

REMARKS PREPARED FOR  
SECRETARY ELIZABETH HANFORD DOLE

(TO BE DELIVERED BY FEDERAL HIGHWAY ADMINISTRATOR RAY BARNHART)

INTERNATIONAL PUBLIC WORKS CONGRESS AND EQUIPMENT SHOW  
SPONSORED BY  
AMERICAN PUBLIC WORKS ASSOCIATION

LOS ANGELES, CALIFORNIA  
SEPTEMBER 9, 1985

I AM DELIGHTED THAT RAY BARNHART HAS THIS OPPORTUNITY TO CONVEY MY THOUGHTS TO SO MANY MEMBERS OF THE AMERICAN PUBLIC WORKS ASSOCIATION AND THEIR INTERNATIONAL COLLEAGUES. THE APWA, BORN IN 1937 IN THE ZEAL OF A GREAT NATIONAL UNDERTAKING -- TO IMPROVE OUR PUBLIC WORKS INFRASTRUCTURE -- HAS BECOME A TREMENDOUS FORCE FOR PROGRESS. OVER THE YEARS, GOVERNMENT AND THE APWA HAVE SHARED A COMMITMENT TO THE BEST PUBLIC WORKS FOUNDATION AND FINEST HIGHWAYS IN THE WORLD. I'M PROUD THAT LES LAMM, DEPUTY ADMINISTRATOR OF THE FEDERAL HIGHWAY ADMINISTRATION, IS A MEMBER OF YOUR BOARD OF DIRECTORS AND THAT YOU HAVE CHOSEN TO HONOR RAY WITH THE DISTINGUISHED SERVICE AWARD.

BENJAMIN FRANKLIN, WHO COULD HAVE WRITTEN AMERICA'S FIRST MANUAL ON PUBLIC SERVICE, ONCE SAID, "THE MOST IMPORTANT TASK WE ARE UNDERTAKING AS A NATION IS TO SOLVE THE MAGNIFICENT CHALLENGE OF BEING A FREE PEOPLE." HIS WORDS RING TRUE TODAY, PROVIDING A BEACON FOR ALL OF US -- WHO REPRESENT A DIVERSITY OF TALENTS, SKILLS AND EXPERIENCE DIFFICULT TO DUPLICATE ANYWHERE IN THE WORLD. ONE OF THE GREAT SATISFACTIONS OF BEING AT THE DEPARTMENT OF TRANSPORTATION IS SEEING THE HIGH LEVEL OF COOPERATION AND SUPPORT THAT FEDERAL, STATE AND LOCAL OFFICIALS GIVE ONE ANOTHER.

I THANK YOU FOR YOUR EFFORTS ON HIGHWAY AND TRAFFIC SAFETY ISSUES. I APPLAUD YOU FOR YOUR OUTSTANDING HIGHWAY RESEARCH AND YOUR DEDICATION TO TECHNOLOGY TRANSFER. AND I ASK YOU TO JOIN ME IN MEETING A CHALLENGING AGENDA FOR THE FUTURE: ONE THAT MUST DEAL WITH THESE QUESTIONS: WHAT SHOULD BE THE SHAPE OF THE FEDERAL



HIGHWAY PROGRAM? WHAT IS THE ROLE OF THE FEDERAL GOVERNMENT AFTER THE INTERSTATE IS COMPLETED? WHAT PORTION OF LOCAL ROAD AND BRIDGE NEEDS SHOULD BE ASSISTED BY THE STATE AND FEDERAL GOVERNMENTS AND BY WHAT METHOD? THESE ARE AMONG THE MOST URGENT PUBLIC WORKS ISSUES CONGRESS WILL FACE THIS YEAR AND NEXT, AND DOT'S AND THE APWA'S IDEAS FOR SOLUTIONS WILL BE MOST IMPORTANT INGREDIENTS IN THE CURRENT LEGISLATIVE CYCLE. LET ME MENTION TODAY OUR PRESENT THINKING EVEN THOUGH OUR BILL IS NOT YET IN FINAL FORM.

ONE OF MY PRIMARY GOALS IS TO ENSURE THE COMPLETION OF THE INTERSTATE SYSTEM, AND THEN TO ESTABLISH A DIRECTION FOR A FEDERAL-AID HIGHWAY PROGRAM FOR THE POST-INTERSTATE YEARS. AND ON THIS TASK I NEED YOUR INPUT JUST AS WE HAVE HEARD YOUR VIEWS ON REHABILITATING OUR DECAYING HIGHWAY SYSTEM IN THE PAST. YOUR COOPERATION AND SUPPORT ON THE 1982 STAA AND THIS YEAR'S ICE LEGISLATION WAS APPRECIATED.

THE DEPARTMENT OF TRANSPORTATION IS THE LARGEST NON-MILITARY FEDERAL BUILDER. OUR 1986 BUDGET PROJECTS AN EXPENDITURE OF \$18 BILLION FOR CONSTRUCTION OF HIGHWAY, TRANSIT AND AIRPORTS ALONE. BUT I DON'T HAVE TO TELL ANYONE IN THIS ROOM THAT WE COULDN'T MOVE AN INCH OR PAVE A MILE WITHOUT THE STATE AND LOCAL PUBLIC WORKS OFFICIALS WHO ARE OUT THERE GETTING THE JOB DONE.

SINCE THE NICKEL-A-GALLON FEDERAL GASOLINE TAX INCREASE WENT INTO EFFECT IN THE SPRING OF 1983, MORE THAN \$155 BILLION IN



FEDERAL, STATE AND LOCAL FUNDS HAVE BEEN SPENT TO BUILD, REPAIR AND REHABILITATE THOUSANDS OF MILES OF HIGHWAY. PRIOR TO THESE FUNDING INCREASES, AUTHORIZED BY THE SURFACE TRANSPORTATION ASSISTANCE ACT OF 1982, AMERICA'S HIGHWAYS WERE DETERIORATING AT A RATE TWICE AS FAST AS THEY WERE BEING REPAIRED. TODAY, AS YOU KNOW, THE GROWTH OF DETERIORATION OF OUR HIGHWAYS HAS BEEN STOPPED, AND WE ARE BEGINNING TO SEE IMPROVEMENTS TAKING PLACE ON THOUSANDS OF BRIDGES AND ON TENS OF THOUSANDS OF MILES OF HIGHWAYS ACROSS THE COUNTRY.

NEARLY 40,000 MILES OF FEDERAL AID HIGHWAYS ARE UNDERGOING EXTENSIVE RECONSTRUCTION, REPAIR AND IMPROVEMENT -- NEARLY DOUBLE THE MILES OF IMPROVEMENTS REPORTED IN 1981-1982.

GAINS HAVE BEEN MADE IN FOUR MAJOR AREAS OF HIGHWAY CONSTRUCTION: RESTORATION AND REHABILITATION; CONSTRUCTION; RESURFACING; AND, NEW CONSTRUCTION STARTS. THESE FACTS UNDERSCORE THE POSITIVE IMPACT THE STAA IS HAVING ON AMERICA'S HIGHWAY REBUILDING PROGRAM. THE NATION HAS MADE AN EXCELLENT START IN THE REVITALIZATION OF ITS HIGHWAY INFRASTRUCTURE, A START MADE POSSIBLE BY THE MULTI-YEAR FUNDING INCREASES AUTHORIZED BY THE STAA.

NOW, WITH THE STAA AUTHORIZATION EXPIRING IN 1986, IS THE TIME TO LOOK TO THE FUTURE. THE FUTURE, I THINK, QUITE CLEARLY, CALLS FOR EXTENSION OF THE HIGHWAY TRUST FUND AND ITS USER FEES FOR AT LEAST FOUR YEARS. WE ARE HOLDING FAST TO THE USER FEE PRINCIPLE. IT HAS SERVED US WELL IN FINANCING A HIGHWAY SYSTEM SECOND TO NONE



AND IN PAYING FOR INFRASTRUCTURE IMPROVEMENTS IN OTHER MODES OF TRANSPORTATION -- MASS TRANSPORTATION AND AIRPORTS, FOR EXAMPLE. THE PRINCIPLE THAT USERS OF A SERVICE SHOULD PAY FOR IT IS EMBEDDED DEEP IN THE ADMINISTRATION'S PHILOSOPHY OF TRANSPORTATION.

WE ARE PROPOSING AUTHORIZATION LEVELS CONSISTENT WITH THE AMOUNT OF MONEY COLLECTED; WE ARE NOT PROPOSING TO INCREASE TAXING LEVELS ALTHOUGH WE ARE EXAMINING ENDING SOME SPECIAL TAX EXEMPTION CONSIDERATIONS. AND, A CENTERPIECE OF OUR PROPOSAL WILL BE A BLOCK GRANT PROGRAM.

I SAY "AT LEAST FOUR YEARS" BECAUSE WE MAY FOCUS EVEN FARTHER INTO THE FUTURE TO ESTABLISH FIRMLY THE STRUCTURE OF THE HIGHWAY PROGRAM ONCE THE INTERSTATE IS COMPLETED IN 1990. THIS IS A MAJOR UNDERTAKING. IT IS EXTREMELY IMPORTANT TO SET FORTH THE LONG-RANGE DIRECTION OF THE HIGHWAY PROGRAM. BY THE END OF THE CENTURY AMERICA'S HIGHWAYS AND URBAN ROADS WILL BE EXPECTED TO ACCOMMODATE AT LEAST 60 PERCENT MORE TRAVEL THAN IN 1984. HOW THESE NEEDS ARE TO BE MET, WHO IS RESPONSIBLE, MUST BE DETERMINED NOW AND PRIORITIES DRAWN.

AS I MENTIONED EARLIER, WE ARE LOOKING AT ENDING SOME SPECIAL TAX EXEMPTIONS. FOR EXAMPLE, A MAJOR EXEMPTION TO THE MOTOR FUEL FEE, GASOHOL USE, HAS BEEN PROPOSED FOR TOTAL ELIMINATION ON DECEMBER 31, 1985, IN THE PRESIDENT'S TAX SIMPLIFICATION INITIATIVE. THE PROPOSAL TO ELIMINATE THE EXEMPTION IS CONSISTENT WITH THE BASIC



PRINCIPLE UNDERLYING THE HIGHWAY TRUST FUND: THAT THOSE WHO GIVE RISE TO THE NEED FOR HIGHWAY IMPROVEMENTS SHOULD PAY FOR THEM. THIS EXEMPTION WOULD COST THE TRUST FUND ABOUT \$500 MILLION ANNUALLY BY 1990, IF IT IS EXTENDED.

MANY OF YOU HAVE AN INTEREST IN THE FUTURE OF THE BRIDGE REPLACEMENT AND REHABILITATION PROGRAM. THIS PROGRAM PROVIDES FUNDS FOR ELIGIBLE BRIDGES BOTH ON AND OFF THE FEDERAL-AID SYSTEM. CURRENTLY, NO LESS THAN 15 PERCENT BUT NO MORE THAN 35 PERCENT OF AN INDIVIDUAL STATE'S APPORTIONMENT MUST BE USED FOR OFF-SYSTEM BRIDGES.

THERE IS NO DOUBT THAT EXISTING AND ACCRUING BRIDGE NEEDS WARRANT CONTINUATION OF A SEPARATE BRIDGE REPLACEMENT AND REHABILITATION CATEGORY IN THE FUTURE. SOME FUNDING SHOULD BE RETAINED FOR OFF-SYSTEM BRIDGES, AND FOR CURRENT URBAN AND SECONDARY SYSTEM BRIDGES. THERE IS A QUESTION, HOWEVER, OF WHETHER THE FUNDS SHOULD BE RETAINED IN THE CURRENT NARROW CATEGORIES OR WHETHER LOCAL AND STATE OFFICIALS SHOULD HAVE MORE FLEXIBILITY IN USING THESE FUNDS.

AS YOU KNOW, I REPRESENT AN ADMINISTRATION WHICH BELIEVES VERY STRONGLY IN KEEPING GOVERNMENT AS CLOSE TO THE PEOPLE AS POSSIBLE. WE WANT TO WORK WITH YOU TO ELIMINATE ANYTHING THAT IMPOSES ON STATE AND LOCAL AUTHORITIES UNNEEDED RESTRICTIONS INVENTED BY THE GOVERNMENT IN WASHINGTON. THIS IS WHY WE HAVE GIVEN CAREFUL



CONSIDERATION TO A BLOCK GRANT TAX TURNBACK PROGRAM FOR HIGHWAY AND BRIDGE IMPROVEMENTS BELOW THE FEDERAL-AID PRIMARY SYSTEM.

WHAT KIND OF HIGHWAY BLOCK GRANT IS A BIG QUESTION. DURING THE PAST SEVERAL YEARS, THE ADMINISTRATION HAS EXAMINED A NUMBER OF BLOCK GRANT AND TAX TURNBACK PROPOSALS. WE ARE STUDYING APPROACHES TO INCREASE STATE AND LOCAL DISCRETION AND FUNDING RESPONSIBILITIES FOR HIGHWAYS AND TRANSIT PROSPECTS THAT ARE NOT OF NATIONAL SIGNIFICANCE. THE MAJOR FHWA PROGRAMS AFFECTED BY SUCH AN APPROACH ARE URBAN AND SECONDARY PROGRAMS AND THE NON-PRIMARY PORTION OF THE BRIDGE REPLACEMENT AND REHABILITATION PROGRAM. WHATEVER THE FINAL SHAPE OF THE BLOCK GRANT PROGRAM, IT GOES WITHOUT SAYING, THE PROGRAM WILL BE FAIR, AND IT WILL BE AN EFFECTIVE WAY OF REDUCING THE RED TAPE THAT HAS BOUND YOU TO WASHINGTON SO OFTEN IN THE PAST. ON THIS, YOU HAVE MY WORD.

THE KEY TO THE FUTURE, AS YOU WELL KNOW, IS WORKING TOGETHER. WITH THE CONTINUING STRESS ON BUDGETS AND STAFF LIMITATIONS AT ALL LEVELS OF GOVERNMENT, ONE WAY TO GET THE JOB DONE MORE EFFICIENTLY IS TO SHARE KNOWLEDGE. IN THE HIGHWAY PROGRAM THERE IS A LONG TRADITION OF STATES ASSISTING THE LOCAL GOVERNMENTS WITH FEDERAL PROJECTS. I HOPE STATES WILL CONTINUE TO BE SENSITIVE TO THE NEED FOR TECHNICAL ASSISTANCE IN THE ENVIRONMENTAL AND RIGHT-OF-WAY MATTERS.



IN ADDITION TO THE FUNDS NECESSARY TO SUPPORT PHYSICAL CONSTRUCTION AND REHABILITATION PROGRAMS, HIGHWAY MANAGERS AT ALL LEVELS NEED NEW TECHNOLOGY TO SOLVE GROWING PROBLEMS IN HIGHWAY STRUCTURES AND MATERIALS. DURING THE PAST THREE YEARS, WE HAVE WORKED WITH THE TRANSPORTATION RESEARCH BOARD AND THE STATES TO PLAN A NEW STRATEGIC HIGHWAY RESEARCH PROGRAM FINANCED FROM REGULAR FEDERAL-AID FUNDS. THIS PROGRAM WILL STRENGTHEN THE NATION'S COMMITMENT TO HIGHWAY STRUCTURES AND MATERIALS RESEARCH, INCREASE THE FUNDS AVAILABLE FOR RESEARCH AND CONCENTRATE THE NEW EFFORT ON A SMALL NUMBER OF CRITICAL HIGH-PAYOFF RESEARCH AREAS. SOLUTION OF THE HIGH PRIORITY PROBLEMS CAN BRING HIGHWAY SAVINGS WHICH FAR EXCEED THE COST OF THE RESEARCH.

ALL OF US HAVE A STAKE IN GOVERNMENT THAT LIVES UP TO ITS NOBLEST PROMISES. WE ALL SHARE A RESPONSIBILITY FOR BRINGING THOSE PROMISES TO FRUITION. MY ENTIRE CAREER, AS MANY OF YOURS, HAS BEEN IN PUBLIC SERVICE, AND MY EXPERIENCE IN PUBLIC SERVICE HAS PROVEN TO ME THAT WE MUST STRIVE THROUGHOUT GOVERNMENT TO MAKE THAT DIFFERENCE -- FOR PEOPLE TO BE SENSITIVE AND RESPONSIVE.

EACH OF YOU PLAYS AN IMPORTANT PART IN MAKING OUR GOVERNMENTS - ALL LEVELS --RESPONSIVE TO THE NEEDS OF AMERICA'S CITIZENS. YOU ACCEPT THAT CHALLENGE. YOUR ORGANIZATION'S VERY EXISTENCE IS "TO SERVE THE BEST INTEREST OF THE TAX-PAYING PUBLIC." IN CARRYING OUT YOUR MANAGEMENT RESPONSIBILITIES AND IN ADMINISTERING YOUR PUBLIC WORKS PROGRAMS, YOU TRULY DO MAKE A DIFFERENCE. WORKING TOGETHER,



DURING THIS CHALLENGING TIME OF SOCIAL AND ECONOMIC CHANGE, I KNOW WE CAN MAKE EVEN GREATER STRIDES IN MEETING THE "MAGNIFICENT CHALLENGE" THAT BENJAMIN FRANKLIN DESCRIBED OVER 200 YEARS AGO. I LOOK FORWARD TO WORKING WITH YOU.

# # # #