

EX-100
SP2-3/14:21
FG 999-15

March 14th, 1966

Mr. Matthews:

This is more on the Transportation Message for your files.

Judy

1) ~~Transportation~~

2) ~~Namur~~ Studies -

1936 - Select Senate Committee

1949 - Hoover Commission

1961 - Executive Budget Message

1961 - Special Study Group

3) Dept of Transportation

4) Transp. Safety Board

5) ICC Chairman

6) Highway Safety -

7) S-2669 - Fuel standards -

8) Safety at Sea

9) Research & Development

1) C&T -

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MAR 15 1966
CENT. FILES

9) Research & Development

MAK 1
"CEN"

FILES

10) SST -

11) Aircraft noise -



FEDERAL AVIATION AGENCY

Washington 25, D.C. 20553

OFFICE OF
THE ADMINISTRATOR

February 4, 1966

Dear Mr. Schultze:

We appreciate the opportunity to comment on the draft bill to establish a Department of Transportation.

We endorse the purposes of the bill and support the establishment of a Department of Transportation. Certain specific changes in the draft are recommended for your consideration which we believe will strengthen the purposes of the legislation and the effectiveness of the Department.

The Federal Aviation Agency, like the Coast Guard, has extensive national defense-related responsibilities in peace and in war. These responsibilities are identified in the Federal Aviation Act of 1958 and elsewhere.* Provision for their accomplishment in wartime is contained in Executive Order 11161 of July 8, 1964, and in other documents with which you are familiar. The Agency in all probability will be transferred to the Department of Defense in time of war. It should be so organized in peace that it can function in war without significant reorganization.

For this reason and also because the basic functions of the Federal Aviation Agency will remain the same notwithstanding their transfer to the Secretary, there appears to be good reason to preserve the organizational integrity of the Agency. The purpose of the bill is to bring about better coordination of transportation policies and programs rather than to effect any radical change in the operation of the Federal Aviation Agency.

The FAA was created by the Congress as a major independent Agency as recently as 1958. Its status as a major independent Agency was reflected again in 1964 in the assignment of an Executive Level II position to the Administrator in the Executive Salary Act. The need to establish the FAA as a major independent Agency was clearly understood by the Congress and the public on both occasions.

* (Sections 103(a); 302(c)(1), (c)(3), (d), (e), (g); 303(d); 304; 306; 307(a), (c), (f); 308(b); 312(a), (c); 1002(a); 1202. See also: Executive Orders 9094, 10959, 11003, 11047, 11161; and International Aviation Facilities Act, Sections 7, 8, 9)

The hoped for improvements in air safety and technological development that lay behind these actions have been realized in satisfying measure, largely because of FAA's greater ability to be effective in the manner in which it was organized and authorized to operate. The reasons for making it a major Agency still exist, more so perhaps than earlier, and suggest that every reasonable effort be made within the context of a Department to preserve the Agency's effectiveness and the integral nature of its role, mission, and capabilities. The draft bill should reiterate rather than retract the proven value of these accomplishments in Government organization and management.

Only in this way can appropriate reassurance be provided to the 44,000 highly qualified and dedicated FAA employees. These men and women are responsible for the operation of a vital and highly integrated safety system and several ancillary and supporting promotional, developmental and defense programs. These systems and programs have a discrete quality, and peculiar importance in aviation, which as a technological field continues to have developmental attributes characterized by rapid changes in the state of the art and which, as a result, possess management characteristics and requirements that deserve continuity and integrity of governmental action and concern.

These requirements do not militate against organizational arrangements for coordination of those features that exist in common with other disparate modes of transportation. They do, however, support the need for very careful consideration of minor changes in the draft bill that will provide such assurance and in the long run produce the integrity of operations that will best serve technological change and developments in the state of the art.

For these reasons, the specific recommendations noted below include preservation of the Agency's identity and status within the framework of a Department of Transportation. This represents a major policy recommendation that is entirely consistent with the creation and effective administration of a Department of Transportation and for which precedent is found in the recently created Department of Housing and Urban Development. It represents a realistic solution to problems that may be involved in securing Congressional approval of a Department and a realistic approach to management of markedly disparate organizations involved in discrete areas of operation.

In accordance with the foregoing, we endorse the objective of Section 3(c) and welcome its inclusion. In addition we recommend:

- (1) The addition of the following language to this subsection in appropriate context: "in addition to their relationship and responsibility to the national defense and security and the

need for their availability and responsiveness in fulfilling national defense requirements." This language is taken substantially from Sections 302(e) and 302(g) of the Federal Aviation Act of 1958.

- (2) That consideration be given to establishing the post of Under Secretary at Level II of the Executive Level. The Under Secretary will oversee the FAA Administrator whose basic functions and responsibilities remain the same. The Administrator is presently at Level II and, in addition, other major functional responsibilities and organizations will be assigned to the Under Secretary's area of responsibility. We believe the background of circumstances and organizations involved in the creation of this Department justifies Level II rank for the Under Secretary and recognizes the realities of the situation in a manner that provides for their most effective administration in the future.
- (3) In order to eliminate any suspicion or basis for a charge that investigation of accidents will lack objectivity, consideration should be given either in Section 3 or in Section 8, in appropriate context, to the inclusion of language that will caution the Secretary to provide for separation of investigative functions from judicial or quasi-judicial functions and operating responsibilities. The following language, for example, could be included in Section 3(c): "to the need for separation of investigative functions from supervision or direction by officials of the Department engaged in operating or adjudicative functions." Alternatively, Section 8 should include a statutory directive for the establishment of an Office of Safety Investigation to which personnel would be transferred who are engaged in those functions in the Civil Aeronautics Board under Title VII of the Federal Aviation Act. Other personnel could be transferred to this office, after the Department is organized, as the Secretary deems appropriate.
- (4) Section 5(c) be amended to add the following: "Provided that there shall be in the Department a Federal Aviation Administrator who shall head a Federal Aviation Agency within the Department and who shall have such duties and powers as may be prescribed by the Secretary, and who shall administer, under the supervision and direction of the Secretary, departmental programs relating to aviation. The Administrator shall be compensated at Level II of the Federal Executive Salary Act of 1964, or as that Act may be amended in the future." This language is a direct paraphrase of the language in Section 4(a) of the Act of September 9, 1965, establishing a

Department of Housing and Urban Development. Section 4(a) of that Act specifically provides for the continuation within the Department of Housing and Urban Development of one of the agencies transferred to it, retaining its prior title, supervising official, and general responsibilities. Alternatively, appropriate language to the same effect could be included in Section 3 either as a part of or as a new subsection following Subsection (d), with the succeeding Subsections to be renumbered as required. In either event, Section 8(i) should be amended to insert the following language at the beginning thereof: "Except as otherwise provided in this Act," and conforming changes should be made in Section 9(e).

I consider this amendment highly desirable for maintaining the integrity of FAA operations, FAA responsibilities to operations of the Department of Defense, and the reassurance that should be provided for the employees of the Agency.

I compliment the care and caution that the draft bill reflects for the flexible and helpful administrative provisions contained in Section 8. They will greatly assist the prompt and efficient assumption of responsibilities by the new Department.

The objective of this Administration is to secure the enactment of legislation authorizing the Department of Transportation in a manner that will most readily facilitate its acceptance in Congress. It should recognize the realities involved in combining disparate modes of transportation and widely varying technologies in one Department. FAA is primarily a technical safety and developmental Agency. We would serve the Administration's interests best by frankly acknowledging its well recognized and distinctive technological and developmental attributes.

We can make more progress by constructing the bill and the new Department in a framework that recognizes the practical realities of the problems and operating environments for which the Department will be responsible, and building on these realities instead of appearing to pretend that we are matching identical organizations, responsibilities, systems, and technologies with each other in a common mold. They do not match; they will not fit a common mold; practical management judgment requires that we recognize differences and build the new Department to manage them rather than ignore them. It is our hope and expectation that the Secretary of the Department will take this approach in carrying out the grave responsibilities entrusted to him by this legislation.

The recommendations noted above are in no sense a criticism of the manner in which the working group has drafted the legislation. To the contrary, I think they've done a fine job. The recommendations illustrate instead

certain areas of policy that require review at this time. The recommendations are completely consistent with the basic purposes of the Department and its ability to operate effectively and efficiently from the outset. They are also consistent with the form in which, in my opinion, the Congress is more likely to be willing to approve the creation of the Department at this time.

A number of other perfecting and technical amendments appear to be in order, which are noted for your consideration in the enclosure.

Sincerely,

Signed:
William F. McKee
William F. McKee
Administrator

Enclosure

Honorable Charles L. Schultze
Director
Bureau of the Budget
Washington, D. C. 20503

February 3, 1966

EXECUTIVE

FG 121-11

PR 18-5

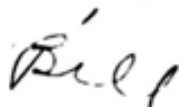
FG 155

Dear Jim:

Thanks for your letter. I suggest you get in touch with either Joe Laitin or Hal Pachios next Monday to coordinate arrangements for the press briefing.

Regards.

Sincerely,



Bill Moyers
Special Assistant
to the President

Mr. James G. Morton
Special Assistant to the
Secretary of Commerce
Office of the Secretary
U. S. Department of Commerce
Washington, D. C.

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CENTRAL FILES



U.S. DEPARTMENT OF COMMERCE
OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20230

February 1, 1966

Had - Release memo

Dear Bill:

Members of key Congressional committees will be briefed on plans for the proposed Department of Transportation at the White House Mess next Monday evening, February 7, 1966.

I have been advised that a press briefing will be scheduled for 10:30 a.m. on Tuesday, February 8. It is prudent to hold the press briefing as soon as possible after the plans are disclosed to Members of Congress in order to preclude leaks and possibly negative expressions by those who might not be in full agreement with the proposals. So I think the 10:30 press briefing is well timed.

It is, of course, hoped that the President will personally unveil his plans for the new Department of Transportation. It is our understanding that Secretary Connor and Alan Boyd will participate in the briefing.

It might be useful to meet later in the week to discuss plans for the press briefing. I will return late Wednesday from Cape Kennedy where we are launching our first operational weather satellite.

I will check your office Thursday morning concerning the press briefing. Alan Boyd is working on a presentation which will be in final form next Monday morning at the latest.

Sincerely,

Jim

James G. Morton
Special Assistant to the
Secretary of Commerce

Honorable Bill D. Moyers
Press Secretary to the President
The White House
Washington, D.C.

EXECUTIVE

FG 999-15

EX-155

TW

11:40 a.m., Wednesday
February 2, 1966

FOR THE PRESIDENT

FROM Joe Califano

John Connor submitted the following names as possibilities to chair the
* Citizens Committee to promote a Department of Transportation. I
have indicated with an asterisk the more likely Chairmen in my mind.
Would you please check those you find acceptable? I can move out from
there.

William A. ^{*}Hewitt
Chairman, Deere & Company
Moline, Illinois

Thomas J. ^{*}Watson, Jr. *
Chairman, IBM
Armonk, New York

George R. ^{*}Brown
Chairman, Brown & Root, Inc.
Houston, Texas

Paul L. ^{*}Davies
Chairman, FMC Corporation
San Jose, California

Marion B. ^{*}Folsom *
Eastman Kodak Company
Rochester, New York

Patrick E. ^{*}Haggerty
President, Texas Instruments, Inc.
Dallas, Texas

S. M. ^{*}McAshan, Jr.
President, Anderson, Clayton & Co., Inc.
Houston, Texas

*MORTIMER, CHAS. G.

*MYERS, CHAS. F. JR.

*SYMONDS GARDINER

*DATES, JAMES F.

*FUNSTON, G. KEITH

*THORNTON, CHAS. B.

*MACURDY R.C.

*SARNOFF, DAVID

*BRANCH, HARLEE JR.

*POWER, DONALD C.

Charles G. Mortimer *
 Chairman, Executive Committee
 General Foods Corporation
 White Plains, New York

Charles F. Myers, Jr.
 President, Burlington Industries, Inc.
 Greensboro, North Carolina

Gardiner Symonds
 Chairman, Tennessee Gas Transmission Co.
 Houston, Texas

James F. Oates
 Chairman, Equitable Life Insurance Society
 New York, New York

G. Keith Funston *
 President, New York Stock Exchange
 New York, New York

Charles B. Thornton *
 Chairman, Litton Industries, Inc.
 Beverly Hills, California

R. C. McCurdy
 President, Shell Oil Company
 New York, New York

David Sarnoff *
 Radio Corporation of America
 New York, New York

Harlee Branch, Jr.
 President, The Southern Company
 Atlanta, Georgia

Donald C. Power
 Chairman, General Telephone & Electronics Co.
 New York, New York



THE SECRETARY OF COMMERCE
WASHINGTON 25, D.C.

January 28, 1966

MEMORANDUM

TO: Mr. Joseph Califano

FROM: Secretary of Commerce

Listed below are names for consideration by the President as Chairman of the Citizens Committee to promote a Department of Transportation:

1. William A. ^xHewitt
Chairman, Deere & Company
Moline, Illinois
2. Thomas J. ^xWatson, Jr.
Chairman, IBM
Armonk, New York
3. George R. ^xBrown
Chairman, Brown & Root, Inc.
Houston, Texas
4. Paul L. ^xDavies
Chairman, FMC Corporation
San Jose, California
5. Marion B. ^xFolsom
Eastman Kodak Company
Rochester, New York
6. Patrick E. ^yHaggerty
President, Texas Instruments Incorporated
Dallas, Texas
7. S. M. ^xMcAshan, Jr.
President, Anderson, Clayton & Co., Inc.
Houston, Texas

*filed
3/3/66*

orig sent to Texas Tariffs

8. Charles G. Mortimer
Chairman, Executive Committee
General Foods Corporation
White Plains, New York
9. Charles F. Myers, Jr.
President, Burlington Industries, Inc.
Greensboro, North Carolina
10. Gardiner Symonds
Chairman, Tennessee Gas Transmission Company
Houston, Texas
11. James F. Oates
Chairman, Equitable Life Insurance Society
New York, New York
12. G. Keith Funston
President, New York Stock Exchange
New York, New York
13. Charles B. Thornton
Chairman, Litton Industries, Inc.
Beverly Hills, California
14. R. C. McCurdy
President, Shell Oil Company
New York, New York
15. David Sarnoff
Radio Corporation of America
New York, New York
16. Harllee Branch, Jr.
President, The Southern Company
Atlanta, Georgia
17. Donald C. Power
Chairman, General Telephone & Electronics Co.
New York, New York

- 3 -

I have had no response to my memorandum to you on January 21 suggesting setting up an Ad Hoc Committee under the Chairmanship of Charles Beard.


John T. Connor

THE WHITE HOUSE
WASHINGTON

11:40 a.m., Wednesday
February 2, 1966

FOR THE PRESIDENT

FROM Joe Califano *gmc*

John Connor submitted the following names as possibilities to chair the Citizens Committee to promote a Department of Transportation. I have indicated with an asterisk the more likely Chairmen in my mind. Would you please check those you find acceptable? I can move out from there.

William A. Hewitt
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Armonk, New York

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Houston, Texas

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San Jose, California

Marion B. Folsom *
Eastman Kodak Company
Rochester, New York

Patrick E. Haggerty
President, Texas Instruments, Inc. NO
Dallas, Texas

S. M. McAshan, Jr. NO
President, Anderson, Clayton & Co., Inc.
Houston, Texas

*Filed
3/3/66*

orig sent to Miss Tennant

Charles G. Mortimer *
Chairman, Executive Committee
General Foods Corporation
White Plains, New York ✓

Charles F. Myers, Jr.
President, Burlington Industries, Inc. ✓
Greensboro, North Carolina

Gardiner Symonds
Chairman, Tennessee Gas Transmission Co. ✓
Houston, Texas

James F. Oates
Chairman, Equitable Life Insurance Society ✓
New York, New York

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New York, New York

David Sarnoff *
Radio Corporation of America ✓
New York, New York

Harllee Branch, Jr.
President, The Southern Company ✓
Atlanta, Georgia

Donald C. Power
Chairman, General Telephone & Electronics Co. (No)
New York, New York

EFTO

TO: THE PRESIDENT
FROM: JOE CALIFANO
SUBJECT: 144

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WHICA

SENT

1:48 PM

MON. FEB. 7

TO: THE PRESIDENT (ATTN JACK VALENTI)
FROM: JOE CALIFANO
SUBJECT: WH63225

UNCLAS E F T O

MONDAY, 1:00 P.M.
FEBRUARY 7, 1966

FOR THE PRESIDENT (ATTENTION: JACK VALENTI)
FROM JOE CALIFANO

THE TRANSPORTATION MESSAGE WILL BE READY FOR YOUR REVIEW AND SUBMISSION TO CONGRESS IN TWO OR THREE DAYS. MAGNUSON WILL BE OUT OF TOWN, HOWEVER, AND WOULD LIKE US TO DELAY UNTIL HE RETURNS. MAGNUSON WILL COME BACK ON THE MORNING OF FEBRUARY 16TH AND INTRODUCE THE LEGISLATION ON FEBRUARY 17TH IF WE SUBMIT THE MESSAGE ON THAT DAY. LEE WHITE AND I ARE SCHEDULED TO SEE HIM TOMORROW TO WORK THIS OUT. IF YOU APPROVE, WE WOULD LIKE TO TAKE THE FOLLOWING STEPS:

1. BRIEF MAGNUSON TOMORROW IN SOME DETAIL ON THE SUBSTANCE OF THE PROGRAM WHICH HAS NOW BEEN WORKED OUT AND WITH WHICH HE WILL AGREE.
2. PLAN TO HAVE THE PRE-MESSAGE BRIEFING FOR CONGRESSMEN ON THE EVENING OF FEBRUARY 16TH IN THE WHITE HOUSE MESS. MAGNUSON WILL BE HERE AT THAT TIME.
3. BRIEF THE PRESS ON THE MORNING OF FEBRUARY 17TH.
4. BRIEF INDUSTRY REPRESENTATIVES AND TRADE ORGANIZATIONS AT THE WHITE HOUSE ON FEBRUARY 17TH AT NOON (THE DAY THE MESSAGE GOES UP).

YOU WILL RECALL THAT YOU HAVE ALREADY APPROVED THE SUBSTANCE OF ALL THE PROPOSALS INVOLVED (THE DEPARTMENT OF TRANSPORTATION, THE PRESIDENTIAL APPOINTMENT AND STRENGTHENING OF THE ICC CHAIRMAN AND THE HIGHWAY SAFETY ACT).

WE WOULD NOT BOTHER YOU WITH THIS NOW, BUT MAGNUSON LEAVES TOWN BEFORE YOU RETURN FROM HONOLULU AND LEE AND I MUST SEE HIM TUESDAY.

APPROVE.....DISAPPROVE.....C

DTG: 071825Z FEB 66

EFTO

Bureau of the Budget

ROUTE SLIP

TO

Mr. Lerman

Take necessary action ☐

Approval or signature ☐

Comment ☐

Prepare reply ☐

Discuss with me ☐

For your information ☐

See remarks below ☐

FROM

Chas. E. Wick

DATE

REMARKS

Here are comments
from our staff on the
Trump message. I have
not had a chance to
read.

Suggested Changes in the President's Message on Transportation

Major Substantive Changes

1. Page 7. The National Transportation Safety Board will not "determine compliance with safety standards," and while it may be expected to recommend changes in standards to the Secretary as a by-product of its investigation of accidents, it will not otherwise "critically examine the adequacy of safety standards."

Ignore
We recommend deletion of both sentences. We suggest the insertion of "important" at the end of the first line on page 7.a and urge the insertion of "the Coast Guard" after ICC on the second line.

2. Page 8 - "3. International Aviation." It is stated that "the Secretary of Transportation should participate in CAB proceedings" International aviation policy is substantially applied before CAB proceedings in negotiations between the U.S. and foreign governments. The Secretary should not participate in the CAB proceedings, which occur too late to have substantial impact, but during the preceding negotiations. We urge revision of the last sentence in this section to read, "The Secretary of Transportation should participate with the State Department in negotiations involving international aviation policy."

3. Page 2 - paragraph on highway safety organization. Under the terms of the Executive Order now being prepared for issuance, the President's Committee on Traffic Safety will be reorganized and brought under the control of the Secretary. The Interdepartmental Highway Safety Board is already chaired by the Secretary of Commerce. We urge that the last two sentences in this paragraph read, "The President's Committee on Traffic Safety will be reorganized and brought under the Secretary's jurisdiction. The Committee will be strengthened and supported entirely by Federal funds."

4. Page 18. The emphasis on speed in the discussion of maritime technology is dangerous. We already have faster

merchant ships and more of them than any other nation in the world. Speed simply does not bring economy or competitive impact. We urge changing "high speed" to "efficient" in the seventh line from the bottom of the page. For the same reason, we urge deleting the sentence, "Research on an ocean-going Surface Effects Vessel" (third and fourth lines from the bottom of the page.) Moreover, our best information is that surface effects technology is many generations away from ocean-going capability.

- NO
5. Page 19. "1. To promote labor peace and harmony." This announces the creation of a Maritime Labor Management Commission. Similar organizations have been troublesome in the past, but as a minimum the relationship between the Commission and the Maritime Advisory Committee should be evaluated. It appears doubtful that both can function effectively and peacefully.

Additional Recommended Changes

1. Page 7 - Item 8. The correct name is "St. Lawrence Seaway Development Corporation". The message does not distinguish between these agencies and the others to be included in the new Department. We suggest the insertion of the following: "Upon creation of the Department I will place the Alaska Railroad and the St. Lawrence Seaway Development Corporation under the Department by Executive Order."
- 16NONE
2. Page 7. We suggest substituting "vital" for "sole" in the third line from the bottom of the page so as not to restrict unduly the role of the Board.
- 16NONE
3. Page 9 - Section on "Role of the Department." In the last item we urge substituting "analytical" for "budgeting". It is highly unlikely that the Department will advise or assist private industry in its budgeting techniques.
- OK
4. Page 12 - "4. To save those who are injured." This fails to mention the essential cooperation between the Secretary of HEW and the Secretary of Commerce. We urge insertion after "Welfare" of "in cooperation with the Secretary of Commerce."

5. Page 13 - "6. To make Government vehicles safer." We suggest revision of the phrase following "Secretary of Commerce" to read "to strengthen its studies of vehicle safety devices with a view to making the Federal motor vehicle fleet safer."

OK

6. Page 14. Substitute "greater" for "maximum" in the first line and delete "design" in the second line.

7. Page 15. In the paragraph beginning "S. 2669" we suggest deletion of the last sentence. The Vehicle Equipment Safety Commission appears to be unpromising, and we will make efforts to cut the tie between the output of the Commission and the work of the Secretary made explicit in S. 2269. In the last line of this discussion, change "blow-outs" to "failure."

OK

8. Page 19. Delete "rapidly" at the end of the first paragraph. The ships are aging one year at a time, like everything else.

16V02E

9. Page 19. We urge deletion of the sixth and seventh lines from the bottom of the page as likely to be embarrassing and, at least, restricting the Administration's maneuverability in future efforts to reform maritime programs. The statement about private shipyards has a meaningful context in the defense setting, but has no necessary connection with the Merchant Marine.

OK Note

February 15, 1966

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February 15, 1966

February 10, 1966

? Two centuries ago the American nation came into being. Thirteen sparsely populated colonies, strung out along the Atlantic seaboard for 1280 miles, joined their separate wills in a common endeavor.

Three bonds united them. There was the cultural bond of a single language. There was the moral bond of a thirst for liberty and democratic government. And there was the physical bond of a few roads and rivers, by which the citizens of the colonies engaged in peaceful commerce.

Two centuries later the language is the same. The thirst for liberty and democracy endures.

The physical bond -- that tenuous skein of rough trails and primitive highways -- has become a powerful network on which the prosperity and convenience of our society depend.

The Growth of our Transportation System

It is not necessary to look back to the 1760's to chronicle the astonishing growth of American transportation.

Twenty years ago there were 31 million motor vehicles in the United States. Today there are 90 million. By 1975 there will be nearly 120 million.

Twenty years ago there were 1.5 million miles of paved roads and streets in the United States. Today there are 2.7 million surfaced miles, out of a total of 3.6 million miles.

Twenty years ago there were 38,000 active aircraft, private and commercial. Today there are more than 90,000. The number of private aircraft has almost doubled.

Twenty years ago commercial airlines flew 209 million miles. Today they fly a billion miles. ^{annually}

Twenty-five years ago American transportation moved 619 billion ton miles of cargo. In 1964, 1531 billion ton miles were moved. Soon the 1940 figure will have tripled.

The manufacturing of transportation equipment has kept pace. It has tripled since 1947. Last year \$4.5 billion was spent for new transportation plant and equipment.

Transportation is one of America's largest employers. There are 737,000 railroad employees -- 270,000 local and inter-urban workers -- almost a million in motor transport and storage -- 230,000 in air transport. Together with pipeline and water transportation employees, the total number of those who earn their livelihoods by moving people and goods is well over two and one-half million.

The Federal government supports or regulates almost every means of transportation. Last year alone \$5 billion in Federal funds were invested in transportation -- in highway construction, in river and harbor development, in airways operations and construction, in maritime subsidies. The government owns 1500 of the nation's 2500 ocean-going cargo vessels.

In all, our transportation system -- the descendant of the horse-drawn coaches and sailing ships of colonial times -- accounts for one in every six dollars in the American economy. In 1965, that amounted to the staggering total of \$120 billion -- a sum greater than the entire gross national product in 1940.

Shortcomings of Our System

Vital as it is, mammoth and complex as it has become, the American transportation system is not good enough.

It is not good enough when it offers nearly a mile of street or road for every square mile of land -- and yet provides no relief from time-consuming, frustrating, and wasteful congestion.

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Our transportation system has not emerged from a single drawing board, on which the needs and capacities of our economy were all accounted for. It could not have done so, for it grew along with the country itself -- now restlessly expanding, now consolidating, as opportunity grew bright or dim.

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- segments of transportation with aging plant and equipment.
- networks chiefly designed to serve a rural society.
- services long outstripped by our growing economy and population, by changes in land use, by new concepts in industrial plant location, warehousing and distribution.
- the failure to take full advantage of new technologies developed elsewhere in the economy.

The result is waste -- of human and economic resources.

We have abided this waste in the past. We must not permit it to continue. For we have too much at stake in the quality and economy of our transportation system.

If the growth of our transport industries merely keeps pace with our current national economic growth, the demand for transportation will double in the next twenty years. But that is too conservative an estimate. Passenger transportation is growing much faster than the Gross National Product -- reflecting the desires of an affluent people with ever-increasing incomes.

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That national policy has served us well. It must be continued.

But private ownership has been made feasible only by the use of publicly granted authority and the investment of public resources --

-- by the construction of locks, dams, and channels on our rivers and inland waterways.

-- by the development of a vast highway network.

-- by construction and operation of airports and airways.

-- by the development of ports and harbors.

-- by direct financial support to the Merchant Marine.

-- by grants of eminent domain authority.

-- in years past, by grants of public land to assist the railroads.

Thus enlightened government has served as a full partner with private enterprise in meeting America's urgent need for mobility.

Now that partnership must be strengthened. The costs of a transportation paralysis in the years ahead are so severe, and the rewards of an efficient system are so great, that we cannot afford the luxury of drift -- or proceed with "business as usual."

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I urge the Congress to establish a Department of Transportation that will give greater force and sharper focus to the Federal government's transportation programs.

In doing so I follow the recommendations of many distinguished forebears.

In 1936, a Select Committee of the United States Senate recommended a Department of Transportation, or, in the alternative, the consolidation of all transportation programs in the Department of Commerce.

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In 1961 a Special Study Group of the Senate Committee on Commerce recommended that all promotional and safety programs of the Federal Government be concentrated in a Department of Transportation.

Many distinguished Members of Congress have offered bills to create the Department. Private citizens, experts in the field, have made the same recommendation to me.

Now it is time to act on these recommendations.

Scope of the Department

I propose that the following agencies and functions be consolidated in the Department of Transportation:

1. The Office of the Under Secretary of Commerce for Transportation, and its Policy, Program, Emergency Transportation and Research staff.
2. The Bureau of Public Roads and the Federal-aid Highway Program it administers.

3. The Maritime Administration, and its shipping promotional programs that include construction and operating subsidies.
4. The Alaska Railroad.
5. The safety functions of the Civil Aeronautics Board, principally the responsibility for determining the probable cause of aircraft accidents.
6. The safety functions of the Interstate Commerce Commission, principally the inspection and enforcement of safety regulations for railroads, motor carriers, and pipelines.
7. The car service functions of the Interstate Commerce Commission, affecting the distribution of rail car supply in times of shortage.

As this list indicates, I am recommending the consolidation into the Department of only those Federal agencies whose primary function is transportation promotion and safety.

But other Federal responsibilities bear such a close relationship to transportation promotion and safety that coordination must be effected between them and the new Department.

1. The subsidy functions of the Civil Aeronautics Board.

Aviation subsidies -- now provided only for local service airlines -- clearly promote our domestic transportation system. But subsidy awards are an integral part of the process of authorizing air carrier service. That process is just as clearly a regulatory function.

Therefore the airline subsidy program should remain in the CAB. The Secretary of Transportation, however, should participate in proceedings which set standards for airline subsidy. In that way the CAB will be fully apprised of the relationship between its subsidy program and national transportation policy.

2. The navigation program of the Corps of Engineers.

The Corps of Engineers -- through its construction of locks and harbor facilities, its channel deepening and river bank protection work -- makes a major contribution to water transportation. The Department of Transportation should not assume the responsibility for that construction, but its Secretary should be involved in the planning of water transportation projects.

He should also issue standards and criteria for the transportation features of multi-purpose water projects, after consulting with the Water Resources Council.

3. International Aviation.

Subject to policy determinations by the President, the CAB regulates international aviation affecting the United States. This function has far-reaching effects on our foreign policy, our balance of payments, and the vitality of American aviation.

The Secretary of Transportation should provide leadership within the Executive Branch in formulating long-range policy for international aviation. He should participate in CAB proceedings that involve international aviation policy.

4. Urban Mass Transportation.

The Departments of Transportation and Housing and Urban Development must cooperate in decisions affecting urban mass transportation.

The future of mass transit -- the safety, convenience, and indeed the livelihood of its users -- depends upon wide-scale, rational planning. If the Federal government is to contribute to that planning, it must speak with a coherent voice.

The Department of Housing and Urban Development should bear the principal responsibility for bringing about a unified Federal approach to

urban mass transit problems. Yet it cannot perform this task without the counsel, support, and cooperation of the Department of Transportation.

I shall ask the two Secretaries to ^{recommend to me within a year after the creation of the new department} (agree on) the means and procedures by which this cooperation can be achieved -- not only in principle, but in practical effect.

Role of the Department

The Department of Transportation will:

- coordinate the principal existing programs that promote transportation in America.
- bring new technology to a total transportation system, by promoting research and development in cooperation with private industry.
- improve safety in every means of transportation.
- plan for the fullest use of our labor force, consistent with our established human resource policies.
- encourage improved service to the public.
- conduct systems analysis and planning, to strengthen the weakest parts of today's system.
- develop cost effectiveness and budgeting methods that will assist all levels of government and industry in their transportation investments.

The Interstate Commerce Commission

The measure I recommend will not affect the economic regulatory functions of the Interstate Commerce Commission, the Civil Aeronautics Board, or the Federal Maritime Commission.

I do recommend, however, a change in the manner of selecting the chairman of the Interstate Commerce Commission.

Today the chairman of this vital commission -- alone among the federal regulatory agencies -- is selected, not by the President, but by annual rotation among the eleven commissioners.

This is not sound management practice in an agency whose influence on our rail, highway, waterway and pipeline industries is profound and far-reaching. The ICC's jurisdiction extends to 18,000 transport companies, and it handles 7,000 cases each year. No private corporation of such size and importance would change its chief executive officer each year.

shall submit to a reorganization plan
I ~~request~~ the Congress ~~to enact legislation~~ giving the President authority to designate the ICC Chairman ~~and Vice Chairman~~ from among its members.

Safety

105,000 Americans died in accidents last year.

More than half were killed in transportation, or in recreation accidents related to transportation.

49,000 deaths involved motor vehicles.

1,300 involved aircraft.

1,500 involved ships and boats.

2,300 involved railroads.

Each means of transportation has developed safety programs of varying effectiveness. Yet we lack a comprehensive program keyed to a total transportation system.

Proven safety techniques in one means have not always been *adopted and* adapted in others.

Aircraft, train and maritime accidents are investigated in detail. The intensity of aviation safety requirements is reflected in last year's record: 62 billion passenger miles flown -- with seven fatal accidents resulting in 253 deaths.

In contrast, the highway death toll set a new record. The prediction for this year is that more than 50,000 persons will die on our streets and highways -- 50,000 useful and promising lives, and as many families stung by grief.

The toll of Americans killed in this way since the introduction of the automobile is almost unbelievable. It is 1.5 million -- more than all the combat deaths suffered in all our wars.

No other necessity of modern life has brought such tragedy, along with convenience, to our people.

Why We Are Failing

The carnage of the highways must be arrested.

The weaknesses of our present highway safety program must be corrected:

- Our knowledge of causes is grossly inadequate. Expert opinion is frequently contradictory and confusing.
- Existing safety programs are widely dispersed. Government and private efforts proceed separately, without effective coordination.
- There is no clear assignment of responsibility at the Federal level.
- The allocation of our resources to safety is inadequate.
- Neither private industry nor government officials concerned with automotive transportation have made safety first among their priorities. Yet we know that expensive freeways, powerful engines, and smooth exteriors will not stop the massacre on our roads.

What Can Be Done

State and local resources are insufficient to bring about swift reductions in the highway death rate. The Federal government must provide additional resources if existing programs are to be expanded and pioneer work begun in neglected areas.

Federal highway safety responsibilities should be incorporated into the Department of Transportation, in a total transportation safety program.

I have already set in motion a number of steps [we] ^{be} can accomplished under existing law:

1. To strengthen the Federal role, I am today issuing an executive order assigning responsibility for coordinating Federal highway safety programs to the Secretary of Commerce. The activities now carried on by the President's Committee on Traffic Safety, and the Inter-departmental Safety Board, will be brought under the Secretary's jurisdiction. The Secretary will establish a highway safety unit within his Department, which will ultimately be transferred to the Department of Transportation.

2. To give greater support to our safety programs, I will shortly submit an amendment to the 1967 budget ^{specifically increased} increasing funds for research, accident data collection, improved emergency medical service, driver licensing and traffic control technology.

I have also ordered a systematic evaluation of the resources allocated to traffic safety, to insure that we are receiving the maximum benefits from our present efforts.

3. To improve driving conditions, I have ordered that high priority be given to our efforts to build safety features into the Federal-aid highway network.

4. To save those who are injured, I have directed the Secretary of Health, Education and Welfare immediately to initiate projects that will demonstrate techniques for more effective emergency care and transportation. He will work in full cooperation with state, local and private officials. The Secretary of Commerce will establish a number of accident investigation teams, who will bring us new understanding of highway accidents and their causes.

5. To make vehicles safer, I have asked the Administrator of General Services, in cooperation with the Secretary of Commerce, to begin a detailed study of the additional vehicle safety features that should be added to the Federal fleet.

The Highway Safety Act of 1966

More -- much more -- remains to be done. I believe the people of America will support an aggressive highway safety program. I believe that the same Congress that enacted P.L. 89-139 last year, giving the Secretary of Commerce broad authority to establish a coordinated highway safety program, will be sympathetic to our efforts to bring that program into being.

I urge the Congress to enact the Highway Safety Act of 1966.

I urge greater support for state highway safety programs.

I urge direct Federal action to create uniform standards and to carry out programs in all areas of highway safety.

The components of this Act are as crucially important as the problem they address. They include:

-- a \$500 million, five-year program to improve vehicle safety standards and inspection -- driver education and licensing -- advanced traffic control techniques -- police and emergency

medical services. Special accident investigation teams would be supported. Data collection efforts would be expanded, and fellowship grants and research support would be available in all areas of highway safety.

- the improvement of automobile safety performance. Proper design and engineering can make automobiles safer. Vehicles sold in interstate commerce must be designed and equipped for maximum safety. Federal facilities are needed for the testing of essential safety features.

To make certain that safe performance design standards are met in tomorrow's cars, I request that the Secretary of Commerce be given authority and necessary funds to investigate and determine design criteria for all vehicles and their components. This authority would be transferred to the Secretary of Transportation when the new Department is created.

If, by 1970 adequate voluntary standards are not satisfactory, the Act would give the Secretary standby authority to prescribe mandatory safety standards for vehicles and their components. He would be authorized to prohibit the sale in interstate commerce of new vehicles which failed to meet those standards.

must
(A) → Congress has not hesitated to establish rigorous safety standards for other means of transportation. Today's highway death toll calls for an equally vigorous and effective expression of concern for our millions of car-owning families.

. . . A Highway Safety Research Facility

Funds are needed to support research and testing in many disciplines related to highway safety. The public interest requires a better understanding of the human, highway and vehicle factors which cause accidents and injuries. We need to develop more effective counter-measures and objective standards to guide our national programs.

. . . Safety standards for motor vehicle tires.

I urge the Congress to act speedily and favorably on S. 2669, a bill establishing safety standards for motor vehicle tires sold or shipped in interstate commerce.

Evidence has shown that ^{many} (numbers of) inferior tires are being sold to unwitting customers throughout the country. The dangers such tires hold for high-speed automobile and their occupants is obvious.

S. 2669 ^{authorizes} provides that the Secretary of Commerce ^{to} shall establish, and publish in the Federal Register, interim minimum safety standards for tires. These will be substantially as prescribed in the Vehicle Equipment Safety Commission, an interstate agency established by a joint resolution of Congress.

The Secretary would be required to review these standards two years from the enactment of the bill, and to revise them where ~~that~~ ^{is} necessary. A research and development program under his direction would improve the minimum standards for new tires, and develop ~~new~~ standards for retreaded tires.

Our driving public deserves the prompt passage of ^{this legislation} S. 2669, and the protection it will afford them from accidents caused by tire blow-outs.

Safety at Sea

Last year 90 men and women lost their lives when the cruise ship Yarmouth Castle burned and sank in the calm waters of the Caribbean.

The Yarmouth Castle was exempt from United States safety standards -- partially because of its "grandfather rights" under law. It was built before 1937.

We cannot allow the lives of our citizens to depend upon the year in which a ship was built.

The Coast Guard is presently completing its investigation of the Yarmouth Castle disaster. The Maritime Administration has already finished its investigation of financial responsibility.

Later in this session -- when our inquiries are accomplished and our findings reported -- I will submit to the Congress legislation to improve safety measures and guarantees of financial responsibility on the part of owners and operators of passenger-carrying vessels sailing from our ports.

Responsibility for Air Safety

The United States has declared its intent to denounce the Warsaw Convention, because it limits the air carrier's financial responsibility for passenger loss of life to \$8,300.

Negotiations are under way in the International Civil Aviation Organization to increase this responsibility for passengers flying anywhere in the world.

We have expressed our opinion that the limit of liability should be \$100,000.

(A National Transportation Safety Board)

Research and Development

Today the United States easily ranks as the world's leader in technology.

Despite this -- and despite the importance of transportation in the sharp competition for international trade -- the Federal government spends only a pittance on transportation research and development. Exclusive of national security applications, less than one percent of our total research and development budget goes for transportation.

Private enterprise will continue to conduct research and development in those components of transportation for which it has primary responsibility. But the government can help. It can plan and fashion a new concept of research and development for a total transportation system which is beyond the responsibility and capability of private industry.

Through government-sponsored research and development we can --

- Provide comprehensive and reliable data for both private and public decisions.
- Identify areas of transportation which can be exploited by private industry to provide safer and more efficient services to the public.
- Fully understand the complex relationships among the components of a total transportation system.
- Build the basis for a more efficient use of public resources.
- Assure adequate domestic and international transportation in times of emergency.

The Department of Transportation, working with private industry and other government agencies, will provide a coordinated program of research and development to move the Nation more rapidly toward our transportation goals.

We must make significant advances in every phase of transport -- in aircraft, in ocean-going ships, in swifter rail service.

Supersonic Transport Aircraft

The United States is pre-eminent in the field of aircraft design and manufacture.

We shall not relinquish this leadership.

As I stated in my State of the Union Message, I shall propose a program to construct and flight test a new 2000-mile-per-hour supersonic aircraft.

Our supersonic transport must be competitive. It must be introduced into the market in a timely manner. It must be safe and reliable. And it must have profit potential for both the airlines and the manufacturers.

We have underway an intensive study and research program on this aircraft, supported by appropriations of \$231 million.

The design competition for this aircraft and its engines -- an intense and resourceful ^{competition} ~~completion~~ -- will be completed by the end of this year.

I have requested appropriations for Fiscal Year 1967 to initiate the prototype phase of the supersonic transport. My request includes funds for the completion of design competition, expanded economic and sonic boom studies, and the initial six months of prototype construction.

We hope to conduct first flight tests of the supersonic transport in late 1969, and introduce it into commercial service by mid-1974.

Advanced Ocean Vessel Concepts

After years of United States leadership, maritime technology in other countries has caught up with and, in some instances, surpassed our own.

The U. S. Merchant Marine suffers in world competition because it bears much higher costs than its competitors. This can be overcome in some measure by technological improvement.

To accomplish substantial improvement in maritime technology, I have directed the Secretary of Commerce, in cooperation with the Navy and the Atomic Energy Commission, to form a Task Force on advanced vessel concepts. This program will be transferred to the Department of Transportation when it is established.

The Department of Defense recently launched the Fast Deployment Logistics Ship program. This concept introduces to the maritime field the same systems approach that has proven so successful in other Defense and Aerospace programs.

The concept places design, development, construction and maintenance of vessels into a single contract, for competitive bidding and building. Emphasis is placed on value engineering, automation, and other techniques for reducing costs.

The Task Force will apply the same concept to:

- Research, development and planning of high speed, large capacity ships, devoted primarily to transporting pre-loaded containers of varying types between the major ports of the world.

- Research on an ocean-going Surface Effects Vessel capable of speeds of more than 100 knots.

- Continue studies and research on the application of nuclear propulsion to merchant marine ships.

Advanced Land Transport

Last year Congress took a long step towards advanced land transportation by enacting the High-Speed Ground Transportation Research and Development program. This program will be continued at the most rapid pace consistent with sound management of the research effort.

Similar vision and imagination can be applied to highway transport.

Segments of the Interstate Highway network already in operation are the most efficient, productive roads ever built anywhere in the world.

Motor vehicles move at higher rates of speed, more safely and in greater number per lane than on conventional roads. Transportation costs are reduced, and less land area is needed for this volume of traffic.

With the network about half completed after 10 years, it is apparent that Interstate Highways, as well as other roads and streets, can become ^{safer and} even more productive, ~~and safer~~.

Accordingly, I am directing the Secretary of Commerce to:

-- Investigate means for providing guidance and control mechanisms to increase the capacity and improve the safety of our highway network.

-- Conduct research into the means of improving traffic flow -- particularly in our cities -- so we can make better use of our existing roads and streets.

-- Investigate the potential of separate roadways for various classes of vehicles. Emphasis will be placed on improving mass transportation service.

Systems Research

Some of our brightest opportunities in research and development lie in the less obvious and often neglected parts of our transportation system.

We spend billions for constructing new highways, but comparatively little for traffic control devices.

We spend millions for fast jet aircraft -- but little on the traveler's problem of getting to and from the airport.

We have mounted a sizable government-industry program to expand exports, yet we allow a veritable storm of red tape paperwork negate our efforts. Worldwide, a total of 810 forms are required to cover all types of cargo imported and exported. In this country alone, as many

as 43 separate forms are used in one export shipment. Eighty separate forms may be needed to process some imports. This is paperwork run wild.

I will direct the Secretary of Commerce to attack these problems, through the use of effective systems research programs.

Transportation for America

The Founding Fathers, riding by stage to Philadelphia to take part in the Constitutional Convention, could not have anticipated the immense complexity -- or the problems -- of transportation our day.

Yet they, too, recognized the vital national interest in commerce between the States. The early Congresses expressed that interest even more directly, by supporting the development of road and waterway systems.

Now the very size of our transport requirements -- rising step-by-step with the growth of our population and industry--demands that we respond with new institutions, new programs of research, new efforts to make our vehicles safe, as well as swift.

Modern transportation can be the rapid conduit of economic growth--
~~or a bottle~~
or a bottleneck.

It can bring jobs and loved ones and recreation closer to every family. Or it can bring instead sudden and purposeless death.

It 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 is ours to make. We built the cars, the trains, the planes, the ships, the roads and airports. We can, if we will, plan their safe and efficient use in the decades ahead.

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I believe the program I have outlined in this message makes that possible.. I urge its early adoption by the Congress.

(3040)

February 10, 1966

Two centuries ago the American nation came into being. Thirteen sparsely populated colonies, strung out along the Atlantic seaboard for 1,280 miles, joined their separate wills in a common endeavor.

Three bonds united them. There was the cultural bond of a single language. There was the moral bond of a thirst for liberty and democratic government. And there was the physical bond of a few roads and rivers, by which the citizens of the colonies engaged in peaceful commerce.

Two centuries later the language is the same. The thirst for liberty and democracy endures.

The physical bond -- that tenuous skein of rough trails and primitive highways -- has become a powerful network on which the prosperity and convenience of our society depend.

The Growth of our Transportation System

It is not necessary to look back to the 1760's to chronicle the astonishing growth of American transportation.

Twenty years ago there were 31 million motor vehicles in the United States. Today there are 90 million. By 1975 there will be nearly 120 million.

Twenty years ago there were 1.5 million miles of paved roads and streets in the United States. Today there are 2.7 million surfaced miles, out of a total of 3.6 million miles.

Twenty years ago there were 38,000 active aircraft, private and commercial. Today there are more than 90,000. The number of private aircraft has almost doubled.

Twenty years ago commercial airlines flew 209 million miles. Today they fly a billion miles.

Twenty-five years ago American transportation moved 619 billion ton miles of cargo. In 1964, 1531 billion ton miles were moved. Soon the 1940 figure will have tripled.

The manufacturing of transportation equipment has kept pace. It has tripled since 1947. Last year \$4.5 billion was spent for new transportation plant and equipment.

Transportation is one of America's largest employers. There are 737,000 railroad employees -- 270,000 local and inter-urban workers -- almost a million in motor transport and storage -- 230,000 in air transport. Together with pipeline and water transportation employees, the total number of those who earn their livelihoods by moving people and goods is well over two and one-half million.

The Federal government supports or regulates almost every means of transportation. Last year alone \$5 billion in Federal funds were invested in transportation -- in highway construction, in river and harbor development, in airways operations and construction, in maritime subsidies. The government owns 1500 of the nation's 2500 ocean-going cargo vessels.

In all, our transportation system -- the descendant of the horse-drawn coaches and sailing ships of colonial times -- accounts for one in every six dollars in the American economy. In 1965, that amounted to the staggering total of \$120 billion -- a sum greater than the entire gross national product in 1940.

Transportation is the foundation of our economy.

Shortcomings of Our System

Vital as it is, mammoth and complex as it has become, the American transportation system is not good enough.

It is not good enough when it offers nearly a mile of street or road for every square mile of land -- and yet provides no relief from time-consuming, frustrating, and wasteful congestion.

It is not good enough when it produces sleek and efficient jet aircraft -- and yet cannot move passengers to and from airports in the time it takes those aircraft to fly hundreds of miles.

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We have abided this waste in the past. We must not permit it to continue. For we have too much at stake in the quality and economy of our transportation system.

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-- by the development of a vast highway network.

-- by construction and operation of airports and airways.

-- by the development of ports and harbors.

-- by direct financial support to the Merchant Marine,
AND to AIR TRANSPORTATION

-- by grants of eminent domain authority.

-- in years past, by grants of public land to assist the railroads.

Thus enlightened government has served as a full partner with private enterprise in meeting America's urgent need for mobility.

Now that partnership must be strengthened. The costs of a transportation paralysis in the years ahead are so severe, and the rewards of an efficient system are so great, that we cannot afford the luxury of drift -- or proceed with "business as usual."

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Many distinguished Members of Congress have offered bills to create the Department. Private citizens, experts in the field, have made the same recommendation to me.

Now it is time to act on these recommendations.

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I propose that the following agencies and functions be consolidated in the Department of Transportation:

1. The Office of the Under Secretary of Commerce for Transportation, and its Policy, Program, Emergency Transportation and Research staff.

The Bureau of Public Roads and the Federal-aid Highway Program
it administers.

3. The Federal Aviation Agency. This key agency, with its functions in aviation safety, promotion and investment, will be transferred in its entirety to the new Department.

4. The Coast Guard, whose principal peacetime activities relate to transportation ^{AND MARINE Safety.} The Coast Guard will be transferred as a unit from the Treasury Department. As in the past, the Coast Guard will operate as part of the Navy in time of war.

5. The Maritime Administration, with its construction and operating subsidy programs.

~~_____~~

6. The safety functions of the Civil Aeronautics Board, the responsibility for investigating and determining the probable cause of aircraft accidents and its appellate functions related to safety.

7. The safety functions and car service functions of the Interstate Commerce Commission, principally the inspection and enforcement of safety regulations for railroads, motor carriers, and pipelines, and the distribution of rail car supply in times of shortage.

8. The Great Lakes Pilotage Administration, the St. Lawrence Seaway Corporation, the Alaska Railroad, and certain minor transportation-related activities of other agencies.

As this list indicates, I am recommending the consolidation into the Department of only those Federal agencies whose primary function is transportation promotion and safety.

But other Federal responsibilities bear such a close relationship to transportation promotion and safety that coordination must be effected between them and the new Department.

1. The subsidy functions of the Civil Aeronautics Board.

Aviation subsidies -- now provided only for local service airlines -- clearly promote our domestic transportation system. But subsidy awards

are an integral part of the process of authorizing air carrier service. This is a regulatory function.

Therefore the airline subsidy program should remain in the CAB. The Secretary of Transportation, however, will develop principles and criteria which the Board will take into consideration in its proceeding. In this way the subsidy program will be more fully coordinated with overall national transportation policy.

The Department of Housing and Urban Development bears the principal responsibility for a unified Federal approach to developing the kind of cities in which Americans ought to -- and want to-- live. Transportation will set the character of our cities for the future. Urban mass transit is uniquely related to urban development. The Department of Transportation must relate intercity transportation to the urban area. A cooperative effort is required; it will obtain.

2. The navigation program of the Corps of Engineers.

The Corps of Engineers -- through its construction of locks and harbor facilities, its channel deepening and river bank protection work -- makes a major contribution to water transportation. The Department of Transportation should not assume the responsibility for that construction, but its Secretary should be involved in the planning of water transportation projects.

He should also issue standards and criteria for the transportation features of multi-purpose water projects, after consulting with the Water Resources Council.

3. International Aviation.

Subject to policy determinations by the President, the CAB regulates international aviation affecting the United States. This function has far-reaching effects on our foreign policy, our balance of payments, and the vitality of American aviation.

The Secretary of Transportation should provide leadership within the Executive Branch in formulating long-range policy for international aviation. He should participate in CAB proceedings that involve international aviation policy.

4. Urban Mass Transportation.

The Departments of Transportation and Housing and Urban Development must cooperate in decisions affecting urban mass transportation.

The future of mass transit -- the safety, convenience, and indeed the livelihood of its users -- depends upon wide-scale, rational planning. If the Federal government is to contribute to that planning, it must speak with a coherent voice.

The Department of Housing and Urban Development should bear the principal responsibility for bringing about a unified Federal approach to

urban mass transit problems. Yet it cannot perform this task without the counsel, support, and cooperation of the Department of Transportation.

I shall ask the two Secretaries to agree on the means and procedures by which this cooperation can be achieved -- not only in principle, but in practical effect.

Role of the Department

The Department of Transportation will:

- coordinate the principal existing programs that promote transportation in America.
- bring new technology to a total transportation system, by promoting research and development in cooperation with private industry.
- improve safety in every means of transportation.
- plan for the fullest use of our labor force, consistent with our established human resource policies.
- encourage improved service to the public.
- conduct systems analysis and planning, to strengthen the weakest parts of today's system.
- develop cost effectiveness and budgeting methods that will assist all levels of government and industry in their transportation investments.

The Interstate Commerce Commission

The measure I recommend will not affect the economic regulatory functions of the Interstate Commerce Commission, the Civil Aeronautics Board, or the Federal Maritime Commission.

I do recommend, however, a change in the manner of selecting the chairman of the Interstate Commerce Commission.

Today the chairman of this vital commission -- alone among the federal regulatory agencies -- is selected, not by the President, but by annual rotation among the eleven commissioners.

This is not sound management practice in an agency whose influence on our rail, highway, waterway and pipeline industries is profound and far-reaching. The ICC's jurisdiction extends to 18,000 transport companies, and it handles 7,000 cases each year. No private corporation of such size and importance would change its chief executive officer each year.

I request the Congress to enact legislation giving the President authority to designate the ICC Chairman and Vice Chairman from among its members.

Safety

105,000 Americans died in accidents last year.

More than half were killed in transportation, or in recreation accidents related to transportation.

49,000 deaths involved motor vehicles.

1,300 involved aircraft.

1,500 involved ships and boats.

2,300 involved railroads.

Each means of transportation has developed safety programs of varying effectiveness. Yet we lack a comprehensive program keyed to a total transportation system.

Proven safety techniques in one means have not always been adapted in others.

Aircraft, train and maritime accidents are investigated in detail. The intensity of aviation safety requirements is reflected in last year's record: 62 billion passenger miles flown -- with seven fatal accidents resulting in 253 deaths.

In contrast, the highway death toll set a new record. The prediction for this year is that more than 50,000 persons will die on our streets and highways -- 50,000 useful and promising lives, and as many families stung by grief.

The toll of Americans killed in this way since the introduction of the automobile is almost unbelievable. It is 1.5 million -- more than all the combat deaths suffered in all our wars.

No other necessity of modern life has brought such tragedy, along with ^{such} convenience, to our people.

Why We Are Failing

The carnage of the highways must be arrested.

The weaknesses of our present highway safety program must be corrected:

- Our knowledge of causes is grossly inadequate. Expert opinion is frequently contradictory and confusing.
- Existing safety programs are widely dispersed. Government and private efforts proceed separately, without effective coordination.
- There is no clear assignment of responsibility at the Federal level.
- The allocation of our resources to safety is inadequate.
- Neither private industry nor government officials concerned with automotive transportation have made safety first among their priorities. Yet we know that expensive freeways, powerful engines, and smooth exteriors will not stop the massacre on our roads.

What Can Be Done

State and local resources are insufficient to bring about swift reductions in the highway death rate. The Federal government must provide additional resources if existing programs are to be expanded and pioneer work begun in neglected areas.

Federal highway safety responsibilities should be incorporated into the Department of Transportation, in a total transportation safety program.

I have already set in motion a number of steps we can accomplish under existing law:

1. To strengthen the Federal role, I am today issuing an executive order assigning responsibility for coordinating Federal highway safety programs to the Secretary of Commerce. The activities now carried on by the President's Committee on Traffic Safety, and the Inter-departmental Safety Board, will be brought under the Secretary's jurisdiction. The Secretary will establish a highway safety unit within his Department, which will ultimately be transferred to the Department of Transportation.

2. To give greater support to our safety programs, I will shortly submit an amendment to the 1967 budget increasing funds for research, accident data collection, improved emergency medical service, driver licensing and traffic control technology.

I have also ordered a systematic evaluation of the resources allocated to traffic safety, to insure that we are receiving the maximum benefits from our present efforts.

3. To improve driving conditions, I have ordered that high priority be given to our efforts to build safety features into the Federal-aid highway network.

4. To save those who are injured, I have directed the Secretary of Health, Education and Welfare immediately to initiate projects that will demonstrate techniques for more effective emergency care and transportation. He will work in full cooperation with state, local and private officials. The Secretary of Commerce will establish a number of accident investigation teams, who will bring us new understanding of highway accidents and their causes.

5. To make vehicles safer, I have asked the Administrator of General Services, in cooperation with the Secretary of Commerce, to begin a detailed study of the additional vehicle safety features that should be added to the Federal fleet.

The Highway Safety Act of 1966

More -- much more -- remains to be done. ¹⁷ I believe the people of America will support an aggressive highway safety program. I believe that the same Congress that enacted P.L. 89-139 last year, giving the Secretary of Commerce broad authority to establish a coordinated highway safety program, will be sympathetic to our efforts to bring that program into being.

I urge the Congress to enact the Highway Safety Act of 1966.

I urge greater support for state highway safety programs.

to create uniform standards and to carry out program

The components of this Act are as crucially important as the problem they address. They include:

-- a \$500 million, five-year program to improve vehicle safety standards and inspection -- driver education and licensing -- advanced traffic control techniques -- police and emergency

medical services. Special accident investigation teams would be supported. Data collection efforts would be expanded, and fellowship grants and research support would be available in all areas of highway safety.

-- the improvement of automobile safety performance. Proper design and engineering can make automobiles safer. Vehicles sold in interstate commerce must be designed and equipped for maximum safety. Federal facilities are needed for the testing of essential safety features.

To make certain that safe performance design standards are met in tomorrow's cars, I request that the Secretary of Commerce be given authority and necessary funds to investigate and determine design criteria for all vehicles and their components. This authority would be transferred to the Secretary of Transportation when the new Department is created.

If, by 1970, adequate voluntary standards are not satisfactory, the Act would give the Secretary standby authority to prescribe mandatory safety standards for vehicles and their components. He would be authorized to prohibit the sale in interstate commerce of new vehicles which failed to meet those standards.

Congress has not hesitated to establish rigorous safety standards for other means of transportation. Today's highway death toll calls for an equally vigorous and effective expression of concern for our millions of car-owning families.

-- A Highway Safety Research Facility

Funds are needed to support research and testing in many disciplines related to highway safety. The public interest requires a better understanding of the human, highway and vehicle factors which cause accidents and injuries. We need to develop more effective counter-measures and objective standards to guide our national programs.

. . . Safety standards for motor vehicle tires.

I urge the Congress to act speedily and favorably on S. 2669, a bill establishing safety standards for motor vehicle tires sold or shipped in interstate commerce.

Evidence has shown that numbers of inferior tires are being sold to unwitting customers throughout the country. The dangers such tires hold for high-speed automobiles and their occupants is obvious.

S. 2669 provides that the Secretary of Commerce shall establish, and publish in the Federal Register, interim minimum safety standards for tires. These will be substantially as prescribed by the Vehicle Equipment Safety Commission, an interstate agency established by a joint resolution of Congress.

The Secretary would be required to review these standards two years from the enactment of the bill, and to revise them where that is necessary. A research and development program under his direction would improve the minimum standards for new tires, and develop such standards for retreaded tires.

Our driving public deserves the prompt passage of S. 2669, and the protection it will afford them from accidents caused by tire blow-outs.

Safety at Sea

Last year 90 men and women lost their lives when the cruise ship Yarmouth Castle burned and sank in the calm waters of the Caribbean.

The Yarmouth Castle was exempt from United States safety standards -- partially because of its "grandfather rights" under law. It was built before 1937.

We cannot allow the lives of our citizens to depend upon the year in which a ship was built.

The Coast Guard is presently completing its investigation of the Yarmouth Castle disaster. The Maritime Administration has already finished its investigation of financial responsibility.

Later in this session -- when our inquiries are accomplished and our findings reported -- I will submit to the Congress legislation to improve safety measures and guarantees of financial responsibility on the part of owners and operators of passenger-carrying vessels sailing from our ports.

Responsibility for Air Safety

The United States has declared its intent to denounce the Warsaw Convention, because it limits the air carrier's financial responsibility for passenger loss of life to \$8,300.

Negotiations are under way in the International Civil Aviation Organization to increase this responsibility for passengers flying anywhere in the world.

We have expressed our opinion that the limit of liability should be \$100,000.

(A National Transportation Safety Board)

Research and Development

Today the United States easily ranks as the world's leader in technology.

Despite this -- and despite the importance of transportation in the sharp competition for international trade -- the Federal government spends only a pittance on transportation research and development. Exclusive of national security applications, less than one percent of our total research and development budget goes for transportation.

Private enterprise will continue to conduct research and development in those components of transportation for which it has primary responsibility. But the government ^{MUST} can help. It can plan and fashion a new concept of research and development for a total transportation system which is beyond the responsibility and capability of private industry.

- Through government-sponsored research and development we can --
- Provide comprehensive and reliable data for both private and public decisions.
 - Identify areas of transportation which can be exploited by private industry to provide safer and more efficient services to the public.
 - Fully understand the complex relationships among the components of a total transportation system.
 - Build the basis for a more efficient use of public resources.
 - Assure adequate domestic and international transportation in times of emergency.

The Department of Transportation, working with private industry and other government agencies, will provide a coordinated program of research and development to move the Nation more rapidly toward our transportation goals.

We must make significant advances in every phase of transport -- in aircraft, in ocean-going ships, in swifter rail service.

Supersonic Transport Aircraft

The United States is pre-eminent in the field of aircraft design and manufacture.

We shall not relinquish this leadership.

As I stated in my State of the Union Message, I shall propose a program to construct and flight test a new 2000-mile-per-hour supersonic aircraft.

Our supersonic transport must be competitive. It must be introduced into the market in a timely manner. It must be safe and reliable. And it must have profit potential for both the airlines and the manufacturers.

We have underway an intensive study and research program on ~~this aircraft,~~ ^{the supersonic transport,} supported by appropriations of \$231 million.

The design competition for this aircraft and its engines -- an intense and resourceful completion -- will be completed by the end of this year.

I have requested appropriations for Fiscal Year 1967 to initiate the prototype phase of the supersonic transport. My request includes funds for the completion of design competition, expanded economic and sonic boom studies, and the initial six months of prototype construction.

We hope to conduct first flight tests of the supersonic transport in late 1969, and ^{to} introduce it into commercial service by mid-1974.

Advanced Ocean Vessel Concepts

After years of United States leadership, maritime technology in other countries has caught up with and, in some instances, surpassed our own.

The U. S. Merchant Marine suffers in world competition because it bears much higher costs than its competitors. This can be overcome in some measure by technological improvement.

To accomplish substantial improvement in maritime technology, I have directed the Secretary of Commerce, in cooperation with the Navy and the Atomic Energy Commission, to form a Task Force on advanced vessel concepts. This program will be transferred to the Department of Transportation when it is established.

The Department of Defense recently launched the Fast Deployment Logistics Ship program. This concept introduces to the maritime field the same systems approach that has proven so successful in other Defense and Aerospace programs.

The concept places design, development, construction and maintenance of vessels into a single contract, for competitive bidding and building. Emphasis is placed on value engineering, automation, and other techniques for reducing costs.

The Task Force will apply the same concept to:

- Research, development and planning of high speed, large capacity ships, devoted primarily to transporting pre-loaded containers of varying types between the major ports of the world.

- Research on an ocean-going Surface Effects Vessel capable of speeds of more than 100 knots.

- Continue studies and research on the application of nuclear propulsion to merchant marine ships.

Advanced Land Transport

Last year Congress took a long step towards advanced land transportation by enacting the High-Speed Ground Transportation Research and Development program. This program will be continued at the most rapid pace consistent with sound management of the research effort.

Similar vision and imagination can be applied to highway transport.

Segments of the Interstate Highway network already in operation are the most efficient, productive roads ever built anywhere in the world

Motor vehicles move at higher rates of speed, more safely and in greater number per lane than on conventional roads. Transportation costs are reduced, and less land area is needed for this volume of traffic.

With the network about half completed after 10 years, it is apparent that Interstate Highways, as well as other roads and streets, can become even more productive and safe.

Accordingly, I am directing the Secretary of Commerce to:

-- Investigate means for providing guidance and control mechanisms to increase the capacity and improve the safety of our highway network.

-- Conduct research into the means of improving traffic flow -- particularly in our cities -- so we can make better use of our existing roads and streets.

-- Investigate the potential of separate roadways for various classes of vehicles. Emphasis will be placed on improving mass transportation service.

Systems Research

Some of our brightest opportunities in research and development lie in the less obvious and often neglected parts of our transportation system.

We spend billions for constructing new highways, but comparatively little for traffic control devices.

We spend millions for fast jet aircraft -- but little on the traveler's problem of getting to and from the airport.

We have mounted a sizable government-industry program to expand exports, yet we allow a veritable storm of red tape paperwork negate our efforts. Worldwide, a total of 810 forms are required to cover all types of cargo imported and exported. In this country alone, as many

as 43 separate forms are used in one export shipment. Eighty separate forms may be needed to process some imports. This is paperwork run wild.

I will direct the Secretary of Commerce to attack these problems, through the use of effective systems research programs.

Transportation for America

The Founding Fathers, riding by stage to Philadelphia to take part in the Constitutional Convention, could not have anticipated the immense complexity -- or the problems -- of transportationⁱⁿ our day.

Yet they, too, recognized the vital national interest in commerce between the States. The early Congresses expressed that interest even more directly, by supporting the development of road and waterway systems.

Now the very size of our transport requirements -- rising step-by-step with the growth of our population and industry--demands that we respond with new institutions, new programs of research, new efforts to make our vehicles safe, as well as swift.

Modern transportation can be the rapid conduit of economic growth-- or a bottleneck.

It can bring jobs and loved ones and recreation closer to every family. Or it can bring instead sudden and purposeless death.

It can improve every man's standard of living -- or multiple 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 is ours to make. We built the cars, the trains, the planes the ships, the roads and ^{air}ports. We can, if we will, plan their safe and efficient use in the decades ahead.

I believe the program I have outlined in this message makes that possible. I urge its early adoption by the Congress.

February 10, 1966

Two centuries ago the American nation came into being. Thirteen sparsely populated colonies, strung out along the Atlantic seaboard for 1280 miles, joined their separate wills in a common endeavor.

Three bonds united them. There was the cultural bond of a single language. There was the moral bond of a thirst for liberty and democratic government. And there was the physical bond of a few roads and rivers, by which the citizens of the colonies engaged in peaceful commerce.

Two centuries later the language is the same. The thirst for liberty and democracy endures.

The physical bond -- that tenuous skein of rough trails and primitive highways -- has become a powerful network on which the prosperity and convenience of our society depend.

The Growth of our Transportation System

It is not necessary to look back to the 1760's to chronicle the astonishing growth of American transportation.

Twenty years ago there were 31 million motor vehicles in the United States. Today there are 90 million. By 1975 there will be nearly 120 million.

Twenty years ago there were 1.5 million miles of paved roads and streets in the United States. Today there are 2.7 million surfaced miles, out of a total of 3.6 million miles.

Twenty years ago there were 38,000 active aircraft, private and commercial. Today there are more than 90,000. The number of private aircraft has almost doubled.

Twenty years ago commercial airlines flew 209 million miles. Today they fly a billion miles.

Twenty-five years ago American transportation moved 619 billion ton miles of cargo. In 1964, ^{1 1/2 Trillion} ~~154 billion~~ ton miles were moved. Soon the 1940 figure will have tripled.

The manufacturing of transportation equipment has kept pace. It has tripled since 1947. Last year \$4.5 billion was spent for new transportation plant and equipment.

Transportation is one of America's largest employers. There are 737,000 railroad employees -- 270,000 local and inter-urban workers -- almost a million in motor transport and storage -- 230,000 in air transport. Together with pipeline and water transportation employees, the total number of those who earn their livelihoods by moving people and goods is well over two and one-half million.

The Federal government supports or regulates almost every means of transportation. Last year alone \$5 billion in Federal funds were invested in transportation -- in highway construction, in river and harbor development, in airways operations and construction, in maritime subsidies. The government owns 1500 of the nation's 2500 ocean-going cargo vessels.

In all, our transportation system -- the descendant of the horse-drawn coaches and sailing ships of colonial times -- accounts for one in every six dollars in the American economy. In 1965, that amounted to the staggering total of \$120 billion -- a sum greater than the entire gross national product in 1940.

Shortcomings of Our System

Vital as it is, mammoth and complex as it has become, the American transportation system is not good enough.

It is not good enough when it offers nearly a mile of street or road for every square mile of land -- and yet provides no relief from time-consuming, frustrating, and wasteful congestion.

It is not good enough when it produces sleek and efficient jet aircraft -- and yet cannot move passengers to and from airports in the time it takes those aircraft to fly hundreds of miles.

It is not good enough when it builds super-highways for super-charged automobiles -- and yet cannot find a way to prevent 50,000 highway deaths each year.

It is not good enough when public and private investors pour \$15 million into a large, high-speed ship -- only to watch it remain idle in port for days before it is loaded.

It is not good enough when it lays out new freeways to serve new cities and suburbs -- and carelessly scars the irreplaceable countryside.

It is not good enough when it adheres to custom for its own sake -- and ignores opportunities to serve our people more economically and efficiently.

It is not good enough if it responds to the needs of an earlier America -- and does not help us expand our trade and distribute the fruits of our land throughout the world.

Why We Have Fallen Short

Our transportation system has not emerged from a single drawing board, on which the needs and capacities of our economy were all accounted for. It could not have done so, for it grew along with the country itself -- now restlessly expanding, now consolidating, as opportunity grew bright or dim.

Thus investment and service innovations responded to special needs. Research and development were sporadic, inconsistent, ^{largely ignoring some} [largely oriented *in modes of transportation, favoring others.* towards the promotion of a particular means of transportation.]

As a result, America today lacks a coordinated transportation system that permits travellers and goods to move conveniently and efficiently from one means of transportation to another, using the best characteristics of each.

Both people and goods are compelled to conform to the system as it is, despite the inconvenience and expense of

- segments of transportation with aging plant and equipment.
- networks ~~chiefly~~ ^{meet yesterday's needs} designed to ~~serve a rural society.~~
- services long outstripped by our growing economy and population, by changes in land use, by new concepts in industrial plant location, warehousing and distribution.
- the failure to take full advantage of new technologies developed elsewhere in the economy.

The result is waste -- of human and economic resources.

We have abided this waste in the past. We must not permit it to continue. For we have too much at stake in the quality and economy of our transportation system.

If the growth of our transport industries merely keeps pace with our current national economic growth, the demand for transportation will double in the next twenty years. But that is too conservative an estimate. Passenger transportation is growing much faster than the Gross National Product -- reflecting the desires of an affluent people with ever-increasing incomes.

Private -- and Public -- Responsibility

The United States is the only major nation in the world that relies primarily upon privately owned and operated transportation.

That national policy has served us well. It must be continued.

But private ownership has been made feasible only by the use of publicly granted authority and the investment of public resources --

-- by the construction of locks, dams, and channels on our rivers and inland waterways.

-- by the development of a vast highway network.

-- by construction and operation of airports and airways.

-- by the development of ports and harbors.

-- by direct financial support to the Merchant Marine.

-- by grants of eminent domain authority.

-- in years past, by grants of public land to assist the railroads.

Thus enlightened government has served as a full partner with private enterprise in meeting America's urgent need for mobility.

Now that partnership must be strengthened. The costs of a transportation paralysis in the years ahead are so severe, and the rewards of an efficient system are so great, that we cannot afford the luxury of drift -- or proceed with "business as usual."

We must ^{secure for} ~~mobilize our science and technology so that~~ our travellers and shippers, ^{the advantages of modern means and technology} ~~may take full advantage of every means of transportation.~~

We must acquire the reliable information we need for intelligent decisions.

We must clear away the institutional and political barriers which impede adaptation and change.

We must coordinate our transportation agencies in a single coherent instrument of government, where policy guidance and support for each means of transportation will strengthen the national economy as a whole.

A Department of Transportation

I urge the Congress to establish a Department of Transportation that will give greater force and sharper focus to the Federal government's transportation programs.

In doing so I follow the recommendations of many distinguished ~~forebears.~~
Americans.

In 1936, a Select Committee of the United States Senate recommended a Department of Transportation, or, in the alternative, the consolidation of all transportation programs in the Department of Commerce.

In 1949, the Hoover Commission's Task Force on Transportation recommended a Department of Transportation.

In 1961 President Eisenhower recommended such a Department in his Budget Message.

In 1961 a Special Study Group of the Senate Committee on Commerce recommended that all promotional and safety programs of the Federal Government be concentrated in a Department of Transportation.

Many distinguished Members of Congress have offered bills to create the Department. Private citizens, experts in the field, have made the same recommendation to me.

Now it is time to act on these recommendations.

Scope of the Department

I propose that the following agencies and functions be consolidated in the Department of Transportation:

1. The Office of the Under Secretary of Commerce for Transportation, and its Policy, Program, Emergency Transportation and Research staff.
2. The Bureau of Public Roads and the Federal-aid Highway Program it administers.

4. *pull out this key agency*
② The F. A. A., with its *key functions in aviation safety, promotion and maintenance* will be transferred in its entirety to the new department.

6 + 7

Scope of the Department

I propose that the following agencies and functions be consolidated in the Department of Transportation:

1. The Office of the Under Secretary of Commerce for Transportation, and its Policy, Program, Emergency Transportation and Research staff.

2. The Federal Aviation Agency. This key agency, with its functions in aviation safety, promotion and investment, will be transferred in ^{entirety} ~~its entirety~~ to the new Department.

3. The Bureau of Public Roads and the Federal-aid Highway Program it administers.

4. The Coast Guard, whose principal peacetime activities relate to transportation, ^{the Coast Guard} will be transferred as a unit from the Treasury Department. As in the past, the Coast Guard will operate as part of the Navy in time of war.

5. The Maritime Administration, with its construction and operating subsidy programs.

6. The safety functions of the Civil Aeronautics Board, the responsibility for investigating and determining the probable cause of aircraft accidents and its appellate functions related to safety.

2. The navigation program of the Corps of Engineers.

The Corps of Engineers -- through its construction of locks and harbor facilities, its channel deepening and river bank protection work -- makes a major contribution to water transportation. The Department of Transportation should not assume the responsibility for that construction, but its Secretary ~~should be involved in the planning of water transportation projects.~~

recommended for Presidential approval
He should also ~~issue~~ standards and criteria for the transportation features of multi-purpose water projects, after consulting with the Water Resources Council. *He should also provide the basic transportation and traffic data for use in planning these projects.*

3. International Aviation.

C → Subject to policy determinations by the President, the CAB regulates *rules and fares on them* international aviation affecting the United States. This function has far-reaching effects on our foreign policy, our balance of payments, and the vitality of American aviation.

1 The Secretary of Transportation should provide leadership within the Executive Branch in formulating long-range policy for international aviation. *The Secretary of Transportation* He should participate in CAB proceedings that involve *important* international aviation *matters* policy.

4. Urban ~~Mass~~ Transportation.

The Departments of Transportation and Housing and Urban Development must cooperate in decisions affecting urban ~~(mass)~~ transportation.

urban transportation The future of mass transit -- the safety, convenience, and indeed the livelihood of *city dwellers* ~~its users~~ -- depends upon wide-scale, rational planning.

If the Federal government is to contribute to that planning, it must speak with a coherent voice.

note The Department of Housing and Urban Development should bear the principal responsibility for bringing about a unified Federal approach to

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The Department of Housing and Urban Development bears the responsibility of insuring that Federal programs affecting urban areas promote orderly and efficient urban development. Transportation programs clearly play a major role in shaping the growth of our cities.

At the same time the Secretary of Transportation will be responsible for achieving a consistent and unified approach in all Federal transportation programs.

Given this complex and closely related function, one Department cannot act effectively without the complete support and cooperation of the other.

7. The safety functions and car service functions of the Interstate Commerce Commission, principally the inspection and enforcement of safety regulations for railroads, motor carriers, and pipelines, and the distribution of rail car supply in times of shortage.

8. The Great Lakes Pilotage Administration, the St. Lawrence Seaway Corporation, the Alaska Railroad, and certain minor transportation-related activities of other agencies.

As this list indicates, I am recommending the consolidation into the Department of only those Federal agencies whose primary function is transportation, promotion and safety.

But other Federal responsibilities bear such a close relationship to transportation promotion and safety that coordination must be effected between them and the new Department.

1. The subsidy functions of the Civil Aeronautics Board.

Aviation subsidies -- now provided only for local service airlines -- clearly promote our domestic transportation system. But subsidy awards are an integral part of the process of authorizing air carrier service. This is a regulatory function.

Therefore the airline subsidy program should remain in the CAB. The Secretary of Transportation, however, will develop principles and criteria which the Board will take into consideration in its proceeding. In this way the subsidy program will be more fully coordinated with overall national transportation policy.

1. The Civil Aeronautics Board will be transferred to the Department of Transportation.

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urban ^{transportation} mass transit problems. Yet it cannot perform this task without the counsel, support, and cooperation of the Department of Transportation.

← I shall ask the two Secretaries to agree on the means and procedures by which this cooperation can be achieved -- not only in principle, but in practical effect.

Role of the Department

The Department of Transportation will:

- coordinate the principal existing programs that promote transportation in America.
- bring new technology to a total transportation system, by promoting research and development in cooperation with private industry.
- improve safety in every means of transportation.
- plan for the fullest use of our ^{transportation} labor force, consistent with our established human resource policies.
- encourage improved service to the public.
- conduct systems analysis, and planning, to strengthen the weakest parts of today's system.
- develop ^{investment criteria and standards and adopt budgeting techniques} ~~cost effectiveness and budgeting methods~~ that will assist all levels of government and industry in their transportation investments.

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I request the Congress to ^{approve a reorganization plan} ~~enact legislation~~ giving the President authority to designate the ICC Chairman and ~~Vice Chairman~~ from among its members, ^{and to strengthening the administrative} ~~executive functions of the chairman.~~

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- Neither private industry nor government officials concerned with automotive transportation have ^{given} ^{a high} made safety first among ^{enough priority} ~~their priorities~~. Yet we know that expensive freeways, powerful engines, and smooth exteriors will not stop the massacre on our roads.

What Can Be Done

State and local resources are insufficient to bring about swift reductions in the highway death rate. The Federal government must provide additional resources if existing programs are to be expanded and pioneer work begun in neglected areas.

Federal highway safety responsibilities should be incorporated into the Department of Transportation, in a total transportation safety program.

I have already set in motion a number of steps we can accomplish under existing law:

1. To strengthen the Federal role, I am today issuing an executive order assigning responsibility for coordinating Federal highway safety programs to the Secretary of Commerce. The activities now carried on by the President's Committee on Traffic Safety, and the Inter-departmental Safety Board, will be brought under the Secretary's jurisdiction. The Secretary will establish a highway safety unit within his Department, which will ultimately be transferred to the Department of Transportation.

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3. To improve driving conditions, I have ordered that high priority be given to our efforts to build safety features into the Federal-aid highway network.

4. To save those who are injured, I have directed the Secretary of Health, Education and Welfare immediately to initiate projects that will demonstrate techniques for more effective emergency care and transportation. He will work in full cooperation with state, local and private officials. The Secretary of Commerce will establish a number of accident investigation teams, who will bring us new understanding of highway accidents and their causes.

5. To make vehicles safer, I have asked the Administrator of General Services, in cooperation with the Secretary of Commerce, to begin a detailed study of the additional vehicle safety features that should be added to the Federal fleet.

The Highway Safety Act of 1966

More -- much more -- remains to be done. I believe the people of America will support an aggressive highway safety program. I believe that the same Congress that enacted P.L. 89-139 last year, giving the Secretary of Commerce broad authority to establish a coordinated highway safety program, will be sympathetic to our efforts to bring that program into being.

I urge the Congress to enact the Highway Safety Act of 1966.

I urge greater support for state highway safety programs.

I urge direct Federal action to create uniform standards and to carry out programs in all areas of highway safety.

The components of this Act are as crucially important as the problem they address. They include:

-- a \$500 million, five-year program to improve vehicle safety standards and inspection -- driver education and licensing -- advanced traffic control techniques -- police and emergency

medical services. Special accident investigation teams would be supported. Data collection efforts would be expanded, and fellowship grants and research support would be available in all areas of highway safety.

-- the improvement of automobile safety performance. Proper design and engineering can make automobiles safer. Vehicles sold in interstate commerce must be designed and equipped for maximum safety. Federal facilities are needed for the testing of essential safety features.

To make certain that safe performance design standards are met in tomorrow's cars, I request that the Secretary of Commerce be given authority and necessary funds to investigate and determine design criteria for all vehicles and their components. This authority would be transferred to the Secretary of Transportation when the new Department is created.

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Our driving public deserves the prompt passage of S. 2669, and the protection it will afford them from accidents caused by tire blow-outs.

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The United States has declared its intent to denounce the Warsaw Convention, because it limits the air carrier's financial responsibility for passenger loss of life to \$8,300.

Negotiations are under way in the International Civil Aviation Organization to increase this responsibility for passengers flying anywhere in the world.

We have expressed our opinion that the limit of liability should be \$100,000.

(A National Transportation Safety Board)

Research and Development

Today the United States easily ranks as the world's leader in technology.

Despite this -- and despite the importance of transportation in the sharp competition for international trade -- the Federal government spends only a pittance on transportation research and development. Exclusive of national security applications, less than one percent of our total research and development budget goes for transportation.

Private enterprise will continue to conduct research and development in those components of transportation for which it has primary responsibility. But the government can help. It can plan and fashion a new concept of research and development for a total transportation system which is beyond the responsibility and capability of private industry.

Through government-sponsored research and development we can --

- Provide comprehensive and reliable data for both private and public decisions.
- Identify areas of transportation which can be exploited by private industry to provide safer and more efficient services to the public.
- Fully understand the complex relationships among the components of a total transportation system.
- Build the basis for a more efficient use of public resources.
- *provide the technical guidance needed to*
~~Assure adequate~~ domestic and international transportation *is*
adequate in times of emergency.

The Department of Transportation, working with private industry and other government agencies, will provide a coordinated program of research and development to move the Nation more rapidly toward our transportation goals.

We must make significant advances in every phase of transport ~~includes~~ in aircraft, in ocean-going ships, in swifter rail service.

Supersonic Transport Aircraft

The United States is pre-eminent in the field of aircraft design and manufacture.

We shall not relinquish this leadership.

As I stated in my State of the Union Message, I shall propose a program to construct and flight test a new 2000-mile-per-hour supersonic aircraft.

Our supersonic transport must be competitive. It must be introduced into the market in a timely manner. It must be safe and reliable. And it must have profit potential for both the airlines and the manufacturers.

We have underway an intensive study and research program on ~~this aircraft,~~ ^{the supersonic transport,} supported by appropriations of \$231 million.

The design competition for this aircraft and its engines -- an intense and resourceful completion -- will be completed by the end of this year.

I have requested appropriations for Fiscal Year 1967 to initiate the prototype phase of the supersonic transport. My request includes funds for the completion of design competition, expanded economic and sonic boom studies, and the initial six months of prototype construction.

We hope to conduct first flight tests of the supersonic transport in late 1969, and ^{to} introduce it into commercial service by mid-1974.

Advanced Ocean Vessel Concepts

After years of United States leadership, maritime technology in other countries has caught up with and, in some instances, surpassed our own.

The U. S. Merchant Marine suffers in world competition because it bears much higher costs than its competitors. This can be overcome in some measure by technological improvement.

To accomplish substantial improvement in maritime technology, I have directed the Secretary of Commerce, in cooperation with the Navy and the Atomic Energy Commission, to form a Task Force on advanced vessel concepts. This program will be transferred to the Department of Transportation when it is established.

The Department of Defense recently launched the Fast Deployment Logistics Ship program. This concept introduces to the maritime field the same systems approach that has proven so successful in other Defense and Aerospace programs.

The concept places design, development, construction and maintenance of vessels into a single contract, for competitive bidding and building. Emphasis is placed on value engineering, automation, and other techniques for reducing costs.

The Task Force will apply the same concept to:

- Research, development and planning of high speed, large capacity ships, devoted primarily to transporting pre-loaded containers of varying types between the major ports of the world.
- Research on an ocean-going Surface Effects Vessel capable of speeds of more than 100 knots.
- Continue studies and research on the application of nuclear propulsion to merchant marine ships.

Advanced Land Transport

Last year Congress took a long step towards advanced land transportation by enacting the High-Speed Ground Transportation Research and Development program. This program will be continued at the most rapid pace consistent with sound management of the research effort.

Similar vision and imagination can be applied to highway transport.

Segments of the Interstate Highway network already in operation are the most efficient, productive roads ever built anywhere in the world.

Motor vehicles move at higher rates of speed, more safely and in greater number per lane than on conventional roads. Transportation costs are reduced, and less land area is needed for this volume of traffic.

With the network about half completed after 10 years, it is apparent that Interstate Highways, as well as other roads and streets, can become even more productive and safe.

Accordingly, I am directing the Secretary of Commerce to:

-- Investigate means for providing guidance and control mechanisms to increase the capacity and improve the safety of our highway network.

-- Conduct research into the means of improving traffic flow -- particularly in our cities -- so we can make better use of our existing roads and streets.

-- Investigate the potential of separate roadways for various classes of vehicles. ~~Emphasis will be placed on improving mass transportation services.~~

Systems Research

Some of our brightest opportunities in research and development lie in the less obvious and often neglected parts of our transportation system.

We spend billions for constructing new highways, but comparatively little for traffic control devices.

We spend millions for fast jet aircraft -- but little on the traveler's problem of getting to and from the airport.

We have mounted a sizable government-industry program to expand exports, yet we allow a veritable storm of red tape paperwork negate our efforts. Worldwide, a total of 810 forms are required to cover all types of cargo imported and exported. In this country alone, as many

as 43 separate forms are used in one export shipment. Eighty separate forms may be needed to process some imports. This is paperwork run wild.

I will direct the Secretary of Commerce to attack these problems, through the use of effective systems research programs.

Transportation for America

The Founding Fathers, riding by stage to Philadelphia to take part in the Constitutional Convention, could not have anticipated the immense complexity -- or the problems -- of transportationⁱⁿ our day.

Yet they, too, recognized the vital national interest in commerce between the States. The early Congresses expressed that interest even more directly, by supporting the development of road and water-way systems.

Now the very size of our transport requirements -- rising step-by-step with the growth of our population and industry--demands that we respond with new institutions, new programs of research, new efforts to make our vehicles safe, as well as swift.

Modern transportation can be the rapid conduit of economic growth-- or a bottleneck.

It can bring jobs and loved ones and recreation closer to every family. Or it can bring instead sudden and purposeless death.

It can improve every man's standard of living -- or multiple 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 is ours to make. We built the cars, the trains, the planes the ships, the roads and ^{air}ports. We can, if we will, plan their safe and efficient use in the decades ahead.

I believe the program I have outlined in this message makes that possible. I urge its early adoption by the Congress.

February 10, 1966

Two centuries ago the American nation came into being. Thirteen sparsely populated colonies, strung out along the Atlantic seaboard for 1280 miles, joined their separate wills in a common endeavor.

Three bonds united them. There was the cultural bond of a single language. There was the moral bond of a thirst for liberty and democratic government. And there was the physical bond of a few roads and rivers, by which the citizens of the colonies engaged in peaceful commerce.

Two centuries later the language is the same. The thirst for liberty and democracy endures.

The physical bond -- that tenuous skein of rough trails and primitive highways -- has become a powerful network on which the prosperity and convenience of our society depend.

The Growth of our Transportation System

It is not necessary to look back to the 1760's to chronicle the astonishing growth of American transportation.

Twenty years ago there were 31 million motor vehicles in the United States. Today there are 90 million. By 1975 there will be nearly 120 million.

Twenty years ago there were 1.5 million miles of paved roads and streets in the United States. Today there are 2.7 million surfaced miles, out of a total of 3.6 million miles.

Twenty years ago there were 38,000 active aircraft, private and commercial. Today there are more than 90,000. The number of private aircraft has almost doubled.

Twenty years ago commercial airlines flew 209 million miles. Today they fly a billion miles.

Twenty-five years ago American transportation moved 619 billion ton miles of cargo. In 1964, 1531 billion ton miles were moved. Soon the 1940 figure will have tripled.

The manufacturing of transportation equipment has kept pace. It has tripled since 1947. Last year \$4.5 billion was spent for new transportation plant and equipment in industries.

Transportation is one of America's largest employers. There are 737,000 railroad employees -- 270,000 local and inter-urban workers -- almost a million in motor transport and storage -- 230,000 in air transport. Together with pipeline and water transportation employees, the total number of those who earn their livelihoods by moving people and goods is well over two and one-half million.

The Federal government supports or regulates almost every means of transportation. Last year alone \$5 billion in Federal funds were invested in transportation -- in highway construction, in river and harbor development, in airways operations and construction, in maritime subsidies. The government owns 1500 of the nation's 2500 ocean-going cargo vessels.

In all, our transportation system -- the descendant of the horse-drawn coaches and sailing ships of colonial times -- accounts for one in every six dollars in the American economy. In 1965, that amounted to the staggering total of \$120 billion -- a sum greater than the entire gross national product in 1940.

Shortcomings of Our System

Vital as it is, mammoth and complex as it has become, the American transportation system is not good enough.

It is not good enough when it offers nearly a mile of street or road for every square mile of land -- and yet provides no relief from time-consuming, frustrating, and wasteful congestion.

It is not good enough when it produces sleek and efficient jet aircraft -- and yet cannot move passengers to and from airports in the time it takes those aircraft to fly hundreds of miles.

It is not good enough when it builds super-highways for super-charged automobiles -- and yet cannot find a way to prevent 50,000 highway deaths each year.

It is not good enough when public and private investors pour \$15 million into a large, high-speed ship -- only to watch it remain idle in port for days before it is loaded.

It is not good enough when it lays out new freeways to serve new cities and suburbs -- and carelessly scars the irreplaceable countryside.

It is not good enough when it adheres to custom for its own sake -- and ignores opportunities to serve our people more economically and efficiently.

It is not good enough if it responds to the needs of an earlier America -- and does not help us expand our trade and distribute the fruits of our land throughout the world.

Why We Have Fallen Short

Our transportation system has not emerged from a single drawing board, on which the needs and capacities of our economy were all accounted for. It could not have done so, for it grew along with the country itself -- now restlessly expanding, now consolidating, as opportunity grew bright or dim.

It is not good enough when rates and services adjust to cost-savings and productivity gains only after long delays.

Thus investment and service innovations responded to special needs. Research and development were sporadic, inconsistent, largely oriented towards the promotion of a particular means of transportation.

As a result, America today lacks a coordinated transportation system that permits travellers and goods to move conveniently and efficiently from one means of transportation to another, using the best characteristics of each.

Both people and goods are compelled to conform to the system as it is, despite the inconvenience and expense of

- segments of transportation with aging plant and equipment.
- networks chiefly designed to serve a rural society.
- services long outstripped by our growing economy and population,
- by changes in land use, by new concepts in industrial plant location, warehousing and distribution.

- rigidities which impede private initiative and
- the failure to take full advantage of new technologies developed elsewhere in the economy.

dull
incentive
for
innovation

The result is waste -- of human and economic resources.

We have abided this waste in the past. We must not permit it to continue. For we have too much at stake in the quality and economy of our transportation system.

If the growth of our transport industries merely keeps pace with our current national economic growth, the demand for transportation will ^{more than} double in the next twenty years. But that is too conservative an estimate. Passenger transportation is growing much faster than the Gross National Product -- reflecting the desires of an affluent people with ever-increasing incomes.

Our
national
economy
would
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about 17 years

Private -- and Public -- Responsibility

The United States is the only major nation in the world that relies primarily upon privately owned and operated transportation.

That national policy has served us well. It must be continued.

But private ownership has been made feasible only by the use of publicly granted authority and the investment of public resources --

-- by the construction of locks, dams, and channels on our rivers and inland waterways.

-- by the development of a vast highway network.

-- by construction and operation of airports and airways.

-- by the development of ports and harbors.

-- by direct financial support to the Merchant Marine.

-- by grants of eminent domain authority.

-- in years past, by grants of public land to assist the railroads.

Thus enlightened government has served as a full partner with private enterprise in meeting America's urgent need for mobility.

Now that partnership must be strengthened. The costs of a transportation paralysis in the years ahead are so severe, and the rewards of an efficient system are so great, that we cannot afford the luxury of drift -- or proceed with "business as usual."

We must mobilize our science and technology so that our travellers and shippers may take full advantage of every means of transportation.

We must acquire the reliable information we need for intelligent decisions.

We must clear away the institutional ^{economic} and political barriers which impede adaptation and change.

We must coordinate our transportation agencies in a single coherent instrument of government, where policy guidance and support for each means of transportation will strengthen the national economy as a whole.

We must promote the efforts of private industry to give the consumer more and better service for his transportation dollar.

A Department of Transportation

I urge the Congress to establish a Department of Transportation that will give greater force and sharper focus to the Federal government's transportation programs.

In doing so I follow the recommendations of many distinguished ~~forebears.~~
Americans.

In 1936, a Select Committee of the United States Senate recommended a Department of Transportation, or, in the alternative, the consolidation of all transportation programs in the Department of Commerce.

In 1949, the Hoover Commission's Task Force on Transportation recommended a Department of Transportation.

In 1961 President Eisenhower recommended such a Department in his Budget Message.

In 1961 a Special Study Group of the Senate Committee on Commerce recommended that all promotional and safety programs of the Federal Government be concentrated in a Department of Transportation.

Many distinguished Members of Congress have offered bills to create the Department. Private citizens, experts in the field, have made the same recommendation to me.

Now it is time to act on these recommendations.

Scope of the Department

I propose that the following agencies and functions be consolidated in the Department of Transportation:

1. The Office of the Under Secretary of Commerce for Transportation, and its Policy, Program, Emergency Transportation and Research staff.
2. The Bureau of Public Roads and the Federal-aid Highway Program
it administers.

3. The Federal Aviation Agency. This key agency, with its functions in aviation safety, promotion and investment, will be transferred in its entirety to the new Department.

4. The Coast Guard, whose principal peacetime activities relate to transportation. The Coast Guard will be transferred as a unit from the Treasury Department. As in the past, the Coast Guard will operate as part of the Navy in time of war.

5. The Maritime Administration, with its construction and operating subsidy programs.

6. The safety functions of the Civil Aeronautics Board, the responsibility for investigating and determining the probable cause of aircraft accidents and its appellate functions related to safety.

7. The safety functions and car service functions of the Interstate Commerce Commission, principally the inspection and enforcement of safety regulations for railroads, motor carriers, and pipelines, and the distribution of rail car supply intimes of shortage.

8. The Great Lakes Pilotage Administration, the St. Lawrence Seaway Corporation, the Alaska Railroad, and certain minor transportation-related activities of other agencies.

As this list indicates, I am recommending the consolidation into the Department of only those Federal agencies whose primary function is transportation promotion and safety.

But other Federal responsibilities bear such a close relationship to transportation promotion and safety that coordination must be effected between them and the new Department.

1. The subsidy functions of the Civil Aeronautics Board.

Aviation subsidies -- now provided only for local service airlines -- clearly promote our domestic transportation system. But subsidy awards

are an integral part of the process of authorizing air carrier service.

This is a regulatory function.

Therefore the airline subsidy program should remain in the CAB.

The Secretary of Transportation, however, will develop principles and criteria which the Board will take into consideration in its proceeding.

In this way the subsidy program will be more fully coordinated with overall national transportation policy.

2. The navigation program of the Corps of Engineers.

The Corps of Engineers -- through its construction of locks and harbor facilities, its channel deepening and river bank protection work -- makes a major contribution to water transportation. The Department of Transportation should not assume the responsibility for that construction, but its Secretary should be involved in the planning of water transportation projects.

He should also issue standards and criteria for the transportation features of multi-purpose water projects, after consulting with the Water Resources Council.

3. International Aviation.

Subject to policy determinations by the President, the CAB regulates international aviation affecting the United States. This function has far-reaching effects on our foreign policy, our balance of payments, and the vitality of American aviation.

The Secretary of Transportation should provide leadership within the Executive Branch in formulating long-range policy for international aviation. He should participate in CAB proceedings that involve international aviation policy.

4. Urban Mass Transportation.

The Departments of Transportation and Housing and Urban Development must cooperate in decisions affecting urban mass transportation.

The future of mass transit -- the safety, convenience, and indeed the livelihood of its users -- depends upon wide-scale, rational planning. If the Federal government is to contribute to that planning, it must speak with a coherent voice.

The Department of Housing and Urban Development should bear the principal responsibility for bringing about a unified Federal approach to

urban mass transit problems. Yet it cannot perform this task without the counsel, support, and cooperation of the Department of Transportation.

I shall ask the two Secretaries to agree on the means and procedures by which this cooperation can be achieved -- not only in principle, but in practical effect.

Role of the Department

The Department of Transportation will:

- coordinate the principal existing programs that promote transportation in America.
- bring new technology to a total transportation system, by promoting research and development in cooperation with private industry.

-- improve safety in every means of transportation.

- plan for the fullest use of our labor force, consistent with our established human resource policies.
- encourage [improved] service to the public.
- conduct systems analysis and planning, to strengthen the weakest parts of today's system.

-- develop cost effectiveness and budgeting methods that will assist all levels of government and industry in their transportation

investments, programs, and changes.

The Interstate Commerce Commission

The measure I recommend will not ^{alter} [affect] the economic regulatory ^{authority} [functions] of the Interstate Commerce Commission, the Civil Aeronautics Board, or the Federal Maritime Commission.

I do recommend, however, a change in the manner of selecting the chairman of the Interstate Commerce Commission.

PLEASE! "fullest" alone sounds like featherbedding

We hope it will "affect" the way they execute their functions

-- clear away roadblocks to progress so that private initiative can take full and prompt advantage of new technological opportunities

-- improve safety in every means of transportation. (and most efficient)

-- plan for the fullest use of our labor force, consistent with our (transportation) established human resource policies, high quality, low cost

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investments, programs, and changes.

Today the chairman of this vital commission -- alone among the federal regulatory agencies -- is selected, not by the President, but by annual rotation among the eleven commissioners.

This is not sound management practice in an agency whose influence on our rail, highway, waterway and pipeline industries is profound and far-reaching. The ICC's jurisdiction extends to 18,000 transport companies, and it handles 7,000 cases each year. No private corporation of such size and importance would change its chief executive officer each year.

I request the Congress to enact legislation giving the President authority to designate the ICC Chairman and Vice Chairman from among its members.

Safety

105,000 Americans died in accidents last year.

More than half were killed in transportation, or in recreation accidents related to transportation.

49,000 deaths involved motor vehicles.

1,300 involved aircraft.

1,500 involved ships and boats.

2,300 involved railroads.

Each means of transportation has developed safety programs of varying effectiveness. Yet we lack a comprehensive program keyed to a total transportation system.

Proven safety techniques in one means have not always been adapted in others.

Aircraft, train and maritime accidents are investigated in detail. The intensity of aviation safety requirements is reflected in last year's record: 62 billion passenger miles flown -- with seven fatal accidents resulting in 253 deaths.

It carries the demanding and challenging assignment to keep Federal regulation attuned to the needs and opportunities of a dynamic industry.

In contrast, the highway death toll set a new record. The prediction for this year is that more than 50,000 persons will die on our streets and highways -- 50,000 useful and promising lives, and as many families stung by grief.

The toll of Americans killed in this way since the introduction of the automobile is almost unbelievable. It is 1.5 million -- more than all the combat deaths suffered in all our wars.

No other necessity of modern life has brought such tragedy, along with ^{such} convenience, to our people.

Why We Are Failing

The carnage of the highways must be arrested.

The weaknesses of our present highway safety program must be corrected:

- Our knowledge of causes is grossly inadequate. Expert opinion is frequently contradictory and confusing.
- Existing safety programs are widely dispersed. Government and private efforts proceed separately, without effective coordination.
- There is no clear assignment of responsibility at the Federal level.
- The allocation of our resources to safety is inadequate.
- Neither private industry nor government officials concerned with automotive transportation have made safety first among their priorities. Yet we know that expensive freeways, powerful engines, and smooth exteriors will not stop the massacre on our roads.

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We have expressed our opinion that the limit of liability should be \$100,000.

(A National Transportation Safety Board)

Research and Development

Today the United States easily ranks as the world's leader in technology.

Despite this -- and despite the importance of transportation in the sharp competition for international trade -- the Federal government spends only a pittance on transportation research and development. Exclusive of national security applications, less than one percent of our total research and development budget goes for transportation.

Private enterprise will continue to conduct research and development in those components of transportation for which it has primary responsibility. But the government can help. It can plan and fashion a new concept of research and development for a total transportation system which is beyond the responsibility and capability of private industry.

Through government-sponsored research and development we can --

- Provide comprehensive and reliable data for both private and public decisions.
- Identify areas of transportation which can be exploited by private industry to provide safer and more efficient services to the public.
- Fully understand the complex relationships among the components of a total transportation system.
- Build the basis for a more efficient use of public resources.
- Assure adequate domestic and international transportation in times of emergency.

The Department of Transportation, working with private industry and other government agencies, will provide a coordinated program of research and development to move the Nation more rapidly toward our transportation goals.

And it will help to assure that new scientific discoveries will be promptly and smoothly translated into industrial practice.
We must make significant advances in every phase of transport -- in aircraft, in ocean-going ships, in swifter rail service.

Supersonic Transport Aircraft

The United States is pre-eminent in the field of aircraft design and manufacture.

We shall not relinquish this leadership.

As I stated in my State of the Union Message, I shall propose a program to construct and flight test a new 2000-mile-per-hour supersonic aircraft.

Our supersonic transport must be competitive. It must be introduced into the market in a timely manner. It must be safe and reliable. And it must have profit potential for both the airlines and the manufacturers.

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The design competition for this aircraft and its engines -- an intense and resourceful completion -- will be completed by the end of this year.

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Advanced Ocean Vessel Concepts

After years of United States leadership, maritime technology in other countries has caught up with and, in some instances, surpassed our own.

The U. S. Merchant Marine suffers in world competition because

it bears much higher costs than its competitors. [This can be overcome in some measure by technological improvement.]

There are many dimensions to this problem and they are all receiving careful study. But it is now clear that technological improvement is an essential part of the solution.

To accomplish substantial improvement in maritime technology, I have directed the Secretary of Commerce, in cooperation with the Navy and the Atomic Energy Commission, to form a Task Force on advanced vessel concepts. This program will be transferred to the Department of Transportation when it is established.

The Department of Defense recently launched the Fast Deployment Logistics Ship program. This concept introduces to the maritime field the same systems approach that has proven so successful in other Defense and Aerospace programs.

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-- Conduct research into the means of improving traffic flow -- particularly in our cities -- so we can make better use of our existing roads and streets.

-- Investigate the potential of separate roadways for various classes of vehicles. Emphasis will be placed on improving mass transportation service.

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as 43 separate forms are used in one export shipment. Eighty separate forms may be needed to process some imports. This is paperwork run wild.

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Transportation for America

The Founding Fathers, riding by stage to Philadelphia to take part in the Constitutional Convention, could not have anticipated the immense complexity -- or the problems -- of transportationⁱⁿ our day.

Yet they, too, recognized the vital national interest in commerce between the States. The early Congresses expressed that interest even more directly, by supporting the development of road and waterway systems.

Now the very size of our transport requirements -- rising step-by-step with the growth of our population and industry -- demands that we respond with new institutions, new programs of research, new efforts to make our vehicles safe, as well as swift.

Modern transportation can be the rapid conduit of economic growth -- or a bottleneck.

It can bring jobs and loved ones and recreation closer to every family. Or it can bring instead sudden and purposeless death.

It 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 is ours to make. We built the cars, the trains, the planes, the ships, the roads and airports. We can, if we will, plan their safe and efficient use in the decades ahead.

It can be the high-quality and efficient service provided by a proud, dynamic, and competitive private industry. Or it can stagnate in outmoded customs.

I believe the program I have outlined in this message makes
that possible. I urge its early adoption by the Congress.

Master

February 10, 1966

Two centuries ago the American nation came into being. Thirteen sparsely populated colonies, strung out along the Atlantic seaboard for ~~1200~~¹³⁰⁰ miles, joined their separate wills in a common endeavor.

Three bonds united them. There was the cultural bond of a single language. There was the moral bond of a thirst for liberty and democratic government. And there was the physical bond of a few roads and rivers, by which the citizens of the colonies engaged in peaceful commerce.

Two centuries later the language is the same. The thirst for liberty and democracy endures.

The physical bond -- that tenuous skein of rough trails and primitive ~~highways~~^{ROADS} -- has become a powerful network on which the prosperity and convenience of our society depend.

IN A NATION THAT SPANS A CONTINENT, TRANSPORTATION IS THE WEB OF UNION.

The Growth of our Transportation System

It is not necessary to look back to the 1760's to chronicle the astonishing growth of American transportation.

Twenty years ago there were 31 million motor vehicles in the United States. Today there are 90 million. By 1975 there will be nearly 120 million.

Twenty years ago there were 1.5 million miles of paved roads and streets in the United States. Today there are 2.7 million surfaced miles, out of a total of 3.6 million miles.

Twenty years ago there were 38,000 active aircraft, private and commercial. Today there are more than 90,000. The number of private aircraft has almost doubled.

Twenty years ago commercial airlines flew 209 million miles. Today they fly a billion miles.

Twenty-five years ago American transportation moved 619 billion ton miles of cargo. In 1964, ^{1.5 trillion} ~~4531 billion~~ ton miles were moved. ~~Soon the 1940 figure will have tripled.~~

The manufacturing of transportation equipment has kept pace. It has tripled since 1947. Last year \$4.5 billion was spent for new transportation plant and equipment.

Transportation is one of America's largest employers. There are 737,000 railroad employees ^R 270,000 local and inter-urban workers -- almost a million ^{men & women} in motor transport and storage 230,000 in air transport. Together with pipeline and water transportation employees, the total number of those who earn their livelihoods by moving people and goods is well over two and one-half million.

The Federal government supports or regulates almost every means of transportation. Last year alone \$5 billion in Federal funds were invested in transportation -- in highway construction, in river and harbor development, in airways operations and ^{Also} construction, in maritime subsidies. The government owns 1500 of the nation's 2500 ocean-going cargo vessels.

In all, our transportation system -- the descendant of the horse-drawn coaches and sailing ships of colonial times -- accounts for one in every six dollars in the American economy. In 1965, that amounted to the staggering total of \$120 billion -- a sum greater than the entire gross national product ^{of this nation} in 1940.

Shortcomings of Our System

Vital as it is, mammoth and complex as it has become, the American transportation system is not good enough.

It is not good enough when it offers nearly a mile of street or road for every square mile of land -- and yet provides no relief from time-consuming, frustrating, and wasteful congestion.

It is not good enough when it produces sleek and efficient jet aircraft -- and yet cannot move passengers to and from airports in the time it takes those aircraft to fly hundreds of miles.

It is not good enough when it builds super-highways for super-charged automobiles -- and yet cannot find a way to prevent 50,000 highway deaths each year.

It is not good enough when public and private investors pour \$15 million into a large, high-speed ship -- only to watch it remain idle in port for days before it is loaded.

It is not good enough when it lays out new freeways to serve new cities and suburbs -- and carelessly scars the irreplaceable countryside.

It is not good enough when it adheres to custom for its own sake -- and ignores opportunities to serve our people more economically and efficiently.

It is not good enough if it responds to the needs of an earlier America -- and does not help us expand our trade and distribute the fruits of our land throughout the world.

Why We Have Fallen Short

Our transportation system has not emerged from a single drawing board, on which the needs and capacities of our economy were all accounted for. It could not have done so, for it grew along with the country itself -- now restlessly expanding, now consolidating, as opportunity grew bright or dim.

Thus investment and service innovations responded to special needs. Research and development were sporadic, inconsistent, largely oriented towards the promotion of a particular means of transportation.

As a result, America today lacks a coordinated transportation system that permits travellers and goods to move conveniently and efficiently from one means of transportation to another, using the best characteristics of each.

Both people and goods are compelled to conform to the system as it is, despite the inconvenience and expense of

- segments of transportation with aging plant and equipment.
- networks chiefly designed to serve a rural society.
- services long outstripped by our growing economy and population, by changes in land use, by new concepts in industrial plant location, warehousing and distribution.
- the failure to take full advantage of new technologies developed elsewhere in the economy.

The result is waste -- of human and economic resources.

We have abided this waste in the past. We must not permit it to continue. For we have too much at stake in the quality and economy of our transportation system.

If the growth of our transport industries merely keeps pace with our current national economic growth, the demand for transportation will double in the next twenty years. But that is too conservative an estimate. Passenger transportation is growing much faster than the Gross National Product -- reflecting the desires of an affluent people with ever-increasing incomes.

Private -- and Public -- Responsibility

The United States is the only major nation in the world that relies primarily upon privately owned and operated transportation.

That national policy has served us well. It must be continued.

But private ownership has been made feasible only by the use of publicly granted authority and the investment of public resources --

-- by the construction of locks, dams, and channels on our rivers and inland waterways.

-- by the development of a vast highway network.

-- by construction and operation of airports and airways.

-- by the development of ports and harbors.

-- by direct financial support to the Merchant Marine.

-- by grants of eminent domain authority.

-- in years past, by grants of public land to assist the railroads.

Thus enlightened government has served as a full partner with private enterprise in meeting America's urgent need for mobility.

Now that partnership must be strengthened. The costs of a transportation paralysis in the years ahead are so severe, and the rewards of an efficient system are so great, that we cannot afford the luxury of drift -- or proceed with "business as usual."

We must mobilize our science and technology so that our travellers and shippers may take full advantage of every means of transportation.

We must acquire the reliable information we need for intelligent decisions.

We must clear away the institutional and political barriers which impede adaptation and change.

We must coordinate our transportation agencies in a single coherent instrument of government, where policy guidance and support for each means of transportation will strengthen the national economy as a whole.

A Department of Transportation

I urge the Congress to establish a Department of Transportation that will give greater force and sharper focus to the Federal government's transportation programs.

In doing so I follow the recommendations of many distinguished ~~lawmakers.~~
Americans.

In 1936, a Select Committee of the United States Senate recommended a Department of Transportation, or, in the alternative, the consolidation of all transportation programs in the Department of Commerce.

In 1949, the Hoover Commission's Task Force on Transportation recommended a Department of Transportation.

In 1961 President Eisenhower recommended such a Department in his Budget Message.

In 1961 a Special Study Group of the Senate Committee on Commerce recommended that all promotional and safety programs of the Federal Government be concentrated in a Department of Transportation.

Many distinguished Members of Congress have offered bills to create the Department. Private citizens, experts in the field, have made the same recommendation to me.

Now it is time to act on these recommendations.

Scope of the Department

I propose that the following agencies and functions be consolidated in the Department of Transportation:

1. The Office of the Under Secretary of Commerce for Transportation, and its Policy, Program, Emergency Transportation and Research staff,
2. The Bureau of Public Roads and the Federal-aid Highway Program it administers.

3. The Federal Aviation Agency. This key agency, with its functions in aviation safety, promotion and investment, will be transferred ^{AS A UNIT} in its entirety to the new Department.

4. The Coast Guard, whose principal peacetime activities relate to transportation. The Coast Guard will be transferred as a unit from the Treasury Department. As in the past, the Coast Guard will operate as part of the Navy in time of war.

5. The Maritime Administration, with its construction and operating subsidy programs.

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6. The safety functions of the Civil Aeronautics Board, the responsibility for investigating and determining the probable cause of aircraft accidents and its appellate functions related to safety.

7. The safety functions and car service functions of the Interstate Commerce Commission, principally the inspection and enforcement of safety regulations for railroads, motor carriers, and pipelines, and the distribution of rail car supply intimes of shortage.

8. The Great Lakes Pilotage Administration, the St. Lawrence Seaway Corporation, the Alaska Railroad, and certain minor transportation-related activities of other agencies.

As this list indicates, I am recommending the consolidation into the Department of only those Federal agencies whose primary function is transportation promotion and safety.

But other Federal responsibilities bear such a close relationship to transportation promotion and safety that coordination must be effected between them and the new Department.

1. The subsidy functions of the Civil Aeronautics Board.

Aviation subsidies -- now provided only for local service airlines -- clearly promote our domestic transportation system. But subsidy awards

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are an integral part of the process of authorizing air carrier service.
This is a regulatory function.

Therefore the airline subsidy program should remain in the CAB.
The Secretary of Transportation, however, will develop principles and
criteria which the Board will take into consideration in its proceeding.
In this way the subsidy program will be more fully coordinated with
overall national transportation policy.

2. The navigation program of the Corps of Engineers.

The Corps of Engineers -- through its construction of locks and harbor facilities, its channel deepening and river bank protection work -- makes a major contribution to water transportation. The Department of Transportation should not assume the responsibility for that construction, but its Secretary should be involved in the *account for P. 7* planning of water transportation projects.

He should also issue standards and criteria for the transportation features of multi-purpose water projects, after consulting with the Water Resources Council.

3. International Aviation.

Subject to policy determinations by the President, the CAB regulates international aviation affecting the United States. This function has far-reaching effects on our foreign policy, our balance of payments, and the vitality of American aviation.

The Secretary of Transportation should provide leadership within the Executive Branch in formulating long-range policy for international aviation. He should participate in CAB proceedings that involve international aviation policy.

4. Urban Mass Transportation.

The Departments of Transportation and Housing and Urban Development must cooperate in decisions affecting urban mass transportation.

The future of mass transit -- the safety, convenience, and indeed the livelihood of its users -- depends upon wide-scale, rational planning. If the Federal government is to contribute to that planning, it must speak with a coherent voice.

The Department of Housing and Urban Development should bear the principal responsibility for bringing about a unified Federal approach to

urban mass transit problems. Yet it cannot perform this task without the counsel, support, and cooperation of the Department of Transportation.

I shall ask the two Secretaries to agree on the means and procedures by which this cooperation can be achieved -- not only in principle, but in practical effect.

Role of the Department

The Department of Transportation will:

- coordinate the principal existing programs that promote transportation in America.
- bring new technology to a total transportation system, by promoting research and development in cooperation with private industry.
- improve safety in every means of transportation.
- plan for the fullest use of our labor force, consistent with our established human resource policies.
- encourage improved service to the public.
- conduct systems analysis and planning, to strengthen the weakest parts of today's system.
- develop cost effectiveness and budgeting methods that will assist all levels of government and industry in their transportation investments.

The Interstate Commerce Commission

The measure I recommend will not affect the economic regulatory functions of the Interstate Commerce Commission, the Civil Aeronautics Board, or the Federal Maritime Commission.

I do recommend, however, a change in the manner of selecting the chairman of the Interstate Commerce Commission.

Today the chairman of this vital commission -- alone among the federal regulatory agencies -- is selected, not by the President, but by annual rotation among the eleven commissioners.

This is not sound management practice in an agency whose influence on our rail, highway, waterway and pipeline industries is profound and far-reaching. The ICC's jurisdiction extends to 18,000 transport companies, and it handles 7,000 cases each year. No private corporation of such size and importance would change its chief executive officer each year.

I request the Congress to enact legislation giving the President authority to designate the ICC Chairman and Vice Chairman from among its members.

Safety

105,000 Americans died in accidents last year.

More than half were killed in transportation, or in recreation accidents related to transportation.

49,000 deaths involved motor vehicles.

1,300 involved aircraft.

1,500 involved ships and boats.

2,300 involved railroads.

Each means of transportation has developed safety programs of varying effectiveness. Yet we lack a comprehensive program keyed to a total transportation system.

Proven safety techniques in one means have not always been adapted in others.

Aircraft, train and maritime accidents are investigated in detail. The intensity of aviation safety requirements is reflected in last year's record: 62 billion passenger miles flown -- with seven fatal accidents resulting in 253 deaths.

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~~In contrast,~~ the highway death toll set a new record. The prediction for this year is that more than 50,000 persons will die on our streets and highways -- 50,000 useful and promising lives, and as many families stung by grief.

The toll of Americans killed in this way since the introduction of the automobile is almost unbelievable. It is 1.5 million -- more than all the combat deaths suffered in all our wars.

No other necessity of modern life has brought such tragedy, along with ^{such} convenience, to our people.

Why We Are Failing

The carnage of the highways must be arrested.

The weaknesses of our present highway safety program must be corrected:

- Our knowledge of causes is grossly inadequate. Expert opinion is frequently contradictory and confusing.
- Existing safety programs are widely dispersed. Government and private efforts proceed separately, without effective coordination.
- There is no clear assignment of responsibility at the Federal level.
- The allocation of our resources to safety is inadequate.
- Neither private industry nor government officials concerned with automotive transportation have made safety first among their priorities. Yet we know that expensive freeways, powerful engines, and smooth exteriors will not stop the massacre on our roads.

What Can Be Done

State and local resources are insufficient to bring about swift reductions in the highway death rate. The Federal government must provide additional resources if existing programs are to be expanded and pioneer work begun in neglected areas.

Federal highway safety responsibilities should be incorporated into the Department of Transportation, in a total transportation safety program.

I have already set in motion a number of steps we can accomplish under existing law:

1. To strengthen the Federal role, I ^{will} ~~am today issuing an executive order assigning responsibility for coordinating Federal highway safety programs to the Secretary of Commerce.~~ The activities now carried on by the President's Committee on Traffic Safety, and the Inter-departmental Safety Board, will be brought under the Secretary's ^{COGNIZANCE} ~~jurisdiction~~. The Secretary will establish a highway safety unit within his Department, which will ultimately be transferred to the Department of Transportation.

2. To give greater support to our safety programs, I will shortly ^{presenting} ~~submit an amendment to the 1967 budget~~ increasing funds for research, accident data collection, improved emergency medical service, driver licensing and traffic control technology.

I have also ordered a systematic evaluation of the resources allocated to traffic safety, to insure that we are receiving the maximum benefits from our present efforts.

3. To improve driving conditions, I have ordered that high priority be given to our efforts to build safety features into the Federal-aid highway network.

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- 13 -

4. To save those who are injured, I have directed the Secretary of Health, Education and Welfare immediately to initiate projects that will demonstrate techniques for more effective emergency care and transportation. He will work in full cooperation with state, local and private officials. The Secretary of Commerce will establish a number of accident investigation teams, who will bring us new understanding of highway accidents and their causes.

5. To make vehicles safer, I have asked the Administrator of General Services, in cooperation with the Secretary of Commerce, to begin a detailed study of the additional vehicle safety features that should be added to the Federal fleet.

The Highway Safety Act of 1966

More -- much more -- remains to be done. ^{TP}I believe the people of America will support an aggressive highway safety program. I believe that the same Congress that enacted P.L. 89-139 last year, giving the Secretary of Commerce broad authority to establish a coordinated highway safety program, will be sympathetic to our efforts to bring that program into being.

I urge the Congress to enact the Highway Safety Act of 1966.

I urge greater support for state highway safety programs.

I urge direct Federal action to create uniform standards and to carry out programs in all areas of highway safety.

The components of this Act are as crucially important as the problem they address. They include:

-- a \$500 million, five-year program to improve vehicle safety standards and inspection -- driver education and licensing -- advanced traffic control techniques -- police and emergency

medical services. Special accident investigation teams would be supported. Data collection efforts would be expanded, and fellowship grants and research support would be available in all areas of highway safety.

-- the improvement of automobile safety performance. Proper design and engineering can make automobiles safer. Vehicles sold in interstate commerce must be designed and equipped for maximum safety. Federal facilities are needed for the testing of essential safety features.

To make certain that safe performance design standards are met in tomorrow's cars, I request that the Secretary of Commerce be given authority and necessary funds to investigate and determine design criteria for all vehicles and their components. This authority would be transferred to the Secretary of Transportation when the new Department is created.

If, by 1970, adequate voluntary standards are not satisfactory, the Act would give the Secretary standby authority to prescribe mandatory safety standards for vehicles and their components. He would be authorized to prohibit the sale in interstate commerce of new vehicles which failed to meet those standards.

Congress has not hesitated to establish rigorous safety standards for other means of transportation. Today's highway death toll calls for an equally vigorous and effective expression of concern for our millions of car-owning families.

-- A Highway Safety Research Facility

Funds are needed to support research and testing in many disciplines related to highway safety. The public interest requires a better understanding of the human, highway and vehicle factors which cause accidents and injuries. We need to develop more effective counter-measures and objective standards to guide our national programs.

INDUSTRIAL
SAFETY
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... ~~Safety standards for motor vehicle tires.~~

I⁰¹⁵⁰ urge the Congress to act speedily and favorably on S. 2669, a bill establishing safety standards for motor vehicle tires sold or shipped in interstate commerce.

Evidence has shown that numbers of inferior tires are being sold to unwitting customers throughout the country. The dangers such tires hold for high-speed automobiles and their occupants is obvious.

S. 2669 provides that the Secretary of Commerce shall establish, and publish in the Federal Register, interim minimum safety standards for tires. These will be substantially as prescribed ~~by~~ the Vehicle Equipment Safety Commission, an interstate agency established by a joint resolution of Congress.

The Secretary would be required to review these standards two years from the enactment of the bill, and to revise them where that is necessary. A research and development program under his direction would improve the minimum standards for new tires, and develop such standards for retreaded tires.

Our driving public deserves the prompt passage of S. 2669, and the protection it will afford them from accidents caused by tire blow-outs.

Safety at Sea

Last year 90 men and women lost their lives when the cruise ship Yarmouth Castle burned and sank in the calm waters of the Caribbean.

The Yarmouth Castle was exempt from United States safety standards -- partially because of its "grandfather rights" under law. It was built before 1937.

We cannot allow the lives of our citizens to depend upon the year in which a ship was built.

The Coast Guard is presently completing its investigation of the Yarmouth Castle disaster. The Maritime Administration has already finished its investigation of financial responsibility.

Later in this session -- when our inquiries are accomplished and our findings reported -- I will submit to the Congress legislation to improve safety measures and guarantees of financial responsibility on the part of owners and operators of passenger-carrying vessels sailing from our ports.

Responsibility for Air Safety

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The Founding Fathers, riding by stage to Philadelphia to take part in the Constitutional Convention, could not have anticipated the immense complexity -- or the problems -- of transportationⁱⁿ our day.

Yet they, too, recognized the vital national interest in commerce between the States. The early Congresses expressed that interest even more directly, by supporting the development of road and waterway systems.

Now the very size of our transport requirements -- rising step-by-step with the growth of our population and industry--demands that we respond with new institutions, new programs of research, new efforts to make our vehicles safe, as well as swift.

Modern transportation can be the rapid conduit of economic growth-- or a bottleneck.

It can bring jobs and loved ones and recreation closer to every family. Or it can bring instead sudden and purposeless death.

It can improve every man's standard of living -- or multiple 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 is ours to make. We built the cars, the trains, the planes, the ships, the roads and airports. We can, if we will, plan their safe and efficient use in the decades ahead.

I believe the program I have outlined in this message makes that possible. I urge its early adoption by the Congress.



U.S. DEPARTMENT OF COMMERCE
OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20230

February 11, 1966

MEMORANDUM

To : Henry Wilson, The White House (Attn: Mrs. Jean Lewis)
From : Paul Southwick *PS.*
Subject: Commerce Department Legislative Report

I. Department of Transportation

Lee White and Joe Califano have talked to Magnuson. So has Secretary Connor. Magnuson satisfied with proposal. He told Secretary Connor that he will get his turn at questions "when the nominations are up" before his Committee.

Senator McClellan told Alan Boyd and me that he will hold the hearings himself on the Department of Transportation bill and will "expedite" the matter. His first question concerned what functions if any the new Department would take from the Corps of Engineers on navigation projects. Alan Boyd assured him that there would be only a minor effect on the Corps of Engineers, and Senator McClellan seemed reasonably satisfied. He said he would not want any change which would make it more difficult to obtain navigation projects, and he cited a number of specific examples in his State.

McClellan also said his schedule of hearings might be affected by his re-election campaign, depending upon what kind of opposition he encounters.

Without making a commitment, he said he looked favorably toward the new Department proposal despite his general opposition to "adding new Departments!"

He told us he was particularly anxious about a project in Camden, Arkansas, involving Federal aid for the establishment of some kind of vocational or manpower training school on land and buildings donated by Brown-Root. He indicated this was a matter before the Economic Development Administration, and as I understand it, the question is whether donation of the land can be counted as the local matching requirement. "Can it be done," McClellan said. "Let me know and, if so, then hold it." We will pursue this with Gene Foley.

Senator Ribicoff told Alan Boyd and me that he will go with us on the Department of Transportation. He said that because of the number of reorganization plans being discussed and proposed, he would ask Joe Califano for a list of priorities. He said he would cooperate fully.

Since it was only today that we learned through you that we could discuss these matters with key members of Congress, we have not had a chance to schedule meetings for Alan Boyd or the Secretary with any others. We are seeking appointments with Congressmen Carl Albert, Fallon, Staggers and Dawson and Senator Randolph as soon as possible next week on both the Department of Transportation and the highway safety bill. (McNamara, of course, is in the hospital.)

In the House, Reorganization Subcommittee of Government Operations expects to schedule prompt hearings when the bill is transmitted. Both Interstate and Foreign Commerce and Merchant Marine and Fisheries are expected to hold separate hearings on their respective phases of the proposal although we expect actual bill will be handled through Government Operations.

II. Highway Safety

Senator Ribicoff in a discussion with Alan Boyd and me said he would express no positive opinions on the proposed highway safety program until he has had a chance to look at it further with the assistance of his staff. He said that obviously it was a step in the right direction, but he served notice that he would publicly criticize shortcomings if he felt the proposal was deficient.

He said he did not intend to hold any additional highway safety hearings during the consideration of the President's program in view of the fact that the President's bill would be handled by a different Committee. (Ribicoff expects that the President's bill will be handled by the Commerce Committee.) In doubt about the jurisdiction and at your suggestion, I have asked for an appointment for the Secretary to talk to Carl Albert in the House, and at Mike Manatos' suggestion, I will talk to Frank Valeo tomorrow.

Alan Boyd, the Secretary and myself will discuss highway safety with Fallon, Staggers and Randolph as soon as we can get appointments.

III. Truth-in-packaging

The Senate Commerce Committee has scheduled its next executive session February 23 when the Hart bill, S. 985, is expected to be on the agenda. Secretary Connor has talked personally with Hart, Bass, Brewster, Monroney and Magnuson. At our suggestion, Esther Peterson has followed up with Bass, Brewster, Monroney and Hartke. There is still no "breakthrough." The issue is section 3(c) involving packaging and weights--which the opponents refer to as the "standardization section." In order to report the Hart bill as is, we will need three votes from among Hartke, Bass, Brewster and Monroney. Bass is firmly against, Monroney expressed no commitment one way or the other to Secretary Connor, although he is leaning against section 3; Brewster looks upon the bill with disfavor, but is loyal to the President. Esther Peterson is working on Hartke.

In the House, Chairman Staggers, in another conversation with Secretary Connor and me, expressed his willingness to introduce the bill and handle in the Commerce Committee, preferably a bill which would not be a carbon copy of the Hart bill. Michigan House members are strongly supporting the Hart bill and pressing Commerce Committee for early action on several bills identical or similar to the Hart bill already pending in the Commerce Committee.

IV. Weather Control

Assistant Secretary Hollomon and I have talked to Chairman Staggers about the plan the President is expected to propose to shift weather modification functions from the National Science Foundation to ESSA in the Department of Commerce. Staggers said he saw no problems, although he was not thoroughly familiar with the operations.

Hollomon talked to Chairman Miller of the House Space Committee. Miller has no problems. Daddario, the same.

Secretary Connor talked to Chairman Magnuson, who expressed no opposition. In fact, he is introducing a bill somewhat along the lines the President will propose by reorganization. We are working closely with the Senate Commerce Committee staff.

The problem on the plan arises from Western Senators led by Clinton Anderson, who want to expand weather modification functions, particularly rainfall, in the Bureau of Reclamation. We are planning further consultations with Senators Anderson, McClellan and Ribicoff and in the House with John Rooney and Chairman Dawson of the Government Operations Committee.

cc: Mike Manatos