly or those who have the specific medical problems listed above may build up body heat, which may lead to heat stroke, heat syncope, or heat exhaustion.

Heat stroke or collapse is a medical emergency requiring immediate attention and treatment by a doctor. The symptoms of heat stroke include faintness, dizziness, staggering, headache, nausea, loss of consciousness, high body temperature (104° F./40° C. or higher measured rectally), strong rapid pulse, and flushed skin. In severe cases blood pressure drops as circulation fails.

Because body heat can continue to build up for days after a heat wave ends, doctors and others who care for the elderly or the ill should monitor rectal body temperatures closely during and after periods of extreme heat.

Heat syncope is marked by dizziness, fatigue, and sudden faintness after exercising in the heat. In contrast to heat stroke, the victim of heat syncope recovers when removed from direct exposure to the heat.

The symptoms of heat syncope are cool, sweaty, pale skin; weak pulse; falling blood pressure; and faintness. Heat syncope results from a lack of acclimatization to the hot weather. Treatment involves resting (it is best to lie or sit down with the head lowered), cooling off, and drinking extra nonalcoholic liquids.

The most common form of illness due to hot weather is heat exhaustion. This condition takes longer to develop and results from a loss of body fluids and salt. The symptoms of heat exhaustion are thirst; fatigue; giddiness; elevated body temperature; and in severe instances, delirium. When both body water and salt are depleted, muscle cramps may also be present.

Heat exhaustion is treated by resting in bed away from the heat, restoring body water by drinking cool fluids, and lowering body temperature by taking sponge baths or applying wet towels to the body.

The elderly or those who are ill should take several general precautions during the hot weather:

1. Remain indoors in a cool place. If your house is too hot, try a library, store, or movie theater. Good ways to cool off include using electric fans and placing ice bags or wet towels on the body, being careful to avoid getting an electrical shock.
2. Avoid direct sunlight.
3. Wear lightweight, loose-fitting clothing—cotton is a good choice. Wear a hat if outdoors.
4. Avoid undue physical exertion.
5. Maintain an adequate intake of fluids such as water, fruit and vegetable juices, and iced tea. Avoid drinking fluids that have too much salt. Use salt tablets only after consulting with a doctor, as salt can complicate existing medical problems, such as high blood pressure. Do not take alcoholic beverages.
6. Take the heat seriously. Watch for danger signs, such as nausea, dizziness, fatigue, and fever.

Caution, commonsense, and prompt medical attention can help older—as well as younger—people avoid heat—related illnesses.

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ITEM 6. LETTER FROM EDWIN C. KEPLER, EXECUTIVE DIRECTOR, NATIONAL CENTER FOR APPROPRIATE TECHNOLOGY, WASHINGTON, D.C., TO SENATOR LAWTON CHILES, DATED SEPTEMBER 2, 1980

DEAR CHAIRMAN CHILES: As chairman of the Senate Special Committee on Aging, you have had countless persons come before you with their views of the perils of the elderly whose numbers include a large proportion of America's poor. Through our research and application of energy technologies, we have come to understand what low-income people are up against in their efforts to adequately heat and cool their homes. In keeping with our mission to develop and promulgate community-based technologies that will help low-income people become more self-reliant, NCAT, during the past year, funded 100 attached solar green houses for homes of the low-income elderly.

We sincerely hope that the unbelievable high death toll due to the recent heat wave will serve to focus the attention of Congress on the importance of funding low-cost cooling methods. Because of a congressional mandate to "keep poor people warm" the National Energy Conservation Policy Act directs DOE to fund the insulation of homes and energy conservation devices and technologies, but the act contains no reference to cooling. Surely the intent of Congress was to mitigate the suffering and possible death of those unable to protect themselves from the cold or the heat.

NCAT has recently prepared two publications which are particularly relevant to these hearings. The first is our policy paper "Energy and the Poor" which calls for a major Federal program that both attacks the devastating energy problems of low-income people and demonstrates the promise of renewable energy and conservation. The second publication "Natural Cooling for Homes" was developed as a guide for cooling methods based on climate, building performance and mechanical aids. An additional information piece on self-help steps that can be taken for low-cost home cooling appeared in the latest edition of NCAT's bimonthly newspaper, the A.T. Times.

Thank you for this opportunity to bring to the attention of Congress NCAT's efforts and findings in the area of energy problems and the low-income and the elderly. The above mentioned publications are enclosed for the record.<sup>1</sup>

Sincerely,

EDWIN C. KEPLER.

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<sup>1</sup> Retained in committee files.

