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OFFICE OF THE SECRETARY
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REMARKS PREPARED FOR DELIVERY BY ALAN S. BOYD, SECRETARY OF TRANSPORTATION AT THE DEDICATION OF THE JACKSONVILLE INTERNATIONAL AIRPORT IN JACKSONVILLE, FLORIDA, ON SUNDAY, SEPTEMBER 1, 1968, AT 2:30 P.M.

There is a story about a young preacher and his first sermon which - believe it or not - has a message about your new airport and about aviation in general.

The preacher wrote his sermon around the line, "I am coming, said the Lord." And on Sunday morning, he climbed to the pulpit and began: "I am coming..." And then his mind went blank.

"I am coming," he said. Again, words failed him.

Finally, he grabbed the lectern, rocked forward with vigor and shouted: "I am coming," and went crashing through the pulpit and into the laps of two ladies in the front row.

And when he began to apologize, one of the ladies said: "Don't feel bad. After all, you warned us three times you were on your way."

So it is with aviation in the United States. It has warned us time and again it was on its way. Fortunately, Jacksonville was listening. Unfortunately, the warning did not always get through because it was not always clear.

For the past seven years, the people of the United States have enjoyed unprecedented gains in business activity, personal income and leisure. With this prosperity has come a spectacular increase in travel - particularly in air travel.

In 1963, our domestic airlines carried about 70 million passengers. That same year, they made their forecasts for the year 1968 and estimated they would be carrying just under 90 million passengers.

Actually, the airlines this year will carry about 150 million. That is not quite double the prediction. But it is close enough to it to cause problems.

It takes time to build an airport - five to eight years. You cannot install navigation aids, air traffic control systems and other support devices overnight.

The result is that the growth in flights has far exceeded the growth of these support activities.

And the further result is that we have been forced into a catch-up game. An understanding Congress has given us permission to hire 1200 new air traffic controllers and that is a help. But it will take months to train them and even when they are trained they will be used primarily to permit a reduction in the workload of our current controller force, much of which puts in six-day weeks as standard procedure.

While we try to catch up, our primary mission under law is to operate the airways in a safe and efficient manner. Our measurement of efficiency - in the democratic tradition - is that which provides the greatest good for the greatest number. And the factor here is people - the greatest number of people, not the greatest number of aircraft.

Any short-range improvement in our situation must come through a reduction in the number of aircraft operating at the most heavily-congested airports in the national system.

We are, accordingly, considering various ways of rationing flights during specified hours at five major air terminals. O'Hare International in Chicago; Washington National; and the three major airports of New York City.

The Federal Aviation Administration has been meeting with all elements of the aviation community discussing with them the most equitable ways of limiting operations. Our proposed plan will be published in the near future.

We take these actions with regret. There is, however, no alternative. Failure to act now would result in delays of intolerable proportions later.

But any system of limitation must be no more than a temporary solution. The great demand for air services that we are seeing today will continue and will, in fact, increase. By 1974, the airlines will be doing twice the business they were doing last year. And this time, people are taking the warning seriously.

I think that pretty well covers the cloud. Now we come to the silver lining - your new airport here at Jacksonville.

Aviation has succeeded because it is one of the technological miracles of 20th century America providing safe, comfortable, and very swift transportation. It has succeeded also because of the efficient and practical cooperation between private industry and Federal and local governments.

The most immediate example of this cooperation is Jacksonville International Airport. To assist you in building this airport, the Federal government has contributed \$5 million. I'm proud and happy that we in Washington could participate. I am pleased, too, that at a time when some cities are threatened with a loss of some of their airline operations, Jacksonville comes forward to dedicate a new field. I congratulate you and your officials on your foresight. I compliment you, Mayor Tanzler and your predecessor, Mayor Ritter.

I also congratulate former Governor Burns for daring several years back to dream the big dream that has become our new airport today. The very fine and timely work of these men will bring substantial dividends to Jacksonville and to all of Florida. Given the geographic outlines of our state with the great distances between our major cities, a system of efficient inter-city air transportation is a necessity. There is a measure of poetic justice in the fact that the airline industry which began in Florida now promises to bring our state new unity, strength and economic prosperity.

Federal aid to airports is but one element of the cooperation between the Federal government and state and local officials. I should like for a moment to examine with you the other phases of that cooperation.

An airplane in flight is seemingly the most independent of all methods of transportation. It appears to need no roads, tracks, channels, or other support. In truth, however, it is very much dependent on a system of airways, navigation aids and traffic control guidance.

A jet airliner on a 45-minute flight from Washington to New York requires direct assistance from the following supporting elements:

- 10 different air traffic controllers
- 10 different communication systems
- 6 different landing and takeoff aids
- 6 navigational aids
- 4 maps or charts
- 5 radars

This support is provided by the Federal government and is funded largely by the general taxpayer. These services cost about three-quarters of a billion dollars a year.

The navigation aids that have been installed here at your new airport by the Federal Aviation Administration, for example, cost \$2.5 million.

We are now proposing that aviation assume a larger share of this cost as payment for the special benefits it is receiving.

This new approach derives from three new factors in the traditional aviation-Federal government working arrangement.

1. Aviation has matured and can pay an equitable share.
2. Given the expansion in aviation, the Federal cost of assistance will be increasing by a sizeable amount.
3. There are, at this time, other very urgent priorities on the Federal dollar - and some of these priorities are other very necessary forms of transportation.

At present, through passenger ticket tax, the airlines are paying about 85% of their share of the airway costs that can be allocated to them. We are urging that the ticket tax be increased and another tax be levied on air freight. With these new taxes, the air carriers would be paying all of their airway costs.

General aviation pays a minimal fuel tax. But funds from this tax pay only 4 1/2% of the total costs of the airways services provided general aviation. This is not equitable. We are proposing to increase this fuel tax.

Even with this increase, general aviation will still be paying only 20% of its share of the costs of the services it receives.

The costs of the third user of the airways - the military and other government aircraft - are rightfully paid out of general government funds.

We feel the taxes we are proposing to the Congress are just and equitable. But we have an open mind to other proposals and suggestions. Form is not the problem, but substance is. Each element of aviation should bear its share of the costs of the services it receives. The acceptance of this fact is what we seek.

In proposing user charges, we are charting no new course. User charges have been advocated by all recent Administrations. I subscribe to the theory that those who derive special benefits from government services should help pay the costs of these services. It is basic to our democratic system and is, in fact, being put to use in many areas. The best known user charge is the excise tax each of you pays on gasoline. Receipts from this tax are used by the states to build the roads of our multi-billion dollar highway system.

One thing is clear. If some system of user charges is not adopted, we are not going to be able to expand the airways. We are not going to be able to accommodate the projected growth of this very important aviation industry.

This projected expansion of aviation is also going to require new airports and improvements in existing airports - lengthened runways in some areas - strengthened in others.

Here again, we are proposing a new approach. We shall continue and enlarge the present grant program. But we propose to limit the grants to the smaller cities and towns that are served by the smaller local service airlines. At present, the volume of airline business is not sufficient to permit these airports to liquidate their costs. Yet, we want to see this side of aviation grow; and we intend to encourage it.

For the larger cities which need to improve their airports, we are proposing government loans. These loans will replace the present system of outright grants.

One reason is that the grant program is not meeting the nation's airport needs. The various cities are requesting more than five times as much money as the Congress has authorized.

Equally important, the high volume of air travel now enables the large airline airport to be self liquidating. It can pay its own way.

We believe these proposals are just and reasonable. We believe they will provide the funds necessary to finance aviation's future.

The difficulties in aviation I have been discussing today are the kinds of problems Americans like - the challenges of growth, progress, and prosperity. It has not always been thus. It was only a few years ago, I remember, that a special task force on aviation urged that future government actions take into consideration the urgent need to restore financial stability to the airline industry. That was 1961 - just seven years ago.

If we think about it, we find that most of the problems in the nation today are like those in aviation - challenges arising from our efforts to build a better world. The improvements have been vast in scope; they have come fast; they have changed our lives.

I go back in my mind a few years - back to 1960 - and I can hear the late President John Kennedy urging us to get the country moving again. I can hear him say, "I think we can do better. We must do better."

And I think we have done better. We have - in those eight years:

- Increased personal income by nearly 67%.
- Provided financial assistance to local elementary and secondary school systems to improve the educational prospects of 12 million poor boys and girls.
- Increased government loan and grant programs to assist 1 1/2 million young Americans with their college expenses.
- Expanded our Federally-financed community health centers so they can serve 10 million Americans.
- Provided medical care for 20 million elderly.
- Expanded the whole economy by nearly 70%.
- Insured economic activity sufficient to provide 1.5 million new jobs every year.
- Lifted 5 1/2 million Americans out of the ranks of the impoverished.

And so we have done much. We have been moving. We have been doing better. But, at the price of strain - some uncertainty and some differences among us.

There are those who cannot stand movement. There are those who cry, "Stop the world, I want to get off." There are those who yearn for the solid certainty of standing still.

We cannot stand still. We cannot go back. We are still growing, we are still expanding, and we must still improve. In the next eight years, our population will increase 11%. Eight years from now, our birth rate will be more than 5 million infants per year. Eight years from now, we must have enough classrooms for 62 million students - 62 million, 4 1/2 million more than we have now.

We have no choice but to go on. And we shall. For my part, I look forward to it. I am not dismayed by the turbulence because I know we are moving. I am not fearful of the dissension because I know we are on course. I know, too, we have reason for great hope. There is no dawn more beautiful than the sunrise after a storm. There is no more unity in friendship than that which follows a dispute.

All this lies ahead if we but continue.

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