

U. S. DEPARTMENT OF TRANSPORTATION
OFFICE OF THE SECRETARY
WASHINGTON, D. C. 20590

REMARKS BY EVERETT HUTCHINSON, UNDER SECRETARY OF
TRANSPORTATION, PREPARED FOR DELIVERY BEFORE THE
MILWAUKEE TRAFFIC CLUB, HOTEL PFISTER, MILWAUKEE,
WISCONSIN, TUESDAY EVENING, OCTOBER 10, 1967.

It is indeed a pleasure to be in Milwaukee, I want to
mention at the outset that at the Department of Transportation,
contrary to popular advertising, it's your low traffic death
rate which makes Milwaukee famous.

The invitation to speak before the Milwaukee Traffic
Club was a welcome opportunity. I haven't had a chance
to visit your city for some time and I know you have
produced a lot of famous people here -- Billy Mitchell,
Captain Robb. If you think Billy Mitchell added luster
to the City of Milwaukee, just wait till Captain Robb
joins the White House family.

If I may return to my opening statement concerning your
city's safety record, I would like to add that we are very
much interested in Milwaukee's transportation system. Promoting

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safety in all forms of transportation is one of the most important responsibilities of the new Department. We have found, almost without exception, that safe transportation is usually the most efficient.

On the first of April, we opened the doors of the Department of Transportation -- the 12th Cabinet-level Department in the Federal government. It was created out of need and hope -- to bring together under one authority all our Federal programs and activities in air, rail and highway transportation, as well as many of our Nation's water transportation programs.

The creation of the Department was hardly the result of a bureaucratic whim. Ever since 1874, there had been discussion about the need for such a Department. The Congress considered ways of coordinating the Federal interests in transportation on 17 separate occasions.

By 1966, there were over 30 separate agencies which handled some form of transportation program or activity. The need for closer coordination of these programs had become urgent -- the result was the Department of Transportation.

Transportation touches almost everyone's daily life. Some 20 percent of this country's gross national product is linked to transportation. About 14 percent of all civilian employment in the United States is in the transportation field. Approximately 18 cents out of each tax dollar comes from transportation sources.

Today there are 90 million motor vehicles in the United States. By 1975, there will be about 120 million.

Last year, domestic airlines flew almost 57 billion passenger miles. By 1975, they expect to fly close to 130 billion.

In 1964, 1.5 trillion ton miles of cargo were moved by America's transportation industry. By 1980, the industry will move almost twice that much cargo.

Today, Americans can travel on almost 3 million miles of paved roads and highways. By 1975 -- or perhaps sooner --

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we shall be able to cross the country on our new Interstate Highway System. If we could find an American hardy enough to make the trip, he could go from New York to California without stopping once. It's hardly a trip designed to please the children -- but the man at the wheel could forget about traffic lights for the entire trip across the country.

These facts and figures point out the size of the transportation industry. But, more significantly, they illustrate that we don't really have a transportation system in America -- we have several systems. The Department of Transportation was established to give some cohesiveness and coordination to these systems. Our mandate from Congress is to promote national transportation policies and programs. In other words, to consider this country's transportation systems as one entity. Our technical people call this the "systems approach."

On a policy level we might call it the "total consciousness approach." In brief, it means that we can no longer make decisions affecting one segment of the transportation industry without being "conscious" of the effects of that decision on all modes of transportation.

Thus we get to the heart of the philosophy embodied organizationally within the Department of Transportation. All transportation modes are represented -- air, rail, highway, and sea. The result is a new awareness -- of transportation problems, of intermodal differences and, most importantly, of new and untapped areas of cooperation that can lead to a more efficient, economical and safe transportation system.

Both the economic and political facts should be abundantly clear. First, the Federal treasury is not now, nor ever will be, funded to the extent that it alone can solve all the financial problems of the day, whether housing or education, or health, or transportation. Second direct political responsibility for local problems rests with the top elected officials at the state and local levels -- officials who have the best information about both problems and the possible solutions. Obviously, many factors make it impossible to apply a single Federal solution to different states, areas or cities. Building a highway across Iowa is not the same as building one across Appalachia.

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The health needs of Alaska are hardly the same as those for Wisconsin. Demand for rail service in the Pacific northwest is not the same as it is in New England.

This does not mean that the Federal government has no business doing what it is now doing. A national program, with national funds, makes a great deal of sense in many areas -- but only if those most involved with its creation and implementation are part of the decision-making process. Inevitably this will mean that state and local officials will assume some of the political responsibility.

In dealing with the problems of modern transportation, this is a very difficult matter. The suburban commuter, the shipper, the inter-city business traveler, and all those who live near transportation rights-of-way want different things from a transportation system.

Our transportation planning must reflect these individual needs. It must provide ways for people to participate in decisions at the neighborhood level. Everyone deeply needs a sense of having some control over his environment, some influence in determining his own destiny.

This is the road we intend to travel in the Department of Transportation.

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Fortunately, it is not a road we must travel alone. There is an increasing awareness of the social consequences of transportation decisions. There is an increasing awareness of the fourth dimension of transportation -- the impact that a highway or an airport or a stretch of railroad track has not only on the lives of the people who use it but who live within its zone of influence.

This awareness and the resulting search for more imaginative ways to deal with problems of transportation have come just in time. The easy decisions on highway routes and airport sites have all been made. As America becomes more and more a nation of cities and suburbs, the spaces are no longer either wide or open. Land for roads and airports is not only expensive, it is, more often than not, occupied. And it is no longer enough to consider only the movement of people and goods in designing a transportation system. We must take into account noise, air pollution, adequate parking space and preservation of natural beauty.

In asking Congress to create the Department of Transportation, President Johnson pointed out that "in a nation that spans a continent, transportation is the web of union."

"Modern transportation," the President said, "can improve every man's standard of living -- or multiply the cost of all he buys. It can be a convenience, a pleasure, the passport to new horizons of the mind and spirit -- or it can frustrate and impede and delay."

"The choice," he said, "is ours to make."

It is in urban transportation that these choices are the most difficult to make -- and the most immediately needed.

The problems encompass many, and sometime varied, aspects of city life -- from the esthetic value of highway corridors to airport access. Consequently, there is much work to be done in determining traffic patterns, individual preferences, financing programs, and a host of other factors.

The population in urban places of all sizes has increased from six percent in 1800 to 70 percent in 1960. From 1950 to 1960, when the population increased by 28 million, 84 percent of this growth took place in the nation's 212 metropolitan areas.

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By 1975, it is expected that 73 percent -- 164 million people -- of the Nation's population will be concentrated in metropolitan areas.

Within the Department of Transportation, we are approaching the urban problem from the viewpoint that all transportation sectors must be improved. Manifestations of the transportation problem in urban areas include the mass movement between work and home and the cost it represents in money, time, frustration, and wasted energy. The transit industry is experiencing rising costs and financial difficulties, while the rider is the victim of antiquated equipment and poor service. Obsolescence and inadequate capacity have become characteristics of much of our urban highway network -- in many cases built years ago to standards which couldn't possibly have anticipated this country's future reliance on the automobile. Past mistakes, however, are valuable lessons for the future.

For a nation with more than 94 million motor vehicles, relatively little has been accomplished to help the city and the automobile get along with each other. It is a responsibility of the Department of Transportation to help reverse this trend.

A little more than three years ago, when President Johnson summoned America to the building of a Great Society and to an all-out attack on urban problems, he stressed -- and I quote -- that: "The solution to these problems does not rest on a massive program in Washington, nor can it rely solely on the strained resources of local authority. They require us to create new concepts of cooperation.....between the national capital and the leaders of local communities."

And the President has labored long and hard to encourage that kind of cooperation. I am here to do the same. The challenge is great. But with the vigor and imagination that exists in this nation, I am sure the challenges will be met.

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U. S. DEPARTMENT OF TRANSPORTATION
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WASHINGTON, D.C. 20590

REMARKS BY EVERETT HUTCHINSON, UNDER SECRETARY OF
TRANSPORTATION, PREPARED FOR DELIVERY BEFORE THE
RAILROAD TRANSPORTATION INSTITUTE, CHICAGO, ILLINOIS,
OCTOBER 12, 1967 - 2:00 P.M.

When I was first asked to provide a title for my talk today, I thought this might be a good time to reflect on the Department of Transportation's first half year of operation. We were six months old the first of October. Our first Departmental appropriations budget had been submitted to the Congress. Our staffs were functioning well together. The Department had been involved in several transportation controversies. New programs were getting underway and several major policy decisions had been made. So why not talk about our accomplishments in the first half year. In any case, that's the title I gave you.

Then I realized that accomplishments or achievements connote what has been done in the past. And that certainly isn't in tune with a government agency dedicated to the future. I also realized that, in the sense of being finished, we haven't really done anything. But in a sense of preparing for the future, we are doing a great deal. So I don't want to imply by the

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title that I'm here to show off our trophies, although we are in a competition of sorts -- against time, money, population growth, and a host of other economic, geographic and sociological factors.

Urban growth is testing the fortitude of all transportation systems. Airport congestion is threatening to stifle airline efficiency, with air travel putting unprecedented demands on air traffic control, routing systems, and landing space. Increased freight movement is requiring more efficient handling methods. Changing traffic patterns are forcing a new look at the traditional highway functions.

I could go on because the list of challenges to America's transportation system grows every day. But so do the resources with which to meet those challenges. The task at hand is to use them properly. Congress established the new Department of Transportation to help accomplish just that.

The Department was not created to plan a better highway system, a better airport system, or better railroads. We already had plenty of people both in and out of government dealing with those individual areas. But no one was planning for that heretofore fictional character known as the total transportation system. Now, we are. And "we" includes the Federal Highway Administration, Federal Aviation Administration, Federal Railroad Administration, U. S. Coast Guard, and St. Lawrence Seaway Development Corporation. As a cohesive unit, we can promote a sensible, safe, efficient, and economical transportation system. That is our goal. A goal that can only be attained through the coordinated efforts of all segments of the transportation industry and all levels of government.

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So, when we talk about the Department's role in this effort we are not talking about massive new programs involving extensive new commitments of Federal funds. Nor are we talking about new regulations and Federal involvement in management decisions. This is not to say that Federal financing -- for experimental or demonstration projects, for instance -- and Federal regulation -- when needed to assure safe operation -- will not be included in the future transportation picture. When we talk about government policy, within the context of a total transportation system, both Federal funds and regulations have their place. It would be naive to say otherwise.

But let me assure you that no decision will be made, no action taken, without our soliciting the advice and support of the industry affected. The transportation industry in this country owes its strength to its own initiative. It is the only privately owned and operated system in the world. We would not for a minute seek to change that. We will not seek impositions of any kind.

What we do seek is cooperation and understanding -- two very necessary ingredients in the achievement of a national attitude toward transportation. And I mean cooperation among carriers and between different modes of transportation, not only between the industry and the government. That attitude is developing. We see it in containerization -- which is casting a new light on the traditional relationships between shipping, railroading and trucking. We see it in urban planning -- where one terminal may allow the interchange of passengers between automobiles, buses and trains -- where airports may be served by high speed trains, and buses can be assigned exclusive highway lanes.

The old thinking that every loaded truck means an unloaded boxcar should go out the window. And it may be time to re-evaluate the view that every loaded airplane means an empty Pullman car or coach. We are hoping the northeast corridor high speed trains will help dispose of that idea. Certainly traffic patterns in that area are proving that airplanes can't do it all; that alternative means of transportation are needed; and that the need for dynamic and progressive transportation thinking has never been greater.

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We hope to provide that type of thinking within the Department. I believe the first half year of our operation yields some excellent examples.

Last month, the Department announced an effort to reduce rail-highway grade crossing accidents. We estimated that in 1967, there will be more than 14,000 accidents at rail-highway grade crossings; that more than 15,000 persons will be injured; and that total property losses will be about \$100 million. Immediately, we received letters saying those figures couldn't possibly have been projected from the annual grade crossing accident report released by the Interstate Commerce Commission. That's true, because that report only includes accidents involving trains.

Our estimates, based on data produced in a two and one-half year study here in Illinois, include all accidents at grade crossings. Do you realize that less than one-third of all accidents at grade crossings involve trains? All these years we have ignored the other two-thirds. This problem involved railroads, highways, and the public. It is a perfect example of how the government, through the Department of Transportation, for the first time can effectively unite the efforts of two transportation systems toward solving a common problem. The Bureau of Public Roads and the Federal Railroad Administration are attempting to do so right now.

As most of you know, the Federal Railroad Administration is the only entirely new organization to be established within the Department. But it didn't take long for Federal Rail Administrator, Sheff Lang, and his staff to get indoctrinated. Their new typewriters hadn't even been unwrapped before 24-hour duty was required by the threatened railroad strike. Their information reporting was invaluable in helping us prepare for the implications of that strike.

The Rail Administration doesn't have the extensive safety and certification authority possessed by other transportation agencies, such as the Federal Aviation Administration. But it does have heavy responsibilities in shaping all government policies relating to railroads. In the first half year, the Rail Administration has presented the Department's views on more than 20 pieces of railroad legislation.

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Much publicity has surrounded construction of the two trains involved in the Northeast Corridor Project. I refer, of course, to the electric-powered train which will run between Washington and New York and the turbine-driven train which will connect New York and Boston. It is easy to elaborate on the mechanics of this Project, on the time saved by the new trains, and on the luxuries and comforts they will offer. But there are more important points to consider, especially for the railroad industry.

We have seen railroad passenger service steadily and swiftly diminish due to outdated facilities, population shifts, a new reliance on air travel, and a host of other factors. Perhaps in many areas it is true that the market for passenger service is lost. But look what is happening in the Northeast Corridor. A megalopolis has erupted that can only grow larger. The same thing has happened on the West Coast. It is bound to happen elsewhere. There are not enough airports to handle the traffic. Highways and skyways are reaching a saturation point. Alternative transportation systems must be devised and the Northeast Corridor Project offers our most immediate solution. I believe the market is there to be exploited and I believe that there is a future for rail passenger service over the shorter distances. Certainly, a lot of effort is going into the Northeast Corridor Project to make it successful.

Research is underway to devise a more stable track structure which would provide ride quality over a long period of time. Thus, the amount and cost of roadbed maintenance would be reduced. Even if a new track design results in a little higher installation cost, there might be a good trade-off with reduced maintenance.

Perhaps the most important aspect of the railroad research connected with the Northeast Corridor Project is that test and evaluation instrumentation is available, both on board the high speed test cars and for wayside use. For the first time, track condition under dynamic loading and ride quality can be precisely measured.

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The goal of safety in high speed ground transportation transcends all other considerations. Extensive research is underway on obstacle detection devices. Successes in this area could benefit all transportation systems. Other areas of study include communication with moving vehicles, microwave power for tube vehicle propulsion, fluid dynamics, gravity vacuum tubes, and magnetic suspension to replace wheels. This is all a part of our new thinking in the first half year. To a great extent, it is a direct result of the integration of activities embodied in the organization of the Department. All transportation modes benefit from each other. We are finding, for example, a wealth of aerospace technology that can be applied to ground transportation. Much of this is evident in the Northeast Corridor Project.

We recently announced a highway program to help solve the problems of airport access and traffic congestion. It unites the road-building capabilities of the Bureau of Public Roads and State Highway Departments with State and Federal airport planning. The result is a new channel for funneling all the resources, intellectual and financial, of these interests into a single solution--a solution that will be more comprehensive and quicker to implement than was ever possible before. This is also a part of the new attitude in the Department of Transportation. There are other examples:

The Supersonic Transport. The SST Program is not an exception to an ideological rule, but it is a new application of the great tradition which gave us the transportation system we have today. It is a prime example of how business and government can together achieve the goals of the nation.

A New Maritime Program. Secretary Boyd has developed the first comprehensive program for upgrading the maritime industry since 1936. And the Maritime Administration isn't even a part of the Department. But it demonstrates again that we are planning for a total transportation system. No part of that system can be overlooked in our deliberations.

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Aircraft Noise Abatement and Highway Beautification.

These two programs exemplify a new awareness that esthetic values and sociological considerations are a major part of the transportation system. Transportation must serve the people, not vice versa. We must adapt to the environment in which we choose to live. No technological innovation, of yesterday or tomorrow, is so basic or earthshaking that we can afford to overlook its consequences on society at large.

Safety. The responsibility for safety is inherent in every Departmental program. Our goals are not new, but some of the approaches are. Safety is more than wall posters and repeated warnings. It is safer vehicles, sophisticated education programs, highway and intersection safety devices, complex radar and air traffic control systems, better navigational facilities, and many others. We are attacking the problem for all sides.

Time does not permit further analysis of everything the Department has done in its first half year. But I have given you a glimpse of what we are doing and I hope also a taste of how we are going about it.

President Johnson said in his message to Congress on creation of the new Department, "Although the American transportation system is the finest in the world, it is not good enough." That is our approach. That is our style. We are questioning what has been done in the past. We are questioning what is planned for the future. We want the safest, most efficient, most economical transportation system possible.

Thank you.

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REMARKS BY
EVERETT HUTCHINSON, UNDER SECRETARY OF TRANSPORTATION
PREPARED FOR DELIVERY BEFORE THE COMMITTEE ON
ADMINISTRATIVE PRACTICES OF THE AMERICAN ASSOCIATION
OF STATE HIGHWAY OFFICIALS, SALT LAKE CITY,
TUESDAY, OCTOBER 17, 1967, 9:30 AM

On September 13, 1899, Mr. H. H. Bliss stepped off a trolley car in New York city and turned to assist a lady in alighting. He was struck by an electric car -- and died of his injuries the following day. Mr. Bliss thus became the first recorded traffic fatality in the United States.

In the intervening 68 years, the Nation has been trying unsuccessfully to find the key to the problem of highway safety. If we have not actually ignored the problem, we have surely been groping ineffectually for the solution. The measure of our past ineffectiveness is all too common knowledge...52,500 auto fatalities last year -- 10,000 injuries each day -- approximately \$10 billion in financial losses each year.

I think it is now generally agreed that one of the reasons we have not been effective in reducing highway deaths and injuries is that we have been mesmerized by the concept of "accident prevention," when the real problem is not simply to prevent accidents per se, but to reduce fatalities and the severity of injuries.

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Now, I am well aware of the dangers that can arise out of faulty communications so I hope you will not misinterpret my remarks. I am not saying that preventing accidents is "out." I am suggesting that injury and death are influenced by many factors in addition to those that determine the likelihood of a collision, and that these factors are amenable to correction or eradication.

In other words, the term "accident prevention" doesn't cover everything that has to be done. It is not fully descriptive of the problem. It implies that we know enough about what causes highway collisions to attribute the causes to either human or non-human factors, when actually we do not know enough to warrant the implication. What we DO know about the causes of collision must lead us to the conclusion that even the most obvious case of driver error may well involve an environmental situation in which that error is greatly encouraged, if not made inevitable. And in many cases the "punishment" exacted from the driver for his momentary lapse or error is expanded out of all proportion by a hostile driving environment.

So, for many years, the preoccupation with accident prevention delayed the recognition by the American public of the possibilities for the reduction of injuries and deaths by treating other elements of the system besides the so-called "nut behind the wheel."

We began to realize that the most effective countermeasures might not be directed wholly toward changing human behavior, or eliminating human error from driving. Perhaps much greater benefits might be derived by focusing our attention simultaneously on all major elements involved -- the driver, the vehicle, and the highway.

President Johnson recognized the need for this type of approach. Although aware of the good work being done by numerous organizations to make the public more sensitive to highway safety problems, the President knew that much more was needed -- that only a total systems approach, backed by a national commitment, would be effective. He envisioned the same kind of total approach that we are not conducting through the Department of Transportation to improve the performance and efficiency of our transportation system.

The result was a national mandate, supported by Congressional action in the form of two important Acts passed in September of last year. Taken together, the National Traffic and Motor Vehicle Safety Act and the Highway Safety Act of 1966 provide the means, for the first time, for a nationwide, concerted, scientifically-oriented, broad-front attack on the highway safety problem.

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The National Traffic and Motor Vehicle Safety Act provides the Secretary with authority to issue Federal standards for the safety performance of all motor vehicles and equipment manufactured after December 31 for sale in the United States. This is the legislation which permits a research-based effort to make the motor vehicle a safer package to protect its driver and occupants. Twenty initial vehicle standards were issued last January 31, all of which are applicable to the 1968 model cars manufactured after this coming December 31.

In addition, just last week, the National Highway Safety Bureau announced 47 more proposals for future standards which will become applicable over the next few years. These vehicle standards lead the way in the attack on the pre-crash, crash, and post-crash phases of highway collisions. They affect such equipment and sub-systems as brakes, lights, windshields and windows, impact protection, occupant protection, speed control, locks and latches, energy absorbing features -- including the energy absorbing steering column, fuel tanks, fire retardant interiors, and tires.

This Act, however, provides the means to deal with only one element in the overall problem -- the vehicle. The second Act, the Highway Safety Act, provides authority for a national program to deal with the driver and the driving environment. This Act envisions a long-range program to be carried out by the States and local communities with the guidance and financial assistance of the Federal government.

This program is a prime example of what we mean when we talk about "creative partnership" with the States. It is much the same as the Federal-aid highway program with which all of you are so familiar, except that in this program local communities are much more deeply involved in the mechanics of developing and carrying out the State program. For example, the law provides that a minimum of 40 percent of the Federal funds apportioned to any State under this program must be spent by local sub-divisions and communities each fiscal year. So that, while the Governor of the State has the responsibility for the total effectiveness of his State program, the local communities have a major role to play.

Under this legislation, the Secretary has issued standards for thirteen safety programs which the States are expected to implement. These include such areas as: periodic motor vehicle inspection, motor vehicle registration, motorcycle safety, driver education and training, driver licensing, traffic codes and laws, traffic courts, alcohol in relation to highway safety, traffic records, and emergency medical services.

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In addition, the standards have application to the identification and surveillance of accident locations; highway design, construction, and maintenance; and traffic control devices. All of these are areas in which members of this committee have a unique expertise developed over many years. You have a great body of knowledge and experience to draw on in making these programs effective.

We recognize the excellent work of your special traffic safety committee. Its report on highway design and practices related to highway safety will, I am certain, prove to be a landmark in the effort to reduce highway deaths and injuries.

Much has been said in recent months over the discovery that not every guardrail has been properly installed, and that other hazards exist along the highway right-of-way. It was almost as if the general public was dismayed to find that highway engineers and designers are human beings with human failings instead of fail-safe computers.

You and I know how far from the mark this is. Highway engineers and designers have long been among the most thoroughly berated groups in our society. They are called socially irresponsible, wantonly destructive, cruel, heartless, and almost any other adjective you wish to use.

It would be foolhardy to deny that highway builders have made mistakes in the past, just as it would be unrealistic to expect that they will not make mistakes in the future. The highway design did not spring full-blown as a perfect science -- on the contrary it is still in a period of rapid evolution as we try to accommodate to our Nation's changing social and economic needs and demands.

But surely it must be obvious to all but the most bitterly and blindly prejudiced highway foe that highway building is in a new phase of maturity in which greater attention is being paid than ever before to the needs of our people and our society.

Stephen Vincent Benet once commented that -- "There were human beings aboard the Mayflower -- not merely ancestors." Highway engineers, to their great credit, decided many years ago that their purpose was to serve people -- not vehicles, and that highway death and injury totals represent mangled and suffering people -- not just statistics.

The fact is that engineers have often taken the lead in working for safer highways. Often, too, their recommendations have been rebuffed as too expensive or too impractical. The highway engineer has learned to

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live with his frustrations and to design the type of highways that the taxpayer wants and will pay for. And he has built fine, safe highways in every State of the Union -- the finest national highway system the world has ever seen. This is to his lasting credit.

The encouraging thing about the national safety effort now under way is that the public is demanding, and has indicated it is willing to pay for even safer cars and safer highways. The job of the highway engineer is to use this new awareness to design and build the safest highways possible to accommodate the additional millions of vehicles expected in future years.

We are all aware of the long record of the Bureau of Public Roads in working for highway safety through improved practices and design. During this meeting you will hear Lowell Bridwell, Dr. William Haddon, and George Meyer discuss the safety efforts of the newly constituted Federal Highway Administration and its other component Bureaus...the National Highway Safety Bureau and the Bureau of Motor Carrier Safety.

Personally, I have high hopes that you and your organization will regard this meeting as the beginning of a new partnership in which we will all bend our efforts to make safety one of the strongest pillars of the highway system.

I have noticed an exhibit on display here by the Bureau of Public Roads which contains a quote by Lowell Bridwell. I think it sums up very well the thought I would like to leave with you.

"The vehicle, the driver, and the highway demand close and continuing attention in the National effort to increase the safety of America's road system. The highway engineer has a leading role to play in insuring that our future highways are built to the highest safety standards attainable, and that the existing streets and highways are freed of hazards. There is no doubt in my mind that every highway engineer in the United States will bring to his task all of the talent and dedication with which he has helped make our Nation's highway system the greatest in the world."

To this I can only add -- let us get on with the job. Thank you.

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U. S. DEPARTMENT OF TRANSPORTATION
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REMARKS BY EVERETT HUTCHINSON, UNDER SECRETARY OF
TRANSPORTATION, PREPARED FOR DELIVERY BEFORE THE
EASTERN INDUSTRIAL TRAFFIC LEAGUE, NEW YORK CITY,
NEW YORK, OCTOBER 25, 1967 - 12:30 P.M. (HOTEL
COMMODORE)

It is indeed a pleasure to speak to this distinguished audience of industrial traffic men. We often say at the Department of Transportation that the first consideration of passenger transportation should be how it can best serve the people. That statement is even more true of freight carrying transportation and you are the people it must serve.

So I am happy to have this opportunity to tell you some of the areas in which we feel transportation can be more responsive to your needs.

The new Department was established to promote an efficient, economical and safe transportation system. I suspect that those three words also provide the best summation of what you -- the transportation user -- want out of a transportation system.

You represent users of every transportation mode. Some of you rely on trains, others trucks, ships or airlines. But collectively, you rely on the total transportation system. The purpose of the Department of Transportation is to help improve and coordinate all modes into an efficient national system. If the total system is sound, the individual segment you prefer to use will be also.

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The principle governing the actions of most traffic managers is the maximization of service quality at minimum cost. This calculation is fairly simple given operating data and rates, but there may be certain factors which prevent its achievement in practice.

These factors often include an imperfect knowledge of alternatives -- alternative transportation systems and alternative handling methods and forwarding services. The Department is taking an active role in promoting the use and development of these alternatives. Large shippers, for example, should investigate the various forms of containerization as a means of lowering costs and speeding shipments. In certain areas, lack of standardization hurts the performance of the container system, and this problem is currently under consideration by the Department of Transportation, the Congress and, most certainly, the container industry.

Another factor which sometimes prevents maximum utilization of the system is regulatory policy, or lack of it. An example is lack of multi-modal through-routes and joint-rates which take advantage of the operating characteristics of the various modes.

The problem of through-rates is basic to the philosophy behind creation of the Department of Transportation. The Congress realized, in establishing the Department, that America's transportation industry must become an integrated system. This is because of the complex and varied demands which you -- the transportation user -- make on transportation facilities.

More and more, freight shipping requires intermodal transport -- especially in international trade where both land and ocean must be crossed. But there are also domestic examples such as rail-barge shipping and the truck-rail combination known as "piggybacking." In most instances, these services have provided through-rates. But they have not always reflected the true contribution of each mode and they are not always available to shippers who need them most.

If we are to have an integrated transportation system, we must learn to use it as efficiently as possible. Through-routes and joint-rates are an essential part of efficient use. And so is facilitation -- a word we toss around quite a bit in the transportation business, but a word that doesn't mean much until you put it to some use.

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Simply stated, it means making transportation more facile, making travel easier and the movement of cargo more efficient by eliminating whatever impediments stand in the way.

It means slashing red tape. It means reducing the amount of time that passengers have to stand in line at an airport or the amount of time that a valuable shipment has to lie on the dock. It means accommodating our legal requirements and our regulatory habits to improve transportation technology. It means, in short, making transportation easier and less expensive.

We have an Office of Facilitation which is devoting a lot of energy to the job of reducing the amount of paperwork required in international transportation.

It may seem strange that the Government, which is often castigated for creating paperwork, should be proclaiming itself the leader of a paperwork rebellion. But that's what we are doing. I am happy to say that we are by no means carrying the entire load, however.

Just a few months ago a group of private companies which are concerned with the problem of excessive paperwork established a new organization known as NCITC -- The National Committee for International Trade Documentation. The committee will have a professional staff. It has the wholehearted support of international shippers and domestic and international carriers. We in government are gearing up to cooperate effectively with the committee, and with other groups which share our concern about the impediments to free trade.

Let me give you some examples of the problem -- a problem which President Johnson has emphasized by saying that our international trade is conducted on a sea of red tape. The problem is that a manufacturer who wants to ship his products abroad must complete literally yards of forms -- some of which are remarkably complex, others of which duplicate each other. It seems that a ship entering an American harbor must file nine separate forms and a ship leaving a harbor must file an additional five forms.

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We think those 14 forms required for entering and clearing a harbor can be reduced to one. The international treaties which permit it have been ratified. We're now working on that single form.

We think industry and the Government can devise a uniform commodity code that can be understood by truckers and railroads and ocean carriers.

Another way we believe we can help you use the transportation system is through development of new technology. Our most visible effort in this direction is the "Northeast Corridor Project" involving two demonstration high speed trains and the development of new railroad technology. Considerable publicity has surrounded this project. Most of it has centered around the time factor involved, the passenger comfort that will be provided, and the idea that the success or failure of the trains to draw customers could signal the revival or the end of rail passenger service.

But there are other facets of this project which are just as important -- facets which may have a substantial impact on all rail systems, whether they support conventional passenger and freight trains or perhaps a new generation of vehicles. Research is underway on a more stable track structure which would provide improved ride quality. Thus, the amount and cost of roadbed maintenance could be reduced. Test and evaluation instrumentation is available, both on board the high speed test cars and for wayside use. The result is that for the first time track condition and ride quality under dynamic loading can be precisely measured.

The Office of High Speed Ground Transportation, which administers the Northeast Corridor Project, is also studying such innovations as laser beam tunneling techniques, tracked air cushion vehicles, magnetic suspension systems, and moving-vehicle communications systems. All this technology is designed to make our transportation system safer and more efficient. Hopefully, it will also mean lower operating costs which can be passed on to the user.

The Department is also very interested in the advances made in helicopter operations on the proving grounds of Vietnam. Helicopters and short take-off and landing vehicles represent an important alternative transportation system -- especially in the short-haul situation.

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We have every reason to believe that short-haul traffic demands are going to become paramount in transportation planning. I'm sure all of you are aware of the fantastic forecasts for population growth in this country. Our studies in the Northeast Corridor indicate dramatically how this population growth is changing traffic patterns. As high population density areas develop throughout the country -- such as along the east and west coasts and around the Great Lakes -- the need for more efficient and freight movement over short distances will become increasingly apparent.

The urban passenger is already suffering from an inability to move conveniently from inner city to suburbs. Industrial and business complexes, as they relocate or establish new plants in suburban areas, are bound to face the same problem in the movement of freight. The television pronouncement that "Our beer is fresher because it doesn't have to travel so far" is indicative of the industrial shift I refer to.

While it is true that short distance transportation costs should be cheaper and faster, this is not always the case. A great deal of the service and cost benefits of short-haul deliveries can be lost in the distribution tangle. Congestion places its costs upon all users of the system in urban areas. This is usually evident first at the terminal. An example is the problem of airport congestion. Efforts to lessen congestion at airports will produce benefits to all users of air services. The Federal Aviation Administration is focusing considerable attention on this problem. The Department has also initiated a special program to improve highway access to airports. This is a good example of how the new Department's organization encourages increased intermodal cooperation in combating a single problem. It is also an example of a problem area where new technology such as high speed trains and vertical take-off vehicles could provide the needed solution.

I have tried to outline just a few of the transportation problems and potentials that we are concerned with. I hope also to have given you a feel for how we intend to operate. Each Administration within the Department, has operating programs which can be used to effect beneficial changes in the transportation system. These include Federal aid to highways and airports, aircraft and pilot certification, air route and airport traffic control, highway safety programs, motor vehicle safety standards and many others.

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But from a policy standpoint, we have three major avenues of influence -- to encourage the use of new technology, to establish Government policy and seek appropriate legislation, and to encourage industry cooperation in meeting the transportation goals of the nation.

The Department can also appear as a party representing the public interest at regulatory proceedings. We have used this approach in connection with the Washington and Old Dominion Railroad Abandonment, the Washington-Baltimore Helicopter Service Investigation, the Inter-American Freight Conference agreements, Transpacific Route Investigation, Air Taxi Petitions, and others.

We try to present the public interest as accurately as possible, always keeping in mind the goal of developing a strong national transportation system, within the framework of a free enterprise economy to better serve our people.

By working together, I believe we can achieve a safe, efficient, and economical national transportation system.
