



OFFICE OF THE SECRETARY

WASHINGTON, D.C. 20590

REMARKS PREPARED FOR DELIVERY BY SECRETARY OF TRANSPORTATION JOHN A. VOLPE FOR A BRIEFING ON THE FISCAL YEAR 1972 BUDGET, THURSDAY, JANUARY 28, 1971, WASHINGTON, D. C.

Fiscal Year 1972 will be one of the most significant years in the history of Federal transportation programs. In the past year, this Administration and the Congress have worked together to enact major new transportation legislation that, for the first time, will provide the tools and resources we need to bring about a truly balanced national transportation system. The legislation will help us not only to cope with the problems of today but also to meet and to anticipate the transportation needs of the Nation over the next decade. These new legislative initiatives include:

- --- The Airport and Airway Development and Revenue Act of 1970, which provides for modernizing and improving the Nation's airports and airways system and assures that this effort will have adequate funding to support the continued growth of our air transportation system in the 1970's.
- --- The Urban Mass Transportation Assistance Act of 1970 which calls for a \$10 billion 12-year program to expand and improve public transportation in our cities and towns. With the funding authority provided in the Act, we will be able to commit \$3.1 billion for these purposes.

- The Federal-Aid Highway Act of 1970 which provides the authorizations needed to bring the Interstate highway system close to completion. The Act also, for the first time, broadens the authority to use highway trust funds to cope more effectively with the social impacts of highways; such as, the critical problem of highway safety, including drivers who are problem drinkers and more effective and adequate relocation assistance. Additional funding has also been made available for highway beautification with new emphasis on billboard control.
- --- The Federal Railroad Safety Act of 1970 which strengthens our authorities to assure the safety of our rail transportation system and provides for an expanded research program to help achieve that end; and,
- --- The Rail Passenger Service Act of 1970 which is designed to prevent the steady decline in the quality and quantity of rail passenger service. The Rail Passenger Corporation which will be established under the Act will improve and operate a basic network of passenger railroads with a goal of revitalizing this basic mode of transportation.

The Fiscal Year 1972 budget will carry forward the purposes of this new legislation. At the same time, the Department is taking new initiatives in Fiscal Year 1972 to improve transportation safety across the board. In particular, the Department and the budget stresses a greatly expanded program to counteract the hazards created by the alcoholic driver. We are also intensifying programs involving the environmental aspects of transportation. Requirements have been imposed for extensive evaluations of environmental impacts before new highway or airport projects are undertaken. We are also strengthening our programs to prevent oil spills and spills of other hazardous materials in our costal waters and harbors.

Our total Departmental request for Fiscal Year 1972 is \$8.4 billion in budget authority. This is an increase of \$380 million over Fiscal Year 1971 (this excludes budget authority for the Urban Mass Transportation Program since the \$3.1 billion in the public transportation act was made available in Fiscal Year 1971).

As one final point, I want to highlight the increasing stress the Department is placing on research and development programs. We are convinced that the expanded effort the budget contemplates in research and development will pay off, not only in terms of better and lower cost ways to meet our transportation needs, but also will enhance the economic health of the Nation as a whole. A good deal of our R&D effort will be concerned with increasing the capacity and efficiency of our transportation system in ways that will be fully compatible with our environmental values. For these R&D efforts in all modes, the Department's budget proposes a total program level of \$600 million in Fiscal Year 1972, about 25 percent higher than the current year.

DEPARTMENT OF TRANSPORTATION HIGHLIGHTS OF THE PRESIDENT'S FY 1972 BUDGET

The President's 1972 Budget for the Department of Transportation contains significant increases in program levels relieving urban congestion through improved urban mass transportation and for expanding the Nation's airport/airways system. Additionally, greater emphasis is being given to the environmental and safety aspects of transportation. The Federal-aid highway program and the operations of the U. S. Coast Guard are to be continued at approximately the same levels as in FY 1971. The Department's total research, development and demontrations program level will increase by about 25 percent over FY 1971, as part of a continuing effort to find solutions to a broad spectrum of transportation problems.

The Department is requesting a total of \$8.4 billion in budget authority

in 1972. This is an increase of approximately \$380 million over 1971, exclusive

of the Urban Mass Transportation program. The Urban Mass Transportation Act

of 1970 provided \$3.1 billion budget authority in FY 1971 for long term financing

for expanded urban mass transportation programs. The Budget also contains the

FY 1972 increment of the civil supersonic prototype aircraft development program-
\$235 million is being requested for this purpose.

Budget outlays for the Department in 1972 are estimated at \$7.8 billion, an increase of \$437 million over 1971. The increase results mainly from the expanded urban mass transportation and aviation programs.

The Budget also provides for an increase of approximately 1,700 new jobs in 1972 which would bring the Department's total <u>authorized manpower to 114,393</u> including some 38,300 Coast Guard military personnel. About 52 percent of the increase (915 positions) is for Federal Aviation Administration staffing.

The following are highlights of the Budget, by major operating unit:
U. S. COAST GUARD

A total of \$659 million in new budget authority is being requested for the Coast Guard for 1972, nearly identical with the FY 1971 amount. The FY 1972 level will provide for:

- -- Increasing emphasis on <u>marine law enforcement</u>, with particular stress on enforcement of anti-pollution laws and regulations.
- -- Higher funding for the Coast Guard's primary mission of providing aids to navigation and search and rescue operations.
- -- Purchase of three long range aircraft, six helicopters, and reactivation of six other aircraft for pollution monitoring.
- -- Increasing research and development <u>emphasis on pollution detection monitoring</u>

 <u>and containment devices</u>; systems for warning recreational boaters of adverse

 weather; and lighter weight, more economical aids-to-navigation.

The budget provides for the <u>phase-out of the Coast Guard Selected Reserve</u>

<u>training program</u> commencing in FY 1972. Any continuing requirement for capability
now provided by the Coast Guard Selected Reserve will be funded as an element
of Navy Reserve appropriations. The Coast Guard will <u>continue to maintain its</u>
own Ready and Standby Reserve capability.

FEDERAL AVIATION ADMINISTRATION

The 1972 Budget includes nearly \$1.5 billion in new budget authority for FAA--an increase of \$134 million over 1971. The FY 1972 Budget will provide the first full year of financing of those programs authorized by the Airport and Airway Development Act of 1970. Most FAA activities will be financed from the new Airport and Airway Trust Fund with the exception of funding for the National Capital Airports and FAA safety regulation activities.

Highlights of the FAA Budget include:

- -- \$323 million in new budget authority for systems investment and development, including \$73 million for research and development with <u>primary focus on increasing airway capacity</u>, approximately \$125 million for <u>automation and upgrading of enroute air traffic control centers</u>, and \$60 million for new equipment in the terminal area.
- -- Funds for the <u>construction of a new terminal wing at Dulles</u> International Airport.
- -- Funds to operate the Nation's airway system.

In addition, the Budget provides \$220 million in obligations for airport development and planning grants, of which \$205 million is for construction grants and \$15 million is for planning grants. For 1971, the airport grant program level is \$180 million of which \$170 million is for construction grants and \$10 million is for planning grants.

FEDERAL HIGHWAY ADMINISTRATION

The Budget includes a total of \$5,812 million in budget authority for the FHWA, with total obligations estimated at \$4,772 million. Although both levels are approximately the same as in FY 1971, the FY 1972 Budget contains a new program mix reflecting the recent enactment of the Federal-Aid Highway Act of 1970. This Act provides for the first time for financing two-thirds of the cost of highway safety programs from the Highway Trust Fund. It also provides for a greatly strengthened highway beautification program, which is reflected in the 1972 Budget request.

Highlights of the FHWA Budget include:

-- A FY 1972 program level of \$50 million for Highway Beautification, of which \$37 million will be applied to billboard control.

- -- \$3,689 million in obligations for interstate, primary and secondary road construction.
- -- Obligations for TOPICS and Urban Extension Highways totalling \$475 million.
- -- Obligation levels for <u>new programs</u> in Urban Systems Highways (\$50 million); and Bridge Replacement (\$50 million); Rail Crossing Demonstration projects (\$10 million); Economic Growth Center Highways (\$10 million); and improvement of the Baltimore/Washington Parkway (\$5 million, representing preliminary engineering and right-of=way costs on this project).
- -- Approximately \$35 million for relocation assistance.
- -- The funding of Forest Highways and Public Lands Highways from the Highway

 Trust Fund.

URBAN MASS TRANSPORTATION ADMINISTRATION

The Urban Mass Transportation Administration was authorized \$3.1 billion of contract authority in FY 1971. The program level in FY 1972 is \$600 million, up \$200 million over FY 1971. This will provide for capital facilities grants of \$497 million to assist states and local public bodies in financing the acquisition, construction, and improvement of facilities and equipment for use in mass transportation in urban areas. Activities in the Research, Development and Demonstrations area will be conducted at a \$75 million level, up \$35 million over FY 1971. The additional funds will be used primarily in "new systems" demonstrations.

NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

A total of \$186 million in FY 1972 budget authority is being requested for the National Highway Traffic Safety Administration, known as the National Highway Safety Bureau until recent enactment of the National Highway Safety Act of 1970. Total NHTSA obligations are projected at \$156 million. The Budget request reflects the great emphasis being placed on alcohol countermeasures programs to identify and control problem drinkers.

NHTSA Budget highlights are:

- -- An obligation level of \$70 million for highway safety programs conducted on a matching basis with the states. (An additional \$10 million will be obligated by the Federal Highway Administration under a jointly administered program.) For the first time in FY 1972, two-thirds of these funds will be provided from the Highway Trust Fund, with the remaining one-third from General funds.
- -- Obligations of \$62 million for Research, Development, and Demonstrations in a variety of safety areas with primary emphasis on alcohol countermeasures.
- -- \$10 million for the design and construction of a <u>facility for testing motor</u> <u>vehicles</u>, <u>tires</u> and <u>other automotive equipment</u> to improve compliance with Federal motor vehicle safety standards.

FEDERAL RAILROAD ADMINISTRATION

The 1972 Budget request includes \$51 million in new budget authority for the programs of FRA. While the total amount is less than the FY 1971 level due to a non-recurring appropriation of \$40 million in FY 1971 for establishing the National Railroad Passenger Corporation, it actually reflects an increase of \$18 million over FY 1971. Most of this increase, some \$11 million, is to expand the High Speed Ground Transportation Research and Development program. The Metroliner and Turbotrain demonstrations in the Washington/New York/Boston Corridor will be continued as will the development of new high speed systems such as the Tracked Air Cushion Vehicle. Increased research and testing will be performed at the new high speed ground test site near Pueblo, Colorado. The Budget also provides \$14 million for research on current railroad systems, an increase of \$6 million over the FY 1971 level. Major emphasis will be placed on safety research.

OFFICE OF THE SECRETARY

The 1972 Budget request includes \$283 million for the Office of the Secretary, an increase of \$39 million over FY 1971. Civil supersonic aircraft development accounts for \$235 million of the request. Other elements of the OST increase provide for:

- -- Additional staffing to develop national transportation policy and to coordinate departmental management.
- -- A significant increase in the Transportation Planning, Research and Development program--from \$14.5 million in FY 1971 to \$24.5 million in FY 1972. The additional funds will be used primarily to study the environmental effects of transportation.

Budget Authority and Outlays for FY 1971 and 1972

(\$ in millions)

	BUDGET AUTHORITY FY 1971 FY 1972	Difference	0UTLAYS FY 1971 FY 1972	Difference
<u>Organization</u>	<u>Estimate</u> <u>Estimate</u>	1972 - 1971	Estimate Estimate	1972 - 1971
Office of the Secretary	\$ 244.0 \$ 283.4	\$+ 39.4	\$ 266.3 \$ 316.9	\$+ 50.6
U.S. Coast Guard	653.7 659.4	+ 5.7	618.2 661.4	+ 43.2
Federal Aviation Administration	1,339.3 1,473.3	+ 134.0	1,355.5 1,529.5	+ 174.0
Federal Highway Administration	5,836.0 5,812.1	- 23.9	4,781.5 4,804.8	+ 23.3
National Highway Traffic Safety Administration	-56.4 <u>1</u> / 185.6	+ 242.0	106.3 128.2	+ 21.9
Federal Railroad Administration	72.7 50.6	- 22.1	47.5 56.5	+ 9.0
Urban Mass Transportation Administration	3,100.0 -0-	- 3,100.0	215.2 327.0	+ 111.8
St. Lawrence Seaway Develop ment Corporation	-		- 3.1 - 3.4	3
National Transportation Safety Board	6.2 6.9	+	6.2 6.8	+6
Subtotal	11,195.5 8,471.3	- 2,724.2	7,393.6 7,827.7	+ 434.1
Deduct: Proprietary Receipts from the Public		+3.2	-26.6 -23.4	+3.2
DOT TOTALS	\$11,168.9 \$ 8,447.9	\$- 2,721.0	\$ 7,367.0 \$ 7,804.3	\$+ 437.3

^{1/} Reflects recission of \$175 million required by P.L. 91-605, offset by \$118.6 million of new authorizations.

Department of Transportation Budget Authority and Outlays for FY 1971 and 1972 (\$ in millions)

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1971
2.9
1.5
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^{1/} Reflects one-time nature of the ritial capitalization of the fund.

	BUDGET	AUTHORITY		OUTLAYS	3		
<u>Organization</u>	FY 1971 Estimate	FY 1972 Estimate	Difference 1972 - 1971	FY 1971 Estimate	FY 1972 Estimate	Difference 1972 - 1971	
U. S. Coast Guard (Cont'd)							
Total, Coast Guard	\$ 653.7	\$ 659.4	\$ + 5.7	\$ 618.2	\$ 661.4	\$ + 43.2	
The second second second						23.3	
Federal Aviation Administration							
Operations & Main-							
tenance, NCA	11.0	11.2	+ .2	10.8	11.0	+ .2	
Construction, NCA	7.0	19.6	+ 12.6	4.7	10.5	+ 5.8	
Safety Regulation	1.0	112.9	+ 111.9	.5	707.6	+ 107.1	
Federal Payments to							
Airport and Airway							
Trust Fund		(293.1)	(+293.1)		(293.1)	(+293.1))
Aviation War Risk		and delications					
Insurance Revolving							
Fund				- 6.5	- 7.5	- 1.0	
Operations	1,003.3	991.8	- 11.5	989.5	978.0	- 11.5	
(Trust Fund Portion)	(34.0)	(991.8)	(+957.8)	(87.6)	(978.0)	(+890.4))
Airway System Investment					3 13		
and Development	307.0	322.8	+ 15.8	222.5	282.9	+ 60.4	
(Trust Fund Portion)	(72.0)	(322.8)	(+250.8)	(148.6)	(282.9)	(+134.3)	
Grants-in-Aid for Airports 1/	10.0	15.0	+ 5.0	134.0	147.0	+ 13.0	
(Trust Fund Portion)	(10.0)	(15.0)	(+5.0)	(134.0)	(147.0)	(+13.0))
Total, FAA	1,339.3	1,473.3	+ 134.0	1,355.5	1,529.5	+ 174.0	
(Trust Fund Portion)	(116.0)	(1,329.6)	(+1,213.6)	(370.2)	(1,407.9)	(+1,037.7)	

NOTE: The Airport and Airway Development and Revenue Act of 1970 established an Airport and Airway Trust Fund. All activities in "Operations", "Airway System Investment and Development" and "Grants-in-Aid for Airports" will be financed from this trust fund in FY 1972. Therefore, table reflects the adjustments necessary to achieve the transfer of functional accounts as appropriate.

Planning grants only. Construction grants of \$840 million authorized in 1970. Obligation levels under the authorization included at \$170 million in 1971 and \$205 million in 1972.

Budget Authority and Outlays for FY 1971 and 1972

	BUDGET /	AUTHORITY				TLAYS		
Organization	FY 1971 Estimate	FY 1972 Estimate		rence - 1971	FY 1971 Estimate	FY 1972 Estimate		rence - 197
Federal Highway Administration								
Salaries and Expenses Highway Beautification Forest Highways Public Lands Highways Motor Carrier Safety Darien Gap Highway	.5 55.5 3.7 5.0 10.0	6.0 66.3 -38.1 -26.6 20.0 10.0	† † † 1/ - 1/ - +	5.5 10.8 38.1 26.6 3.7 15.0	.5 20.7 18.7 11.0 3.5 1.0	5.9 30.0 15.0 3.0 4.0 2.0	+ + + +	5. 9. 3. 8. 3.
Highway Safety Grants Rail Crossing Demon- stration Projects Territorial Highways	4.5	7.0 4.5	+	7.0	1	3.0 1.0	++	3.
Miscellaneous Accounts Highway Trust Fund, Limitation	(87.5)	(95.4)		(+7.9)	8.5	6.9	-	1.
Federal-aid Highways Right-of-Way Revolving	5,603.8	5,700.0	+	96.2	4,678.5	4,674.0	-	4.
Fund Forest Highways Public Lands Highways	100.0 33.0 16.0	33.0 16.0	-	100.0	35.0	35.0 10.0 5.0	++	10. 5.
Special Highway Assistance Other Federal Highway Adminis-		10.0	+	10.0	1021	6.0	+	6.
tration Trust Funds	4.0	4.0			4.0	4.0		-
Total, FHWA	5,836.0	5,812.1		23.9	4,781.5	4,804.8	+	23.
<mark>ational Highway Traffic Safety Adm</mark>	inistration							
Traffic and Highway Safety State and Community Highway	43.6	55.8	+	12.2	40.3	37.4		2.
Safety Highway Safety (Trust Fund)	-150.0 50.0	33.3	+ +	183.3	66.0	53.0 37.8	+	13. 37.
Total, NHTSA	- 56.4 <u>2/</u>	185.6	+	242.0	106.3	128.2	+	21.

^{1/} Reflects recission of unobligated balances.
2/ Reflects recission of \$175 million required by P.L. 9205, offset by \$118.6 million of new authorizations.

	FY 1971		Difference			Difference	
Organization	Estimate	Estimate	1972 - 1971	Estimate Es	timate	1972 - 1971	
Federal Railroad Administration							
Office of the Administra- tor, Salaries & Expenses Railroad Research Bureau of Railroad Safety	\$ 1.7 8.3 4.7	\$ 2.4 13.7 5.5	\$ + .7 + 5.4 + .8	\$ 1.5 \$ 2.8 4.7	2.3 11.7 5.5	\$ + .8 + 8.9 + .8	
High Speed Ground Trans- portation R&D Federal Grants to National	18.0	29.0	+ 11.0	15.5	20.0	+ 4.5	
Railroad Passenger Corp. Alaska Railroad Revolving Fund	40.0		- 40.0	23.0	17.0	- 6.0	
Total, FRA	72.7	50.6	- 22.1	47.5	56.5	+ 9.0	
Urban Mass Transportation Administr	ation						
Salaries & Expenses Urban Mass Transportation	3.6	6.8	+ 3.2	3.2	7.0	+ 3.8	
Fund	3,096.4	<u>- 6.8 1/</u>	-3,103.2	212.0	320.0	+ 108.0	
T∉tal, UMTA	3,100.0		-3,100.0	215.2	327.0	+ 111.8	
St. Lawrence Seaway Develop- ment Corporation	91. 468 E			- 3.1	- 3.4 <u>2/</u>	.3	

Reflects transfer of budget authority from Urban Mass Transportation Fund to Salaries and Expenses.

^{2/} Reflects use of Seaway revenues to retire \$3.4 million of capital debt.

Budget Authority and Outlays for FY 1971 and 1972

		DGET AUTHOR		OUTLAYS	
<u>Organization</u>	FY 1971 Estimate	FY 1972 Estimate	Difference 1972 - 1971	FY 1971 FY 1972 Estimate Estimate	Difference 1972 - 1971
National Transportation Safety Board	1000100				
Salaries & Expenses	\$ 6.2	\$ 6.9	\$ + .7	\$ 6.2 \$ 6.8	\$ + .6
Departmental Subtotal	11,195.5	8,471.3	-2,724.2	7,393.6 7,827.7	+. 434.1
Deduct Proprietary Receipts from the Public	-26.6	-23.4	+ 3.2	-26.6 -23.4	+ 3.2
DEPARTMENT OF TRANSPORTA- TION TOTALS	\$11,168.9	\$ 8,447.9	\$ -2,721.0	\$ 7,367.0 \$ 7,804.3	\$ + 437.3

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Department Transportation Authorized Full-Time Permanent Positions FY 1971 and 1972

Organization	FY 1971 Estimate	FY 1972 Estimate	Dif	ference
Office of the Secretary	1,995	2,209	+	214
U. S. Coast Guard <u>1</u> /	6,463	6,615	+	152
Federal Aviation Administration	58,135	59,050	+	915
Federal Highway Administration	5,214	5,272	+	58
National Highway Traffic Safety Administration	717	817	+	100
Federal Railroad Administration	1,173	1,274	+	101
Urban Mass Transportation Administration	198	388	+	190
St. Lawrence Seaway Development Corporation	176	193	+	17
National Transportation Safety Board	281	291	+	10
DOT Totals	74,352	76,109	+ 1	757
1/ Excludes following military (Average Number)	38,310	38,284		

Department of Transportation Full-Time Permanent Positions FY 1971 and 1972

<u>Organization</u>	FY 1971 Estimate	FY 1972 Estimate	Difference
Office of the Secretary			
Salaries and Expenses Transportation Planning, Research, and	830	919	+ 89
Development	90	90	-0-
Civil Supersonic Aircraft Development	117	117	-0-
Working Capital Fund	300	300	-0-
Transportation Systems Center	575	700	+ 125
Advances and Reimbursements	83	83	-0-
Total	1,995	2,209	+ 214
U. S. Coast Guard			
Operating Expenses	4,947	5,140	+ 193
Improvements	157	157	-0-
Reserve Training	168	102	- 66
Evaluation	53	78	+ 25
Yard Fund	1,138	1,138	-0-
Total	6,463	6,615	+ 152
Federal Aviation Administration 1/			
A POLICE OF THE PARTY OF THE PA	EXPLICATION OF		
Operations and Maintenance, NCA	763	763	The state of the s
Construction, NCA	14	14	
Aviation War Risk Insurance	2	2	
Operations (Airport & Airways Trust Fund) .	48,572	49,487	+ 915

For comparison purposes, FY 1971 positions are son in their new appropriation structure.

Full-Time Permanent Positions, FY 1971 and 1972

<u>Organization</u>	FY 1971 Estimate	FY 1972 Estimate	Difference
Federal Aviation Administration (Cont'd)			Residence :
Advances and Reimbursements	872	872	-0-
Trust Fund)	2,436 5,476 58,135	2,436 5,476 59,050	-0- -0- + 915
Federal Highway Administration			
Salaries and Expenses	4,060 1/	4,107	+ 47
Public Lands Highways Darien Gap Highway	23	23 50	+ 50
Territorial Highways		4	+ 4
Miscellaneous Accounts Positions Financed from Transfer	25		- 25
Accounts and Reimbursable Programs	432	394	- 38
Federal-Aid Highways	168	168	
Forest Highways	428 33	428	
Miscellaneous Trust Funds Total	5,214	5,272	+ 58
National Highway Traffic Safety Administration			
Traffic and Highway Safety Total	717	817 817	+ 100 + 100

For FY 1971, positions shown for Motor Carrier Safety and Limitation on General Expenses (Trust) have been combined with Salaries and Expenses for comparability since they have been consolidated in the 1972 budget into the Salaries and Expenses appropriation.

Full-Time Permanent Positions, FY 1971 and 1972

<u>Organization</u>	FY 1971 Estimate	FY 1972 Estimate	Difference
Federal Railroad Administration			
Salaries and Expenses, Office of the Administrator	66 244 55 802 6 1,173	124 281 61 802 6 1,274	+ 58 + 37 + 6 + 101
Urban Mass Transportation Administration			
Salaries and Expenses Total	198 198	388	+ 190 + 190
St. Lawrence Seaway Development Corporation			
St. Lawrence Seaway Development Corporation Fund	176 176	<u>193</u> 193	+ 17 + 17
National Transportation Safety Board			
Salaries and Expenses	281	291	+ 10
DEPARTMENTAL TOTAL	74,352	76,109	+ 1,757