L.2 2)

U. S. DEPARTMENT OF TRANSPORTATION
OFFICE OF THE SECRETARY
WASHINGTON, D. C. 20590

REMARKS OF ALAN S. BOYD, SECRETARY OF TRANSPORTATION, BEFORE THE NATIONAL LEAGUE OF CITIES 44TH ANNUAL CONGRESS OF CITIES MEETING ON CITY GOALS IN THE HUMAN ENVIRONMENT, BOSTON, MASSACHUSETTS, MONDAY, JULY 31, 1967, 12 NOON, SHERATON-BOSTON HOTEL.

As Americans, we share a goal of greatness, a goal which we have the resources, and, I think, the determination to achieve. Seven years of unbroken prosperity have brought our Nation an abundance which no other people has ever known.

And yet, within the heart of this rich and dedicated land, there is anguish in our cities and strife in our society. Your group -- more than any other in America -- is vitally concerned and immediately involved with the 20th Century paradox -- poverty in the midst of prosperity -- restlessness in the midst of riches -- slums in a secure society. The future depends upon the resolution of the paradox, upon America's ability to apply all its resources to solving the serious problems which confront our cities and our society. We must use our riches, our resources of materials and intellect, in closing the gap between those who share fully in the bounty of this land and those who do not. We must not falter in our search for cooperative action to promote the well-being of all the American people.

As President Johnson told us on Thursday night: "The only genuine, long-range solution for what has happened lies in an attack -- mounted at every level -- upon the conditions that breed despair and violence. All of us know what they are: ignorance, discrimination, slums, disease, not enough jobs. We should attack these conditions -- not because we are frightened by conflict, but because we are fired by conscience. We should attack them because there is simply no other way to achieve a decent and orderly society in America."

When President Johnson asked all Americans to join him in an attack on urban problems as a part of a program of building a Great Society, he said:

"The solution to these problems does not rest on a massive program in Washington, nor can it rely solely on the strained resources of local authority. They require us to create new concepts of cooperation, a creative federalism, between the national capital and the leaders of local communities."

And the President has labored long and hard to encourage that kind of cooperation.

More than 2,000 years ago, Aristotle said: "Men come together in cities in order to live. They remain together in order to live a good life."

The 20th Century has marked our transition to the age of cities. This has been possible in large part, because we have enjoyed the benefits of what might also be called our age of transportation.

A century ago only 15% of America's population lived in cities -- ten years from now, three out of every four Americans will be urban dwellers and our population will have grown to 273 million -- the equivalent of adding another Boston to the urban United States every single year. Obviously, we shall need more houses, food, schools, and transportation -- more of everything. And we hope that there will not only be more, but that they will be better.

The phenomenal growth and expansion of America during the last century resulted in part from the benefits of transportation.

In towns all over this country the services which transportation furnished made a positive contribution to the economic well-being of the members of the community. In those simpler days of a largely rural society, transportation brought the cities the food which they needed and took from them the manufactured goods which they produced. Within the social context, every improvement of transportation made life easier and better and more satisfying for those whom it touched. It offered them

mobility and flexibility -- they could reach the markets, the schools, the churches -- their horizons were broadened.

During this century as the special qualities of city life have exerted an increasing appeal, a rural America has been transformed into a nation of cities, a nation whose needs for efficient and effective transportation are an even more critical factor in determining the sort of lives which the American people can lead and enjoy.

Today we have almost 100 million automobiles, almost 3 million miles of paved roads and streets, almost 107,000 private and commercial aircraft, and our commercial airlines are flying more than one billion miles annually.

Our transportation system accounts for one—sixth of our Gross National Product. It is certainly a significant factor in our economic well-being.

In spite of this, many Americans are concerned over the economic, social and environmental effects of transportation on our increasingly urban society. Too often congestion impairs the usefulness of our streets and highways and frustrates those who travel them. Parking facilities, an essential part of any transportation system, are inadequate. Airports are noisy and hard to reach. The mounting toll of traffic accidents is both tragic and costly. And despite our best efforts, transportation services in our cities are inadequate and inconvenient.

This is the nature of our problem. And transportation needs will continue to increase. The problems will become more difficult to resolve in a more complex urban society. The Department of Transportation must see that the needs are met, that the problems are resolved and that transportation continues to serve as a positive factor, a meaningful contributor to the broadest and best expression of America's search for a Great Society.

We must not postpone decisions now because we hope for perfect solutions, better planning or improved technology in the future. The French have a saying that the best is the enemy of the good. I think this is relevant for us here in this room. We need action programs today to solve the problems of today -- programs to provide transportation services which can move workers efficiently, school children safely, housewives and shoppers conveniently, doctors and ambulances quickly. These programs, as much as anything else, will determine the fate of the cities of America.

Most critical of all transportation problems is that which we are here to discuss today -- that of urban transportation and the steps we must take to make it faster, safer, more convenient -- better in every way. Each community must assume the responsibility for making the decisions that affect its own destiny. In a democratic society that is the way decisions must be made. The creation of a Department of Transportation did not solve our transportation problems; but it at least gives us a fighting chance to solve them. The Department cannot decide what form a city's transportation system will take; but it can help, and it will.

It can help by providing a national perspective for examining our transportation system and judging whether it really provides the services to meet the needs of the people of this nation.

And it can help by giving financial and technical support to the search for better ways to give the American traveler variety, comfort, efficiency and safety, and, at the same time, preserve the scenic and cultural grandeur of America.

Obviously, the automobile will continue to be a principal answer to America's travel needs, but it is not the only answer and, as urban highway congestion increases, it is clear that we must find alternatives other than more highways, more automobiles and still more congestion.

Don't misunderstand me; the automobile and highway facilities have played and will continue to play a vital role in shaping the pattern of American life. The automobile has made it possible for many people to move from cities to the suburbs and to enjoy more living space and easier access to parks and pools and trails. But automobiles also demand more valuable city space than many cities can afford.

Nationally, 28% of city space is devoted to the car. In Atlanta, for example, 54% of the downtown area is reserved for driving and parking and even that is not enough. Los Angeles already has 700 miles of freeway. It plans 622 miles more.

But for many Americans the automobile is not the answer to their transportation needs. Many 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 car. The investigation into the causes of the Watts riot two years ago made that clear and I am certain it will emerge as a major factor in other cities as well.

Inadequate public transportation handcuffs the man in the ghetto in his search for jobs, for education, for recreation. The lack of good public transportation isolates and confines and frustrates the poor. We need more and better highways. We also must have more and better public transportation.

Since 1945 motor vehicle registrations have doubled, but there has been a 66% decline in the use of public mass transit -- local buses, trolleys, street and elevated railways and subways. As a part of its mission for promoting the more effective movement of people and goods, the Department of Transportation is working with the Department of Housing and Urban Development to find ways to improve the quality of urban transit systems.

The Department does more than consider the quality of transportation service. And it can help the cities in another important way by taking into account the way that transportation affects the quality of the city's environment.

Highways, railroads, airplanes, trucks, cars with loose mufflers, all affect the quality of life in America, in the country as well as the city. Transportation not only moves people and cargo, it affects the air we breathe, the sounds we hear, the sights we see. Obviously, the impact of transportation on what we see, hear and smell -- on how we live -- is harder to measure than its impact on how we move. But we know it is real, and it will be given high priority in decisions on transportation policy.

Finally, the Department can help the cities by asking how tomorrow's transportation policies can help improve not only a city's highways but its people's way of life -- how they can avoid dislocating businesses, families and the poor.

As President Johnson said when he reminded Americans of the need for a "creative conservation of restoration and innovation," we are concerned:

> "...not with nature alone but with the total relation between man and the world around him. Its object is not just man's welfare but the dignity of man's spirit."

The dignity of man's spirit comes naturally in a redwood forest. We must make it a part of city life as well.

I think we can -- if we work together -- cities, States, the Federal Government; with the best efforts of creative people who are concerned with both the city and the people who live in it; the transportation industry; the architects and the highway engineers; the conservationists and the preservationists.

We can start by asking the most basic question of all:

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. Let's not overlook that possibility for moving people.

We can start applying new technology. New high-speed trains will start running in the Northeast Corridor this fall. 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.

This idea deserves serious consideration. The Department of Transportation is initiating a research study of free public transit in metropolitan areas as a public policy alternative. The study will consider the importance of social and economic factors. It will examine the effect of free transit as an incentive for use, the extent to which such a system might be used by low income groups, and the impact of such technological considerations as trip time and convenience.

We need to know whether free transit would make a significant contribution toward relieving rush hour congestion in our cities. We need more information as to how free transit might help alleviate the problems which now face the people who live in ghetto areas and explore the possibilities of making employment opportunities more readily accessible. We also need more information on the impact of increased transit usage on such problems as air pollution and the demand for parking facilities.

This initial study will undoubtedly suggest further projects for the future.

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.

Not only is it more economical, but joint development can also help create new housing for people in poverty areas who are dispossessed by highways. The construction of residential communities, complete with shopping and recreational facilities, over or adjacent to highways pose only limited legal and engineering difficulty and can assure that transportation facilities are fully integrated into the environment which they serve.

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.

We can't be sure the Concept Team will work in Baltimore, but we are optimistic about it. So much so, in fact, that I would like to announce here that the Department of Transportation will support this effort in Baltimore -- this pioneering effort to use the Interstate program not only to improve transportation

but to improve a city. With early planning consideration of the highway's social, economic, historic and functional impact, we can use the highway to make a significant contribution to Baltimore's developmental goals.

This merging of disciplines may serve as a pattern for other cities. Boston, in fact, might find it useful. The location and design of the Cambridge Inner Belt creates a wide range of social, economic and aesthetic problems. There is probably no other city in the country which has more of the kind of talented people who are necessary for resolving such problems than this area. An inter-disciplinary approach to joint development involving the city of Cambridge, the Commonwealth of Massachusetts, and urban specialists from this area might find better ways of adapting the Inner Belt to Cambridge's needs and to the transportation requirements of the region.

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.

Physiologists and psychologists warn of the dangers of tension generated by noise, shock and vibration. This is not a problem we will solve overnight, but it is a problem that our engineers must solve. I refuse to believe that noise is a necessary price of progress.

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 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. The Department plans to concentrate on the problem of airport access and will work with you and your cities on ways to improve access to the airports in your communities. We haven't much time. Planes like the Boeing 747, which carries almost 500 passengers on a single flight, will be put into service in a matter of months. And unless we move fast, each arrival or departure will mean a traffic jam.

President Johnson's Transportation Message called for "... a coordinated transportation system which permits travelers and goods to move conveniently and efficiently." But, in another context, he reminded us that we must always concern ourselves with responding to the human element and human needs, especially in our cities. He said:

"We must seek, and we must find the ways to preserve and to perpetuate in the city the individual, the human dignity, the respect for human rights...that has been part of the American character and the strength of the American system."

The Department of Transportation is not an end to our transportation problems; it is a beginning in the search for new solutions. But it gives us, for the first time, a logical framework for seeking those solutions.

In his fable, "How the Cities Solved their Transportation Problem," Wilfred Owen of the Brookings Institution tells the tale of a new Government Official, the Chief Urban Worrier.

As a result of all the changes the Chief Urban Worrier made in transportation in the cities, people discovered that it was possible to be urbanized and civilized as well as motorized and mechanized.

They learned that the problem of cities is not how to move but how to live; that better conditions for living resulted in a decreased need for moving; that transportation is more than the means for moving things, it also can be a means for improving the urban environment.

And, as a result of their findings, transportation was no longer a problem for his fabled people. Technology and systems techniques had transformed it into a sollution. And the urbanites were so pleased with their urban revolution that they called themselves a Grateful Society.

Now this story is a fable,but like all fables,it has a moral:

Urban Worriers can find urban solutions. Many Urban Worriers can find many urban solutions. All of us have already taken on the burdens which come with the position of Urban Worriers. And all of us must join together to see that our efforts, too, lead to a Grateful Society and finally, to a Great Society for all Americans.

Thank you.