



DEPARTMENT OF TRANSPORTATION

NEWS

FEDERAL HIGHWAY ADMINISTRATION

WASHINGTON, D.C. 20590

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HIGHWAYS TODAY -- AND TOMORROW

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ADDRESS BY FEDERAL HIGHWAY ADMINISTRATOR NORBERT T. TIEMANN BEFORE ANNUAL MEETING OF THE WESTERN ASSOCIATION OF STATE HIGHWAY OFFICIALS, COLONIAL MOTOR HOTEL AND CONVENTION CENTER, HELENA, MONTANA, JUNE 18, 1973

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I am very pleased to be here with you today in this picturesque setting, at the eastern foot of the Continental Divide. I want you to know, too, that Secretary of Transportation Claude S. Brinegar asked me to convey to you his best regards and his wishes that you have a most successful meeting.

This is my first official appearance in my new role as Federal Highway Administrator. When the invitation came to take part in your meeting, I thought of an Italian proverb: "Keep company with good men and you'll increase their number." So the decision to accept was easily made.

I am very much aware that most of my predecessors as Federal Highway Administrator were engineers, and that I am not an engineer. However, in my former role as Governor of Nebraska, I worked very closely with the State Department of Roads, and I think

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I have a pretty good idea of how engineers think, and of how a highway department functions. My own background, in addition to the administration of State Government, has been in the field of financial management, and I hope that the experience I gained in both sectors will prove useful in carrying out my new duties.

I want to assure you that I am going to be depending heavily on the experience of your good friend, Deputy Federal Highway Administrator Ralph Bartelsmeyer. I know we all are most appreciative of the fine job Ralph has done in keeping the highway program moving forward during the past several months. In addition, I have asked former Federal Highway Administrator Frank Turner for his advice and counsel, so I think you will agree that I will be getting some excellent guidance from these two top professionals.

During the short time that I have been with the Federal Highway Administration, I have been greatly impressed with the professionalism and capability of the personnel, and with the excellent morale of the organization. Coming in from the other side of the fence, so to speak, I already feel strongly that the Federal-State highway program is fortunate to have such high calibre people.

One of the things that struck me, when I reflected upon my invitation here, is the interesting composition of the membership in the Western Association of State Highway Officials. Many of your States are rural-oriented, with great dependence on rural roads. You have a couple of the giant States, too, in California and Texas, and

many of your States have major urban areas. Consequently, in WASHO you range the entire scale of the Federal-aid highway program.

Let me mention first a few things about the rural side. Coming from a rural State myself, I personally am keenly aware of the importance of a good rural road system. And as the former President of the Coalition for Rural Development, I know well the importance to a State of a good transportation system in attracting new industry. You keep people in your State by providing them with job opportunities that industry can offer. So the economic importance of highways is very great. This is especially so in those States or areas which have lost most or all of their rail transportation facilities, and which have no interstate or intercity bus service.

The Department of Transportation is well aware of this fact, and I want to strongly reassure you that DOT has no intention of cutting back on, or ignoring rural roads. A well-funded, continuing rural road program will be provided in the years ahead. Rural roads are extremely important to the continued progress of this Nation, and they will not be neglected.

Of course, the Interstate System program is going to be continued as a separate entity until its timely completion.

At the same time, many of our urban areas today have critical transportation problems -- and it is essential to our national well-being that these problems be solved.

This facet of the Federal-aid highway program is also of great importance to the membership of WASHO. In your region there are such great cities as Los Angeles, San Francisco, Denver, Phoenix, Houston, Dallas, Honolulu, Seattle, Portland, Salt Lake City, Albuquerque, and many more. So as an association, the urban problem is your problem, too.

We all know what the problem is in the urban areas; too many cars, particularly in rush hours, causing bumper-to-bumper congestion, along with air and noise pollution. And looming larger and more ominously all the time is the growing national fuel shortage. Obviously, there is an urgent need to reduce fuel consumption -- and the private automobile is a necessary target.

The automobile is the most popular and successful form of transportation ever invented, and it appeals greatly to our American sense of freedom by giving us the ability to come and go when and where we please. It has been the principal factor in our 20th Century economic and social lifestyles.

Sadly, however, it has become too successful in our cities -- to the degree where it is now defeating its purpose. As a result, we have arrived at a point where we must reduce dependence on private cars in urban areas -- particularly during the rush hours -- and convince commuters to either form carpools or use public mass transit facilities. And to make the latter feasible, we must provide our cities with the means to obtain fast, comfortable and convenient mass transit systems.

For a few of our largest cities, this will take the form of rail rapid transit. Rail transit systems are in operation, under construction, or planned in Atlanta, Baltimore, Boston, Buffalo, Chicago, Dayton, Houston, Los Angeles, New York, Philadelphia, San Diego, San Francisco, and Washington, D. C. You will note that there are four cities in the WASHO region included in that group.

However, because of population or geographic characteristics, rail transit is not economically feasible for most of our cities. For them, bus rapid transit is the answer, and this concept is spreading. Exclusive bus lanes of various types are already in use or under construction in many areas of the country. If any of you here are interested in exploring the possibility of constructing such busways in your urban areas, I will be happy to talk with you about it.

Sophisticated electronic equipment which gives transit buses priority at signals on busy city streets is also being tested at the present time. Next September 30, the first prototype bus will be delivered to DOT for testing -- and this will be a far cry from most of the city transit buses in use today. It will be vastly more comfortable and attractive, with greater visibility and improved seating and leg room. The air conditioning will be more subtle, and the advanced design diesel power, with fewer emissions, will reduce air pollution.

So the means are at hand for cities to provide attractive alternatives to the private automobile in the way of mass transit. But cities must have the funds with which to procure them.

It is for this reason that President Nixon this year put a high priority on increased flexibility in the use of Highway Trust Fund monies. The Department of Transportation feels that local officials, reflecting the needs and desires of the citizenry, are in the best position to determine how to solve their local transportation problems -- and that they should have the right to do so.

Consequently, DOT proposed that urban areas of 400,000 population or more be permitted to decide how they wanted to spend their Urban System funds -- for highways, bus or rail transit, including rolling stock, or various combinations of modes. There has been a great deal of misunderstanding and confusion about this. Let me clear up one misconception that you frequently hear voiced -- that the use of such Urban funds for transit would be at the expense of rural States or the highway program in general.

The truth of the matter is, whatever any given city might elect to use its Urban funds for, this would have no effect whatever on other cities or States. Each State will continue to receive its rightful, legal share of Federal highway funds, and each State can spend 100 percent of these funds for highways, if that is what it wants to do. However, under the DOT plan, those cities that could get more value out of a transit project than out of a new road project would have the right to make that decision -- and spend their money accordingly. Actually, it is a form of local option.

But let me reemphasize: if a city such as Atlanta, Ga., for example, decided to invest its Urban funds in rail transit, this would have no effect at all on a city such as Helena or a State such as Montana, which undoubtedly would want to invest all of its money in roads. No States would be penalized in any way by cities in other States spending their Urban funds on transit facilities!

As you know, the Senate version of this year's Federal-aid Highway Act would give cities this proposed flexibility; the House version would not. The matter is still in a Conference Committee, so at the moment we do not know what the final outcome will be.

But whatever it is, we assuredly must give our urban areas more transportation help in the years ahead.

Another area that is going to assume ever-increasing importance in the highway program is that having to do with environmental considerations. This is a matter of Federal law, of course, but it also is as it should be -- as highway officials we should have a deep commitment to preserving our environment. And I am convinced that most highway officials do have such a commitment.

Voltaire said, "The only way to compel men to speak good of us is to do it," and the only way to get public opinion on our side in this matter is to prove beyond a doubt that we are attaching the highest importance to environmental considerations.

I can assure you that the Federal Highway Administration takes a most serious view of environmental requirements and regards them

as a permanent, continuing part of the Federal-State highway program.

The Action Plan, which all State highway departments have been working on, is an indication of this concern. As you know, the purpose of the Action Plan is to describe the procedures a State highway department proposes to use to assure proper consideration of environmental values in the planning and design of highway projects. From your standpoint, the Action Plan has two great advantages: it is a one-time procedure, rather than one that must be repeated project-by-project, and even more importantly, perhaps, it allows a State a great deal of independence.

States and regions are different. A procedure which might be most effective in one State might be cumbersome and ineffective in another State. But under the Action Plan concept, each State is free to develop procedures which best fit its local conditions, and which the State officials feel will work. This, I think, is an excellent application of the longstanding Federal-State partnership.

Most States have been doing a good job on their Action Plans -- but a few have not. I hope that the States that have been lagging correct this deficiency, because FHWA will be unable to approve future highway locations in States that do not have approvable Action Plans by next November 1. I trust this is a situation that will not come about.

The Environmental Impact Statement is another procedure that is going to be with us permanently. Consequently, it is to a State's advantage to prepare the statement as thoroughly and carefully as possible, to avoid possible delay through time-consuming litigation later on. We know that this is a redtape problem for you, and we are trying to simplify procedures while still preserving the objective of protecting the environment. An ad hoc AASHO committee is presently working with FHWA to find more efficient and effective procedures, and I am sure that we will be able to come up with some improvements.

As you know, measures to reduce air and noise pollution are increasingly moving center stage on the highway scene -- and they, too, are going to remain with us on a permanent basis.

What it all means is that there will be no return to the procedures, methods, and philosophies of the past in the highway program. We are in a new era, one in which we must regard highways differently than we once did.

There was a time when all the transportation modes were regarded as independent entities, each with its own constituency and indifferent to the problems and the needs of the others.

They no longer can be regarded that way. Transportation is the sum of its parts, and highways, airlines, rail lines and waterways are integral, interrelated parts of the whole.

The airlines can transport you long distances around the country -- say from Washington, D. C. , to Helena, Montana -- quickly and

efficiently, and they are indispensable in this regard. But you must get to and from the airports by highway or mass transit. The same thing applies, of course, to railroad stations and shipping ports -- passengers must get to and from them by some sort of highway or mass transportation. The rails and the waterways move large quantities of freight economically and efficiently -- but trucks are needed to begin and end the trips.

And so it goes -- the examples are endless. The point is, we must now think in terms of overall transportation planning, and the role of each mode in that plan. The modes cannot be competitive in our highly complex society of today -- and tomorrow -- instead, they must be complementary.

But human nature is human nature, and long established ways of thinking and acting are not easily changed. The Department of Transportation has now been in existence for six years, and it has taken all of that time to gain public awareness -- and acceptance -- of this concept of an intermodal, balanced transportation network. However, progress is steadily being made, and one indication of this is that 22 States have now created their own Departments of Transportation, modeled after the Federal agency.

To conclude my remarks today, I want to assure you that my primary objective as Federal Highway Administrator will be to establish a close and harmonious working relationship with State

highway officials at all levels of State government. We are all in this great transportation cause together, and we must all remember that it is a two-way street. At the Federal level, we need your input from the States, and I hope you will give it to us.

As the massive Interstate System construction program begins to wind down in the years immediately ahead, I hope we can have meaningful discussions between State and Federal officials on the possible direction the highway program should take in the years ahead -- keeping in mind always its context in regard to our larger total transportation objectives.

According to an Arabian proverb, "Four things come not back -- the spoken word, the sped arrow, the past life, and the neglected opportunity." We all have an unprecedented opportunity to help America achieve even further greatness by providing it with the finest transportation system the world has ever known.

Let none of us neglect that opportunity.

Thank you for inviting me to participate in your program here today. It has been a distinct pleasure for me, and I hope you will invite me back.

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A PERSONAL VIEW

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ADDRESS BY FEDERAL HIGHWAY ADMINISTRATOR NORBERT T. TIEMANN AT ANNUAL MEETING OF THE SOUTHEASTERN ASSOCIATION OF STATE HIGHWAY AND TRANSPORTATION OFFICIALS, GALT HOUSE, LOUISVILLE, KENTUCKY, OCTOBER 17, 1974

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GOOD MORNING. I AM HAPPY TO BE HERE IN LOUISVILLE WITH YOU THIS MORNING, AND I BRING WITH ME GREETINGS FROM SECRETARY OF TRANSPORTATION CLAUDE S. BRINEGAR, ALONG WITH HIS WISH THAT YOU HAVE A SUCCESSFUL AND PRODUCTIVE MEETING.

THIS IS MY FIRST OPPORTUNITY TO ADDRESS YOUR ORGANIZATION, AND I WELCOME IT.

I AM NOT GOING TO TALK TO YOU TODAY ABOUT WHAT WE HAVE DONE, OR ARE DOING, IN THE FEDERAL-STATE HIGHWAY PROGRAM; RATHER, I WOULD LIKE TO PRESENT YOU WITH MY OWN VIEWS OF THE DIRECTION IN WHICH WE SHOULD BE HEADING IN THE IMMEDIATE FUTURE.

ONE CAVEAT: THE IDEAS I AM GOING TO EXPRESS DO NOT REPRESENT U.S. DEPARTMENT OF TRANSPORTATION POLICY. THEY DO NOT REPRESENT FEDERAL HIGHWAY ADMINISTRATION POLICY. THEY DO REPRESENT MEASURES THAT I PERSONALLY WOULD RECOMMEND.

I THINK IT IS NOW APPARENT THAT NO MAJOR HIGHWAY LEGISLATION IS LIKELY TO EMERGE FROM CONGRESS THIS SESSION. SO WE MUST LOOK TO 1975,

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CONTINUATION OF THE HIGHWAY TRUST FUND.

THE HIGHWAY TRUST FUND IS OBVIOUSLY A HIGHLY EFFECTIVE MECHANISM FOR PROVIDING REVENUE TO BUILD THE INTERSTATE SYSTEM AND TO ASSIST THE STATES IN IMPROVING THE OTHER FEDERAL-AID SYSTEMS. BECAUSE OF THE URGENCY OF COMPLETING THE INTERSTATE AS SOON AS POSSIBLE, I THINK IT IS NECESSARY TO CONTINUE THE TRUST FUND AFTER 1977 TO GUARANTEE FINANCING FOR THE INTERSTATE. HOWEVER, I WOULD RECOMMEND THAT AFTER 1977 ALL FEDERAL-AID HIGHWAY PROGRAMS OTHER THAN THE INTERSTATE BE FINANCED FROM THE GENERAL FUND.

UPON COMPLETION OF THE INTERSTATE, THE NEED FOR TRUST FUND FINANCING OF THE FEDERAL-AID HIGHWAY PROGRAM WILL BE LESSENED, AND I WOULD RECOMMEND THAT THE TRUST FUND BE ENDED. AT THAT TIME, THE PRIORITY OF HIGHWAY IMPROVEMENT AND HIGHWAY-RELATED PUBLIC TRANSPORTATION, AS THEY RELATE TO OTHER NATIONAL PRIORITIES, WILL BE BETTER ESTABLISHED IF THEY ARE FUNDED DIRECTLY FROM THE GENERAL FUND. AND I AM NOT WORRIED ABOUT THAT, EITHER. I THINK OUR PROGRAM IS SO ESSENTIAL THAT WE CAN MORE THAN HOLD OUR OWN WITH OTHER PROGRAMS FOR OUR RIGHTFUL SHARE OF GENERAL FUNDS.

DISTRIBUTION OF HIGHWAY FUNDS

I BELIEVE THAT A CERTAIN PORTION OF THE HIGHWAY TRUST FUND RECEIPTS--AND AFTER 1977 GENERAL FUNDS--SHOULD BE DISTRIBUTED TO THE STATES TO BE USED FOR ANY HIGHWAY PURPOSES THEY CHOOSE. APPROXIMATELY 30 PERCENT OF TOTAL VEHICLE MILES TRAVELED IN THIS COUNTRY IS ON HIGHWAYS WHICH ARE NOT ON ANY FEDERAL-AID SYSTEM--YET ALL HIGHWAY TRAVEL CONTRIBUTES TO THE TRUST FUND. THESE MONIES COULD BE USED FOR OFF-FEDERAL-AID SYSTEM CAPITAL OUTLAY, MAINTENANCE, LOCAL ROADS AND STREETS, ETC. ESSENTIALLY, THESE FUNDS WOULD SERVE AS HIGHWAY REVENUE SHARING. AFTER ALL, A DANGEROUS BRIDGE IS A CONCERN WHETHER IT IS ON OR OFF A FEDERAL-AID SYSTEM, AND

IT SHOULD BE REPLACED IN ANY CASE. PROVIDING THE STATES WITH THESE FUNDS WILL HELP ACCOMPLISH THIS.

TRANSPORTATION IN URBAN AREAS.

EACH URBAN AREA HAS CERTAIN PHYSICAL AND SOCIAL CHARACTERISTICS UNIQUE TO ITSELF, AND TRANSPORTATION MUST BE A BASIC ELEMENT OF THIS STRUCTURE. IN OTHER WORDS, IT CANNOT BE AN END IN ITSELF--IT MUST BE A MEANS TO ACHIEVING COMMUNITY GOALS.

IN URBAN AREAS, THE MODAL MIX OF TRANSPORTATION FORMS, AND THE QUALITY OF THE SERVICE THAT THEY OFFER, IS HEAVILY DEPENDENT UPON DECISIONS MADE BY STATE AND LOCAL OFFICIALS CONCERNING LAND USE, LAND DEVELOPMENT, DENSITY, AND ALLOCATION OF REVENUES. I BELIEVE WE MUST PROVIDE THESE OFFICIALS WITH THE FLEXIBILITY NEEDED TO DETERMINE THEIR OWN PROGRAMS FOR URBAN DEVELOPMENT BY ENCOURAGING PROGRAM FUNDING WHICH REDUCES CATEGORICAL GRANTS BUT STILL PROVIDES FOR REGULAR CONTINUING ASSISTANCE TO FACILITATE LONG-RANGE PLANNING.

I BELIEVE WE MUST CONTINUE TO STRESS THE IMPORTANCE OF TRAFFIC CONTROL, CARPOOLING, EXCLUSIVE BUS LANES, ETC., AS CAPITAL IMPROVEMENTS WHICH WILL HELP URBAN AREAS TO PROVIDE IMMEDIATE CAPACITY REQUIREMENTS, AS WELL AS THE ABILITY TO COPE WITH FUTURE NEEDS.

TRANSPORTATION IN RURAL AREAS.

THERE IS, I BELIEVE, GENERAL AWARENESS OF THE URGENT NEED OF THE STATES AND COUNTIES TO MODERNIZE AND REBUILD SUBSTANTIAL PORTIONS OF THEIR EXISTING RURAL HIGHWAY MILEAGE. THIS NEED IS PARTICULARLY PRESSING IN THE AREAS OF BRIDGE AND SURFACING REPLACEMENT, THE WIDENING OF EXISTING FACILITIES, AND THE ELIMINATION OF HAZARDOUS CONDITIONS. I BELIEVE THAT FHWA SHOULD CONTINUE TO MONITOR THESE RURAL NEEDS, AND THAT PROGRAMS DESIGNED TO AID THE RURAL AREAS IN MEETING THEIR TRANSPORTATION NEEDS SHOULD BE ACTIVELY PROMOTED.

THE RURAL ROADS SYSTEM IN AMERICA IS VAST AND COMPLEX. THE GREAT PERCENTAGE OF THESE ROADS SERVE TO CONNECT OUR AGRICULTURAL AND NATURAL RESOURCES WITH THE MARKETS AND INDUSTRIES OF OUR URBAN AREAS THROUGH A SYSTEM OF LOCAL, COLLECTOR AND ARTERIAL FACILITIES. BECAUSE OF THE INTERDEPENDENCE OF ALL OF THESE ROUTES, AND THE NECESSITY OF CAREFUL STATEWIDE PLANNING TO FULLY UTILIZE THE AVAILABLE TRANSPORTATION FUNDS, I BELIEVE THAT WE SHOULD PROMOTE, THROUGH BOTH EXISTING AND NEW PROGRAMS, THE IMPORTANCE OF STATEWIDE COMPREHENSIVE PLANNING AND THE LOCAL FLEXIBILITY NEEDED TO IMPLEMENT THOSE PLANS.

MOVEMENT OF GOODS.

TO STATE THE OBVIOUS, EXPEDITIOUS SHIPMENT AND DELIVERY OF COMMODITIES IS ESSENTIAL TO A HEALTHY ECONOMY. TO INSURE THAT THE MOST ECONOMICAL AND EFFICIENT COMBINATION OF MODES IS INVOLVED IN THE FLOW OF COMMODITIES, THE ENTIRE TRANSPORTATION NETWORK MUST BE BROUGHT INTO BALANCE AND UTILIZED TO ITS FULL POTENTIAL. WITHIN THIS MULTI-MODAL NETWORK OF GOODS MOVEMENT, THE HIGHWAY PLAYS A VITAL ROLE, SINCE MOST PRODUCTS EVENTUALLY REACH THEIR FINAL DESTINATION BY TRUCK. BECAUSE OF THIS FACT, AND BECAUSE WE NEED TO REDUCE THE TIME REQUIRED TO TRANSFER AND MOVE GOODS, WE SHOULD ENCOURAGE THE DEVELOPMENT OF IMPROVED AND INNOVATIVE NEW TRANSFER FACILITIES, ESPECIALLY THOSE OF A MULTI-MODAL NATURE.

ADDITIONALLY, WHERE CONFLICTS BETWEEN TRUCKS AND PRIVATE AUTOMOBILES HAVE BECOME SO GREAT AS TO CONSTITUTE A SEVERE SAFETY PROBLEM, SPECIAL TRUCK LANES SHOULD BE ENCOURAGED. WHERE FEASIBLE, INCREASED TRUCK WEIGHTS SHOULD BE PERMITTED.

BECAUSE THE RATE STRUCTURE AND REGULATIONS PERTAINING TO THE INTERSTATE SHIPMENT OF GOODS BY TRUCK IS CLOSELY RELATED TO HIGHWAY SYSTEM PLANNING, DESIGN AND OPERATION, I FEEL THAT THERE WOULD BE CONSIDERABLE IMPROVEMENT IN GOODS MOVEMENT IF ALL THE REGULATORY FUNCTIONS WERE CENTERED IN THE FEDERAL HIGHWAY ADMINISTRATION. AT THE PRESENT TIME THERE ARE SEVERAL FEDERAL AGENCIES INVOLVED WITH REGULATING TRAFFIC ON OUR HIGHWAYS. THEY INCLUDE SOME OF THE WORK OF THE INTERSTATE COMMERCE COMMISSION, THE U.S. DEPARTMENT OF TRANSPORTATION'S OFFICE OF HAZARDOUS MATERIALS, AND FHWA'S OWN BUREAU OF MOTOR CARRIER SAFETY. I BELIEVE THAT THE REGULATION OF HIGHWAYS TO CONFORM TO TRANSPORTATION POLICIES SET FORTH BY THE U.S. DEPARTMENT OF TRANSPORTATION COULD BE ACCOMPLISHED MORE EFFECTIVELY IF ALL OF THESE FUNCTIONS WERE LOCATED IN FHWA.

TRANSPORTATION FOR THE ELDERLY AND HANDICAPPED.

BECAUSE THEY CANNOT OPERATE AN AUTOMOBILE AND DO NOT HAVE AVAILABLE PUBLIC TRANSPORTATION, THERE ARE A NUMBER OF AMERICANS, IN BOTH URBAN AND RURAL AREAS, WHO ARE DENIED REASONABLE ACCESS TO THE BASIC SERVICES OF THEIR COMMUNITIES. ALTHOUGH THEY DO NOT CONSTITUTE A LARGE PERCENTAGE OF OUR TOTAL POPULATION, THEIR NEED FOR A SUITABLE FORM OF TRANSPORTATION MUST BE MET. WE SHOULD UTILIZE EXISTING PROGRAMS WHEREVER POSSIBLE TO PROVIDE TRANSPORTATION FOR THE ELDERLY AND THE HANDICAPPED, AND WE SHOULD ALSO ANALYZE THE PROBLEMS OF PEOPLE IN THESE CATEGORIES IN ORDER TO DEVELOP FUTURE PROGRAMS DESIGNED TO BETTER MEET THEIR TRANSPORTATION REQUIREMENTS.

URBAN AND RURAL PUBLIC TRANSIT.

URBAN AND RURAL PUBLIC TRANSIT MUST BE AN INTEGRAL PART OF OUR OVERALL TRANSPORTATION SYSTEM. I BELIEVE THERE SHOULD BE A THOROUGH STUDY INTO THE COST OF ACQUIRING, MAINTAINING AND OPERATING BUS SERVICE FOR LOCALITIES

OF VARIOUS SIZES. THIS WOULD PERMIT STATE AND LOCAL AGENCIES TO BETTER ESTIMATE FINANCIAL REQUIREMENTS OF SUCH A PROGRAM, AND THE DATA WOULD ALSO BE HELPFUL TO THEM IN DETERMINING THE MIX AND EXTENT OF TRANSPORTATION BEST SUITED TO LOCAL NEEDS.

EXISTING FEDERAL-AID SYSTEMS AND RED TAPE.

THE FEDERAL-AID HIGHWAY SYSTEMS WERE DEVELOPED FOR SPECIFIC PURPOSES, SUCH AS INTERSTATE CONTINUITY OF HIGHWAYS, IMPROVING FARM TO MARKET TRANSPORTATION, AND IMPROVING HIGHWAY SERVICE IN URBAN AREAS. IT IS CONCEIVABLE THAT SOME OR ALL OF THE EXISTING FEDERAL-AID SYSTEMS ARE NO LONGER REQUIRED. ON THE OTHER HAND, IT MAY BE THAT NEW SYSTEMS SHOULD BE CREATED TO MEET TODAY'S NEEDS. WE SHOULD LOOK INTO THESE QUESTIONS AND MAKE DETERMINATIONS.

ON THE PROBLEM OF RED TAPE, THE TIME LAPSE BETWEEN PLANNING, PROGRAMMING, AND FINALLY AWARDING A CONSTRUCTION CONTRACT TO BUILD A PROJECT HAS REACHED A POINT WHERE EFFECTIVE PLANNING AND PROGRAMMING IS DIFFICULT. OF COURSE, SOME OF THIS DELAY IS JUSTIFIED AND UNAVOIDABLE, SINCE THE IMPACT OF ANY HIGHWAY PROJECT ON THE ENVIRONMENT AND SURROUNDING ECOLOGY MUST BE CAREFULLY CONSIDERED. HOWEVER, OTHER DELAYS CAUSED BY ROUTINE BUREAUCRATIC ADMINISTRATION ARE QUITE OFTEN UNNECESSARY. I BELIEVE THAT PROGRAM REQUIREMENTS SHOULD BE STRICTLY LIMITED TO ONLY THOSE ABSOLUTELY ESSENTIAL TO INSURING PROPER USE OF FEDERAL FUNDS.

CERTIFICATION ACCEPTANCE.

THE CERTIFICATION ACCEPTANCE PROCESS AUTHORIZED IN THE 1973 FEDERAL-AID HIGHWAY ACT WAS MEANT TO REDUCE RED TAPE AND EXPEDITE THE ENTIRE PROGRAMMING AND CONSTRUCTION PROCEDURE. SO FAR, AS YOU ARE SO WELL AWARE, THIS HAS NOT BEEN THE CASE. THERE ARE MANY REASONS FOR THIS, AS YOU ALL KNOW. THE CA PROCESS MUST BE MODIFIED TO INCLUDE THOSE REQUIREMENTS WHICH WOULD TRULY

RESULT IN THE ELIMINATION OF RED TAPE AND DELAY, AND THE NECESSARY AMENDATORY LEGISLATION SHOULD BE ENACTED.

DEMONSTRATION PROGRAMS.

I AM SURE WE ALL RECOGNIZE THE NECESSITY OF DEVELOPING INNOVATIVE PROGRAMS TO MEET THE CHANGING TRANSPORTATION NEEDS OF OUR COUNTRY. AND PROGRAMS WHICH WILL IMPROVE VEHICLE OCCUPANCY, PROMOTE NEW FORMS OF LOW CAPITAL PUBLIC TRANSPORTATION SUCH AS JITNEY SERVICE, DEVELOP NEW TRAFFIC CONTROL PROCEDURES AND NEW GOODS MOVEMENT AND TRANSFER OPERATIONS, AND ASSIST THE ELDERLY AND HANDICAPPED IN OBTAINING SUITABLE TRANSPORTATION ARE CLEARLY PROGRAMS REQUIRING FEDERAL ATTENTION.

WHERE NEW PROGRAMS ARE NEEDED, BUT WHERE THEIR IMPACT IS NOT CLEAR, IMPLEMENTATION ON A NATIONWIDE BASIS CAN BE WASTEFUL AND EVEN HARMFUL. WE SHOULD EMPLOY DEMONSTRATION PROGRAMS TO FIRST TEST THE EFFECTIVENESS OF SUCH NEW AND UNIQUE APPROACHES ON A SMALLER SCALE. IN SO DOING, WE WILL GAIN VALUABLE KNOWLEDGE ABOUT THE FEASIBILITY OF THE PROGRAMS WITHOUT THE EXPENDITURE OF LARGE SUMS OF MONEY.

STATE SOVEREIGNTY.

AS I HAVE MENTIONED FREQUENTLY TODAY, THERE IS GREAT NEED FOR LOCAL INPUT INTO THE DEVELOPMENT OF HIGHWAY PLANS AND PROGRAMS, AND WE ARE FOCUSING INCREASING ATTENTION ON URBAN AREAS. HOWEVER, THE STATE, BY VIRTUE OF ITS AUTHORITY TO DEVELOP, MAINTAIN AND REGULATE TRANSPORTATION SYSTEMS WITHIN ITS BORDERS, CANNOT BE EXCLUDED FROM ANY HIGHWAY PROGRAMS DEVELOPED AT THE FEDERAL LEVEL. THEREFORE, FHWA MUST CONTINUE TO RECOGNIZE THE STATE AS THE PRINCIPAL HIGHWAY AGENCY, WHILE AT THE SAME TIME ASSURING A COMPREHENSIVE AND COOPERATIVE EFFORT BETWEEN ALL LEVELS OF GOVERNMENT WHEN DEALING WITH FEDERAL-AID HIGHWAY PROGRAMS.

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THESE, THEN, ARE SOME OF THE AREAS I BELIEVE SHOULD BE COVERED IN AN OMNIBUS GROUND TRANSPORTATION BILL. THERE ARE MORE, AND I AM SURE THAT ALL OF YOU WILL HAVE SOME THOUGHTS ALONG THIS LINE. I ASSURE YOU THAT I WOULD BE HAPPY TO RECEIVE THEM FROM YOU.

I WANT TO REPEAT WHAT I SAID AT THE OUTSET HERE TODAY--THESE THOUGHTS THAT I HAVE EXPRESSED ARE MY OWN--THEY DO NOT REPRESENT DOT OR FHWA POLICY. HOWEVER, I DO HOPE THAT OTHERS WILL AGREE AS TO THE DESIRABILITY OF AN OMNIBUS GROUND TRANSPORTATION BILL IN 1975. IN ANY CASE, I BELIEVE ALL OF US SHOULD BE THINKING OF THE NEW DIRECTIONS OUR NATIONAL TRANSPORTATION PROGRAMS SHOULD TAKE IN THE POST-INTERSTATE CONSTRUCTION YEARS.

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FINALLY, I JUST WANT TO SAY A FEW WORDS ABOUT INFLATION--WHICH PRESIDENT FORD HAS PROPERLY BRANDED AS THIS COUNTRY'S PUBLIC ENEMY NO. 1.

YOU ALL KNOW HOW SERIOUS THIS PROBLEM IS CONCERNING THE HIGHWAY PROGRAM. THE COMPOSITE CONSTRUCTION PRICE INDEX FOR HIGHWAY CONSTRUCTION IN THE UNITED STATES FOR THE SECOND QUARTER OF FISCAL 1974 WAS 38 PERCENT HIGHER THAN THE CONSTRUCTION PRICE INDEX FOR THE SECOND QUARTER OF FISCAL 1973. TO PUT IT IN ANOTHER, BUT EQUALLY GRIM, FRAMEWORK, HIGHWAY CONSTRUCTION COSTS ARE NOW 201.4 PERCENT OF 1967 BASE YEAR COSTS.

INFLATION IS TAKING A HEAVY TOLL ON EVERY FACET OF AMERICAN LIFE, AND IT MUST NOT ONLY BE HALTED BUT REVERSED. OBVIOUSLY, AS WITH THE REST OF THE FEDERAL GOVERNMENT, THE FIGHT AGAINST INFLATION WILL BE A MAJOR CONCERN OF THE FEDERAL HIGHWAY ADMINISTRATION IN THE WEEKS AND MONTHS--MAYBE EVEN YEARS--AHEAD. THERE COULD WELL BE SOME EFFECT ON CONGRESSIONAL APPROPRIATION BILLS, OBLIGATION LEVELS, AND ADMINISTRATION RELEASE OF OBLIGATION AUTHORITY.

ONE OBVIOUS APPROACH IN THE WAR ON INFLATION IS TO REDUCE SPENDING, AND OF COURSE WE MUST ALL DO OUR PART. HOWEVER, IT MUST BE REMEMBERED THAT HIGHWAY CONSTRUCTION IS ONE OF THE GREATEST GENERATORS OF EMPLOYMENT, AND IS ABSOLUTELY ESSENTIAL TO THE NATION'S ECONOMIC HEALTH. AT FHWA, WE HAVE COMPLETED AN ANALYSIS WHICH INDICATES THAT THE HIGHWAY PROGRAM MAY WELL BE ANTI-INFLATIONARY. THERE IS IDLE CONTRACTING CAPACITY IN MOST AREAS OF THE COUNTRY, AND IT SEEMS TO ME THAT IT MIGHT WELL BE POSSIBLE TO FIGHT INFLATION BY PUSHING AHEAD ON THE HIGHWAY PROGRAM, AND EMPHASIZING THOSE PROJECTS WHICH HAVE A HIGH LABOR CONTENT AND LOW MATERIAL AND EQUIPMENT COSTS.

ANOTHER THING: IF UNEMPLOYMENT CONTINUES TO RISE TO A POINT WHERE PUBLIC WORKS PROGRAMS ARE NEEDED TO STIMULATE EMPLOYMENT, THE HIGHWAY PROGRAM IS A NATURAL. THE MACHINERY IS THERE AND THE MONEY--IN THE HIGHWAY TRUST FUND--IS THERE FROM PREVIOUS IMPOUNDMENTS. IT WOULD SEEM EASIER TO BALANCE THE BUDGET THIS WAY THEN TO HAVE TO DIP INTO THE GENERAL FUND FOR NEW PROGRAMS TO PROVIDE JOBS.

SO IT IS MY HOPE THAT IT WILL BE POSSIBLE TO KEEP THE HIGHWAY PROGRAM NOT ONLY ON AN EVEN KEEL, BUT TO FUND IT AT A SUBSTANTIALLY HIGHER LEVEL THAN HAS BEEN THE CASE IN RECENT YEARS.

BUILDING HIGHWAYS CREATES JOBS AND AIDS THE ECONOMY. AND THE NEW HIGHWAYS--IN TERMS OF TIME SAVINGS, ECONOMIC BENEFITS, LESSENING OF CONGESTION, AND, MOST IMPORTANTLY, LIVES SAVED--SHOW A MEASUREABLE RETURN ON OUR NATIONAL INVESTMENT.

I HOPE WE MAKE CERTAIN THAT THESE DIVIDENDS WILL KEEP ACCRUING.

THANK YOU. IT HAS BEEN A PLEASURE TO BE HERE TODAY AND I APPRECIATE YOUR HAVING INVITED ME. I WILL NOW BE GLAD TO TRY TO ANSWER ANY QUESTIONS YOU MIGHT HAVE.