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Excerpts from remarks by Secretary of Transportation, Alan S. Boyd, on various aspects of Transportation policy have been compiled for your use as background information.

-Office of Public Information

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DOT'S TRANSPORTATION SYSTEM ROLE

"One of the most fundamental problems with the transportation network in America today is that each form of transportation tends to build what best suits its own purpose.

"Our job - in the broadest sense - is to reverse that order - to compel the system to conform to the needs of travelers and the shippers of goods and of the people who live by the side of the road or off the end of the runway.

"The problem isn't so much that we have been going in the wrong direction. The problem is that we have been going off in all directions and we've begun running into each other and falling all over each other. We know we're really going places, but we often have very little idea where we're going.

So in the simplest sense, the job of the Department of Transportation is to help us decide where we want to go and what are the best ways of getting us there.

"That means at least two things:

- First, we have to start looking at transportation as a whole - as a single, integrated system. We should not, for example, build airports without adequate access roads or rails - or undertake extensive road-building without taking into account the feasibility of rail or other mass transit.
- Second, we have to start looking at transportation in terms of its impact upon the total environment in which it operates and upon the total society it is supposed to serve.

"Before a city can decide what kind of transportation system it needs, it must decide what kind of city it wants to be. It must decide what kind of life and work and recreation it wants to offer its citizens.

"And the key word here is people.

"We have any number of highways that move many vehicles, but not enough people.

"We have built cities with space for highways, and skyscrapers and cars, but not enough space for people.

"It is, I grant you, an oversimplification to suggest - as some have - that we may someday reach the point in some cities when we must choose between people and pavement.

"But that is certainly far less - and far more preferable - an oversimplification than the one which suggests that the answer to all our ills is simply pavement.

"And in times as complex as these, the simplest things are those we are often most apt to forget: such as that cities are for people. Or at least it ought to be.

"In today's world - even more in tomorrow's - any urban transportation system designed to do no more than move people and products from place to place is a failure, no matter how magnificently it performs that function. Because if that is all it is designed to do, it will inevitably do a lot of other things it was not designed to avoid - pound our ears, pollute our lungs, usurp our land, destroy or disrupt our neighborhoods.

"We simply cannot afford to continue to build transportation systems, or segments of systems, if they serve only a transportation need and do it at the expense of others, often more important considerations.

"The answer, of course, is to take these considerations into account - not as afterthoughts, but as matters of prior and prime concern.

The Governor's Conference on Business and Industry, Wilmington, Delaware, April 4, 1968

BALANCED TRANSPORTATION SYSTEM

". The only thing about this country that is more complicated than its transportation network is the people who live in it. And we will show results, not with sweeping changes, but with what seem at first glance to be insignificant adjustments all through the system -- from better synchronization of traffic lights in one town to elimination of a grade crossing in another.

"We have also, I believe, made clear our general policies in the briefs we have filed with the regulatory agencies. We supported the rent-a-train proposal and the application for helicopter service in the Washington-Baltimore area because we want to encourage innovation. We opposed an attempt to bring air taxis under economic regulation and we argued for greater freedom for trucks to use the Interstate Highway system because we want to encourage competition and more efficient use of the system.

"We have a task force rewriting all safety regulations -- air, rail and highway -- to eliminate contradictions and to try to make them clear and consistent. In this, as in other projects that affect industry's ability to function, we are doing the work in consultation with industry.

". In the last analysis, private industry must finance the faster, safer, more efficient transportation which the public interest requires. We will help with research, analysis, recommendations for sensible regulatory policies and with a portion of the total investment. We are also required to advise the government on which of its investments will bring the greatest benefits in transportation. But neither government nor industry can produce the final product by itself. And we intend to continue working closely with industry. . . .

"We find an increasing awareness among American business that transportation is a total system. It shows up in the creation of new systems-oriented divisions of companies that once were preoccupied with their own products as the ultimate transportation weapon. It shows up in the scramble for men with experience in broad transportation planning. This new feeling that -- to paraphrase Calvin Coolidge -- the business of business is America -- is not confined to transportation. "

Transportation Association of America's National Transportation Institute, New York, January 31, 1968

AVIATION

GENERAL

" I am convinced we have long since passed the point where we can make transportation decisions -- affecting any or all forms of transportation -- without weighing carefully and in advance their social as well as their economic impact upon the communities and regions they serve.

"We can no longer, for example, seek to furnish more and better air travel facilities -- and more and better aircraft without seeking at the same time to alleviate or eliminate some of the annoying or intolerable side-effects these may have.

"An airport can have 13,000-foot runways, a superb tower team and 50-mile visibility 365 days a year and still be a poor airport -- as any pilot can tell you who has been caught in a traffic jam at the end of his run.

"They must have good access roads both for passengers and for the shippers who use the air to save precious time for their cargoes.

"And they must have clear zone approaches. A mother of a large, noisy family needs nothing less than she needs the melody of four fan-jets directly overhead. "

June 21, 1967 - ALPA Air Safety Forum, Washington, D. C.

FINANCING

"It is estimated that total airport development needs, if they are to be met, will require through 1972 a total expenditure by Federal, State and local governments of \$3 billion, more than double the investment made in the preceding five-year period.

" Airport development is only one of many pressing national problems which require expenditure of large amounts of money. Important as it is, however, it is simply not the top priority program at either the Federal, State or local level. . . .

"If the funds cannot reasonably be provided by Federal or local governments through grant programs, then no matter what other kind of financing device you use -- loans, guaranteed loans, bond issues -- there still remains the question of where the money ultimately will come from.

"I strongly believe that a much greater share of these costs for airport development should be borne by the users: the passengers, the shippers and the aircraft operators. "

Senate Subcommittee on Aviation, August 28, 1967

SUPERSONIC TRANSPORT

"The United States has long enjoyed supremacy on the international aircraft market. American-made planes make up the majority of the world fleet. Our domestic aircraft industry has been the leader with each new technological advance so that this supremacy has been maintained, and that industry is a major contribution of the nation's employment gains and capital advances.

"This next step from our present aircraft technology is the biggest and most expensive yet -- the step from the current operating jets to supersonic jets.

"Other nations, Britain, France and Russia, seeing a chance to cut into the American share of the market quickly undertook the research and development necessary to get such a plane into production. Our choice was one that we traditionally have made -- use government research and development funds to enable private enterprise to compete successfully on the world market.

". . . . The SST program is a prime example of how business and government can together achieve the goals of the nation. It is not an exception to any ideological rule, but a new application of the great tradition which gave us the transportation system we have today -- the highways, the railroads and the airlines. The just plain bigness of this nation must be squarely faced -- the bigness of our industry, of our government, of the role we must play both at home and abroad, and of the problems that we must necessarily deal with. "

University Club of New York, September 21, 1967

SAFETY

"From an operational standpoint, we cannot make flying perfectly safe. Unfortunately, it would be impossible because of technical limitations even if there were no other constraints. There is much that can be done, however -- some at relatively little cost, some only at very great cost -- to improve air safety.

"From an economic standpoint, there are very real constraints. Aviation -- already safe by some standards -- is not the only claimant for our limited national resources. Programs for aviation safety must compete for dollars with programs for safety in other modes of transportation. Programs for transportation safety must compete with safety programs in other areas, just as all safety programs must compete with legitimate activities in non-safety areas. And in addition to the direct costs of safety programs, we must always consider the total economic impact of expenditures and regulation.

"From a political standpoint, there must be a balancing of all the interests which have a valid stake in the future of aviation. Even within the range of known technical capability and acceptable economic impact, how far can we go in achieving one man's safety at another man's expense -- either in terms of dollars or freedom. And by what standard are we to judge safety?

"This is the kind of framework within which I view problems of aviation safety. I do not believe that there is a crisis in air safety. But we have serious problems -- they are here now. They cannot be ignored and they will not go away.

"The decisions we must make -- and make in the near future -- will have a far-reaching effect on aviation safety. They may reshape much of the airspace system and the way it operates. Their economic impact will be great. But decisions must be made. We could not preserve the status quo even if we wanted to for conditions around us are changing rapidly."

Wings Club, New York, October 16, 1967.

NOISE

"We are looking at the total aircraft noise problem from engine start to shut down. We include both subsonic and supersonic aircraft and consider the sonic boom to be another noise generated by aircraft.

"We are establishing Study Panels in eight major areas in which investigations will be conducted to identify the noise reduction potential within each of these areas. They are: aircraft noise research, aircraft operations, sonic boom research, airport and land use, natural environment, legal, structures, and human response. NASA, HUD, DOD, DOI, and DOT will provide chairmanships for the Panels and support for studies in these areas.

". . . . It has been possible to significantly reduce the impact of jet aircraft noise by better take-off and landing patterns and procedures.

". . . . research is now underway to provide a noise abatement approach profile.

"We also intend to continue our efforts to insure that Federal funds will not be expended for airports which have not provided for adjacent land utilization compatible with future noise exposure."

House Transportation and Aeronautics Subcommittee, November 15, 1967

AUTOMOBILE SAFETY

GENERAL

"We have got to obtain a great deal more information about what the problem is in terms of: "Is it the automobile; is it the driver; is it the highway; is it law enforcement; is it lack of sufficient emergency medical care, and, in order to do that we have got to get some more statistics. It is not really a numbers game but we have just got to know more about the facts. We are engaged in a major, I might even say a massive effort, to try to reduce injury and fatality on the highways through a systems approach. It is going to take a long time before any really significant results are obtained.

"....obviously some cars are unsafe. If the brakes fail, the car is unsafe, as an instrument. But when we talk about unsafe cars, by and large we are talking about what happens when an accident occurs. We are talking about safety in the sense; if I am driving a car or riding in a car and get in an accident, am I going to be killed or injured or is there something that can be done by the manufacturer to protect me, like an egg in a crate. "

ABC's Issues and Answers, July 2, 1967

IMPROVEMENTS

"The new cars coming out this year are safer than those of past years. This reflects, in part, new Federal safety standards which we issued earlier this year. Resulting safety improvements will unquestionably save thousands of lives and prevent or reduce the seriousness of tens of thousands of injuries.

"We want next year's new vehicles to be even safer. We believe they will be. Today's notices indicate the areas in which we will require improvements, both in the 1969 models and in subsequent years. The standards now being developed for 1969 and later will contribute to improvement of safety.

"We don't expect miracles overnight. The development, improvement and implementation of sound motor vehicle safety standards is a difficult task requiring a maximum cooperative effort between the government, the auto industry, the academic, scientific and engineering communities, and all persons interested in safety.

"We are engaged in that effort to the best of our resources. And we will continue to work toward the goal of better and safer cars, buses, trucks and other vehicles."

Press Release announcing 47 vehicle safety standard proposals, October 13, 1967

PROGRESS

"I am pleased with the progress we have made in the automobile safety standards. Our first standards were issued last January affecting such things as braking, safety belts, energy absorbing steering columns, crash padding and so on. This was followed up with our proposal of some 47 new standards which will affect 1969 and subsequent model year automobiles. These standards place new emphasis on the improvement of safety as it relates to brakes, tires, lights, windshields, child and occupant protection, and other items.

"We, also, have issued standards for insuring adequate safety reliability in automobile tires. The auto standards that we have issued and those we have under consideration by no means represent the ultimate in safety reliability that we all are striving for. Perhaps we will achieve this some day; however, our best efforts now are to continue to work hard and consistently to bring about motor vehicle safety improvements as fast as possible. I am convinced in my own mind that the safety features the auto manufacturers have incorporated into their new models and those incorporated in anticipation of new standards, already are saving many, many lives."

"We are beginning to see the payoff already, I believe. For the first time in many years we have had an absolute drop in traffic fatalities.

"Traffic deaths through September of 1966 had increased 3,400 or 10 per cent over the same period in 1965. During the same period through September of this year, however, the number of traffic deaths actually decreased one-half of one percent. In 1966, there were 38,310 traffic deaths between January and September. During the same period

this year there were 38,130 traffic deaths. At the same time the death rate per 100 million vehicle miles dropped from 5.5 to 5.2 I hope that these figures indicate that the increased attention to safety being paid by all segments of our public and private community is beginning to shatter the pattern of huge annual increases in traffic deaths each year. "

Statement at Press Conference, December 14, 1967

"I would like to take this opportunity... to emphasize that we are not issuing these performance standards frivolously. Our mandate is to work for the reduction of highway deaths, injuries, and property damage. It is not an objective to be taken lightly. We are, therefore, making every effort to develop sound, scientifically based standards which will provide maximum safety for motorists and their passengers...

"We are greatly encouraged already by the indications that our programs are having some effect. Medical and engineering research workers studying actual crashes are estimating that the likelihood of given injuries and deaths among those impacting the new energy absorbing steering assemblies and the newer type of laminated windshields is being reduced approximately 70 to 80 percent compared to those in vehicles without these features.

"If current information available is any criteria, we should expect further reductions in deaths and injuries from the wider use of the combination lap and upper torso safety belts and the other safety requirements on new cars.

"It may yet be too early to draw any valid conclusions, but the fact is that figures for the most recent months show a break in the years-long rise in highway death rates. We hope, and we have reason to believe, this is not just a statistical aberration. "

Senate Commerce Committee testimony, November 21, 1967

AUTO INSURANCE INVESTIGATION

SCOPE

"There's been a great deal of interest in recent years on the whole subject of automobile insurance. The Department of Transportation has the motor vehicle safety and the highway safety Acts to administer and it appeared appropriate that the same department also should look into the various issues on automobile insurance. The issues, I think, are; what is the exact status of the premium rates? Have they been raised disproportionately to the earnings record of the insurance industry? Is the cancellation rate on insurance policies representative of real problems or of arbitrary criteria? Whether or not many groups -- who would include the Negroes, the very old, the very young, and people engaged in various classes of occupations -- have been arbitrarily denied insurance coverage, what is the reason for the bankruptcies of insurance companies -- there have been about eighty since 1960 -- and what about delay and expense attached to the processing of compensation for automobile accidents? There are other questions of some importance that will also be looked into. We anticipate that this study, which will be carried on in conjunction with various other Federal agencies and state agencies, as well as the interested public, will take from eighteen to twenty-four months and will cost at a rate of about \$100,000 a month. In other words, we expect it to cost between one and a half and \$2 million to complete the study.

"....the Federal Trade Commission will be a major participant in the study. The Department of Transportation, for administrative purposes, will have the financing and the scheduling and programing of the study. We expect major inputs from a good many of the other executive branches -- executive agencies, or independent agencies, in the case of the Federal Trade Commission, and very possibly Securities and Exchange Commission, Commerce, HEW, Justice, and possibly some others."

Press Background Briefing on DOT items in State of the Union Message, January 19, 1968

GAS PIPELINE

SAFETY ROLE

"The majority of the States which regulate natural gas pipelines use the USASI (USA Standards Institute) Code as a basis because of insufficient staff and resources for developing their own standards. A few states, however, have added stricter safety standards and strengthened certain provisions in the industry code. But, this has not served to produce adequate safety standards, particularly as to older pipe.

"Thus, in spite of the efforts made by the States, there are still large gaps in the public safety requirements especially where states have no safety regulations at all, or where state safety regulations apply only to intrastate lines. Most State safety regulations do not apply to pipe already in the ground.

"The Federal Government shares with the States and the industry the goal of providing the American people the most efficient and reliable use of gas consistent with the safest possible operation of natural gas facilities. Federal safety standards for gas pipelines are one of the important means for attaining these objectives....

"At the same time, the efforts of the States should be encouraged. Federal regulation should not preempt the field but should be based on minimum standards which leave room for the States to establish higher standards when local circumstances require.

"... We, therefore, see the role of the Department of Transportation as one of imposing minimum adequate standards and of cooperating fully with the states in this area. "

Senate Commerce Committee, April 19, 1967

HIGHWAY SAFETY PROGRAM

"One of the most important missions of the new Department of Transportation is to lead the fight to save lives on American highways, an effort President Johnson has called the fight to replace suicide with sanity. It's a big and tough job; we're not going to get it done overnight, but we're making a strong start....

"With these new thirteen standards, we have for the first time a framework in which all the states can work to protect people from unsafe automobiles, unsafe highways and unsafe drivers. The standards reflect many hours of discussion among the Department, the states, local communities, interested individuals and organizations, and the National Highway Safety Advisory Committee. They also represent the first availability of Federal funds on a comprehensive scale for state highway safety programs. In every discussion, we found the states ready to join in this first truly national effort to deal with what can only be called a national disaster.

"We don't expect this battle against traffic deaths and injuries to be an easy one, but with the standards, and with the spirit of cooperation we found among the states, we expect it to be a good one. This, I think, is one of the most definitive examples of what President Johnson has called "creative Federalism, " that the Federal government has had an opportunity to display. "

Press Conference, D. C., June 27, 1967

INTERNATIONAL

FACILITATION

"The jumbo jets, SST, containerships, vertical lift equipment, high speed rail are only months and, at worst, a few years away. But what will be gained by the speed of Mach 2.7 in the air, 30 knots on the sea, 150 miles per hour on the land, if we continue to waste long hours processing documents?

"The Department of Transportation is prepared to start a comprehensive program to resolve those international problems which could inhibit the economical and efficient movement of people and goods in worldwide transportation. This facilitation program will encompass a major effort designed to eliminate unnecessary documentation, processing, procedures, inspection, and clearance. It will work in conjunction with industry to design simple procedures and documents which will satisfy shippers and travelers as well as carriers and governments."

National Committee on International Trade Documentation, Washington, D. C., June 27, 1967

INDUSTRIAL COOPERATION

"Why should we in the United States not take advantage of those advanced transportation technologies in other nations, in return for their taking advantage of our advancements? In the Department of Transportation we are establishing a small organization which we are calling the Office of Industrial Cooperation. Its job is to learn, by all available means, what transportation technology developed abroad would be of value in this country. And its job is to work out the agreements which I believe can lead to significant economies of both time and money as we in this nation seek to solve our transportation problems.

"In some cases the Office of Industrial Cooperation will be looking for simple international exchanges of technical data. In others it will seek contract agreements -- always reciprocal -- which could lead to joint research, joint development and perhaps even joint production of transportation systems. The benefits are obvious. Millions of dollars are spent each year in this nation for transportation research and development, and similarly large amounts are spent in other developed nations. If we pool our resources, every nation involved can profit."

North Carolina World Trade Association, Raleigh, July 26, 1967

TECHNICAL ASSISTANCE

"We of the Department of Transportation intend to become the advisor to the Agency for International Development on transportation matters. We hope to bring to those technical assistance programs which involve transportation the same broad, coordinated approach to transportation planning that we intend to apply to federally assisted public transportation programs in the United States. The result, we feel, will be not only savings of money in our assistance programs, but also a more orderly growth of transportation systems in the developing nations of the world."

Virginia Conference on World Trade, Norfolk, October 19, 1967

MARITIME

WHAT NEEDS TO BE DONE

"The trouble with our merchant fleet can be described with relative simplicity. It has become too small, too old, and too unproductive.

"The Merchant Marine Act of 1936, when enacted, was an extraordinary piece of legislation designed to meet our nation's maritime needs and problems of the mid 1930's. Its enactment provided a completely adequate definition of national maritime objectives for that period. But we are no longer in that period. We must redefine our objectives.

"- We must make available the incentives for attracting to the maritime industry more of the entrepreneurial talents of American business -- the same talents that have guided all other phases of America's economic growth.

"- We must provide the confidence whereby American labor and management will know that the Government stands ready to devote public resources to achieve long-term economic stability.

"- We must give the public a program which will bring more economic and efficient service in the movement of our commerce.

"- We must maintain the response capability of this industry to meet national emergency requirements.

"- We must provide more new ships for our operators to expand their capability to serve our growing foreign trade.

"- We must undertake research and development work needed to modernize and improve the competitive position of the fleet.

"- We must give incentives to our shipyards to renovate and improve productivity through application of the latest industrial technology.

"- We must keep pace with the advancement in streamlining and coordinating transportation administration and regulation.

"-We must take full advantage of the revolution that is occurring in maritime technology and in containerization. "

Senate Subcommittee on Merchant Marine and Fisheries, May 1, 1967

THE PROBLEM

"..... Never in the history of our nation has the U.S. merchant marine suffered such competitive disadvantages.

"Our fleet is old. Our fleet is costly to maintain. Our fleet is not the most efficient. Our fleet is declining in size. It carries a smaller and smaller share of world cargo. It carries but a token of U.S. foreign trade.

"..... Here we are with our ~~one~~-unrivaled fleet, dwindling each year (excepting Viet Nam) in numbers and capacity and job opportunities. And naturally, the fewer jobs there are, the more determined our unions become to preserve those that remain. And that fact, plus the scarcity of investors in a field of doubtful profitability, retards progress in design and technology. Meanwhile, orders for new merchant ships are not only insufficient to replace the disappearing capacity, they have dwindled to the point where American shipyards, with all their modernization efforts, have been unable to achieve the cost-economies that come with mass production. "

Propeller Club of the United States, Baltimore, May 22, 1967

POLICY

"I regard the maritime industry as a vital, but not exclusive element in this nation's transportation system. The progression of transportation and transportation policy in this country, which logically led to the creation of the new Department last year, has been toward integration and inter-relation of the various modes. The overwhelming tendency in the transport of goods in the world today is away from single mode shipment -- the transport of raw material through the manufacturing process to product in the hands of the consumer involves all modes.

"Planning, research and involvement of government funds must consider this interrelationship and must be influenced by it. The fact that the U.S. maritime industry is the weakest link in this chain demands that water-borne transportation be part of the overall effort -- not isolated and separated from it. "

House Merchant Marine and Fisheries Committee, July 20, 1967

RAIL

HIGH SPEED TRAIN

"The Northeast Corridor trains will be faster, more comfortable, cleaner and quieter than any trains ever put into service in this country. The Pennsylvania's Metroliner and the Department's turbo-train which the New Haven will operate will be the best this country is capable of producing on a prototype budget.

"The Northeast Corridor train program is unique in another way. It will provide the first complete market study of railroad passenger service in history. One phase will be a comprehensive monitoring of passenger flow. If patronage drops, we will know it immediately and can find out why and what can be done to change it. If the trains are successful, we will know why. We will know who rides them and why. We will also have the most complete accounting of the cost of passenger train operation ever developed.

"We should know in two years whether Americans will use high-speed luxury trains. We believe they will. The Northeast Corridor project is important not only in terms of the new markets it may open up for the railroads. It is crucial to the concept of a balanced transportation system. The congestion at and over the airports in America's major metropolitan airports is a serious problem that is bound to intensify when the stretch jets and the jumbo jets go into service. New York City, which still has not found a site for its fourth jetport, already is looking for a place to build its fifth. One way to relieve some of the congestion would be to shift some of the traffic to fast trains on shorter intercity runs.

". . . . I want to make it clear that I do not contend that passenger trains can show a profit on every route or that every passenger train should be kept in service for the next two years. But there are corridors in the United States where high-speed trains could operate at a profit -- if it develops they can do so in the Northeast Corridor. If our experiment with high-speed trains proves that people will ride them, I will do everything I can to put them into service in other parts of the country. . . . "

Railway Systems and Management Association, Chicago, October 10, 1967

TRANSPORTATION ROLE

"Railroads have had all sorts of problems. They have had terrible financial problems. They have had some persecution. For example, I think the way the railroads' properties have been taxed in the various states over the years has been just completely immoral. But a lot of that has gone now, most of it has. And the whole attitude of the industry, as I see it, has changed. I think this is a great thing for the country.

"Railroads have a magnificent transportation system. It has tremendous capacity. It has tremendous flexibility, and it's going to have more and more, as railroads learn how to work with what they consider to be their competing modes. And they will learn. They are doing great, I think, with piggyback -- containerization -- and more of this is going to develop. Too, railroads have to move completely, as I see it, to a sort of cost-of-service rate-making approach. When they do, they are going to achieve their potential. "

Interview, Railway Age Magazine, February 5, 1968.

HIGHWAYS

DESIGN CONCEPT

"What I'm saying is really very simple: cities are for people, and so are transportation systems.

"The problems that freeways are running into in our cities are not entirely of their own making.

"They do not, for example, arise from any deep-seated American resentment of the highway or the automobile. That combination has given the people of this country unparalleled freedom, comfort and convenience of travel and, with proper planning, will continue to do so.

"They arise, in part, from a changing set of values. When President Johnson called for legislation to make administration of Federal highway activities a part of the Department of Transportation, he emphasized that future highway planning should reach beyond the economics of road building to encompass not only all transportation needs but the very environment in which those needs exist.

"The answer, then, to the problems of highways in urban areas - and the problems of urban areas with highways - is not to continue on a collision course, but to make common cause - the kind of common cause that may well be underway in the city of Baltimore, to cite one example.

"Many of you, I imagine, are aware of how for years Baltimore has been embroiled in a bitter struggle over the city's 21-mile share of the Federal Interstate Highway System. The issues were the usual ones: some of the city's most historic sections were threatened as well as at least one viable, stable neighborhood.

"Last year, the State of Maryland and the City of Baltimore came to the Department of Transportation and asked us to finance a new approach to breaking the impasse. It was a so-called design concept team that would bring together the social as well as the highway engineers, the urban as well as the highway designers, the urban as well as the highway interests.

"It is far too early to speculate about what the final results of this effort will be. But thus far I think the indications are extremely encouraging.

"Let me be absolutely clear on one point. The approach I suggest will cost more money. The planning and analysis being done by the concept team in Baltimore will add between one and one-and-half percent to the total cost of the segment of freeway that is under review.

"Let me also suggest that, in the long run, the roadblocks which major American cities seem increasingly determined to place in the path of freeways they do not want will be far more costly.

"I do not know how the trade-off between the brief pause for more intensive planning and the long delay caused by bitter argument over route and design would work out in every case.

"I do know that the cost of freeway construction has been going up under the pressure of rising prices of materials at a steady rate of 3 percent a year. It requires no more than grade school arithmetic to see that a brief delay for planning review would cost less than a long delay for quarreling over route and design - in or out of court.

"I do know that nobody is going to gain by thinking in terms of pro-highway or anti-highway - of either rail or road. It is not a question of either-or - it is a question of both-and as well as a question of what proportion."

American Roadbuilders' Association, February 12, 1968

TRUCKING/HIGHWAYS

USER FEES

"..... We asked for higher truck user fees with reluctance. In the face of increasing costs of materials and labor and of unforeseen delays in our construction timetable, we must have more money if we want to get the Interstate System finished. This is irrefutable. We feel that the fairest way to raise the money is to ask the users -- the beneficiaries of these superhighways -- to put a little more into the Highway Trust Fund to help pay for them.

"The changes the Administration is asking the Congress to enact would lay a foundation of equity on which further necessary revenue measures might be built. And they would ease to some degree the sharp disparity between costs and revenues which, unfortunately, will become even more apparent in the next few years. Raising the diesel fuel tax 2 cents a gallon is one way. The other is to change the straight annual truck user fee to a graduated tax based on the weight of heavy combination trucks.

"We in the Department are acutely aware that your industry's operating ratio is running at 95 to 96 and that your profits are at only about 3 percent. As I said, I do not enjoy taxes any more than you do. But we have tried to do all we could to make these two proposals as small, as equitable and as painless for you as possible (and do not overlook the fact that we are asking for new and higher airline and barge taxes, too)."

Board of Directors, American Trucking Assoc., Chicago, October 19, 1967

SAFETY OVERSIGHT

"..... The National Traffic and Motor Vehicle Safety Act and its companion, the National Highway Safety Act, were passed little more than one year ago.

"In that time, the National Highway Safety Bureau has adopted and enforced the first automobile safety standards in the long motoring history of this country.

"In that time, more than half of the States have taken steps to participate in the National Highway Safety Act, even though no State is required to implement the Federal standards for another year.

"In that time, some 3,300,000 automobiles have been recalled for correction of defects which, in 137 instances, our staff believed represented potential hazards to motorists.

"And in that time, we have begun 76 separate research projects all designed to make motoring in America safer. "

Senate Commerce Committee, November 21, 1967

PRIVATE PARTICIPATION

"When the two Safety Acts of 1966 were passed, it became obvious that the Federal government was going to be deeply involved in the entire range of highway safety programs for the foreseeable future.

"The question was raised whether, under these new circumstances, there would still be a place for voluntary public action in highway safety.

"I am here today to assure you not only that there is a continuing need for such voluntary, private activity, but that the need has become immeasurably greater.

"It must be clearly understood that if we lose the involvement of individual Americans and the many private safety organizations, we will lose the war against traffic injuries and deaths.

"This is not a Federal undertaking we have embarked on - it is a NATIONAL commitment.

"In the final analysis, the public's understanding and support are vital if the necessary effort, the funds, the State legislation, and effective programs are to be obtained.

National Conference of Women Community Leaders for Highway Safety,
November 27, 1967

BEAUTIFICATION

NEED

"It has been said by some that we cannot afford beauty for our highways yet, that other demands for the tax dollar are more important. I submit, Mr. Chairman, that we not only can, but we must. Whether in the open spaces of our cities or through our national historical sites, through our rural fields or over the mountains of our wilderness, preservation of beauty along our highways can no longer be classified as a frill, to be added on or dropped at leisure. It has become an integral part of the highway planning and improvement process. Just as surely as beauty is a subjective quality which surpasses precise definition, so it is an impossible quality on which to place a price tag."

House Subcommittee on Roads, May 2, 1967

URBAN

DOT APPROACH TO PROBLEMS

"Within the Department of Transportation, we are approaching the urban congestion problem from the viewpoint that all transportation sectors must be improved. Manifestations of the transportation problem in urban areas include the mass movement between work and home and the cost it represents in money, time, frustration, and wasted energy. The transit industry is experiencing rising costs and financial difficulties, while the rider is the victim of antiquated equipment and poor service. Obsolescence and inadequate capacity have become characteristics of much of our urban highway network -- in many cases built years ago to standards which couldn't possibly have anticipated this country's future reliance on the automobile. Past mistakes, however, are valuable lessons for the future.

"For a Nation with more than 94 million motor vehicles, relatively little has been accomplished to help the city and the automobile get along with each other. I consider it a responsibility of the Department of Transportation to help reverse this trend. "

Seattle Chamber of Commerce, July 21, 1967

POSSIBLE SOLUTIONS

Does a changing society offer alternatives to transportation -- such as removing the need for it? The developers of Columbia and Reston, two "New Cities" outside Washington, plan to limit the size of their communities in such a way that the residents will not need transportation to reach schools, shopping centers and places of work. They can walk.

We can start applying new technology. New high-speed trains will soon start running in the Northeast Corridor. And we are testing even higher-speed trains in the laboratory. Airplanes that can land and take off from downtown areas may take some of the pressure off our metropolitan airports and the roads that serve them.

We can take new and seemingly radical looks at the economics of transportation. The President of the privately-owned Atlanta Transit System proposes that cities provide free transit service. He thinks Atlanta could do it by charging the people of metropolitan Atlanta about \$1 a month.

He thinks free transit service would encourage downtown shopping to the extent that local merchants might even support the cost of the service themselves.

We can take a new look at the way we buy land for urban freeways. Studies have shown that it is frequently possible to buy land for a variety of uses at little more than the cost of right-of-way acquisition for the freeway alone.

Under joint development, entire city blocks could be acquired along freeway routes and the extra property could be used for housing, parking, and playgrounds at a fraction of what it might otherwise cost.

We can develop Federal programs which meet a city's real needs. Too often in the past, community development may have been unduly influenced by Federal programs. For example, the fact that Federal highway funds are available should not cause local officials to choose a highway when a mass transit system would do the job better. If this has been the case, we ought to re-examine the pattern of Federal financial aid for transportation.

We can re-define the institutional and political framework within which our decisions are made. The Department is searching for institutional innovations to assure that essential highway corridors make a maximum contribution to broad community goals.

For example, Baltimore and the State of Maryland have asked us to support a "Design Concept Team," representing all the disciplines involved in urban planning and design, and in transportation. It gives Baltimore an opportunity to use its highway program to help it be the kind of city it wants to be. The Concept Team would use the urban Interstate Highway Program as a catalyst for integrating broadly conceived developmental programs along Baltimore's highway corridors. Architects, planners, and engineers on the Team would work jointly under the guidance of a "sponsor group" composed of city, State and Federal officials and local citizens organization. In this way, technicians planning and designing the highway would be guided by the people of Baltimore.

The Department can help America's cities by improving the efficiency and safety of existing systems of streets and highways. We have established within the Federal Highway Administration a new traffic operations program to improve safety and traffic flow on urban streets. Pilot projects are underway in Stamford, Connecticut, and Canton, Ohio. Existing highways can be made safer and more efficient by applying existing technology. For example, safety and efficiency increase when intersections are channeled and when pedestrian and vehicular grade

separations are built. Traffic flow improves when more effective traffic control devices are installed. Special loading and unloading areas for trucks and buses increase efficiency. In many cases, such relatively minor improvements to city highways may improve the traffic flow to the point that new highways will not be necessary.

We can and will help by developing ways to cut down the noise and air pollution which are generated by transportation. The Department has a new Office of Noise Abatement which is working on this undesirable side-effect of improved transportation. We are concentrating on aircraft noise for the time being, but we will not ignore noise caused by other forms of transportation.

National concern over the effects of air pollution led to the Clean Air Act. We are concerned over transportation as a contributor to air pollution and we are working with the Department of Health, Education and Welfare on this problem. Under the amendments to the Clean Air Act now before Congress, our activity in this area will increase.

Finally, the Department can help the cities by working out the problem of access to airports. The sky is no longer the limit where airports are concerned, the ground is. The convenience of air travel is impaired if service between the airport and the city is inefficient.

National League of Cities, Boston, July 31, 1967

PROBLEMS

"We tend to talk in terms of the urban transportation problem, but there are, in fact, many problems. The problem of the suburban commuter, for example, is far different from that of the man in the ghetto. Many Americans are too old or too young or too infirm to drive. Others are too poor. And it is the poor who most desperately need good alternatives to the automobile. As the report on Watts stated, inadequate public transportation is one of the public deficiencies that handcuffs the man in the ghetto in his search for jobs, for education, for recreation. The lack of good transportation isolates and confines and frustrates the poor."

American Society for Public Administration, Washington, D. C.,
September 20, 1967

WASHINGTON - "SHOWCASE"

"A great deal of the planning that is needed to develop a model metropolitan system of transportation already has been done in Washington.

"There is a plan for an 83-mile rail rapid transit system to link Washington and its suburbs. For the year 2000, the Regional Planning Council is considering a network of nine radial freeways, three circumferential freeways and an Inner Loop System. Planners have recommended five general aviation airports to accommodate the upsurge of private aviation which they anticipate in the area. Helicopter airbus service to link the city and the three regional airports which serve the National Capital Region is under consideration.

That, the planners say, will give Washington a transportation system fit for a showcase. And it certainly sounds like a welcome change from what many of us experience today. "

Washington Board of Trade, Washington, D. C., September 26, 1967

MASS TRANSIT

"Promoting more efficient use of our streets and highways is taking some major changes in public policy.

"Unlike a mountain, people will not climb on a bus just because it is there.

"It must offer transportation that compares favorably with the comfort, the reliability, the convenience and the speed of the automobile.

"And of those four, time spent on the road has shown up in study after study as the crucial factor.

"Even with express service, commuter buses in the United States seldom average more than 28 miles an hour and in most cases that speed is as low as 16 miles an hour.

". . . . the Department of Transportation looks at the transit industry as the best means immediately at hand for solving the problem of peak hour commuting and downtown congestion.

"It is essential to more efficient use of our present highway network and for any future achievement of a balanced mix of transportation. "

American Transit Association, Atlanta, October 23, 1967