

FILE

REMARKS PREPARED FOR DELIVERY BY SECRETARY OF
TRANSPORTATION BROCK ADAMS, TO THE AASHTO CONVENTION,
LOUISVILLE, KENTUCKY, NOVEMBER 1, 1978.

OCT 31 1978

IT IS A PLEASURE TO BE IN LOUISVILLE WITH YOU AT THE AASHTO CONFERENCE. BUT FRANKLY, I'VE BEEN TRAVELING SO MUCH IN THE PAST TWO WEEKS -- JUMPING FROM ONE CITY TO ANOTHER AND ONE MEETING TO ANOTHER -- THAT I AM TRYING TO FOLLOW HUMPHREY'S LAW. IT'S VERY SIMPLE, AND IT WAS GIVEN TO ME BY HUBERT HUMPHREY. HE SAID, "IF THERE IS A CHANCE TO EAT, DO IT, AND NEVER PASS A MEN'S ROOM WITHOUT GOING IN."

ONE OF THE PLACES I VISITED ON THIS LAST SWING WAS LOS ANGELES. I WAS THERE TO MOVE THE CENTURY FREEWAY, WHICH HAS BEEN TIED UP IN CONTROVERSY FOR SO LONG THAT ONE COMMENTATOR SAID IT'S CALLED THE CENTURY FREEWAY, BECAUSE THAT'S HOW LONG IT'S GOING TO TAKE TO BUILD IT.

I HOPE THAT'S NOT SO.

I WENT OUT INTO THE FIELD AS SOON AS CONGRESS ADJOURNED BECAUSE THAT IS WHERE THINGS ARE EITHER WORKING OR NOT. AND AS YOU KNOW, I'VE MOVED TO HAVE HIGHWAY AND TRANSIT PROJECTS DECIDED AND TO FINISH THE INTERSTATE GAPS. I WON'T LET THEM DANGLE.

WE HAVE NEW HIGHWAY/TRANSIT LEGISLATION, AS KARL BOWERS AND DICK PAGE HAVE DISCUSSED WITH YOU. ONE OF THE MAJOR THRUSTS OF THAT LEGISLATION IS TO GET THE LAST PIECES OF INTERSTATE SYSTEM FINISHED SO WE CAN GET ON WITH OTHER PRESSING ROAD AND PUBLIC TRANSPORTATION PROGRAMS, WHICH YOU KNOW SO WELL.

I'M GLAD TO BE WITH YOU TODAY, TO TALK ABOUT THE NEW PROGRAMS WE'VE PASSED AND HOW WE PLAN DURING THE NEXT TWO YEARS TO MEET THE COUNTRY'S SURFACE TRANSPORTATION NEEDS MORE EFFICIENTLY AND EFFECTIVELY.

THE CONGRESSIONAL DERBIES, LIKE HORSE RACES, PRODUCE WINNERS AND LOSERS. NOBODY WHO IS IN THE CONTEST LIKES A PHOTO FINISH, BUT BEFORE THE MEMBERS OF CONGRESS ADJOURNED TO GO ON THE CAMPAIGN TRAIL WE PUSHED THROUGH AIRLINE REGULATORY REFORM, THE FIRST WATERWAY USER TAX AND A NEW FOUR-YEAR SURFACE TRANSPORTATION ACT.

IT'S ALSO BEEN A GOOD SEASON FOR PEACE INITIATIVES. PRESIDENT CARTER HAS NEGOTIATED A TREATY BETWEEN EGYPT AND ISRAEL, PROGRESS ON THE SALT TALKS IS ENCOURAGING, AND DOT HAS FINALLY NEGOTIATED A PEACE TREATY BETWEEN THE HIGHWAY AND PUBLIC TRANSIT INTERESTS IN OUR SOCIETY AND ON THE HILL. WE KNOW IMPLEMENTATION FIGHTS WILL CONTINUE BUT YOU'VE SEEN THE CHANGE. YOU HAVE HELPED BRING IT ABOUT. I WAS IN TORONTO IN SEPTEMBER FOR THE ANNUAL MEETING OF THE AMERICAN PUBLIC TRANSIT ASSOCIATION, AND I SAID THEN THAT THE TIME HAD ARRIVED FOR A REAL PARTNERSHIP OF INTERESTS; THAT THE LEGISLATION BEFORE THE CONGRESS WOULD FORM THE FOUNDATION FOR THAT PARTNERSHIP.

NOW I CAN GIVE THE SECOND PART OF THAT SPEECH.
WE HAVE THE LEGISLATION, IN THE SURFACE TRANSPORTATION ACT
OF 1978 WHICH IS THE GLUE THAT WILL WELD HIGHWAY AND PUBLIC
TRANSPORTATION DEVELOPMENTS TOGETHER. IT ENABLES ALL OF US --
AT FEDERAL, STATE AND LOCAL LEVELS -- TO LOOK AT SURFACE
TRANSPORTATION OF PEOPLE AS ONE PIECE, NOT COMPETING INTERESTS
AT ODDS WITH EACH OTHER.

IT OVERCOMES THE THOUGHT PATTERN THAT HIGHWAY PEOPLE
HAVE TO BE AGAINST TRANSIT PEOPLE -- THE "US OR THEM" SYNDROME.

IT'S THE CHARTER WE HAVE NEEDED FOR THE CONSOLIDATION
OF ALL ELEMENTS OF SURFACE TRANSPORTATION.

TO THOSE WHO SAY THAT A REAL MARRIAGE BETWEEN HIGHWAYS AND TRANSIT WON'T WORK -- THAT ONE OR THE OTHER WOULD COME OUT SECOND BEST -- I SAY THE MERGER HAS ALREADY OCCURRED.

THE TWO HAVE BEEN LIVING TOGETHER PRETTY SUCCESSFULLY. NOW IT'S TIME TO HAVE THE WEDDING.

IT'S 1978, NOT 1958. THE INTERSTATE CONSTRUCTION PROGRAM IS NOT JUST BEGINNING; IT'S ALMOST COMPLETED.

THE RESTORATION OF PUBLIC TRANSIT IS NOT A SUBJECT OF DEBATE. IT'S A FACT OF NATIONAL POLICY.

THE ACHIEVEMENT OF A BETTER BALANCE IN OUR SURFACE
TRANSPORTATION SERVICES AND FACILITIES IS NOT EVEN A MATTER
OF CHOICE. THE REALITIES OF SCARCE DOLLARS, COSTLY ENERGY,
URBAN CONGESTION AND CHANGING TRANSPORTATION REQUIREMENTS
DEMAND A SINGLE COHERENT NATIONAL POLICY.

I AM NOT TALKING ABOUT ANY ABRUPT CHANGES, AND I KNOW THAT THIS ORGANIZATION, PERHAPS BETTER THAN ANY OTHER, UNDERSTANDS THAT. MOST OF YOU HAVE WATCHED AND SHARED IN THE GRADUAL BUT CLEAR CONVERGENCE OF HIGHWAY AND PUBLIC TRANSIT PROGRAMS.

- JOINT PLANNING REGULATIONS HAVE BEEN IN EFFECT FOR MORE THAN THREE YEARS.
- IN THAT TIME, THE NUMBER OF INTERMODAL, JOINTLY-FUNDED PROJECTS HAS INCREASED SIGNIFICANTLY.
- WE'RE SEEING A GROWING NUMBER OF JOINT FACILITIES, INCLUDING HIGHWAYS WITH HIGH OCCUPANCY VEHICLE LANES, FRINGE PARKING LOTS AND PEDESTRIAN MALLS. THERE ARE, FOR EXAMPLE, 51 BUS AND CARPOOL LANE FACILITIES OPERATING IN 33 METROPOLITAN AREAS AND EIGHT MORE IN THE PLANNING STAGE.

-- YOU HAVE EXPERIENCE IN THE SUBSTITUTION OF HIGHWAY AND TRANSIT PROJECTS. WE HAVE PUT MORE DECISION-MAKING AUTHORITY OUT IN THE FIELD. WE ARE GOING TO DO MORE TO CO-LOCATE OUR SURFACE TRANSPORTATION PEOPLE IN THE REGIONS TO IMPROVE COORDINATION AND SIMPLIFY THE PROCESSING OF APPLICATIONS. WE SEE THE ABILITY TO WORK DIRECTLY WITH THE STATES ON MANY OF OUR PROJECTS AND ISSUES, ESPECIALLY WHERE YOU ARE ALREADY MULTI-MODAL IN YOUR ACTIVITIES.

AS I TOLD THE APTA MEETING A FEW WEEKS AGO, WE ARE CONTINUALLY TRYING TO FIND HOW WE CAN BETTER SERVE ALL OUR CLIENTS -- THE STATES AND CITIES AND LOCALITIES THAT MUST MEET THE TRANSPORTATION NEEDS OF THEIR PEOPLE.

WE BELIEVE WE CAN DO THAT BETTER JOB BY KNOCKING DOWN THE BARRIERS, BY REDUCING THE PAPERWORK TO THE MINIMUM AND BY BEING MORE RESPONSIVE TO YOUR REQUIREMENTS. WE HAVE A VERY COMPLETE STATUTE -- WE WILL KEEP THE GUIDELINES AND REGULATIONS BELOW THE PAST MINIMUMS. WE'VE WORKED WITH YOU FOR TWO YEARS AND WE KNOW THAT YOU KNOW HOW TO CARRY OUT THESE PROGRAMS. OUR JOB IS TO CUT THE LENGTH OF THE RED TAPE.

BUT IF WE ARE TO GIVE THE STATES REAL ONE-STOP SERVICE IN DECISION-MAKING AND GRANT APPLICATIONS AND PROGRAM MANAGEMENT, A CONSOLIDATION OF THE PRESENT HIGHWAY AND TRANSIT ADMINISTRATIONS MAKES SENSE TO ME. WE WILL BE PUTTING FORTH A PROPOSAL FOR CONSOLIDATION THIS MONTH, AND WE WILL ASK FOR AND WELCOME YOUR ADVICE. WE NEED CLOSE RELATIONS WITH THE STATES SINCE YOU ARE THE ONES WHO MUST PUT THE RESOURCES TO WORK.

POLITICS, I'VE ALWAYS HEARD, IS THE ART OF COMPROMISE. IF THAT'S SO, WE HAVE A "WORK OF ART" IN THE SURFACE TRANSPORTATION ACT OF 1978.

IT HAD ITS SHARE OF COMPROMISES. SOME WENT OUR WAY; SOME DIDN'T. WE DIDN'T GET THE REDUCTION IN THE NUMBER OF FUNDING CATEGORIES WE BELIEVED WE SHOULD HAVE, FOR EXAMPLE, BUT ON THE OTHER HAND WE GOT 50 PERCENT TRANSFERABILITY BETWEEN THE PRIMARY AND URBAN AND BETWEEN THE PRIMARY AND SECONDARY PROGRAMS. THOSE PROVISIONS GO A LONG WAY TOWARD IMPROVING THE STATES' ABILITY TO USE FEDERAL FUNDS WHERE THEY MOST NEED THEM.

OUR CONCERNS OVER THE NEXT YEAR ARE NOT JUST THOSE OF URBAN TRANSPORTATION. THE LEGISLATION PASSED BY THE CONGRESS STRENGTHENS OUR MANDATE TO WORK WITH THE STATES ON RURAL TRANSPORTATION ISSUES, AND WE LOOK FORWARD TO THE CHALLENGE. IMPLEMENTING THE NEW RURAL TRANSPORTATION SECTOR OF THE HIGHWAY ACT, THROUGH THE STATES, WILL BE AN IMPORTANT TEST IN HOW GOVERNMENT PROGRAMS CAN BE SIMPLIFIED -- AND HOW THE MANY TRANSPORTATION SERVICES IN PLACE CAN BETTER BE COORDINATED.

I SHOULD NOTE, TOO, THAT AASHTO'S HELP IN ACHIEVING AN AIR DEREGULATION BILL THAT ADDRESSES THE NEEDS OF SMALL COMMUNITIES WAS INVALUABLE, AND WE LOOK FORWARD TO INCREASED USE OF COMMUTER AIR SERVICE TO FULFILL THOSE NEEDS.

AND, AT THE SAME TIME, THE NEWLY PASSED RAIL BRANCH
LINE LEGISLATION WILL PROVIDE A BETTER BASIS FOR STATE-
FEDERAL COOPERATION IN FREIGHT MOVEMENT FOR RURAL AMERICA.
WE ARE WORKING CLOSELY WITH THE DEPARTMENT OF AGRICULTURE
IN ASSESSING THESE NEEDS AND THE BEST WAY TO MEET THEM.

IN THIS REGARD, WE ALL SHARED IN THE LEGISLATIVE VICTORY THIS YEAR ESTABLISHING WATERWAY USER FEES TOGETHER WITH AUTHORIZATION FOR REPLACEMENT OF LOCKS & DAM 26 ON THE MISSISSIPPI RIVER. AASHTO'S POLICY POSITION ON USER FEES PRECEDED OURS -- AND WE APPRECIATE YOUR HELP. THE NEW TRUST FUND ESTABLISHED IN THE BILL WILL PROVIDE A BASIS FOR PLANNING IMPROVEMENTS AS THE USER FEES BEGIN TO RE-ESTABLISH A SOUND RATE BASIS.

LOOKING AGAIN AT THE SURFACE TRANSPORTATION ASSISTANCE ACT, WE ACHIEVED MOST OF OUR INITIAL OBJECTIVES.

FIRST; WE CAN SEE AN END TO THE INTERSTATE CONSTRUCTION PROGRAM. WE ASKED FOR, AND GOT FROM THE CONGRESS CUT-OFF DATES FOR ENVIRONMENTAL IMPACT STATEMENTS, "GO" OR "NO GO" DECISIONS, AND START OF CONSTRUCTION.

TO MAKE IT EASIER FOR THE STATES TO MOVE AHEAD INTERSTATE FUNDS NOT COMMITTED BY A STATE WITHIN TWO YEARS WILL LAPSE AND WILL BE RE-ALLOCATED TO STATES WITH READY-TO-GO PROJECTS. AND FOR STATES WITH ONGOING PROJECTS BUT INSUFFICIENT FUNDS, THE ACT CONTAINS A BORROWING PROVISION.

THE ACT ALSO FORECLOSES ANY FURTHER ADDITIONS TO THE INTERSTATE ROUTE SYSTEM. AND TO HELP DECISIONS OVER URBAN INTERSTATE OR TRANSIT PROJECTS, THE FEDERAL SHARE FOR SUBSTITUTIONS IS RAISED TO 85 PERCENT.

SECOND; THE ACT SETS ALL NON-INTERSTATE SHARES AT 75/25, MOVING US CLOSER TO UNIFORMITY IN TRANSIT AND HIGHWAY MATCHING SHARES.

THIRD; THE LEGISLATION HELPS US DEAL WITH THE BRIDGE PROGRAM BY EXPANDING FEDERAL ASSISTANCE TO INCLUDE REHABILITATION AS WELL AS REPLACEMENT. IN OTHER WORDS, YOU NO LONGER HAVE TO DESTROY A BRIDGE TO SAVE IT. AND YOU CAN USE 15 TO 35 PERCENT OF YOUR APPORTIONMENT FOR OFF-SYSTEM BRIDGES.

THE ACT ALSO ABOLISHES THE NEED FOR A COAST GUARD PERMIT, REQUIRED BY THE 1899 BRIDGE ACT, BEFORE A BRIDGE COULD BE BUILT OVER WATERS "NOT CURRENTLY NAVIGABLE."

WHAT THIS AMOUNTED TO WAS A RESEARCH PROJECT THAT SOMETIMES TOOK TWO YEARS. THE COAST GUARD DID IT WELL, BUT THEY HAVE OTHER MORE IMPORTANT THINGS TO DO, AND THE REQUIREMENT WAS JUST ANOTHER EXAMPLE OF THE RED TAPE THE STATES DON'T WANT AND WE DON'T WANT AND NOBODY NEEDS.

I MIGHT ADD THAT I KNOW AASHTO WAS INSTRUMENTAL IN GETTING THAT PROVISION INLCUDED IN THE BILL, AND IT IS A GOOD ONE.

THEN, FOURTH; THE ACT GIVES STATES AND CITIES MORE FLEXIBILITY IN THE USE OF TRANSIT FORMULA GRANT PROGRAMS, EXTENDS OPERATING AND CAPITAL ASSISTANCE TO THE SMALL URBAN AND RURAL COMMUNITIES, AND INCORPORATES THE \$200 MILLION IN CAPITAL FUNDS SPECIFIED IN THE PRESIDENT'S URBAN INITIATIVES TO BE USED FOR INTERMODAL TERMINALS AND JOINT ECONOMIC DEVELOPMENT PROJECTS.

THERE ARE TWO OTHER PROVISIONS OF THE ACT I WANT TO
NOTE.

1. THE LEGISLATION PROCLAIMS IT IS "NATIONAL POLICY"
TO PROMOTE COMMUTER MODES THAT CONSERVE ENERGY,
REDUCE POLLUTION AND RELIEVE CONGESTION. THAT'S
WHY WE WILL SEE MORE EXCLUSIVE BUS AND CARPOOL
LANES IN CONJUNCTION WITH URBAN HIGHWAYS; AND
IT'S WHY WE WILL BE DOING MORE TO PROMOTE
RIDESHARING. I EXPECT, AMONG OTHER THINGS, TO
PICK UP TO 10 METROPOLITAN AREAS FOR
RIDESHARING DEMONSTRATION PROJECTS. AND WE
ARE GOING TO ASK STATE AND LOCAL GOVERNMENTS,
EMPLOYERS AND COMMUTERS THEMSELVES TO DO MORE
TO ENCOURAGE CARPOOLING. _____

2. THE LEGISLATION ALSO RECONFIRMS THE 55 MILE PER HOUR NATIONAL SPEED LIMIT AND PRESCRIBES PENALTIES AND INCENTIVES TO HELP STATES ACHIEVE COMPLIANCE. WE ARE CONCERNED BECAUSE SPEEDS ARE CREEPING UP, ALONG WITH COMMENSURATE INCREASES IN FATALITIES AND IN GASOLINE CONSUMPTION. I KNOW THIS IS A DIFFICULT PROBLEM FOR MANY STATES, BUT WE NEED YOUR HELP IN HOLDING SPEEDS DOWN.

I WANT TO TOUCH ON ANOTHER AREA THAT I KNOW IS OF INTEREST
HERE IN KENTUCKY, AND THAT IS THE PROBLEM OF COAL ROADS.

WE KNOW FROM BEING HERE AND INSPECTING THE ROADS
THROUGHOUT THE APPALACHIAN COAL REGION -- AND I WAS IN
HAZARD MYSELF AND I RODE OVER SOME OF THOSE ROADS --
THAT HELP IS NEEDED. AND WE'RE GOING TO SEE THAT THE
STATES GET HELP.

WE OPPOSED A SEPARATE "COAL ROAD" CATEGORY IN THE BILL BECAUSE, FRANKLY, THERE ARE ALREADY TOO MANY CATEGORIES AND HIGHWAY TRUST FUND MONIES PROBABLY SHOULDN'T BE USED EXTENSIVELY FOR THAT PURPOSE. HOWEVER, WE HAVE DIRECTED AN INCISIVE STUDY OF COAL ROAD NEEDS, NOW UNDERWAY, AND THE FEDERAL HIGHWAY AND FEDERAL RAIL ADMINISTRATIONS ARE COORDINATING ON AN ANALYSIS OF RAILROAD GRADE CROSSING PROBLEMS AS THEY RELATE TO THE TRANSPORTATION OF COAL.

BEYOND THIS, I AM RECOMMENDING THAT COAL TRANSPORTATION
RELATED PROJECTS BE GIVEN SPECIAL EMPHASIS BY THE STATES.
WE ARE INVITING THOSE STATES WITH PRIORITY COAL ROAD NEEDS
TO MAKE THEIR REQUIREMENTS KNOWN IN THEIR PROGRAM
PROPOSALS.

WE ARE ALSO ENCOURAGING STATES WITH SUBSTANTIAL NEEDS TO CONSIDER USING FEDERAL-AID HIGHWAY FUNDS FOR CRITICAL COAL ROAD PROJECTS, AND DO IT NOW. THESE STATES THEN WOULD BE GIVEN PRIORITY CONSIDERATION IF SPECIAL COAL TRANSPORTATION LEGISLATION IS SUBSEQUENTLY ENACTED.

MY FINAL COMMENT TO YOU THIS MORNING RELATES TO THE SUBJECT ON ALL OUR MINDS THESE DAYS -- INFLATION, AND THE DECLINING VALUE OF OUR DOLLARS.

AS YOU KNOW, THE HIGHWAY/TRANSIT BILL WE GOT CARRIED A HIGHER PRICE TAG THAN THE PRESIDENT BELIEVED ADVISABLE. NOW IT IS OUR RESPONSIBILITY TO BE PRUDENT MANAGERS -- TO SPEND THE NECESSARY MONEY WISELY AND GET THE MOST VALUE FOR EVERY DOLLAR.

PRESIDENT CARTER HAS CALLED FOR "A TIME OF NATIONAL AUSTERITY." THAT DOESN'T MEAN GOING WITHOUT WHAT WE NEED, OR NOT INVESTING IN THE FUTURE.

IT DOES MEAN WORKING FOR A BALANCED FEDERAL PROGRAM. IT MEANS BUDGET RESTRAINT AND FISCAL RESPONSIBILITY. IT MEANS WAGE AND PRICE MODERATION IN THE PRIVATE SECTOR.

THE PRESIDENT HAS MADE IT CLEAR THAT HE WILL USE THE PURCHASING AND REGULATORY POWERS OF THE GOVERNMENT TO HELP ENSURE COMPLIANCE. THAT MEANS THAT IN AWARDING FEDERAL TRANSPORTATION GRANTS WE ARE GOING TO EXPECT STATES AND CITIES TO BUY FROM AND CONTRACT WITH COMPANIES THAT STAY WITHIN PAY AND PRICE STANDARDS.

THE SIGN ON THE PRESIDENT'S DESK SAYS: "THE BUCK STOPS HERE." BUT IN A PERIOD OF INFLATION THE BUCK DOESN'T STOP ANYWHERE. AS WAGES AND PRICES CHASE EACH OTHER UP A STEEPER AND STEEPER HILL, NOBODY GAINS, THE ECONOMY IS ENDANGERED AND THE VALUE OF THE DOLLAR ABROAD DIMINISHES.

GOVERNMENT CAN, AND MUST, SET THE EXAMPLE FOR RESPONSIBLE MONETARY POLICY. THAT ENTAILS ALONG WITH A HIRING FREEZE AND DEFICIT REDUCTION, THE STIMULATION OF MORE COMPETITION IN THE PRIVATE SECTOR. WE HAVE ACHIEVED THAT IN THE AIRLINE INDUSTRY, AND WE WILL EXPECT TOUGHER COMPETITION IN THE CONSTRUCTION AND SURFACE TRANSPORTATION INDUSTRIES.

I AM CONFIDENT THAT TOGETHER WE CAN ACCOMPLISH A LOT IN THE COMING YEAR TO IMPROVE OUR SURFACE TRANSPORTATION SYSTEMS. WE ALSO WILL WORK AS FAITHFULLY TO PUT THE BRAKES ON INFLATION.

IT IS A PLEASURE TO BE HERE WITH YOU TODAY AT A HISTORIC TIME FOR TRANSPORTATION. WE NOW HAVE THE CONGRESSIONAL MANDATE -- AS PRESIDENT JOHN KENNEDY USED TO SAY -- "LETS MOVE AHEAD WITH VIGOR."