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REMARKS PREPARED FOR DELIVERY BY ALAN S. BOYD, SECRETARY OF TRANSPORTATION BEFORE THE JOINT SESSION, WEST VIRGINIA BAR ASSOCIATION AND THE WEST VIRGINIA CHAMBER OF COMMERCE AT THE GREENBRIER, WHITE SULPHUR SPRINGS, WEST VIRGINIA, ON FRIDAY, AUGUST 30, 1968, AT 11:30 A.M.

The fundamental strength of democracy is its ability to accommodate change.

One of the most important of these changes is now taking place in relations between business and government.

There is a new willingness in this country to recognize that very little social progress results from programs that are purely private or entirely public.

For its part, Washington has begun to design its programs to enhance the role of the private sector in the pursuit of national goals. At the same time, leaders of commerce and industry have increasingly taken a broader view of their responsibilities for the social health of the nation.

There is also a growing awareness that many public problems occur in forms which are not amenable to solution in the market place.

When society was less complex, the distinction between private and social goods was easy to maintain. National defense, the Post Office and the bulk of the educational system were public matters and most of the remainder was held to be a private concern, or nobody's concern.

Nowadays, as more people crowd into less space; as the ecology of nature is replaced with the artifacts of man; as the world becomes one industrial system, more and more decisions must be made in the market of the public good.

I believe both government and business today are paying more than lip service to this concept.

Part of my optimism stems from the increasing evidence that we are on the way toward a rational, modally integrated, socially responsive transportation system in the U.S. We have just begun and the journey will be long, but I detect unmistakeable signs that transportation is coming to be recognized as one of the essential components of any serious plan for national, regional and urban reform and development.

The turning point in national awareness of the potential of transportation came during the present Administration.

When the Congress - at the request of President Johnson - created the Department of Transportation, it became possible for the first time in the history of this country to go beyond talking about a total transportation system to actually doing something to achieve it.

As a result, we are beyond the point where we see transportation merely as an isolated part of the industrial infrastructure.

Transportation is more and more viewed as one of the elements in a new social topography that is being created by the co-action of government, community leaders, and social scientists.

We have begun to see that highways, for example, have a critical impact upon the total environment, and unless carefully planned by states and communities, can ruin neighborhoods, add to pollution, displace thousands of poor people, absorb valuable park land, and promote congestion instead of relieving it.

This year's Federal-Aid Highway Act is a historic attempt to deal with these problems and - at the same time - respond to the people's need for better streets and highways.

As President Johnson said when he signed the measure into law, it is "in many respects the most important highway authorization bill since the start of the Interstate Program over a decade ago." It shows - he said - "more of a concern for our citizens than for concrete."

And the fact that it meets these needs as well as it does is to a large extent a measure of the leadership and concern of your own Senator Jennings Randolph.

As the President pointed out in his signing message, the bill was not perfect. The President has to balance what he called the "positive and progressive features against its shortcomings." And I think we are all persuaded that it was the hard work of Senator Randolph on the floor and in conference which produced a bill that - on balance - had more good than bad.

Under this new act:

--We can move ahead to complete the Interstate Highway system.

--As we do so, families - particularly the poor - who who are displaced from their homes by highway projects - will receive the help they need to find and move into decent dwellings.

--We can authorize highway departments to buy rights-of-way in advance to help assure better planned, less expensive routes that cause a minimum of disruption.

--We can provide up to $250 million a year in matching funds for cities to improve their traffic flows and cut congestion without resorting to expensive new construction.

--We can provide financial help for the construction of fringe parking facilities that will tie in with public transportation and - again - cut congestion in crowded business districts.

--Highway planners will be required to consider social and environmental factors in determining the location of urban highways.

--And there will be more effective guarantees of equal employment opportunity in the highway construction industry.

The measure, as I said, does have drawbacks. It weakened the effort to beautify America's highways. It weakened the protection we have given to some park lands. It extended the Interstate System without any systematic study of priorities.

And in a provision for expanding the highway system in the District of Columbia it bordered - as the President said - on an "infringement of basic principles of good government and executive responsibility."

But the good did outweigh the bad - largely, as I have said, due to the efforts of Senator Randolph. And as President Johnson pointed out, the Congress can amend the undesirable features of the bill in future sessions.

Any transportation system that succeeds only in moving passengers and freight efficiently is by definition a social failure. The criterion is no longer machines, but people. We are discovering for whom and for what ultimate purposes highways are built and runways laid. Mobility is not enough.

What, then, will be the shape of the transportation system to come? You can get the clearest picture by examining the concerns of the Department of Transportation today, and by taking a hard look at our encouraging progress in some 400 projects of research and demonstration we have initiated during the last 18 months. There is no phase of transportation save the maritime industry where the Department does not have a mandate for innovation.

We have begun to implement meaningful safety programs on the highways, in the air, and on the rails. We are persevering with tests of high speed trains.

We have a little science fiction project involving studies for a tracked, air-cushioned bug that will go 300 mph. and carry regional commuters from city to city faster than they can now get downtown from suburbia.

We are also committed to the first full-scale study of auto insurance, and the design of safety test cars and better road signs and signals.

Parenthetically, somebody produced a motion picture of traffic on the Capitol Beltway that I wish I had with me today. It shows the rage and bafflement of drivers when they come up against confusing signs on the superhighway and have to make up their minds where to go with just split-seconds to spare. I've often been in this dilemma - I'm sure you have too - and it is a hazard we are trying to do smoething about.

In Baltimore and Chicago we are trying the design-concept team approach to iron out what I call "route and consequences" - the inescapable conflicts that arise between expressways and the people whose homes and businesses are in the path of these concrete juggernauts.

We have continuously asked ourselves how a highway can be made a source of community pride and a thing of beauty. How can it be used to develop linear parks and to act as a thread tying together the life of a community? We must find answers to these questions if post-industrial society is to fulfill its human potential.

We are already helping to finance planning for a proposed linear city of schools, shops, and housing to be built in the airspace over six miles of the Cross-Brooklyn Expressway in New York City. This unique experiment should obviate a great deal of local traffic by providing community facilities within walking distance of living quarters. Recreation facilities will line the rights-of-way, and much urban land will be saved for productive use.

The overall effect of this design team approach will be to help decongest the borough, even though local population density may increase. This result cannot be achieved by letting highways take the route of least fiscal resistance, but it can be accomplished by a farsighted land resources point of view, strong leadership, and a spirit of cooperation in the community.

Indeed, I believe the number of decisions made at random without careful study of the long-range consequences will diminish in the next ten years as transportation planning by Federal, state and local governments becomes more closely coordinated.

I think, also, that we will see - within the next ten years - some kind of research and development center for transportation in which government and private industry will pool their talents to design and perfect better systems.

American business is starting to get the picture of transportation as a system, not just a congeries of isolated land and air vehicles going their merry way. This is evident from the creation of systems-oriented divisions in companies that were once pre-occupied with single items or a limited product line.

It is clear, too, in the scramble for engineers and others with broad experience in transportation planning. The systems concept is now seen to be the ideal approach to social problem-laden technologies, even though when it was first applied to the social realm it was laughed aside as a precious boondoggle, an eccentric grab for some of Uncle's research money.

Linked to computers, systems analysis could give us the clue to such dollars and cents bonanzas as where all the railroad cars are at a given time, and what they are hauling, and why some of them are empty but going the wrong way for cargo.

The significance of such studies for underdeveloped regions of the country could hardly be exaggerated. Indeed, the appearance of integrated, containerized, continuous freight systems will encourage the dispersal of people and manufacturers from the saturated supercities to outlying regions, and at the same time draw them into the orbit of megalopolitan system.

The same process of rationalization is at work throughout the world, of course, and we must be prepared for the day when the economies of states like West Virginia will be linked much more closely than now with the markets and challenges and opportunities of the rest of the world.

I think it is clear from the foregoing that big changes are coming in the organization and social conscience of transportation. We have begun to ask the right questions about our goals. We have begun to see that the real business of transportation is to enhance human life, and that is shapes the development of nations and communities whether we direct its growth and think through its consequences carefully or not.

I for one am delighted to see a growing consensus that transportation ought to be directed if it is to serve man instead of dominating him.

We have finally come to a sense of what a promethean, creative force our roads, rails and airways can be if we design wisely. They can help alleviate the effects of poverty by providing a road out of the ghetto for the unemployed. They can actually protect the kind of natural beauty this state is blessed with and can safeguard our historical sites while giving access and pleasure to millions. They can express and amplify our spirit of adventure instead of stifling it.

And since we are becoming every day more and more an urban society, whose megalopolitan tentacles now reach up and down both seacoasts and into the hinterlands, we must not forget that perspicuous transportation planning can help preserve the ultimate resource - the land itself - from crowding and spoliation.

The Europeans are even more congested than we are, of course, and they have tried to exploit the power of transportation systems to preserve space, greenery, and the amenities. In Stockholm, even the subway has been so employed.

The Swedes have slums and delinquents just as we do, so they defused discontent by making the subway stations, each decorated by a different artist, into neighborhood centers attracting a variety of clienteles. Even at night the stations are oases of light and human activity, safe for commuters and community alike. The subway system - not the highway system - is the backbone of the city's master plan for land use and community development.

One thing the history of the post-war era should have taught us most emphatically: that building more highways through valuable urban land, adding more lanes, and double-decking the expressways cannot untangle our bumper-to-bumper traffic to and from work everyday. There seems to be an inverse ratio between the excellence of our highways and how fast we can get from one place to another.

We have to make better use of the facilities we have, expand others selectively, and try new strategies wherever traditional methods fail to work.

I believe we are in a race between prosperity and common sense, testing whether this nation can drop its prodigal attitude toward the land and begin to treat it as a finite resource - before the parts of it located where most of our people live are wholly exhausted, subdivided, and ruined for public use. In this, West Virginians have a great opportunity to develop and conserve their resources.

The Department of Transportation hopes to be able to expand such opportunities, and to make transportation responsive to a society that for most of us is rapidly moving beyond prosperity, and on to a form of social existence that is deeper, more equitable and more satisfying.

As President Johnson so eloquently put it, the question is not "how we can achieve abundance, but how shall we use our abundance."

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