way programs—that is, 90–10—the objective being to make the involuntary seller no less than whole after the move is consummated.

Mr. BRIDWELL. I would like to, if I may, Senator, and if it is agreeable with the chairman, respond in the following way: I would like to provide an answer to that question for the record, but to discuss it a little bit now in very general terms.

The problems associated with relocation or, I think the problems associated with displacing persons and businesses, have been a feature of the Federal-aid highway program that has probably distressed me as anyone that I have to deal with, or that Frank does or any of our colleagues. The concept of making a person whole to me is eminently fair. As a matter of fact, I think justice in the ordinary way that I understand justice requires that you make a person whole.

We have found extreme difficulty in trying to put down on a piece of paper in black and white how you accomplish this. For example, and I tried to sort through examples to test various ways, either by establishing criteria or by attempting to adopt procedures, how you accomplish this. And I do not know how you can handle such things as the elderly couple who have a fair-sized residence, they are retired, they may have a very small pension or may be living on social security and they supplement their income by renting rooms.

Now, under fair market value, they are not going to be able to find, probably are not going to be able to find, another residence in which they can live in this same pattern. I am not sure that the supplementary payment of up to $5,000 would be significant in that kind of a case at all, because it may very well be that fair market value translates into another residence that is decent, safe, and sanitary by anyone's criteria. Yet they have lost this very important ingredient to their happiness and livelihood; namely, the income from renting two or three rooms.

If on the other hand, you try to figure out how do you go to a system in which you guarantee replacement—well, it get a little bit silly to think about replacement in the sense of reproducing a house, particularly many of the kind that we buy in the highway program, which was built maybe back in the late 1800's or the early 1900's, in which they were large houses with many rooms and large rooms. It would be completely inappropriate to try to reproduce now that type of structure. So how do you get at this kind of thing?

We are not unmindful of it and we are not unsympathetic; exactly the opposite. We are very sympathetic and we just frankly are not smart enough to figure out how you do it.

Or let me give you another example. Whether we like it or not and whether we may say that it is completely unjust, the fact is that for certain people to move into a certain kind of neighborhood, realistically, they pay more for a house than some other people would have to pay. If we come along and take that house at fair market value then it is not being unrealistic at all to believe that we will pay an amount substantially less than that individual paid to acquire the property, maybe only a short time ago. The practical effect is that he may get enough, for example, to pay off his mortgage but not have a dime left over to show for what he believes to be his equity or a dime left over to result in funds for a down payment on a replacement house.