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FEDERAL-AID HIGHWAY ACT OF 1964

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HEARINGS BEFORE THE SUBCOMMITTEE ON ROADS OF THE COMMITTEE ON PUBLIC WORKS HOUSE OF REPRESENTATIVES EIGHTY-EIGHTH CONGRESS

SECOND SESSION

ON

H.R. 9905, H.R. 9906, and H.R. 10055

MARCH 10, 11, AND 12, 1964

Printed for the use of the Committee on Public Works



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FEDERAL-AID HIGHWAY ACT OF 1964

TUESDAY, MARCH 10, 1964

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ROADS OF THE
COMMITTEE ON PUBLIC WORKS,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to call, in room 1302, Longworth Building, Hon. George H. Fallon presiding.

Mr. FALLON. The subcommittee will be in order.

Ladies and gentlemen, the Subcommittee on Roads of the Public Works Committee is meeting this morning for the consideration of a bill to authorize appropriations for fiscal year 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code and for other purposes. Three bills are being introduced.

(The bills, H.R. 9905, H.R. 9906, and H.R. 10055, are as follows:)

[H.R. 9905, 88th Cong., 2d sess.]

A BILL To authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the "Federal-Aid Highway Act of 1964".

AUTHORIZATIONS

SEC. 2. For the purpose of carrying out the provisions of title 23 of the United States Code the following sums are hereby authorized to be appropriated:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the Highway Trust Fund, \$1,000,000,000 for the fiscal year ending June 30, 1966, and \$1,000,000,000 for the fiscal year ending June 30, 1967. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

(A) 45 per centum for projects on the Federal-aid primary highway system;

(B) 30 per centum for projects on the Federal-aid primary highway system; and

(C) 25 per centum for projects on extensions of the Federal-aid primary and Federal-aid secondary highway systems in urban areas.

(2) For forest highways, \$33,000,000 for the fiscal year ending June 30, 1966, and \$33,000,000 for the fiscal year ending June 30, 1967.

(3) For forest development roads and trails, \$70,000,000 for the fiscal year ending June 30, 1966, and \$85,000,000 for the fiscal year ending June 30, 1967.

(4) For public lands development roads and trails, \$2,000,000 for the fiscal year ending June 30, 1966, and \$4,000,000 for the fiscal year ending June 30, 1967.

(5) For park roads and trails, \$22,000,000 for the fiscal year ending June 30, 1966, and \$25,000,000 for the fiscal year ending June 30, 1967.

(6) For parkways, \$16,000,000 for the fiscal year ending June 30, 1966, and \$16,000,000 for the fiscal year ending June 30, 1967.

(7) For Indian reservation roads and bridges, \$16,000,000 for the fiscal year ending June 30, 1966, and \$18,000,000 for the fiscal year ending June 30, 1967.

(8) For public lands highways, \$9,000,000 for the fiscal year ending June 30, 1966, and \$9,000,000 for the fiscal year ending June 30, 1967.

[H.R. 9906, 88th Cong., 2d sess.]

A BILL To authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the "Federal-Aid Highway Act of 1964".

AUTHORIZATIONS

SEC. 2. For the purpose of carrying out the provisions of title 23 of the United States Code the following sums are hereby authorized to be appropriated:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the Highway Trust Fund, \$1,000,000,000 for the fiscal year ending June 30, 1966, and \$1,000,000,000 for the fiscal year ending June 30, 1967. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

(A) 45 per centum for projects on the Federal-aid primary highway system;

(B) 30 per centum for projects on the Federal-aid secondary highway system; and

(C) 25 per centum for projects on extensions of the Federal-aid primary and Federal-aid secondary highway systems in urban areas.

(2) For forest highways, \$33,000,000 for the fiscal year ending June 30, 1966, and \$33,000,000 for the fiscal year ending June 30, 1967.

(3) For forest development roads and trails, \$70,000,000 for the fiscal year ending June 30, 1966, and \$85,000,000 for the fiscal year ending June 30, 1967.

(4) For public lands development roads and trails, \$2,000,000 for the fiscal year ending June 30, 1966, and \$4,000,000 for the fiscal year ending June 30, 1967.

(5) For park roads and trails, \$22,000,000 for the fiscal year ending June 30, 1966, and \$25,000,000 for the fiscal year ending June 30, 1967.

(6) For parkways, \$16,000,000 for the fiscal year ending June 30, 1966, and \$16,000,000 for the fiscal year ending June 30, 1967.

(7) For Indian reservation roads and bridges, \$16,000,000 for the fiscal year ending June 30, 1966, and \$18,000,000 for the fiscal year ending June 30, 1967.

(8) For public lands highways, \$9,000,000 for the fiscal year ending June 30, 1966, and \$9,000,000 for the fiscal year ending June 30, 1967.

[H.R. 10055, 88th Cong., 2d sess.]

A BILL To authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the "Federal-Aid Highway Act of 1964."

AUTHORIZATIONS

Sec. 2. For the purpose of carrying out the provisions of title 23 of the United States Code the following sums are hereby authorized to be appropriated:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the Highway Trust Fund, \$975,000,000 for the fiscal year ending June 30, 1966, and \$975,000,000 for the fiscal year ending June 30, 1967. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

(A) 45 per centum for projects on the Federal-aid primary highway system;

(B) 30 per centum for projects on the Federal-aid secondary highway system; and

(C) 25 per centum for projects on extensions of the Federal-aid primary and Federal-aid secondary highway systems in urban areas.

(2) For forest highways, \$33,000,000 for the fiscal year ending June 30, 1966, and \$33,000,000 for the fiscal year ending June 30, 1967.

(3) For public lands highways, \$3,000,000 for the fiscal year ending June 30, 1966, and \$3,000,000 for the fiscal year ending June 30, 1967.

(4) For forest development roads and trails, \$85,000,000 for the fiscal year ending June 30, 1966, and \$95,000,000 for the fiscal year ending June 30, 1957.

(5) For public lands development roads and trails, \$2,000,000 for the fiscal year ending June 30, 1966, and \$2,000,000 for the fiscal year ending June 30, 1967.

(6) For park roads and trails, \$23,000,000 for the fiscal year ending June 30, 1966, and \$23,000,000 for the fiscal year ending June 30, 1967.

(7) For parkways, \$11,000,000 for the fiscal year ending June 30, 1966, and \$11,000,000 for the fiscal year ending June 30, 1967.

(8) For Indian reservation roads and bridges, \$18,000,000 for the fiscal year ending June 30, 1966, and \$18,000,000 for the fiscal year ending June 30, 1967.

TECHNICAL AMENDMENT TO TITLE 23

SEC. 3. The second paragraph of subsection (b) of section 101 of title 23, United States Code, is amended by striking out "thirteen years" and inserting in lieu thereof "fifteen years" and by striking out "June 30, 1969", and inserting in lieu thereof "June 30, 1971".

Mr. FALLON. H.R. 9905 and H.R. 9906 are identical, H.R. 10055 is the administration's recommendation. The first two are the recommendation of the chairman of the subcommittee and the ranking member. There are not too many members of the subcommittee here this morning but I hope some will drop in from time to time. I like to think the reason they are not here is that they have so much confidence in those present that they feel that the job can be well done by those in attendance alone.

It is true that the bill is not a controversial bill. The only difference from the bill I introduced from the bill that passed this committee and the House last year is that we increased the amount for the ABC roads \$25 million, making a total of \$1 billion for 1966 and 1967.

The reason for that was that when we first passed the interstate bill, the speaker at that time, Mr. Rayburn, was very much concerned about what would happen to the ABC highway bills in the future if the money in the accelerated proportion was going to the interstate defense system. For that reason we arranged for the ABC program to have first call on the trust fund. That was the No. 1 thing we did to guarantee Mr. Rayburn and a lot of other Members that the ABC programs would not be forgotten.

Secondly, we committed ourselves to the Congress that we would increase it in \$25 million increments each year until it reached a billion dollars.

You will recall that due to some difficulty with the trust fund several times that we carried it at the same figure for 4 years. But we feel now that this is the time for us to keep our commitment to the many Members who do not have any interstate system in their districts or even near their districts. They gave us very generous support for the interstate program and we feel that we owe them this recognition of the ABC system of highways.

Our first witness this morning is Mr. Rex Whitton from the Department of Commerce and the Federal Highway Administrator of the Bureau of Public Roads. Mr. Whitton.

STATEMENT OF REX M. WHITTON, FEDERAL HIGHWAY ADMINISTRATOR, BUREAU OF PUBLIC ROADS; ACCOMPANIED BY F. C. TURNER, CHIEF ENGINEER, AND L. K. BRIDWELL, DEPUTY FEDERAL HIGHWAY ADMINISTRATOR

Mr. WHITTON. Mr. Chairman, may I bring L. K. Bridwell and Mr. Frank Turner, chief engineer, with me, please?

Mr. FALLON. We welcome you and your associates here this morning. Mr. Bridwell or Mr. Turner are not strangers to the committee. They have been here many times officially and unofficially. We have always been very happy to have you, Mr. Whitton, and your associates.

Mr. WHITTON. Thank you, Mr. Chairman, and members of the committee. We are happy to have the opportunity again of appearing before this committee. We enjoy being in your company.

If it is agreeable to you, I would like to begin my statement with a brief summary of progress on the Federal-aid highway program and related Bureau activities. There are portions of this prepared statement that I would like to skip in the interest of time and I would like to have it all made a part of the record, if it please the chairman.

Mr. FALLON. Without objection, it is so ordered.

Mr. WHITTON. I am pleased to advise you again that the highway program is on schedule in relation to the revenues available in the highway trust fund. Since July 1, 1956, revenues accruing to the fund have totaled \$19.012 billion, and expenditures have totaled \$18.652 billion. On January 1, 1964, the balance in the highway trust fund was \$360 million.

The status of improvement of the Interstate System as of December 31, 1963, is shown on the enclosed map and chart, figures 1 and 2, and summarized by States in the enclosed table 1.

As of March 1, 1964, some form of work has been completed or is underway on 33,950 miles or 83 percent of the 41,000-mile Interstate System.

Total interstate mileage improved and open to traffic on March 1—16,650 miles—represents an increase of 2,314 miles during the past 14 months. This total includes 12,124 miles improved with interstate funds, 2,179 miles improved with other public funds, and 2,347 miles of toll roads incorporated into the system as authorized by the 1956 legislation.

Work was underway on March 1 on 17,300 miles of the Interstate System, including 5,175 miles actually under construction contract and 12,125 miles on which engineering or right-of-way acquisition was underway.

Interstate projects totaling \$9.9 billion have been completed since July 1, 1956. The completed projects include construction contracts at a total cost of \$8.3 billion and engineering and right-of-way acquisition totaling \$1.6 billion.

Interstate projects underway or authorized on December 31, 1963, totaled \$8.5 billion. The work underway included construction contracts totaling \$5 billion and engineering and right-of-way acquisition totaling \$3.5 billion.

We have reached almost the halfway point in project authorizations for completion of the Interstate System. As shown in table 2 covering work authorized through February 29, 1964, preliminary engineering work has been authorized covering 80 percent of the total program, about 66 percent of the right-of-way acquisition work has been authorized, and contracts have been awarded on 43 percent of the construction work.

In total, the work authorized to date represents 48 percent of the total cost of the Interstate System as developed in the 1961 estimate.

The estimated cost of completing the Interstate System was reported to the Congress in January 1961 (H. Doc. 49, 87th Cong., 1st sess.).

The ratios of actual costs to estimated costs for work authorized from January 1, 1960, through December 31, 1963, are as follows:

Item	Actual total cost	Ratio of actual to estimated cost
	<i>Millions of dollars</i>	<i>Percent</i>
Preliminary engineering.....	382	112.5
Right-of-way.....	2,380	112.5
Construction.....	8,474	104.0
Total.....	11,236	106.0

Table 3 shows by State the status of active and completed projects financed from Federal-aid interstate funds.

Agreements for the control of outdoor advertising on the Interstate System have been signed with 20 States having a designated Interstate mileage of 11,615 miles. The 1958 act provided for Federal payment from the general fund of the Treasury of an additional one-half of 1 percent of the cost of constructing the Interstate System, to States that entered into agreements and controlled outdoor advertising. Payments are made on State claims submitted after final construction costs are determined. Bonus payments totaling \$209,234 covering control on 75 miles had been made to five States as of February 29, 1964, as shown by table 4. Payments will be made to the remaining States as soon as vouchers are submitted and processed.

For the ABC program, including the special \$400 million program authorized by section 2(a) of the Federal-Aid Highway Act of 1958, projects have been completed since July 1, 1956, at a total cost of \$11.5 billion, and engineering and right-of-way acquisition totaling \$792 million.

ABC projects were underway or authorized on December 31, 1963, totaling \$3.8 billion and included nearly 21,000 miles of construction contracts at a total cost of \$3.1 billion and engineering and right-of-way acquisition totaling \$732 million.

The status of active and completed projects under the ABC program is shown by States in the enclosed table 6.

The Federal-aid highway program is being advanced at the maximum rate that can be supported from revenues accruing to the highway trust fund. The 1965 fiscal year apportionments made last July included the ABC apportionment of \$975 million and an Interstate apportionment of \$2.7 billion as authorized by the 1961 act.

Scheduling of obligations continues to be necessary in order that the trust fund balance will be adequate to reimburse the States promptly for work done. The schedule makes all remaining funds apportioned for the fiscal years through 1965 available for obligation this fiscal year on a quarterly basis. For next year the estimated amount to be made available for new obligations is equal to apportionments to be made this summer for the fiscal year 1966, based on a \$975 million authorization for the ABC program and \$2.8 billion for the Interstate program.

The program for completion of the Interstate System by September 30, 1972, as authorized by the Federal-Aid Highway Act of 1961 is shown in figure 3.

Interstate apportionments under this authorized program total \$37 billion. It is anticipated that an Interstate apportionment of \$2.8 billion will be made this summer for the fiscal year 1966, as shown by States in table 7.

Subsequent Interstate apportionments are expected to make available the amounts authorized by the 1961 act—\$2.9 billion for fiscal year 1967, \$3 billion for each of the fiscal years 1968, 1969, and 1970, and \$2.885 billion for the fiscal year 1971.

In addition to the total \$37 billion of Interstate apportionments the proposed program provides apportionments for ABC and estimated allocations for other programs totaling \$17.554 billion through fiscal 1973.

Estimated annual apportionments, disbursements, revenues and trust fund balances for the program to be financed from the highway trust fund are shown in table 8. Amounts are included for "other" programs to cover estimated requirements of \$5 million annually for emergency relief in the repair of Federal-aid highways damaged by floods or other disasters which would continue to be financed from the highway trust fund.

Remaining States as soon as vouchers are submitted and processed.

At this point, Mr. Chairman, I would like to discuss briefly our progress in some significant areas of related Bureau activity.

RESEARCH AND DEVELOPMENT

The 1962 Highway Act requires that 1½ percent of the Federal-aid funds apportioned to the States be spent for planning and research and if not so used, they lapse. Since the passage of this act the States have increased the amount being spent for research and development from \$8 million to approximately \$20 million. This has been a very significant increase and has afforded us the opportunity to develop a more coordinated program.

The Office of Research and Development of the Bureau of Public Roads has worked with the States and research agencies to improve communication and cooperation so that maximum efficiency is realized in the expenditure of research funds. Sizable projects financed jointly by the several State highway departments are being undertaken in a cooperative effort to deal with some of our most pressing transportation problems.

Among the more important research and development projects on which substantial progress is being made, are those involving quality control for construction, including statistical concepts for materials acceptance testing and more rapid and nondestructive testing procedures. A concentrated research effort is also being directed toward accident prevention and traffic aids both in the form of electronic devices and measures that will assist the driver in performing his task with a higher degree of efficiency to improve traffic safety and reduce traffic delays. In these research and development projects the Bureau's program is being coordinated with the projects conducted by the State highway departments that involve Federal-aid funds.

The results of research and development are of little value unless fully utilized. All means possible are being taken by the Bureau to see that the State highway departments, industry, and others, are aware of the most recent development in engineering technology and make the best use of this information.

URBAN TRANSPORTATION PLANNING

The requirements of the 1962 Federal-Aid Highway Act with respect to urban transportation planning is in my opinion, one of the most significant and forward-looking provisions of Federal highway legislation in recent years and I am glad to report gratifying progress in meeting the objectives so carefully spelled out in that act.

The techniques that have been in the process of development by the Bureau of Public Roads and the State highway departments for the past 20 years in urban transportation planning have been advanced rapidly in recent years. With the aid of the 1½-percent highway planning funds and the housing planning funds under the so-called

701 program available for this work through the close cooperation between the Bureau and the Housing and Home Finance Agency, each with appropriate State or local matching, financial resources are considered generally adequate at this time.

The use of the computer in analysis and introduction into highway planning of the thinking of other professions have helped develop an improved planning process. This process is proving valuable not only to highway and transportation planning, but to general planning as well.

The initiation of the planning process in all urban areas of 50,000 population or more, now numbering 217, has not been without its problems, the most vexing of which is that of developing cooperation between State and local jurisdiction so wisely called for by the act. In many areas, local communities are for the first time being brought together through State encouragement to plan together for the future on a regional or metropolitan basis. A commonly agreed-upon goal is essential to proper transportation planning, and is a requirement of our legislation. It is no less important for many other local public and private development plans as well. That is what I meant by the far-reaching effect of the 1962 act.

Since the passage of the 1962 act, a number of State highway departments have reorganized, in order more effectively to meet their responsibilities for planning in urban areas. Several have emphasized increasing their staff competency through various types of training. In several cases, highway departments have sponsored State legislation to enable them to cooperate closely with local communities in establishing and carrying out transportation planning programs in conjunction with comprehensive community planning.

On July 25, 1963, I reported to this committee that planning programs were underway in over one-third of the urban areas included under the provisions of the 1962 Federal-Aid Highway Act.

Today, I am glad to be able to report that the planning process already is well enough organized to meet the requirements of the act in about 100 urbanized areas. Every one of the remaining areas that will have to meet the requirements of the act by July 1, 1965, still has adequate time to do so if—and I emphasize if—those lagging show a sense of urgency about accelerating their progress.

There is no need for any area to fail to meet the requirements of the act and be denied Federal aid, but there is some danger that some might. In some cases, of course, the delay in organizing the planning work will not mean a delay in construction, since the States have scheduled the initiation of the planning process to be consistent with their anticipated construction programs in their urban areas. In some, it will be a considerable problem, but one that they can avoid by accelerating their progress.

Again, we regard this program as extremely significant in the development of our urban and metropolitan areas in the years ahead, and we are giving it top priority in our Office of Planning.

STUDY OF SCENIC ROADS AND PARKWAYS

At a meeting last week, the six member agencies of the Recreation Advisory Council agreed to ask the Department of Commerce to make a study of a proposed national program for development of scenic roads and parkways, with the general advice and participation of the Council members.

The study would seek to formulate general criteria for the selection of scenic roads and parkways; how much such facilities would cost; how they could be paid for; where they should be located; who would benefit; and how existing roads might be utilized to serve recreational purposes.

FEDERAL-AID HIGHWAY POLICY AFTER 1972

The Bureau of Public Roads and the State highway departments have recognized that it is not too early to begin assembling material for presentation to the Congress to serve as a basis for determining Federal policy with respect to highway aid after 1972. We are particularly gratified that this committee has approved, and the House has passed, H.R. 8853, which provides for a study of future highway policy and programs after that date. Under the authority of the Secretary of Commerce and in anticipation of the enactment of this bill into law, the Bureau is actively planning the steps necessary to carry out the necessary studies.

In this planning, as in the actual conduct of the work, the Bureau is looking forward to the cooperation of the State highway departments. Toward this end, the American Association of State Highway Officials has appointed a committee to work closely with the Bureau and in fact, the initial meeting of this committee with the Bureau staff assigned to the study is scheduled for later this week. We anticipate a cordial and effective relationship with the State officials, and with the city and county officials who will have a deep interest in the studies.

RELOCATION ASSISTANCE AND PAYMENTS

The Federal-Aid Highway Act of 1962 required, for the first time, State highway departments to render relocation advisory assistance to families to be displaced by highway projects on the Federal-aid systems. It also permits Federal-aid participation in the moving costs of such relocations, not to exceed \$200 for residence units and \$3,000 for businesses, if authorized by State law. The Bureau of Public Roads has issued detailed instructions concerning the application of these provisions.

Since October 23, 1962, the effective date of this requirement, all State highway departments have set up the machinery for rendering relocation advisory assistance.

Pursuant to Federal law, the payment of moving costs is dependent upon State legal authorization. When the Federal highway reloca-

tion provision was enacted in 1962, only eight States had statutory provisions on the subject. Many of these laws were very limited in their application, and were not as broad as the Federal highway provision.

Today, there are 19 States which have authority to make payments for moving costs. These States are Connecticut, Hawaii, Maryland, Massachusetts, Minnesota, Nebraska, Nevada, New Jersey, New York, North Dakota, Ohio, Oregon, Rhode Island, South Dakota, Tennessee, Utah, Vermont, West Virginia, and Wisconsin. In addition, some States pay moving costs, such as Oklahoma, not pursuant to a specific statutory authorization, but by a decision of the State court or its attorney general.

In order to better evaluate the trend of development, the Bureau last summer completed a survey of State relocation assistance and payment activities, from October 23, 1962, to May 1, 1963, approximately a 6-month period.

During the period, residential or business buildings were involved on 704 Federal-aid highway projects. Approximately 21,000 residential units were removed from rights-of-way in the 6 months. Inquiries about relocation assistance were received from approximately 2,600 residents, or 12 percent of the total. Of the 2,600 inquiries, 2,200 were from urban residents. In 860 of the 2,600 cases, or approximately 4 percent of the 21,000 residential units, relocation was accomplished as a direct result of the assistance provided by the State highway department or its agents. Relocation assistance payments totaling \$6.3 million have been authorized as of December 31, 1963, to help defray relocation costs incurred by families and businesses displaced by construction of Federal-aid highways. As shown by table 5 this total provided for payments amounting to \$2.2 million to 14,412 families and \$4.1 million to 2,290 businesses. The 1962 act provided for Federal participation in such relocation costs, limited to the Federal pro rata share of total costs up to \$200 per family and \$3,000 per business.

SAFETY PROGRAM

The Office of Highway Safety was established in the Bureau of Public Roads 2 years ago to meet more adequately our responsibilities for safety in highway transportation. Urgent need exists for attention to this phase of the highway program. The National Safety Council recently announced 43,400 deaths and \$7.7 billion economic loss as the national traffic accident toll for 1963.

With this multibillion-dollar traffic accident liability and the interstate character of highway travel, we are concentrating our safety programs in areas of high priority where Federal resources can be used independently or in cooperation with others to produce worthwhile results. Continuing liaison is maintained with the automotive industry, with research activities, and with other safety programs in and out of Government to assure full consideration of the public interest in the resolution of safety issues.

During the last year, a nucleus of qualified specialists from several professional fields have been recruited for the staff of the Office of Highway Safety to supervise these important functions. Four operating divisions have been established, and all are engaged in projects designed to expedite application of the accepted approaches to traffic safety, and to assure the production and use of new knowledge. Particular attention is being devoted to these areas—accident reporting, traffic engineering, safety planning, uniform standards, police supervision, and driver licensing.

The Office of Highway Safety is now coordinating a comprehensive engineering-enforcement exercise in the Interstate System traffic corridor of U.S. Highway 66 from Chicago to Los Angeles. Emergency services to motorists, single-vehicle accidents, and traffic control requirements are being studied by engineering and enforcement departments of the seven States concerned. With the participation of our Office of Highway Safety, we look for the results to have general application.

The National Driver Register Service, an operating division in the Office of Highway Safety, was established by Congress in 1961. It is a voluntary driver record program for the States to exchange information on operators whose licenses have been withdrawn for driving while intoxicated or for responsible involvement in a fatal accident, in order to prevent their obtaining a license in some other State. All States and the District of Columbia now participate in this program. It has identified more than 38,000 such drivers since its inauguration on July 1, 1961.

The Office of Highway Safety also has the responsibility for providing leadership for the Interdepartmental Highway Safety Board.

Turning now to the bills before the subcommittee, may I say that the Department of Commerce and the Bureau of Public Roads strongly urge the enactment of H.R. 10055. This bill would authorize apportionments of ABC funds in the amount of \$975 million for fiscal 1966, as shown in tables 7 and 8, and \$975 million for the fiscal year 1967. These apportionments would be made about the middle of calendar year 1964 and 1965, respectively. Thereafter, \$1 billion would be apportioned annually for the fiscal years 1968 through 1973, if the recommendations of the President in his special message to the Congress on February 28, 1961, are enacted into law.

A comparison of future ABC authorizations as recommended by the President and as provided under H.R. 10055, with those that would be authorized by H.R. 9905 and H.R. 9906 is shown in table 9.

The amounts proposed by H.R. 10055 are entirely in accord with the recommendations of the President. However, pending bills H.R. 9905 and H.R. 9906, would provide authorizations for the ABC program of \$1 billion for each of the fiscal years 1966 and 1967 and thus would increase the level of authorizations by \$25 million in each of these fiscal years over the level recommended by the President.

The President in his 1965 budget proposed the enactment of legislation which would remove from the highway trust fund the revenues from the Federal excise taxes on aviation and motorboat gasoline. Assuming enactment of this proposal, trust fund revenues for the entire trust fund period, July 1, 1956, through September 30, 1972, are estimated to total \$53.068 billion. As shown in table 8, these estimated revenues would finance the \$37 billion Federal share of the interstate program based on the 1961 cost estimate, and the ABC program.

Any increase in the authorization for the fiscal years 1966 and 1967 above the \$975 million annual level recommended by the President would increase the possibility of having to impose more restrictive controls over the rate at which the apportioned funds could be obligated by the States. In this connection, highway trust fund's balances of less than \$50 million are projected for 3 years—1969, 1970, and 1971—and a balance of \$54 million is estimated for 1968. These balances make questionable the justification for the additional \$50 million ABC authorizations for 1966 and 1967 combined, which is contemplated by H.R. 9905 and H.R. 9906. Enactment of the \$1 billion authorization levels provided for in these bills may force the trust fund into a deficit position by 1969 if not a year earlier, unless administrative steps are taken to restrict obligations to the levels projected under H.R. 10055. Even if the aviation and motorboat gasoline tax legislation proposed by the administration is not enacted, the trust fund balances for 1968 and 1969 will be marginal. Accordingly, the ABC authorization should be kept at \$975 million for another 2 years.

H.R. 10055 would also provide for funds in the amount of \$33 million for forest highways and \$3 million for public lands highways for each of the fiscal years 1966 and 1967. H.R. 9905 and H.R. 9906 would also provide \$33 million for forest highways for each year, but would provide \$9 million for public lands highways for each of the 2 years out of the general fund of the Treasury. The administration recommends that authorizations for public lands highways be returned to the annual level of \$3 million in existence prior to fiscal year 1964. In our view, establishment of higher authorization levels for this program departs from the established Federal-aid formula which traditionally has been accepted as providing the most equitable basis for apportioning highway funds to the States. The public lands highway program was established to provide assistance to States for construction of main roads through public land areas. States in which these public lands holdings exceed 5 percent of their total land area receive recognition of this fact through adjustments in the matching formula of the regular Federal aid programs.

The other highways provided for by H.R. 10055 and financed from the general fund are forest development roads and trails, public lands development roads and trails, national park roads and trails, national parkways, and Indian reservation roads and bridges. These are under the primary jurisdiction of other departments of the Federal Government, and therefore I defer to the views which may be expressed by those departments.

H.R. 10055 also includes a technical amendment to the declaration of policy expressed in the second paragraph of section 101 (b) of title 23, United States Code, relative to completion of the Interstate System. The amendment is considered desirable in order to make this section conform with prior changes made by the Federal-Aid Highway Act of 1961 extending from 1969 to 1971 the period of authorization of appropriations for the Interstate System.

I appreciate this opportunity to discuss these pending bills with you.

(Tables and charts referred to follow :)

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U. S. DEPARTMENT OF COMMERCE
Bureau of Public Roads

THE NATIONAL SYSTEM OF INTERSTATE AND DEFENSE HIGHWAYS

IMPROVEMENT STATUS OF SYSTEM MILEAGE AS OF DECEMBER 31, 1963

TABLE 1

STATE	FEDERATION STATUS OR NOT YET PROGRESS	WORK IN PROGRESS				OPEN TO TRAFFIC				TOTAL MILEAGE	STATE
		ENGT. NEARING OR REPT.-OF-WAY	UNDER CONSTRUCTION	UNDER WAY	TOTAL FACILITIES	IMPROVED TO FULL OR ACCEPTABLE STANDARD	COMPLETED TO FULL OR ACCEPTABLE STANDARD	TOTAL OPEN TO TRAFFIC			
Alabama	227.2	241.7	120.6	362.3	-	95.8	109.2	205.0	874.5	Alabama	
Alaska	183.4	399.3	40.4	359.7	-	23.3	34.6	577.9	1,161.0	Alaska	
Arizona	13.0	560.6	120.5	309.1	-	2.8	114.3	117.1	500.0	Arizona	
Arkansas	35.2	1,138.0	205.6	1,355.4	14.0	386.8	362.1	762.9	2,173.5	California	
California	32.7	1,292.8	24.4	294.2	103.5	299.6	299.6	368.1	948.0	Colorado	
Colorado	4.3	66.7	22.3	137.7	17.8	23.0	135.5	176.3	296.6	Connecticut	
Connecticut	-	19.5	4.0	23.5	14.3	-	2.6	16.9	40.4	Delaware	
Delaware	456.0	214.9	174.9	389.8	42.4	-	647.8	290.2	1,136.0	Florida	
Florida	70.8	501.5	247.1	748.6	-	75.2	697.0	290.2	1,136.0	Georgia	
Georgia	15.0	26.7	1.0	27.7	-	5.8	6.6	11.4	43.6	Idaho	
Idaho	98.6	221.4	24.2	245.6	-	75.5	192.4	267.9	612.1	Illinois	
Illinois	553.0	498.4	119.7	618.1	153.1	150.7	404.3	710.1	1,501.2	Indiana	
Indiana	109.5	423.3	109.9	533.2	156.9	10.2	279.9	427.0	1,118.7	Iowa	
Iowa	129.9	271.1	87.7	314.8	3.6	6.0	254.7	264.3	709.0	Kansas	
Kansas	156.2	90.1	91.5	109.6	107.1	35.8	232.4	455.3	604.1	Kentucky	
Kentucky	90.1	313.7	41.5	377.2	39.6	16.4	100.7	236.7	704.0	Louisiana	
Louisiana	111.1	270.5	162.0	432.5	59.6	6.3	112.8	119.1	682.6	Maine	
Maine	71.0	68.5	27.4	95.9	32.4	3.1	184.9	184.9	311.8	Maryland	
Maryland	22.1	87.3	34.2	125.5	52.4	69.7	64.1	200.2	353.8	Massachusetts	
Massachusetts	44.0	66.2	104.3	170.5	156.3	30.4	76.7	231.4	447.9	Michigan	
Michigan	137.3	145.5	34.3	179.8	4.8	5.6	750.3	760.7	1,077.8	Minnesota	
Minnesota	148.7	467.0	107.5	574.5	-	61.3	113.6	174.9	951.1	Mississippi	
Mississippi	264.6	130.4	172.5	302.9	-	31.8	178.7	210.5	678.2	Missouri	
Missouri	1.0	412.5	128.7	575.2	3.2	187.2	318.1	548.3	1,404.7	Montana	
Montana	442.0	227.0	129.6	352.6	-	35.9	239.8	274.0	1,179.6	Nebraska	
Nebraska	70.4	211.5	98.5	312.8	-	12.9	154.6	167.8	490.2	Nevada	
Nevada	-	214.5	98.5	312.8	-	10.6	141.3	151.9	535.1	Nevada	

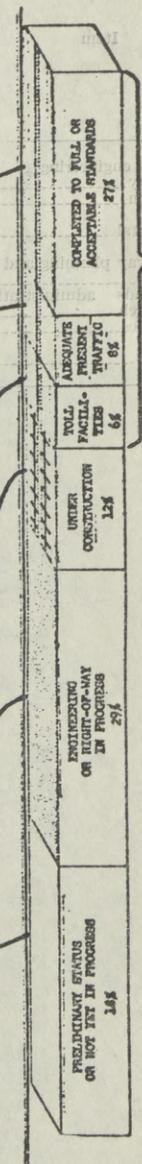


TABLE 2 - Interstate System Authorizations Through Feb. 29, 1964

[Dollar amounts in millions]

Total cost of work authorized

State	Presidential Status or Not Yet in Progress	Engineering or Right-of-Way in Progress	Under Construction	Tolls, Facilities, Ties	Adequate Present Traffic	Completed to Full or Acceptable Standards	Total
	14%	29%	12%	6%	6%	47%	
New Hampshire	72.9	23.2	21.6	7.2	79.0	213.8	
New Jersey	93.0	25.2	54.2	36.8	45.8	375.9	
New Mexico	358.8	199.3	263.1	106.1	278.9	1,006.9	
New York	129.6	101.9	194.8	44.3	307.4	1,227.2	
North Carolina	221.1	85.0	-	64.6	345.0	768.7	
North Dakota	126.1	123.2	206.5	25.3	241.7	877.9	
Ohio	78.0	481.8	174.4	47.2	472.2	1,263.3	
Oklahoma	127.3	107.6	-	47.0	257.6	794.2	
Oregon	73.9	63.7	0.8	156.6	307.0	732.0	
Pennsylvania	605.9	431.7	362.1	1.7	399.8	1,775.5	
Rhode Island	8.1	17.8	-	0.3	22.9	71.2	
South Carolina	114.9	177.1	-	11.2	256.1	678.7	
South Dakota	43.0	82.5	-	40.9	197.8	678.8	
Tennessee	67.2	310.1	-	157.8	220.0	1,047.6	
Texas	604.1	752.9	30.1	332.8	952.8	3,030.0	
Utah	417.9	130.2	-	28.3	78.0	934.9	
Vermont	65.2	30.8	-	43.2	73.8	233.9	
Virginia	298.0	492.1	30.0	13.2	407.1	1,053.9	
Washington	188.2	179.4	0.5	192.9	127.7	725.6	
West Virginia	278.0	81.1	89.9	-	51.2	530.9	
Wisconsin	-	139.3	-	38.5	223.7	422.2	
Wyoming	352.9	122.1	-	36.9	332.0	918.0	
Dist. of Col.	15.4	75.1	-	1.9	8.4	88.6	
Pending	2/ 152.8	5.6	-	-	-	2/ 152.8	
Total	7,436.6	12,034.3	2,347.1	3,076.6	11,130.5	16,594.2	31,000.0



TOTAL OPEN TO TRAFFIC 43%

1/ Location studies and public hearings have been undertaken on many portions of the mileage in this column.
 2/ Includes routes for which the final locations have not yet been determined.

FEDERAL-AID HIGHWAY ACT OF 1964

TABLE 2.—Interstate System authorizations through Feb. 29, 1964

[Dollar amounts in millions]

Item	Total cost of work authorized				Total Interstate System costs per 1961 estimate
	Actual through Feb. 29, 1964		Estimated remaining work as of Feb. 29, 1964		
	Amount	Percent of total item costs	Amount	Percent of total item costs	
Preliminary engineering.....	\$860	80	\$219	20	\$1,079
Right-of-way.....	4,152	66	2,123	34	6,275
Construction.....	13,700	43	18,196	57	31,896
Subtotal.....	18,712	48	20,538	52	39,250
State highway planning and research.....					574
Public roads administration and research.....					357
Contingencies.....					819
Total.....					41,000

TABLE 3.—National System of Interstate and Defense Highways—Active and completed projects financed with Federal-aid interstate funds as of Dec. 31, 1963—Continued

	Projects underway or authorized				Projects completed July 1, 1956, to date					
	Construction		Engineering and right-of-way		Construction		Engineering and right-of-way			
	Total cost	Federal funds	Total cost	Federal funds	Total cost	Federal funds	Total cost	Federal funds		
New York.....	389.3	336.7	214.5	188.0	603.8	471.7	48.5	36.7	520.2	423.6
North Carolina.....	45.0	40.8	14.7	16.1	62.1	128.4	24.7	21.5	153.1	131.9
North Dakota.....	26.0	27.1	7.7	6.8	37.4	33.9	3.3	2.8	80.2	71.8
Ohio.....	345.0	305.1	109.1	96.1	464.1	489.9	424.2	297.8	757.7	662.8
Oklahoma.....	48.0	43.6	34.1	31.0	83.1	131.4	113.7	11.6	143.0	123.9
Oregon.....	99.4	89.4	30.3	36.0	138.7	167.9	27.5	25.0	105.4	168.6
Pennsylvania.....	216.0	193.6	88.5	82.5	304.5	469.8	83.5	74.4	493.3	431.2
Rhode Island.....	27.3	24.1	30.7	35.1	67.0	59.2	4.6	4.1	31.1	26.6
South Carolina.....	46.7	41.0	10.7	9.7	57.4	51.6	19.0	16.8	122.4	108.1
South Dakota.....	37.7	34.3	3.0	3.0	40.7	94.5	9.3	8.4	103.8	92.7
Tennessee.....	141.9	127.7	138.0	112.9	269.9	218.9	8.1	6.3	227.0	203.0
Texas.....	212.6	190.2	70.9	63.5	255.5	294.0	180.0	161.9	667.7	590.7
Utah.....	69.7	66.5	47.6	45.3	117.3	111.6	59.7	55.3	227.7	203.0
Vermont.....	25.3	23.6	8.1	7.2	31.4	30.8	20.1	18.6	79.8	73.9
Virginia.....	245.0	220.5	169.0	152.7	414.4	434.4	78.4	74.4	89.6	79.3
Washington.....	91.5	82.0	67.9	61.5	158.5	157.7	138.8	126.6	184.3	162.2
West Virginia.....	94.1	84.7	38.4	33.7	118.1	113.9	56.1	50.0	195.0	163.9
Wisconsin.....	21.4	19.9	14.7	13.2	33.7	31.3	17.3	15.4	77.6	68.4
Wyoming.....	37.2	34.5	14.7	13.7	62.0	58.6	31.1	26.5	207.8	182.0
District of Columbia.....	72.4	64.8	32.2	28.7	104.6	93.5	117.1	103.0	130.7	120.0
Puerto Rico.....							6.1	5.0	35.4	30.6
Total.....	4,997.1	4,467.8	3,476.4	3,026.0	8,473.5	8,290.8	1,583.1	1,300.2	9,873.9	8,633.0

[In millions of dollars]
 U.S. DEPARTMENT OF COMMERCE
 BUREAU OF ECONOMIC ANALYSIS
 WASHINGTON, D. C. 20540
 AS OF DEC. 31, 1963
 FEDERAL-AID HIGHWAY ACT OF 1956 AND COMPLETED PROJECTS FINANCED WITH FEDERAL-AID INTERSTATE FUNDS

TABLE 4.—Interstate System—Control of outdoor advertising agreements executed and payments made as of Feb. 29, 1964

State	Total designated Interstate System mileage	Date control agreement executed	Date 1st payment approved	Payments to date			
				Number of projects		Amount	Miles controlled
				Advertising control projects	Inter-state supporting projects		
Connecticut.....	295.5	June 23, 1961					
Delaware.....	40.5	do.....					
Hawaii.....	48.5	do.....					
Kentucky.....	704.0	June 9, 1961	July 3, 1963	1	7	\$65,488	21.6
Maine.....	311.4	June 19, 1961	July 15, 1963	1	15	39,286	14.9
Maryland.....	353.8	Jan. 18, 1961					
Nebraska.....	489.9	June 19, 1961					
New Hampshire.....	213.8	June 14, 1963	Feb. 12, 1964	2	16	49,802	20.1
New Jersey.....	375.9	June 27, 1963					
New York.....	1,227.2	June 19, 1961	Nov. 22, 1963	1	3	40,778	14.9
North Dakota.....	567.9	May 18, 1961					
Ohio.....	1,521.6	June 29, 1961					
Oregon.....	732.0	June 19, 1961					
Pennsylvania.....	1,575.5	June 23, 1961					
Rhode Island.....	71.2	June 28, 1963					
Vermont.....	323.9	Aug. 9, 1961					
Virginia.....	1,053.1	Nov. 20, 1962	Sept. 25, 1963	1	2	13,880	3.6
Washington.....	725.6	June 23, 1961					
West Virginia.....	530.7	June 19, 1961					
Wisconsin.....	452.5	do.....					
Total.....	11,614.5	(1)	(2)	6	43	209,234	75.1

¹ 20 States.
² 5 States.

TABLE 5.—Federal-aid highway program—Federal funds obligated for relocation assistance to families and businesses as of Dec. 31, 1963

State	Relocation assistance ¹			
	Families		Businesses	
	Units	Federal funds	Units	Federal funds
Connecticut.....	83	\$13,100		
Hawaii.....	126	10,030	41	\$10,470
Maryland.....	126	21,962	21	56,701
Massachusetts.....	742	132,440	192	496,950
Minnesota.....	1,989	338,391	264	631,260
Nebraska.....	95	12,342	7	9,800
Nevada.....	465	88,307	33	86,868
New Jersey.....	1,442	215,753	392	836,760
New York.....	838	118,920	109	62,100
North Dakota.....				
Ohio.....	59	8,450	9	2,050
Oklahoma.....	2,174	386,580	284	753,600
Oregon.....	1,223	150,745	233	303,510
Pennsylvania.....				
Rhode Island.....	126	16,900	33	43,500
Tennessee.....	2,089	285,824	273	269,831
Utah.....	193	26,223	33	50,393
Vermont.....	24	2,790	7	9,850
West Virginia.....	1,213	165,660	82	165,900
Wisconsin.....	1,405	182,850	277	311,000
Total.....	14,412	2,177,267	2,290	4,100,543

¹ Excludes cost of advisory assistance.

FEDERAL-AID HIGHWAY ACT OF 1964

TABLE 6.—Federal-aid primary and secondary highway systems—active and completed projects financed with primary, secondary, and urban funds as of Dec. 31, 1963
[Dollar amounts in millions]

	Projects underway or authorized						Projects completed July 1, 1963, to date												
	Construction			Engineering and right-of-way			Total			Construction			Engineering and right-of-way			Total			
	Total cost	Federal funds	Miles	Total cost	Federal funds	Miles	Total cost	Federal funds	Miles	Total cost	Federal funds	Miles	Total cost	Federal funds	Miles	Total cost	Federal funds	Miles	
Alabama.....	\$62.2	\$30.6	786.1	\$20.7	\$10.4	882.9	\$41.0	\$238.7	5,306.4	\$17.0	\$8.3	\$255.7	\$8.3	\$121.5	5,306.4	\$17.0	\$8.3	\$255.7	
Alaska.....	72.1	66.1	364.2	21.9	20.7	94.0	86.8	63.8	1,103.4	5.1	5.7	89.9	5.7	74.2	1,103.4	5.1	5.7	89.9	
Arizona.....	22.2	17.2	163.7	1.4	1.0	23.6	18.2	102.4	1,008.4	1.5	2.4	105.9	2.4	74.9	1,008.4	1.5	2.4	105.9	
Arkansas.....	56.1	28.5	650.4	6.1	3.1	62.2	31.6	158.7	3,514.9	12.2	9.8	171.9	9.8	80.8	3,514.9	12.2	9.8	171.9	
California.....	236.8	131.5	374.5	87.6	3.6	324.4	135.1	647.6	2,403.0	18.5	2.8	652.7	2.8	99.1	2,403.0	18.5	2.8	652.7	
Colorado.....	18.5	10.6	213.1	7.6	4.3	26.1	14.9	154.9	2,407.2	18.3	9.7	203.2	9.7	99.1	2,407.2	18.3	9.7	203.2	
Connecticut.....	31.8	15.4	96.3	20.9	10.5	52.7	25.9	108.6	1,177.2	3.0	1.5	111.6	1.5	53.0	1,177.2	3.0	1.5	111.6	
Delaware.....	14.2	7.0	49.2	1.6	8	15.8	7.8	39.5	298.9	0	0	41.1	0	19.8	298.9	0	0	41.1	
Florida.....	59.6	29.8	410.3	6.8	3.4	66.4	33.2	227.3	1,038.9	2.9	1.2	230.0	1.2	108.3	1,038.9	2.9	1.2	230.0	
Georgia.....	74.7	37.8	786.4	22.4	11.2	97.1	49.0	259.8	3,751.6	12.3	6.4	273.1	6.4	129.3	3,751.6	12.3	6.4	273.1	
Hawaii.....	16.8	8.0	20.5	4.7	2.0	20.8	10.9	32.3	16.2	7.3	9.4	8.6	16.2	7.3	9.4	8.6	16.2	7.3	9.4
Idaho.....	24.1	15.9	252.6	4.0	3.0	28.8	18.9	83.8	1,652.7	6.3	3.6	89.6	3.6	33.3	1,652.7	6.3	3.6	89.6	
Illinois.....	163.9	87.0	842.6	38.9	14.5	192.8	101.5	548.0	5,837.7	13.1	6.7	561.1	6.7	282.0	5,837.7	13.1	6.7	561.1	
Indiana.....	53.3	26.8	216.2	3.2	1.6	55.3	28.1	248.7	1,874.3	4.2	2.1	354.4	2.1	140.1	1,874.3	4.2	2.1	354.4	
Iowa.....	52.1	26.5	791.5	3.2	1.6	55.3	28.1	248.7	3,044.6	10.4	5.2	379.3	5.2	124.9	3,044.6	10.4	5.2	379.3	
Kansas.....	33.0	16.6	759.8	5.0	2.5	67.0	33.4	198.7	1,014.4	21.7	10.7	234.4	10.7	103.9	1,014.4	21.7	10.7	234.4	
Kentucky.....	52.9	26.3	226.1	14.1	7.1	67.0	33.4	198.7	1,014.4	21.7	10.7	234.4	10.7	103.9	1,014.4	21.7	10.7	234.4	
Louisiana.....	62.4	30.8	379.5	16.0	8.0	78.4	38.8	211.9	2,674.2	7.7	3.9	219.6	3.9	103.9	2,674.2	7.7	3.9	219.6	
Maine.....	13.9	7.5	79.0	1.2	6	15.1	8.1	54.8	449	1.7	0.8	96.5	0.8	49	449	1.7	0.8	96.5	
Maryland.....	32.0	16.1	156.8	3.9	1.9	35.9	18.0	140.0	1,053.4	2.0	1.5	162.0	1.5	71.3	1,053.4	2.0	1.5	162.0	
Massachusetts.....	50.1	24.6	64.0	18.2	9.1	68.3	33.7	211.4	1,283.5	25.0	12.8	332.0	12.8	104.3	1,283.5	25.0	12.8	332.0	
Michigan.....	114.3	55.9	787.5	15.7	7.9	130.0	63.8	456.4	6,173.7	15.5	7.3	471.9	7.3	222.6	6,173.7	15.5	7.3	471.9	
Minnesota.....	63.4	31.5	266.1	12.1	6.1	75.5	37.6	300.8	10,051.0	10.3	5.8	308.1	5.8	158.9	10,051.0	10.3	5.8	308.1	
Mississippi.....	40.2	19.7	749.0	9.1	4.5	49.3	24.2	136.3	5,253.8	7.3	3.6	205.6	3.6	91.6	5,253.8	7.3	3.6	205.6	
Missouri.....	76.8	38.7	340.0	47.0	23.6	123.8	62.3	397.1	8,812.3	51.4	25.6	355.5	25.6	101.2	8,812.3	51.4	25.6	355.5	
Montana.....	39.4	23.4	479.2	3.9	2.3	43.3	21.7	154.4	3,114.7	17.3	8.9	105.4	8.9	40.1	3,114.7	17.3	8.9	105.4	
Nebraska.....	31.9	16.0	724.6	4.6	2.3	36.5	18.3	205.7	3,302.9	20.3	10.1	226.0	10.1	54.4	3,302.9	20.3	10.1	226.0	
Nevada.....	7.2	6.4	78.6	9.6	8.6	16.8	15.0	70.4	332.5	5.4	2.8	62.7	2.8	3.5	332.5	5.4	2.8	62.7	
New Hampshire.....	15.4	7.7	63.0	6	3	16.0	8.0	59.7	293.6	3.0	1.5	62.7	1.5	3.5	293.6	3.0	1.5	62.7	
New Jersey.....	75.8	37.6	96.1	48.7	24.4	124.5	62.0	152.4	828.6	12.3	6.1	164.7	6.1	76.7	828.6	12.3	6.1	164.7	

TABLE 7.—Approximate apportionments of Federal-aid highway funds, fiscal year 1966

[In thousands]

State	ABC				Interstate (\$2,800,000)	Total (\$3,775,000)
	Primary (\$438,750)	Secondary (\$292,500)	Urban (\$243,750)	Subtotal (\$975,000)		
Alabama.....	\$8,322	\$6,359	\$3,277	\$17,958	\$57,615	\$75,573
Alaska.....	23,418	15,716	160	39,294	-----	39,294
Arizona.....	6,346	4,114	1,822	12,282	39,108	51,390
Arkansas.....	6,244	4,970	1,328	12,542	29,152	41,694
California.....	22,125	10,224	26,385	58,734	266,312	325,046
Colorado.....	7,220	4,683	2,482	14,385	36,930	51,315
Connecticut.....	3,254	1,787	3,839	8,880	39,329	48,209
Delaware.....	2,161	1,441	560	4,162	10,370	14,532
Florida.....	8,012	4,962	6,854	19,828	57,780	77,608
Georgia.....	11,153	8,383	3,950	23,486	51,326	74,812
Hawaii.....	2,161	1,441	905	4,507	21,871	26,378
Idaho.....	4,824	3,462	515	8,801	13,073	21,874
Illinois.....	16,385	8,983	15,652	41,020	145,291	186,311
Indiana.....	9,792	7,086	5,469	22,347	68,978	91,325
Iowa.....	9,807	7,305	2,606	19,718	35,247	54,965
Kansas.....	9,688	6,768	2,392	18,848	21,595	40,443
Kentucky.....	7,069	6,001	2,433	15,503	56,815	72,318
Louisiana.....	6,504	4,679	3,815	14,998	80,451	95,449
Maine.....	3,224	2,448	827	6,499	13,156	19,655
Maryland.....	4,348	2,728	4,407	11,483	51,023	62,506
Massachusetts.....	5,540	2,457	8,411	16,408	59,683	76,091
Michigan.....	13,490	8,472	11,054	33,016	108,527	141,543
Minnesota.....	10,936	7,710	3,996	22,642	72,039	94,681
Mississippi.....	6,880	5,763	1,431	14,074	33,841	47,915
Missouri.....	11,568	7,919	5,417	24,904	71,239	96,143
Montana.....	7,940	5,510	558	14,008	26,063	40,071
Nebraska.....	7,830	5,581	1,406	14,817	16,272	31,089
Nevada.....	4,985	3,315	368	8,668	14,038	22,706
New Hampshire.....	2,161	1,441	645	4,247	12,494	16,741
New Jersey.....	6,182	2,146	10,473	18,801	72,618	91,419
New Mexico.....	6,654	4,490	1,178	12,322	27,801	40,123
New York.....	19,712	8,586	28,074	56,372	131,970	188,342
North Carolina.....	10,151	9,087	3,197	22,435	22,781	45,216
North Dakota.....	5,492	4,027	428	9,947	12,301	22,248
Ohio.....	15,262	9,524	13,774	38,560	190,081	228,641
Oklahoma.....	8,670	6,036	2,689	17,395	33,510	50,905
Oregon.....	6,627	4,634	2,037	13,298	48,375	61,673
Pennsylvania.....	15,871	10,173	15,513	41,557	124,579	166,136
Rhode Island.....	2,161	1,441	1,466	5,068	10,260	15,328
South Carolina.....	5,549	4,846	1,746	12,141	24,050	36,191
South Dakota.....	6,010	4,353	443	10,806	18,286	29,092
Tennessee.....	8,626	6,792	3,472	18,890	70,191	89,081
Texas.....	26,237	16,573	13,546	56,356	126,013	182,369
Utah.....	4,725	3,065	1,271	9,061	40,322	49,383
Vermont.....	2,161	1,441	261	3,863	19,223	23,086
Virginia.....	8,609	6,675	4,226	19,510	84,643	104,153
Washington.....	6,895	4,660	3,646	15,201	58,056	73,257
West Virginia.....	4,335	3,879	1,283	9,497	41,922	51,419
Wisconsin.....	9,617	6,788	4,716	21,121	24,629	45,750
Wyoming.....	4,914	3,344	288	8,546	26,275	35,271
District of Columbia.....	2,161	1,441	1,530	5,132	40,046	45,178
Puerto Rico.....	2,161	2,403	1,873	6,437	-----	6,437

TABLE 8.—Program for completion of Interstate System

[Millions of dollars]

Fiscal year	Date made	Apportionments ¹			Disbursements ²	Revenues ²	Highway trust fund balance ³
		Interstate	ABC and other	Total			
Balance ³	June 30, 1956	315	1,665	1,980			
1957.....	June 29, 1956	1,000	129	1,129	965	1,482	516
1958.....	Aug. 1, 1956	1,700	859	2,559	1,511	2,044	1,049
1959.....	Aug. 1, 1957	2,200	1,380	3,580	2,613	2,087	523
1960.....	Aug. 1, 1958	2,500	906	3,406	2,940	2,536	119
1961.....	Oct. 8, 1959	1,800	878	2,678	2,619	2,799	299
1962.....	Aug. 1, 1960	2,200	883	3,083	2,784	2,956	471
1963.....	Aug. 17, 1961	2,500	929	3,329	3,017	3,293	747
1964.....	Sept. 21, 1962	2,600	955	3,555	3,600	3,496	643
1965.....	July 8, 1963	2,700	980	3,680	3,700	3,510	453
1966.....	July 1, 1964	2,800	980	3,780	3,790	3,600	263
1967.....	July 1, 1965	2,900	980	3,880	3,815	3,696	144
1968.....	July 1, 1966	3,000	1,005	4,005	3,882	3,792	54
1969.....	July 1, 1967	3,000	1,005	4,005	3,925	3,891	20
1970.....	July 1, 1968	3,000	1,005	4,005	3,990	3,991	21
1971.....	July 1, 1969	2,885	1,005	3,890	4,073	4,094	42
1972.....	July 1, 1970		1,005	1,005	4,163	4,200	79
1973.....	July 1, 1971		1,005	1,005	1,362	1,601	318
Total.....		37,000	17,554	54,554	52,750	53,068	

¹ Actual for fiscal years through 1965; estimated 1966-73.

² Actual for fiscal years through 1963; estimated 1964 through first quarter 1973.

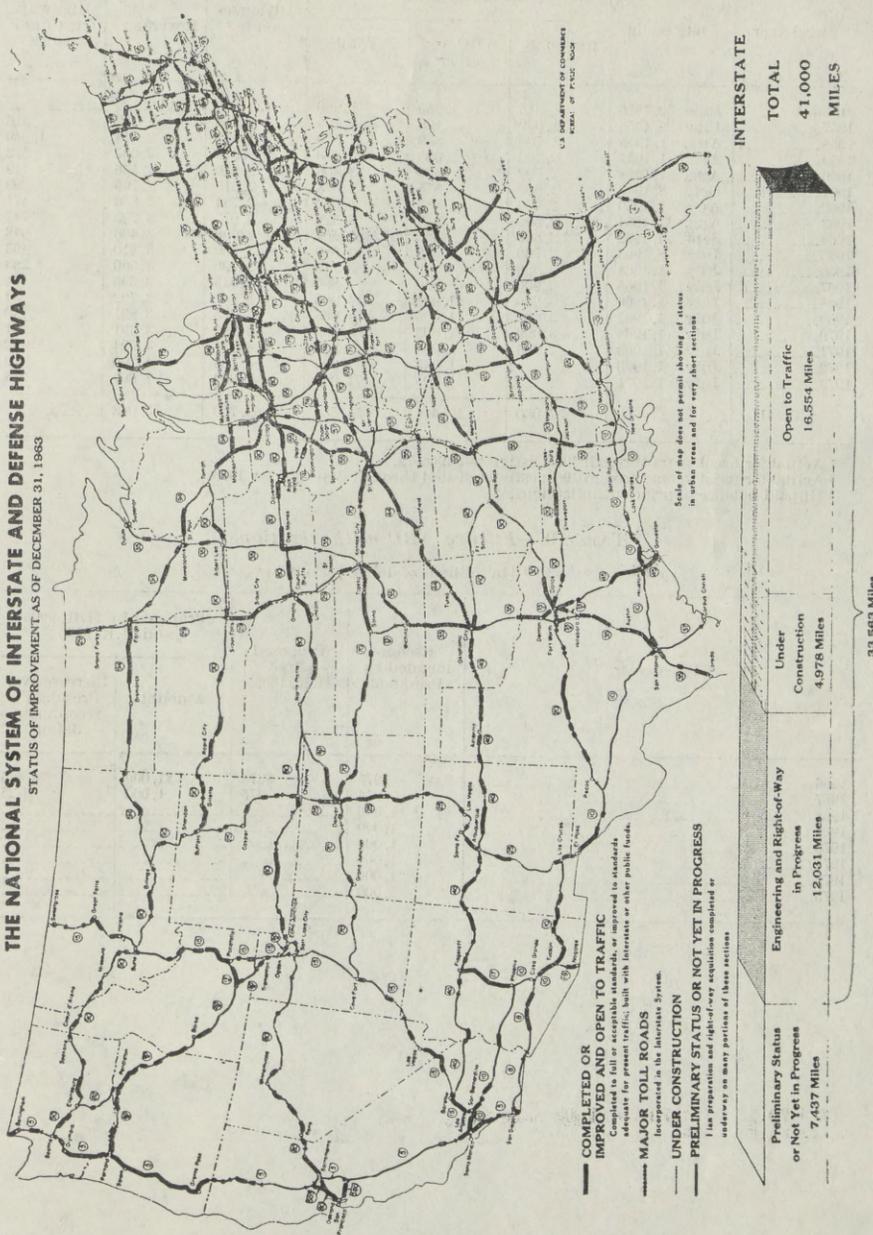
³ Unpaid balance of prior authorizations.

TABLE 9.—Future ABC authorizations

[In millions of dollars]

Fiscal year	Recom- mended by President	Proposed by H.R. 10055	Proposed by H.R. 9905 and H.R. 9906	
			Amount	Increase over President's recommen- dation
1966.....	\$975	\$975	\$1,000	+\$25
1967.....	975	975	1,000	+25
1968.....	1,000			
1969.....	1,000			
1970.....	1,000			
1971.....	1,000			
1972.....	1,000			
1973.....	1,000			

FIGURE 1
THE NATIONAL SYSTEM OF INTERSTATE AND DEFENSE HIGHWAYS
 STATUS OF IMPROVEMENT AS OF DECEMBER 31, 1963



COMPLETED OR IMPROVED AND OPEN TO TRAFFIC
 (Thick solid line)
 Completed and improved to meet adequate for present traffic; built with Interstate or other public funds.

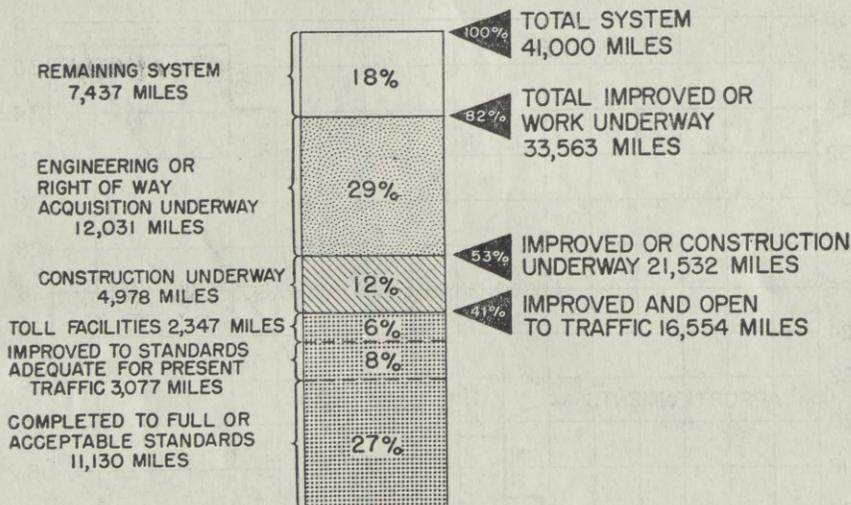
MAJOR TOLL ROADS
 (Dashed line)
 Incorporated in the Interstate System.

UNDER CONSTRUCTION
 (Thin solid line)
 Under construction; right-of-way acquisition completed or underway in many portions of their sections.

PRELIMINARY STATUS OR NOT YET IN PROGRESS
 (Dotted line)
 Preliminary status; right-of-way acquisition not completed.

INTERSTATE	
TOTAL	
41,000	
MILES	
Open to Traffic	16,554 Miles
Under Construction	4,978 Miles
Engineering and Right-of-Way in Progress	12,031 Miles
Preliminary Status or Not Yet in Progress	7,437 Miles
33,563 Miles	

FIGURE 2
STATUS OF
INTERSTATE SYSTEM IMPROVEMENT
AS OF DECEMBER 31, 1963



CORRECTED

Mr. FALLON. Thank you, Mr. Whitton.

Mr. Whitton, I wanted to ask you a few questions. No. 1, as I understand, there is a resolution proposed by the American Automobile Association to defer the date of planning, for communities over 50,000, to a date in the future. I do not know whether they suggested any other deadline. I notice in your talk here this morning you are telling us how well this program is getting along, and that you did not feel there would be any great loss to anybody by keeping this 1965 deadline in the law.

What is your further reaction to this resolution passed by the American Automobile Association?

Mr. WHITTON. Mr. Chairman, we feel very strongly that the July 1, 1965, deadline should be kept, merely because the cities and communities, and the State highway departments, need to be getting started with this continuing planning process in order that they can qualify for Federal aid in those particular cities; and, further, in order that they can get the job of planning done in time to get the Interstate completed in that area by 1972.

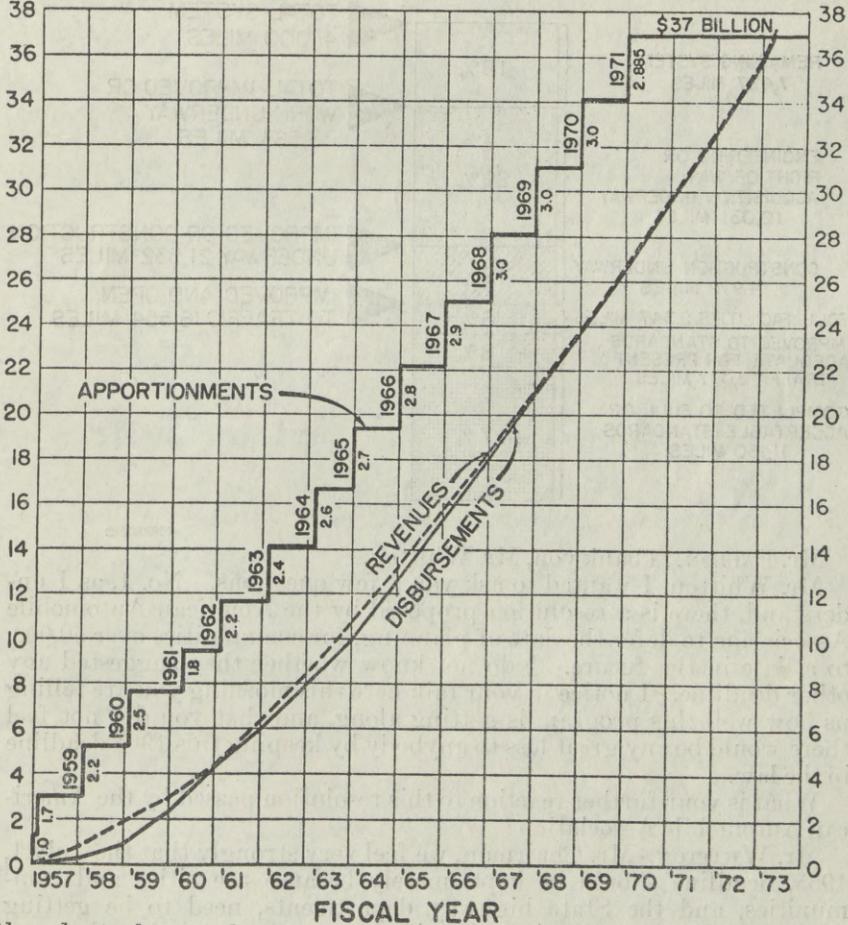
If we start postponing it, we will get to the point where we won't get done in 1972. We feel very strongly that there should not be any postponement of that date.

Mr. FALLON. Mr. Whitton, it is my recollection that when we considered this section of the law that it was presented to us that they must have a plan. It was suggested then, to relieve any opposition to the program at that time, to add the word "continuing." It means that

FIGURE 3

COMPLETION OF INTERSTATE SYSTEM IN 1972 PURSUANT TO 1961 ACT

BILLIONS OF DOLLARS



they do not have to have a completed plan, but they have to show some progress in the starting of a plan; is that not correct?

Mr. WHITTON. That is correct. I think this subcommittee was very wise in adding that word "continuing" to the requirement, because I do not think we will ever have a completed plan. We want to continue to study each community as it develops and as it grows, and keep in the planning what is taking place, so that we can do a more adequate job of planning for its transportation.

Mr. CRAMER. I have just a couple of questions, Mr. Chairman. I see you recommend a reduction for public lands highways from the \$9 million for this fiscal year to \$3 million for 1966 and 1967.

Mr. WHITTON. Yes.

Mr. CRAMER. I note in the committee report on the Federal-Aid Highway Act of 1962, on page 15, there is a discussion of the \$9 million figure, including the \$6 million addition. In that instance, there were some specific highways mentioned: West Virginia, Tennessee, North Carolina, Arkansas, Oklahoma, New Mexico, Montana, Arizona, and Utah.

It is hoped that, in allocation of the additional funds recommended, the Federal administrator will give priority to the needs. Has that been done?

Mr. WHITTON. We have given priority to the needs in all of the States; that is, generally in accordance with the acreage of public lands in that State as compared with the total acreage of public lands.

Mr. CRAMER. Do I understand that work has been done in these specific State areas mentioned in that report?

Mr. WHITTON. Some work has been done.

Mr. CRAMER. Is that the reason why you recommend a reduction to \$3 million?

Mr. WHITTON. No. Our reason for recommending the reduction is the fact that we think that those States that have public lands in great quantities are favored by an additional percentage of ABC money in those States.

In other words, instead of a 50-50 matching basis in some of the Western States, their basis is 75-25—or as high as 80 or up to 88 percent of the ABC money, compared with their 14-percent money.

Even the Interstate goes up to 95, I believe, in some States.

Mr. CRAMER. In other words, you did not feel that \$9 million was justified last year?

Mr. WHITTON. We did not recommend it.

Mr. CRAMER. That is right. It was added in the other body. You are recommending a reduction back to \$3 million?

Mr. WHITTON. Yes.

Mr. CRAMER. I was interested in your statement on page 16 relating to this year's authorizations for the increases as proposed in H.R. 9905 and H.R. 9906 for the ABC programs. The annual authorization would be a billion dollars for the ABC programs, or a \$25 million increase. Your suggestion is that, first, you do not think there are enough surplus funds available to make this other than a marginal operation, if that is done; and, second, if the legislation proposed for a reduction of aviation fuel tax and motorboat gasoline tax from the highway trust fund is passed, that funds will be reduced in the trust fund; is that correct?

Mr. WHITTON. Yes, sir.

Mr. CRAMER. Can you give us your estimate of the figure of reduction broken down: one, aviation fuel tax, and two, motorboat gasoline tax, if the legislation is passed as proposed by the administration? How much money is going to be lost?

Mr. WHITTON. The total is \$350 million, we think, over the remaining life of the trust fund for both of them.

Mr. CRAMER. How much a year, then?

Mr. WHITTON. About \$50 million a year is the figure we have in mind.

Mr. CRAMER. \$50 million annually?

Mr. WHITTON. Yes.

Mr. CRAMER. Is the anticipated loss?

Mr. WHITTON. Yes.

Mr. CRAMER. If that legislation is enacted?

Mr. WHITTON. Yes. Would you like the figures per year?

Mr. CRAMER. Yes, I would; for the record.

Mr. WHITTON. 1965, \$49 million.

Mr. CRAMER. Fiscal 1965 is \$49 million.

Mr. WHITTON. Yes, sir. These are totals for both of them. Would you like to have this put in the record?

Mr. CRAMER. Yes, please.

(The document referred to follows:)

Estimated highway trust fund revenues under present and proposed legislation

[In millions of dollars]

Fiscal year	Present legislation	Reductions			Proposed legislation
		Aviation gasoline taxes	Motorboat gasoline taxes	Total	
1964.....	3,496				3,496
1965.....	3,559	22	27	49	3,510
1966.....	3,643	15	28	43	3,600
1967.....	3,740	15	29	44	3,696
1968.....	3,838	15	31	46	3,792
1969.....	3,937	14	32	46	3,891
1970.....	4,039	14	34	48	3,991
1971.....	4,142	13	35	48	4,094
1972.....	4,249	12	37	49	4,200
1973.....	1,627	+3	29	26	1,601
1957-63.....	36,270	117	282	399	35,871
	17,197				17,197
Total.....	53,467	117	282	399	53,068

Mr. CRAMER. The average is \$50 million.

Mr. WHITTON. Yes. It is \$399 million, a little less than \$50 million a year for the remainder of the lifetime of the trust fund.

Mr. CRAMER. For the balance of the 8 years is \$399 million.

Mr. WHITTON. That is right.

Mr. CRAMER. It averages about a \$50 million loss if the aviation and motorboat gasoline legislation is passed, reducing the tax.

Mr. WHITTON. That is right.

Mr. CRAMER. Has your Department made a recommendation relating to that legislation?

Mr. WHITTON. Yes.

Mr. CRAMER. What is the recommendation?

Mr. WHITTON. As I recall, I made it myself and offered no objection. I think that is the statement we made.

Mr. CRAMER. Could you explain to this committee why you made such a recommendation if this is going to be the result?

Mr. WHITTON. The aviation and motorboat gasoline is not used on the highways. We were unable to take a position that we should retain it because it was not used on the highways. That is the best reason I can give, Mr. Cramer.

Mr. CRAMER. You recommended it and the President recommended it. That is what it amounts to.

Mr. WHITTON. The President recommended it.

Mr. CRAMER. That is right. The administration, initially when this was passed in 1956, recommended that aviation, motorboat, and all

other gasoline be taxed on the same basis. In effect, this recommendation is a change of policy that has been in effect since 1956; is that not correct?

Mr. WHITTON. Yes; that is right.

Mr. CRAMER. The reason I mention it is that there are a lot of other adjustments that might be justified, as I see it, relating to the contributing moneys to the trust fund. There have been a lot of suggestions, have there not, with regards to adjustments?

Mr. WHITTON. Yes. I would hate to have to enumerate them.

Mr. CRAMER. That is right; taxicabs is another. Have you made any recommendation relating to taxicabs?

Mr. WHITTON. We reported on the bill.

Mr. CRAMER. I beg your pardon.

Mr. WHITTON. We reported on a bill.

Mr. CRAMER. How did you report on it? It came out of the Ways and Means Committee the other day.

Mr. WHITTON. We opposed it.

Mr. CRAMER. It is H.R. 5050, as I remember, giving a 2-cent gas tax rebate to taxicabs.

Mr. WHITTON. We opposed it by letter. We did not appear.

Mr. CRAMER. Is it not true that if favorable consideration is given to these different reductions in tax proposals the effect is going to be to cut back the highway program in someway.

Mr. WHITTON. That is right. It cuts back the trust fund.

Mr. CRAMER. Do you not feel that with the program halfway over that it would be better not to create new problems and make new adjustments in the middle of the program which the States and your Bureau will have to adjust to? Would it not be better to go ahead and finish the program and talk about adjustments after 1972?

Mr. WHITTON. I think the trust fund should remain intact as it is as much as possible.

Mr. CRAMER. Now you disagree with the President?

Mr. WHITTON. No, I did not disagree with the President.

Mr. CRAMER. It is a gentlemanly disagreement. You agree in particular but disagree generally.

Mr. FALLON. If the gentleman will yield, I think the answer was "as much as possible."

Mr. CRAMER. As you know, obviously the gentleman from Maryland and myself have been rather anxious to live up to the suggested commitments, or what I consider somewhat of a commitment, on ABC highways to go to the \$1 billion figure this fiscal year. The choice apparently is between doing that or passing the gas tax cut for aviation and motorboat gasoline.

Unfortunately, that is not a choice this committee has, other than on the authorization end of it. I think we are entitled to express ourselves on the authorization end of it, at least. I am glad that the gentleman agrees with us, at least, generally in principle.

You mention on page 10 that last year we passed legislation to authorize a study of the highway program needed after 1972, H.R. 8503. As I gather by your testimony on page 11, due to the House passage of the legislation you are going ahead, tooling up in anticipation of the Senate action on the legislation; is that correct?

Mr. WHITTON. Yes, sir.

Mr. CRAMER. I am at a loss to know why the other body has not acted, and I trust they will, although it appears that this, as other things, will be bogged down with the civil rights matter, which it is my hope that the other body will act on early this year.

You are going ahead with it regardless; is that correct?

Mr. WHITTON. Yes, sir. We think they will act on it. The House has acted on it, and we think we should not lose any time.

Mr. CRAMER. I assume you have made contacts with the States?

Mr. WHITTON. Yes, sir. We made contacts with the association and their president, Mr. McMorran, has appointed a committee from the State highway administrative officials. We are meeting with them the first time this week to go over a basic outline of what the study should encompass.

Mr. CRAMER. I gather by your testimony that you believe that the Interstate Highway System program is on schedule and under present construction would be completed by 1972.

Mr. WHITTON. That is my belief. I think the obligation of the money is a very good measure. As I said here, last December 31 we had around \$350 million balance which is just about a month's work. So that is pretty close to on schedule.

Mr. CRAMER. You expect it to be completed by 1972 as programmed?

Mr. WHITTON. Yes; it is my expectation.

Mr. CRAMER. That is all I have, Mr. Chairman.

Mr. FALLON. Are there any questions, Mr. Ryan?

Mr. RYAN. Mr. Whitton, I would like to ask you some questions concerning the relocation assistance. In order for it to be applicable in the various States, do the States have to pass legislation themselves in order for this to be paid within the States?

Mr. WHITTON. Most of them do, yes, sir; and several of them have.

Mr. RYAN. I notice there are 19 States.

Mr. WHITTON. Nineteen States; eleven States have passed some sort of legislation since the enactment of the law and 1 State, Oklahoma, and maybe others, have complied by decision of the State court or its attorney general.

Mr. RYAN. In order for States to reap the benefits, the States have to pass some legislation to implement this.

Mr. WHITTON. Yes, sir.

Mr. RYAN. Is that usually on a matching basis or does it vary?

Mr. WHITTON. On a matching basis?

Mr. RYAN. Yes.

Mr. WHITTON. The same ratio as the construction.

Mr. RYAN. That would be 50-50?

Mr. WHITTON. Fifty-fifty, or ninety-ten.

Mr. RYAN. Depending on what kind of road or classification it is.

Mr. WHITTON. Yes. Of course, we have a limitation, \$200 per family and \$3,000 for a business.

Mr. RYAN. Does the State have to match that according to the same amount or is there a formula?

Mr. WHITTON. No. It would depend on what State. The State could determine its own contribution. I do not know exactly. Suppose it was going to cost \$600 to move a family. All we could pay is \$100 if it was on ABC. The State could pick up the rest if it wanted. If a business costs \$3,000 to move we could pay half of it or \$1,500 if it was ABC and the State on the other half.

Mr. RYAN. I would like to turn to the matter of the safety program.

Mr. WHITTON. If I am incorrect in my answers, I would like an opportunity to correct them in the record, please.

Mr. RYAN. Very well. Talking about the safety program, I notice there were 43,400 deaths last year, probably several hundred thousand injuries and the economic loss was estimated at \$7.7 billion.

Can you tell me just what your department is doing concerning establishing any method of safety or commencement of enforcement of safety?

Mr. WHITTON. Yes. I covered that in the next paragraph.

Mr. RYAN. That is a lot of generality. What specifically is being done?

Mr. WHITTON. In this one area where we are making a study of Highway 66 from Chicago to Los Angeles, we are making a cooperative study with both engineering and enforcement people to see what things can be done that can correct the situation.

Another idea that we hope to develop is to encourage the States to spend a little money, with Federal aid, on accident-prone locations, where the experience has indicated that there are a lot of accidents occurring for various reasons. Maybe the shoulders are narrow, maybe narrow bridges, maybe sight distance. Of course, any new construction project corrects those. I think we could select some individual locations or items along a road and correct those items and add greatly to the safety.

I know that maintenance operations are often not as good as they should be. I am speaking from personal experience now. I am not talking about any other State except the one I was in. Maintenance operations are not always as good as they should be and the shoulders are low, below the level of the pavement, and many times a car goes off the edge of the pavement. Of course, it was the driver's fault that it went off the edge of the pavement, but it was not his fault that shoulder was low and caused an accident.

A friend of mine was injured in Missouri about 2 weeks ago in which I am sure that the car went off the edge of the pavement and lost control. I am also sure that the road made a contribution to that loss of control.

I think we can do something about correcting those conditions, either by surfacing the shoulder or by maintaining a better shoulder.

Mr. RYAN. It is my experience that most accidents are caused by people violating the law one way or another, either speeding or drunk driving or various other reasons. Can any of this money be allotted to the road patrol or State highway police or whatever agencies they have?

Mr. WHITTON. I did not catch the last part of your question.

Mr. RYAN. I say can any of this money be allotted to the safety patrol or State police or whatever unit they have?

Mr. WHITTON. No, sir.

Mr. RYAN. I would like to ask why it could not be allotted for that purpose?

Mr. WHITTON. The law requires it be spent for construction and engineering.

Mr. RYAN. In view of the fact that there are 43,000 deaths a year, would you have any objection to an amendment being placed in here that a small percentage should be turned over for law enforcement?

Mr. WHITTON. Right offhand, yes. I think we ought to keep our money for the building of roads and acquisition of right-of-way and engineering features.

Mr. RYAN. Whose liability should it be as far as enforcing the laws are concerned?

Mr. WHITTON. I think it is the States' responsibility for enforcing the law.

Mr. RYAN. Most of the States do not have sufficient money to have sufficiently large police patrols on the highways and that is why a lot of accidents happen. In other words, where the laws are enforced the accidents go down.

Mr. WHITTON. I think a lot of the States get money for enforcement out of the gas tax in their own State. I would like to call attention that the death rate on the Interstate System is 2.9 deaths for per 100 million and for the total country the total average is 5.4. The accident or death record on the Interstate System is almost half of what it is on the system as a whole.

Mr. RYAN. It goes back to the fact that on the ABC and other roads of the States is where most of the accidents occur.

Mr. WHITTON. I did not get the point.

Mr. RYAN. Most of the accidents occur not so much on interstate highways as other classes of highways.

Mr. WHITTON. Most of the accidents occur on other highways because the interstate highways are safer.

Mr. OLSEN. Could you give us the figure again?

Mr. WHITTON. 100 million vehicle miles—2.9 is the average on the Interstate System. The average for the country as a whole on the road systems is 5.4. Those are fatalities and not accidents. We estimate that we saved 3,000 miles last year on the completed portion of the Interstate System and will save 8,000 miles each year after 1972 on the Interstate System alone when it is completed. Those are very definite contributions.

Mr. RYAN. Does your safety highway committees support or push uniform legislation in the States?

Mr. WHITTON. Yes, that is one of our goals.

Mr. RYAN. Have they advocated anything like uniform licensing in the States?

Mr. WHITTON. Yes. I mentioned that on page 14 of my statement.

Mr. BALDWIN. Mr. Whitton, I want to thank you for your very helpful and constructive statement. I want to ask a question on table 8 in which you show the projected estimates year by year for the remaining period of the construction program.

I notice that the highway trust fund balance on the projected estimates gets down to a \$20 million estimated clearance in 1969. Do I understand correctly from your statement that these estimates are based upon no changes in what goes into the trust fund? In other words, this is based on an estimate that does not involve any legislation being passed to remove the aviation fuel or motorboat gasoline?

Mr. WHITTON. This assumes the change in the motorboat and aviation fuel.

Mr. BALDWIN. Effective as of what date?

Mr. WHITTON. Sometime this year.

Mr. BALDWIN. But it does not assume any change in the proposed bill that the Ways and Means Committee put out to remove the 2 cents from the taxicabs?

Mr. WHITTON. No, sir.

Mr. BALDWIN. As I understand it from talking to one or two members of the Ways and Means Committee, I heard a figure of \$14 million that would be reduced per year if this taxicab bill went through.

Do you have a figure on that?

Mr. WHITTON. Our estimate is the same as the Treasury's of \$7 million a year.

Mr. BALDWIN. That \$7 million a year cumulative by 1969 would put this Highway Trust Fund in the red as compared to this \$20 million clearance in your chart, as I understand it.

Mr. WHITTON. That is right.

Mr. BALDWIN. That would be true, would it not?

Mr. WHITTON. Yes, sir.

Mr. BALDWIN. Thank you.

Mr. SCHWENGEL. First I want to say it is good to see an old friend and neighbor from Missouri before this committee again. I join the others in paying tribute to the fine statement you made this morning.

Mr. WHITTON. Thank you.

Mr. SCHWENGEL. And to indicate expression of your concern in the fact that you are pretty well on top of this and apparently very dedicated to the objectives of the Bureau and trying your best to fulfill the intentions of the committee and the Congress. It is good to have somebody here with a report such as you have.

Mr. WHITTON. Thank you.

Mr. SCHWENGEL. I want to ask some questions, however, in order to get a better understanding and maybe a further description of some of the things you mentioned in your report.

On research and development, I notice that you say this is going forward—I am on page 6 now—very well. As one who is very interested in research and feels there is a great continuing need in this area, I wonder how much you are able in your department to supervise this research and study going in the various States to assure no duplication or lost effort or wasted effort.

Can you tell the committee anything about that?

Mr. WHITTON. Yes, sir. That is one of our projects along with the Highway Research Board, to collect and keep abreast of all previous research and all present research in order to eliminate duplication, except desirable duplication. We call it information storage and retrieval. This is the name of the project that we have, whereby we will keep a record of all the information concerning the research projects that have been done in the past and are being done now, to have the information available to the States so that they will know what work has been done and can use it. They will not even, in most cases, ask for duplicating research projects.

Mr. SCHWENGEL. You say you have the information available for the States?

Mr. WHITTON. Yes.

Mr. SCHWENGEL. Would it not be advisable for your department to go one step further and make it available to all the States and keep them abreast as you receive the reports?

Mr. WHITTON. We will. That will be done automatically.

Mr. SCHWENGEL. I think that is good judgment.

Mr. WHITTON. May I add something to this, too?

Mr. SCHWENGEL. Yes.

Mr. WHITTON. In addition to this, each project that the State submits for research work is approved in Washington, and so we have a record of it. We will have—I hate to say “control”—we will have a knowledge of what they are proposing to do ahead of time so that we could advise them, if necessary, on whether or not they do that particular job.

Mr. SCHWENGEL. Not only a knowledge but be in a position to counsel with them and advise them and influence them.

Mr. WHITTON. That is right.

Mr. SCHWENGEL. I think there is nothing wrong with your influencing them in a certain direction. I think this is what your department should do.

Mr. WHITTON. Yes, sir.

Mr. SCHWENGEL. If we are going to avoid duplication and wasted effort.

Mr. WHITTON. Yes, sir.

Mr. SCHWENGEL. And with all the need in research in this area, I think we need to be very concerned about this.

Mr. WHITTON. That is our position, job, and responsibility to see that in this, as in highway construction, there is not duplication and wasted effort.

Mr. SCHWENGEL. I want to commend you for your apparent interest in the development of a scenic road parkway system for America. You and I have talked before, and you know my interest in the Great River Road.

Mr. WHITTON. Yes, sir.

Mr. SCHWENGEL. Is there anything you can tell the committee about your feelings on this particular project and any other project that deals with this general subject? I think you are further along than some of the other people and have had a greater interest through the years. That is the reason I think it would be well for you to comment on that.

Mr. WHITTON. Mr. Schwengel, I think there are some tremendous possibilities and potential in the development of a scenic road and parkway system. I think it will be greatly used by people seeking recreation, and I think it will tend to reduce the congestion on some of our main routes. I personally favor it very much. This group that is now looking into it are the Recreation Advisory Council, composed of some six departments of Government; and they have asked the Department of Commerce, through the Bureau of Public Roads, to head up such a study.

The cost of this study will be participated in by all six of these departments. I would hope that in the end when this scenic road system is developed and laid out that it will be done as other road systems have in the past through the cooperation with the highway departments and will be constructed in that way.

Mr. SCHWENGEL. Also, I would like to say in this connection, I have noted, I think, some emphasis in my State, or some attempt at least, to make the present roads more scenic and more enjoyable to ride on. I notice you have provided for some rest areas, which I think is a very fine development.

Mr. WHITTON. The rest area program can be carried out under the Interstate program.

Mr. SCHWENGEL. It is a very fine development.

Mr. WHITTON. Yes, sir.

Mr. SCHWENGEL. It not only adds to the attractiveness of it, but adds to the safety that we are interested in, and encourages people to pull off the highway and take a rest when they are driving on long trips?

Mr. WHITTON. Yes, sir.

Mr. SCHWENGEL. I have one or two other comments. I notice your statement indicated a concern that we may not have enough money to get this job quick enough. You and I both live in Missouri, and I remember when they first started paving roads in Missouri. They set a pattern in Missouri that I think we might consider as we move further into this program. You remember that road between Kirksville and Macon?

Mr. WHITTON. A 9-foot pavement.

Mr. SCHWENGEL. You had one lane, and you could build that all the way. That way, you could have hard roads and you could use that one lane and turnoff. Today this is not practical.

Mr. WHITTON. No; I hope not.

Mr. SCHWENGEL. I think it might be practical, sir, if you would consider, in such areas as the route from Sioux City to Council Bluffs, to build a two-lane highway. The standard to which you build the two-lane highway is a higher standard than almost any other two-lane highways, or equal.

What is the matter with building the two lanes, and acquiring the land for four lanes and building two lanes until the traffic justifies four lanes?

Mr. WHITTON. On Interstate?

Mr. SCHWENGEL. Yes.

Mr. WHITTON. I do not think it is right from the safety standpoint, almost, alone. People used to driving a dual-lane pavement and, suddenly coming onto 2 lanes for 10 miles or 50 miles could cause our accident record to go up tremendously. I do not think we ought to do it.

Furthermore, I think we will never be able to build roads any cheaper than now. I think later on it would cost us more money to build two more lanes on the same right-of-way, because we would have to contend with traffic and we would create traffic hazards in building the two lanes on the same right-of-way.

I think, personally, we ought to build dual-lane pavement on all of the Interstate System as quickly as we can get to it. I hope that this committee, and this Congress, will see fit to do that. We have some 2,000 miles on the Interstate System now that are projected to receive only two lanes, but I hope when we present the new estimate next year, and tell you how much it will cost on January 1, 1965, that you will instruct us to go ahead and build dual lanes on the whole Interstate System, for safety and economic reasons.

Mr. SCHWENGEL. I do not want to carry this on further, but let me say that there are many people in Iowa who do not think it makes much sense to give attention to that Sioux City-Council Bluffs route and sacrifice the east and west route.

Mr. WHITTON. Is that 29?

Mr. SCHWENGEL. I forgot the number. It is the north and south route. And postpone the completion of the highway 80 east and west, as a result, which will carry, we estimate and according to your estimate, 20,000 cars a day. The highest estimate I ever saw, for the four-lane highway between Sioux City and Council Bluffs, would be 5,000 cars.

Mr. WHITTON. Iowa can complete 80 clear across the State, if it wants to, before it starts on that road you are talking about.

Mr. SCHWENGEL. I know this is true, but the highway commission is not doing it. I am wondering if it would not make sense for us to write into Interstate law, or give consideration to writing into Interstate law, now, some kind of preference system so that the roads that are going to be used most, and can be of the greatest economic benefit to the country, would be built first.

Mr. WHITTON. The 1972 completion date is going to force it, almost. I think we can encourage the States, and we are encouraging the States, to build as much mileage as they can on a cross-country route like that. In fact, we are trying to develop a completed cross-country route in 3 years—one or more—coast-to-coast and north to south. By encouraging the States, I think we can get done what you have in mind, without putting it in the legislation.

Mr. SCHWENGEL. I have one other question, and that has to do with the same subject.

In Missouri, I am told, your Interstate System is postponing building certain interchanges until after the highway is completed. I know there are a lot of interchanges being built, and somewhat out of proportion in certain areas to the population, it seems to me.

Here, again, I wonder if it would not be well if we consider some policy that might postpone the building of some of these interchanges until we make a connection between the great industrial centers, so that we can get earlier benefit of the system?

Mr. WHITTON. That can be done. We did, on route 66, across Missouri. We built a second lane along the same lane, which gave us a divided lane and which gave it to us earlier. That was our sole object in doing that; to get the dual-lane pavement and a safer pavement as quickly as possible. As we have opened that up to traffic, and traffic has developed to a high volume, it has been necessary now for us to go back in many places across 66 and build an interchange, because it was getting unsafe and people were killed. So, we have built many of the interchanges that we left out, but not all of them.

Mr. SCHWENGEL. It was good judgment, was it not?

Mr. WHITTON. I thought it was good judgment. I still think so.

Mr. SCHWENGEL. I do, too. I wish other States would follow your example.

Mr. WHITTON. It may not have been good judgment. I thought it was.

Mr. SCHWENGEL. I would like to see the main arteries of this Interstate System completed at the earliest possible time, because, as we increase the opportunity of movement of men and goods from coast

to coast, we are going to increase the economy of the States and the Nation, with the development of this very wonderful Interstate System. Thank you for a very fine statement.

Mr. WHITTON. Thank you.

Mr. QUILLEN. Mr. Chairman, I would like to make a statement. Mr. Whitton's testimony relative to the program of highway improvement is most gratifying.

Mr. WHITTON. Thank you.

Mr. QUILLEN. Highways are the very lifelines of our Nation and, if highway improvement does not keep pace with our expanding economy, the growing needs of an ever-increasing population, and the requirements of national defense, the entire country will suffer. The 41,000-mile Interstate System is of primary national importance, and its ultimate completion on schedule is essential to our national life; but, the approximately 850,000 miles of other highways on the Federal-aid primary and secondary systems play a more intimate role in the day-to-day lives of every man, woman, and child throughout the entire country.

As the members of this subcommittee well know, the vast majority of trips made by individuals in driving from their home to places of employment or to stores to shop, in transporting children to school in going from farms to towns, and in most other daily pursuits involve driving over one or more Federal-aid primary or secondary highways.

I have made a study of my congressional district and would like to report to the members of the committee and those present today, in the 14 counties of the First Congressional District of Tennessee, which I have the honor of representing, there will be on completion 122 miles of highways on the Interstate System, 776 miles of Federal-aid primary highways, and 1,587 miles of Federal-aid secondary highways, for a total of 2,485 miles.

Since commencement of the accelerated Federal-aid highway construction program in 1956, Federal-aid highway projects have been approved for 664 project miles in my district at a total cost of \$73,378,132, of which \$50,111,548 are Federal funds. Of the 664 project miles, 618 are primary and secondary highways, which construction costs total \$41,523,628, with the Federal share being \$21,745,502. The remaining 46 project-miles are on the Interstate System, which construction costs total \$31,854,504, with the Federal share being \$28,366,046.

The cities, counties in my district and the State highway department, and your department, Mr. Whitton, have done a good job in improving highways with the Federal funds made available. However, our present and future essential highway needs are far from being met. Much more highway improvement is required. I strongly support the authorization of additional funds for fiscal years 1966 and 1967 to continue the ABC program at an appropriate level and for continuation of the other Federal road construction programs.

You have done a good job in presenting your program, as usual, and after making that statement I would also like to say that if the gasoline tax used on the various waterways of our country is eliminated from the highway fund, I am very happy to see that part of that money will be used to clean up part of the waterways and our various

lakes, because it seems logical that the tax used on that particular lake or waterway should go for the benefit of where it is used.

Likewise the gasoline tax used on our highways should go for the improvement, construction, and engineering of our highways. I do not know what the outcome of that bill will be. It is in the House now, but, if it is passed, I am very happy to know that part of those funds will be used to clean up and improve the waterways on which the boats and equipment are used.

Thank you.

Mr. WHITTON. Thank you.

Mr. QUILLEN. Thank you, Mr. Chairman.

Mr. FALLON. Are there any other questions?

Mr. Whitton, let me again thank you for coming up here this morning and congratulate you on a very fine statement.

Mr. WHITTON. Thank you.

Mr. FALLON. I want to say one thing before you leave us. Last week the Legislature of Maryland passed a bill that would increase the tax on gasoline 1 percent and also gave the State the right to issue bonds for construction of highways. All during the debate the emphasis was made by the members of the legislature that the State was not spending enough money on its secondary roads and too much on its Interstate System and they were not about to vote a tax or the right to issue bonds for further construction unless they got a promise from the Governor and the State highway officials that they would put more emphasis—not less emphasis on the Interstate—but more emphasis on the secondary roads.

I think the Members of Congress are starting to feel the same way about it. In order to get this huge program enacted in the first place we had to make certain commitments to the Members of Congress that not only would we not forget the secondary systems but we would increase the amount as we are in the bill today.

In other words, we have not in the past kept the commitment that we made to them because for several years we kept it at the same amount.

Again let me thank you and your two associates with you here this morning.

Mr. WHITTON. It is always a pleasure to appear before your committee, Mr. Chairman. Thank you very much.

Mr. FALLON. Our next witness is Mr. J. Burch McMorran, president, American Association of State Highway Officials.

I realize that this is not your first appearance before this committee. The members are well aware of the intelligent presentations at your previous appearances here, and certainly we expect the same this time.

STATEMENT OF J. BURCH McMORRAN, PRESIDENT, AMERICAN ASSOCIATION OF STATE HIGHWAY OFFICIALS

Mr. McMORRAN. Thank you very much, Mr. Chairman.

Mr. FALLON. I notice you have Mr. Alfred Johnson, executive secretary of the American Association of State Highway Officials, with you. Perhaps you would like to have him come up with you.

Mr. McMORRAN. Thank you, Mr. Chairman.

I am J. Burch McMorran, superintendent of the department of public works for the State of New York, and I am privileged to appear

here today as the president of the American Association of State Highway Officials.

We appreciate the invitation to appear here today, as I present the composite views of the State highway departments.

We say, without qualification, that we strongly support H.R. 9905 and H.R. 9906.

Our current policy statement, which was developed by the chief administrative officers of the several State highway departments, at our Portland meeting on October 21, 1963, fully supports these bills, and we feel strongly that the ABC bill authorizations should be set at \$1 billion annually from now until the Congress decides as to the size and character of the Federal-aid program after 1972.

We had the privilege and the pleasure of testifying in support of H.R. 8853 before this committee on November 21, 1963, with respect to a study to be used as the basis of the highway program after 1972.

At this time, we would like to quote from our policy statement as follows:

Item 11: That until such a future Federal-aid highway program is authorized by the Congress—

(a) The present basic percentages for the States matching interstate ABC system programs be continued, and that strong opposition be exerted against any proposed decreases in the Federal percentage of participation, in light of the many increasing demands made on State highway funds, to furnish and maintain highways;

The State highway department also support the current adjustment in effect for a State matching Federal-aid funds to compensate for the public lands within a State, when they exist in excess of 5 percent of the total area;

(b) The State Highway departments strongly support the current division of the total authorized ABC funds of 45 percent to the Federal-aid primary system, 30 percent to the Federal-aid secondary system, and 25 percent to the extensions of Federal-aid systems in urban areas, inasmuch as the 20 percent transfer provision of 104(c) of title 23, United States Code, Highways, provides sufficient flexibility to meet the needs of the individuals States;

(c) The ABC Federal-aid highway programs be continued at a level of \$1 billion annually.

You will note that a copy of our policy statement is attached to the copy of this statement that you have in hand, and we would like for it to be made a part of the record of this hearing.

Mr. FALLON. Without objection, it is so ordered.

Mr. McMORRAN. Thank you, sir.

(The policy statement referred to follows:)

1964 POLICY STATEMENT OF THE AMERICAN ASSOCIATION OF STATE HIGHWAY OFFICIALS

As developed and adopted by the chief administrative officers of the State highway departments at their meeting in Portland, Oreg., October 21, 1963

(1) That the State highway departments, working together and with the Federal Bureau of Public Roads, have been responsible for the major road building efforts and highway technological advances of this Nation. This proven partnership between the State highway departments and the Bureau of Public Roads should continue to be utilized in the same manner as in the past in planning and constructing present and future Federal-aid highway programs.

It is in the public interest that the major Federal effort in the highway field continue in the form of Federal-aid to the State highway construction programs.

(2) That the State highway departments should vigorously oppose any proposals that would require a particular type of organization and operation for a State highway department as a prerequisite for receiving Federal-aid highway funds, inasmuch as all State highway departments are departments of sovereign State governments and must have the latitude of determining the type of orga-

nization and operation preferred by the people and that best suited to the individual needs of the States. Neither should State highway department employees be required to undergo any Federal training program as a prerequisite for the State to be eligible to receive Federal-aid highway funds.

The Federal-Aid Highway Act of 1936 required that the State highway organization be adequate for its purpose which, together with safeguards in existing Federal law, adequately protect the Federal interest.

(3) That upon the completion of a Federal-aid highway project, the road which belongs to the State and is maintained entirely at State expense, should be policed, operated, and maintained completely by the State, and without any Federal requirements, other than those currently set out in Federal law.

(4) That no Federal agency or official, other than Bureau of Public Roads, should have the approval power over Federal-aid highway projects initiated by the State highway departments. However, the State highway departments should develop their projects in close cooperation with other affected agencies at all levels of government. To extend the area of project approval could invite controversy and delay the initiation of vitally needed highway improvements.

(5) That the development of controlling highway design and construction standards and highway signing and traffic control methods is engineering in nature and should never be established by legislation, and the State highway departments should have a major role in the development of such matters when they pertain to Federal-aid programs involving the State highway systems.

(6) That it is of the utmost importance that the highway construction programs of this Nation be kept in balance for the various Federal-aid systems involved.

(7) That the Federal-aid funds provided by section 307(c) of title 23, United States Code, Highways, that are for planning, research, and development continue to be available to the State highway departments as now provided by law, and that the present use, matching and method of administering these funds be continued.

(8) That the State highway departments, through the American Association of the State Highway Officials, offer their full resources and cooperation to the Congress and to the Secretary of Commerce in making a comprehensive study of the Nation's highway needs to be used as the basis of formulating a Federal-aid highway program subsequent to 1972. The study should explore the indicated needs on the interstate and other Federal-aid systems together with the possible need for additional categories and should be made as expeditiously as possible.

(9) That the State highway departments, as the public agencies charged with the Nation's major highway responsibilities, should have an appropriate role in interpreting a national highway needs study into a recommended program for the consideration of the Congress.

(10) That it is essential the Congress make an early determination as to the size and composition of the Federal-aid highway program subsequent to 1972 to avoid the attendant adverse economic effects that would result from an interruption in the orderly planning and construction of a needed highway improvement program.

(11) That until such a future Federal-aid highway program is authorized by the Congress:

(a) The present basic percentages for the States matching interstate and ABC system programs be continued, and that strong opposition be exerted against any proposed decreases in the Federal percentage of participation, in light of the many and increasing demands made on State highway funds, to furnish and maintain highways.

The State highway departments also support the current adjustment in effect for a State matching Federal-aid funds to compensate for the public lands within a State, when they exist in excess of 5 percent of the total area.

(b) The State highway departments strongly support the current division of the total authorized ABC funds of 45 percent to the Federal-aid primary system, 30 percent to the Federal-aid secondary system, and 25 percent to the extensions of Federal-aid systems in urban areas, inasmuch as the 20-percent transfer provision of 104(c) of title 23, United States Code, Highways, provides sufficient flexibility to meet the needs of the individual States.

(c) The ABC Federal-aid highway programs be continued at a level of \$1 billion annually.

(12) That the association endorses the secondary road plan as set forth in section 117 of title 23, United States Code, Highways.

(13) That the association vigorously opposes the use of any Federal highway trust fund moneys for any purpose other than now authorized by law.

(14) That the contract authority procedure created by the Federal-Aid Highway Act of 1922, which gives the State the right to initiate Federal-aid highway projects as soon as the official apportionment of funds is made, should be restored and that the reimbursement planning procedure, which was installed as a temporary expedient in 1959, during the time that the Federal highway trust fund balance was below its requirements, should be eliminated in order that the individual State highway departments may plan a more orderly construction program and more efficiently utilize their State highway funds.

(15) That apportionments in the full amount of congressional authorizations for all Federal-domain roads should be made and utilized, and such funds should not come from the Federal highway trust fund.

(16) That the association endorses the interstate system completion schedule as outlined in the Federal-Aid Highway Act of 1961 and reassures the Congress of the individual State highway departments' ability to efficiently complete the interstate program within the time schedule, and warns of adverse economic impact of any interruptions, cutbacks, or stretchouts in the interstate program.

(17) That the association endorses the periodic interstate cost estimates as provided in section 104(b)(5), title 23, United States Code, Highways, and as further amended by the Federal-Aid Highway Act of 1963, as the only equitable and proper method of appropriating Federal funds to the several States to achieve simultaneous completion of the interstate system in all other States to adequate and proper standards.

(18) That there should be no sacrifice in the standards currently adopted for, and currently applied to, the interstate system, and that the matter of design standard development must never become static, but should be constantly reviewed and updated through the State highway departments—Bureau of Public Roads partnership process. Such standards should always be applied in a manner as to adequately accommodate the traffic needs of 20 years in the future to avoid premature obsolescence and to protect the highway investment.

(19) That the American Association of State Highway Officials, in the interest of highway safety and motorist comfort, recommends that the entire 41,000 miles of Interstate System be constructed as a divided roadway—freeway facility (minimum 4-lane design), and that the cost of changing the some 2,000 miles of Interstate roads, currently scheduled to be constructed as two-lane highways to four-lanes, be separated and included as a separate item in the next Interstate cost estimate submitted to the Congress, in order that the Congress may make a judgment on the matter.

(20) That adding mileage to the Interstate Highway System at this time could seriously impair the completion of the presently designated Interstate routes. The matter of additional routes should be considered only when a greater percentage of the currently designated System is completed, and when proposed additions can be more accurately evaluated.

(21) That the urban portion of the Interstate System is an integral and an essential part of that System, which should be planned and developed by the State highway departments in close cooperation with local governmental units and interested Federal agencies. The responsibility of initiation of projects must remain in the State highway departments and of final decision with the State highway departments and the Bureau of Public Roads.

The various modes of urban transportation should not be considered as competitive, but where conditions and needs warrant highways plus other modes of transportation, they should be planned to complement each other and any controversy over the merits of the two modes of transportation in regard to serving the needs of a particular part of the city should not be allowed to delay essential highway construction that is vital to the overall urban area development.

(22) That there should be no change in the law prohibiting the establishment of commercial services on the right of way of the Interstate Highway System, as set forth in section 111, of title 23, United States Code, "Highways."

(23) That there should be no change in section 113, of title 23, United States Code, "Highways," whereby the Federal determination of wage rates would be extended to projects on road systems other than the Interstate, nor should there be legislation to provide additional Federal control or jurisdiction over wages paid on projects located on the Interstate System.

The period for which wage determinations for Interstate highway projects are valid should be extended from 90 to 120 days.

(24) That the State highway departments recommend that Federal legislation be enacted so that Federal-aid highway funds may be used for the construction of connections to existing or future toll roads, where such toll roads and the connections are on any one of the Federal-aid highway systems.

(25) That appropriate action, by legislation if necessary, be taken to facilitate the acquisition of adequate rights of way for highway purposes over Federal lands. Present difficulties, particularly with regard to military facilities and land subject to withdrawal for power purposes, seriously delay and materially increase the cost of needed highway improvements.

(26) That action in response to requests made by the State highway department for reasonable and economically vertical and horizontal navigational clearances at highway crossings over navigable streams, indicate a continuing need for Federal legislation to make it mandatory, except in special cases where the requirements of national defense govern, that such clearances be determined on the basis of minimal costs to all the forms of transportation involved, and that the determination of the vertical and horizontal clearances be construed as engineering matters and not legislative.

Except in the special cases, where national defense governs, highway funds should be called upon only to finance reasonable clearance needs for normal waterborne transportation requirements for the foreseeable future. It is also recommended that there be better coordination established between the Corps of Engineers and the Bureau of Public Roads in the matter of channel stabilization in the vicinity of bridge crossings.

(27) That the State highway departments have approval of any and all proposals and plans designed to set aside elements of any highways, under its jurisdiction, for the purpose of installing rail transit or for the exclusive use of a special type of motor transport.

Such special use should be considered only after comprehensive studies show it to be the most economical and efficient arrangement possible, that it is in the public interest, and that such an arrangement will not create a safety hazard. The expenditure of highway funds should be limited to that portion of the facilities that are for highway purposes.

(28) That it is the considered opinion of the American Association of State Highway Officials, in order to effectively protect the Nation's enormous highway investment, that Congress continue a legislative ceiling on the sizes and weights of motor vehicles allowed to operate on the routes comprising the Federal-aid Primary highway system, including the Interstate System. The ceilings should be those that would provide an optimum balance, between the most efficient and the best economic life of the highway investment and encourage the efficient and convenient movement of goods and people in Interstate commerce.

Any State allowing the use of vehicles in excess of such a prescribed ceiling would be ineligible to receive Federal-aid highway funds. Such an imposed ceiling should not be construed as restricting oversize and overweight vehicles that are allowed by the several States under their special permit procedures, nor should it be less than the weights and sizes in effect in the individual States on July 1, 1956.

(29) That it is in the public interest for the Congress to authorize a special revolving fund from the Federal highway trust fund to finance the advance acquisition of right of way for Federal-aid highway projects, wherein a State would reimburse the special revolving fund from its appropriate Federal-aid apportionments at the time construction of a given Federal-aid highway project is authorized.

(30) That Federal financing, as now provided for the current Federal-aid highway program, be continued and protected so that the expressed intent of Congress, as outlined in section 101(b) of title 23, United States Code, "Highways," will have meaning. It was on the basis of this expression of the Congress that the State highway departments and the highway industry increased organizations and resources to handle the enlarged program.

All of the justifications that existed for the activation of the accelerated enlarged Federal-aid highway program in 1956, still exist and are even more apparent than at that time.

(31) That it is the expressed policy of the State highway departments, acting through AASHO, to pledge readiness and willingness to render proper service to public camping and recreational areas that may be authorized to be established, built, and administered by governmental agencies other than the State highway departments. It is the further expressed policy that if these areas

should be adjacent to the Interstate System right-of-way, they be accessible only through established interchanges. Rest areas established on the Interstate right-of-way by the State highway departments are not to be used as or converted to camping and recreational areas.

(32) That conservation and recreational agencies and others demanding additional features on highway construction projects, that are for the exclusive benefit for those agencies, be required to finance the costs of such features.

Mr. McMorran. At this time we will not attempt to give a detailed report on the status of the Federal-aid highway program, for to do so would probably duplicate the testimony of the Bureau of Public Roads. We will, however, use our appearance to discuss with you several phases of the program that we believe will be of interest to you.

For all practical purposes, the Interstate System will be a complete entity in 1972, although it is possible that special problems may prevent a few sections from being completed.

We do not believe that the matter is serious. We are, however, admonishing our member State highway departments to make certain that the reason for any incompletion by the end of 1972 is something that is beyond their control.

We have heard considerable difference of opinion as to the cost of changing the design date of Interstate projects from 1975 to 20 years after the construction date. To support our contention that the increased costs will be relatively minor, we are developing the differential in costs in the periodic estimate of completing the Interstate System that will be presented to the Congress in 1965.

At the time that the geometric design standards were established for the Interstate System in 1956, we followed the accepted traffic density criteria for the changeover from a two-lane to a four-lane divided highway. We now find that these design criteria will result in approximately 1,800 of the total 41,000 miles of interstate highways being constructed as two-lane, two-way traffic sections, and sections of two-lane highways will be interspersed between divided four-lane roadway sections.

In reflecting on the matter, it is entirely possible that such a situation would tend to give drivers a false sense of security, and through habit they might attempt to pass on two-lane sections where conditions would not permit, creating an extremely hazardous operation.

Since less than 5 percent of the interstate mileage is involved, and the construction of planned two lanes will amount to over half the cost of a four-lane divided highway, the probable increase for the total program could be in the neighborhood of 2 percent. This is because a two-lane highway requires greater sight distance requirements, and we would be acquiring the ultimate right-of-way width and constructing overhead structures for ultimate four lanes at this time anyhow.

Granted that the expected traffic densities may not justify a four-lane divided road design, the safety and comfort of the public traveling on the Interstate System must be considered. Therefore, we are developing the increased cost in the 1965 interstate cost estimate in order that Congress may make a judgment on the matter after considering the money involved. We recommend favorable action.

The cost of highways has remained relatively stable since 1958, when compared with other construction programs. For this reason, we bring to your attention certain actions and proposals that would

result in decreasing the net amount in the Federal highway trust fund for building roads.

Please understand that we are not criticizing the actions, nor raising any questions of equity, but we are concerned that precedents and trends may be established that will result in more attempts to dilute the trust fund.

We refer to the diversion of fuel taxes from motorboats and from taxicabs, and added fringe benefits for labor, as well as official differences of opinion over what are on-site and off-site operations as they affect the applicable labor rates. All of these, in effect, decrease the net total of the trust fund. It is the prerogative of Congress to take such actions that in its own judgment are proper, but it may be faced with the problem of replacing the funds involved.

Highway transportation is our most flexible and universally used mode of moving goods and people. It is the popular mode of personal transportation. In some few cases, there is the need to complement highways with another type of transportation, but in all instances highways are needed. Highway transportation accounts for 15 percent of our gross national product, and one out of every seven jobs. We believe that in our planning, we can assume that the automobile is here to stay for a considerable period, and proceed on that basis as we look into the future after 1972.

It is essential that we know at the earliest possible date what the Federal-aid highway program will be after 1972, in order that the States may make full utilization of their own funds and personnel, and avoid any interruption in planning for highway development.

I have appointed a special advisory committee of top highway officials to work with the Bureau of Public Roads in the development of a procedural manual to be used for preparing the data for a comprehensive study of highway needs. This special committee will also work with the Bureau in interpreting and converting the findings of the study into a recommended program to be presented for the consideration of Congress.

We are striving to be completely impartial and objective in preparing a comprehensive highway needs study, and we believe that the study, in turn, should be factual and complete enough to, in time, develop the kind of Federal-aid program required for the future. The study, we hope, will cover all public roads, urban and rural, develop traffic needs of the future, consider an inventory of present facilities and their condition, involve a study of the financial capabilities of the States, and be of sufficient factual detail to determine the categories of Federal-aid systems needed and the division of available funds between them.

The American Association of State Highway Officials, as you know, is 50 years old this year. We will be holding our golden anniversary meeting in Atlanta, the city of our origin, this coming December 7 to 12. We certainly appreciate the joint resolution by the Congress in observance of our anniversary that was initiated by this committee. We hope to see a goodly number of this committee in attendance at that meeting.

Inasmuch as the Federal-aid program is now approaching the half-century mark, and since we are on the threshold of starting the most comprehensive studies of all time of our future highway needs, and

because with the passage of time new people become associated with the program who have not had the privilege of knowing the complete background of the relationship that has been the highway success story of America, we think it would be very desirable for the Congress in some manner, either as a part of this bill or in the report of the bill, to restate and reaffirm the principles of the extremely successful Federal-aid highway program of this country.

We understand these principles, in substance, to be as follows:

(1) That a State must provide a duly constituted State highway organization of adequate powers suitable equipped and organized to satisfactorily discharge the duties involved in carrying out the Federal-aid program.

(2) That the Federal-aid highway program is in the form of assistance to the State-highway program of the individual States and makes highway development a Federal-State partnership effort.

(3) That the Federal Government's contacts with the State on highway matters is with the duly constituted State highway authority with the State, in turn, becoming the contact with the various local governments as they may be affected.

(4) That legislative formulas govern the apportionment of all available Federal funds from which all executive discretionary power is removed.

(5) That all such Federal-aid funds are confined for use on designated systems based on statutory rules.

(6) That a monetary matching requirement on the part of the State is prescribed by statute which contains no discretionary nor waiver authority.

(7) That the right of initiative in the application of Federal-aid funds, project selection, construction, and administration is retained in the State subject to approval by the Bureau of Public Roads, in order to protect the Federal interest and to insure the need, adequateness, and durability of each project.

(8) That the ownership and the responsibility for all subsequent maintenance, operation, and policing is vested in the State upon the completion of a Federal-aid project.

(9) That participation by local units of government in the overall planning of Federal-aid projects is required where their interests are involved.

(10) That the direction and execution of the Federal-aid highway program is by trained and experienced personnel of the State highway departments and the Bureau of Public Roads, free from partisan pressures.

(11) That the Bureau of Public Roads and the State highway departments cooperatively utilize their experience and resources to develop and keep current those administrative and scientific techniques and standards needed to carry out the Federal-aid highway program.

We believe that it would be in the interest of everyone for the Congress to proclaim these principles again as a periodic reminder as we are on the threshold of looking into the future.

One of the programs of the recent Better Highways Information Foundation was the sponsoring of National Highway Week. Inasmuch as any successful National Highway Week operation primarily involves the several State highway departments, the American Asso-

ciation of State Highway Officials has officially assumed the sponsorship and the conduct of National Highway Week. For 1964, it has been scheduled for October 4-11, since the fall of the year is a more favorable season of the year for such an observance than the spring of the year that was used by the Better Highways Information Foundation organization.

Recognition of this week by an appropriate resolution of the Congress would be very helpful, indeed, and it would be appreciated by all of the State highway departments. We hope this committee will give the 1964 National Highway Week a push toward a successful operation by initiating such action.

In closing, we would like to express our appreciation for the privilege of appearing here and for your consideration of our views. The understanding and the support of Congress is indispensable to the fulfillment of our mutual objective—adequate and safe highways for this Nation.

Thank you.

Mr. FALLON. Thank you very much, Mr. McMORRAN, for your very fine and informative statement. We always look to the Association of State Highway Officials and their representatives to apprise us on just exactly what is needed to continue and complete this great public works program.

Mr. McMORRAN, in your statement, your organization, I understand, supports the amount of money for 1966 and 1967 be raised to \$1 billion.

Mr. McMORRAN. That is correct.

Mr. FALLON. You didn't specify the other categories of highways in the bills.

Mr. McMORRAN. No, sir.

Mr. FALLON. But you have no opposition to any slight increases that might be made along those lines?

Mr. McMORRAN. None whatever.

Mr. FALLON. Mr. McMORRAN, it has been brought to my attention—I don't know whether it came from your organization or people that are interested in the administration of the highway program—that the fees for engineering be a fixed percentage rather than reimbursed by an audit account.

Does that recommendation come from your association?

Mr. McMORRAN. I think some of the highway departments brought that up. I do not think it came directly from our association itself.

Mr. FALLON. I understand it would be a saving of manpower and money.

Mr. McMORRAN. I think it would certainly be a saving in manpower. It takes a number of our engineers and technical people to work on these audits. If some sort of percentage, such as you suggest, could be worked out, it would be helpful.

Mr. FALLON. Could that be worked out on an administrative level? I do not think it is necessary that you have any legislation to do that.

Mr. McMORRAN. I am not prepared to get into the legal angle but I think something of that kind would be very helpful. I do not know whether it would have to be by Congress or whether the Bureau itself could set it up or the General Accounting Office. It would be helpful if we could set some sort of percentage that we might agree upon that might not be any more expensive than it is now and free these people

who have to spend a great deal of time on the audit, if we agree to a formula of engineering that would be acceptable to the Federal Government.

Mr. FALLON. I think it is worth looking into. Maybe we can find out whether it can be done by the Bureau as an administrative improvement.

Mr. McMORRAN. I think it would be helpful.

Mr. FALLON. Mr. Ryan?

Mr. RYAN. Mr. McMORRAN, I know you have a very responsible position in building roads and trying to build them with the idea of making them safer.

On the other hand, in spite of the fact that these roads are being built in a better way the accidents still increase. I know you have great concern with the development of as much safety as possible. In your capacity as president of this organization, can you tell me what plans or studies are being considered by your organization to encourage the safety program?

Mr. McMORRAN. Are you referring now to my own State or the association itself?

Mr. RYAN. The association itself.

Mr. McMORRAN. I can't really speak for the association except that I know that several of the States are following the policy we are following in New York State. There are certain areas that we find are accident prone. An intersection, a narrow bridge, those are being reconstructed with Federal aid wherever possible to bring them up to standards and to improve their safety.

Is that what you mean?

Mr. RYAN. I was wondering what action had been taken by the organization as a whole, and whether it is a legislative program within the State or another type of program. In your State of New York you must have over 2,500 people killed on highways or maybe more.

Mr. McMORRAN. I do not know the exact number, but there are a number. We do pick these accident-prone places. Mr. Johnson points out that we do have a series of conferences between the various States and different State agencies on safety. I know we do in our own State, too. Of course, wherever we have been able to bring a section of highway up to modern type of standards the safety records improve.

I do not want to go into Mr. Whitton's testimony because you have already heard that. On the Interstate System the safety record is much better than on the normal highways.

Mr. RYAN. I agree with you. I know that is a fact. On the other hand, I think the time has come that we have to change our concepts to take further action. Just what course of action I do not know myself. But the fact that there are 44,000 deaths a year, plus untold accidents, means that we must look upon this more seriously than ever before and possibly take some action.

Mr. McMORRAN. Of course, you can design the safest highway in the world, but you can't design the safe rider. He is the one that generally gets in the accidents. It is not the roads.

Mr. RYAN. That is why I thought perhaps your organization would support uniform legislation throughout the States, such as uniform standards of licensing.

Mr. McMORRAN. We have these committees that have uniform laws and ordinances. That is one of the committees. Traffic control is another committee. I think they are all working toward that end. I do not know that we have a particular committee that deals strictly with safety—just the traffic committee.

Mr. RYAN. I understand. That is why I am bringing this up now so I can impress upon you when you have your organization meetings to give more thought to this important matter.

Mr. McMORRAN. I think that is one of the things that should be given high priority. The number of drivers are increasing on the highways, and the fact that cars are operating at higher speeds, we are trying to design these highways in every way possible to improve the safety situation and see that the driver himself is given every help as far as the highways are concerned. Again the driver is usually the one that causes the accident in one way or another.

Mr. RYAN. I want to thank you very kindly.

Mr. FALLON. Mr. Schwengel?

Mr. SCHWENDEL. First, I want to say it is good to see you and have a representative of your association before us again. I am keenly aware of the influence you have through the years. I was a member of the Iowa Legislature before I came here and worked closely with your people there to develop a system in the State of Iowa. I think the country should be eternally grateful to the significant influence you have had in getting us moving in the direction of extending the great basic freedom of movement we have here to more people.

Thereby we add to the prosperity and welfare of this country. I am aware of some mistakes that you have made in positions that you have taken in the past. You are, too, are you not?

Mr. McMORRAN. I am sure that is right.

Mr. SCHWENDEL. And some inconsistencies. I want to call attention to one that you may be making now with reference to insisting on four-lane highways everywhere now. I say to you, sir—and you were here when I talked to Mr. Whitton about it—Sioux City-Council Bluffs has a gap of 20 miles. They have four-lane highways, but a gap of 20 miles that will be several years there because of the changed position that the highway department has taken.

This four-lane highway provides no safety. In the meantime, they are using the old roads that are very unsafe. Would it not make much more sense, sir, if we had this vastly improved safe road even though it is just two lanes, building it with the fine shoulders we are building. Your own testimony says it will cost only 2 percent more to build them later. Would it not make a lot more sense for the highway commission to make the decision to build in this instance where they knew the traffic would never be over 5,000 cars a day a two-lane highway? Thereby increasing the safety over what they now have by 100 percent, and releasing funds to build a highway across Iowa that will carry 20,000 cars a year or two earlier.

Look how much safety would be developed there on the road that will be used four times as much, at least. The argument you are presenting here for 5 percent of the road could be a tremendous boost if we went ahead on the two-lane and completing the connection between industrial areas. The argument you are making here is an argument for four-lane highways on every road where we have 5,000

cars or more, and there are many on the ABC system. Would you recommend that?

Mr. McMORRAN. I would not take issue with the highway commissioner of your State. I am sure he is the one who should make his own judgment on that particular matter. We have plenty of roads in the ABC system that certainly need updating. I could not deny that for a minute. I am in favor of that. I do believe, sir, that the interstate system should be four-lane. We thought at one time in my own State of limiting it to two lanes in the more sparsely settled areas of the Adirondacks. After we studied it carefully and reviewed it with our own people we decided to build the four lanes. I had an experience not very long ago driving my own car where we came to a section of interstate that dropped back to two lanes. While we did not have an accident it was close to it. It was not all my fault. The other fellow was on my side, too.

I feel very strongly that our position is firm. It is one, I think, I have to maintain.

Mr. SCHWENDEL. You did not answer my question, sir.

I said it would increase the safety by 100 percent if we had a two-lane highway built to the standards we are building the four-lane highways between Sioux City and Council Bluffs and the people there now know it, too. That four-lane highway is of no use to anybody. They would now have a road completed to Des Moines where the traffic would have been four times greater.

I think that your position is wrong, and you ought to review this position, in the public interest. There is only so much money that we have, and, if you levy too many taxes at this level, you do not come back as a Congressman. This is one reason I am concerned about it. This is a precedent we have not had before. I suggest that you rethink this a little more.

Mr. McMORRAN. I am perfectly willing to review it. I must say that I feel my position is firm.

Mr. SCHWENDEL. Somebody gave me a sign, because I am so firm on things at times, too. It reads: "To hell with the facts, I have my mind made up."

Mr. FALLON. Mr. McMORRAN, let me again thank you and your association for appearing here this morning. We appreciate very much the help you have given this committee in the past. Thank you very much.

Mr. McMORRAN. Thank you very much; it is always a pleasure.

Mr. FALLON. We will insert here a statement from Don Clausen, of California.

(The statement referred to follows:)

STATEMENT OF CONGRESSMAN DON H. CLAUSEN

Mr. Chairman and members of the subcommittee, I certainly appreciate your indulgence in permitting me to enter my comments into the record of this subcommittee. While I fully recognize and support the gigantic job being done in the Federal-Aid Highway System, I would like to comment on the specific portion of the present bills—H.R. 9905, H.R. 9906, and H.R. 10055—that affects public lands development roads and trails.

I would urge your committee, Mr. Chairman, in its wisdom, to consider the best points of each of these proposals. I would urge special attention in the area of public lands development roads and trails for a number of reasons.

In the 10-year program for forest resource development, started in fiscal year 1963, development of forest access roads must continue at a rapid pace. Access roads are the key feature of the resource development plan. May I cite two specific reasons:

Continued development of access roads at a rapid pace will double local school district and county government income from timber sales by fiscal 1972.

Three of the counties in my congressional district—Mendocino, Humboldt, and Del Norte—are among those whose local tax bases are limited by heavy public ownership of lands. These counties are listed among the depressed areas of the Nation.

These areas are highly dependent on the percentage payment from Forest Service timber-sales receipts.

It is vitally important that the continued development of access roads be supported to sustain and expand this concept. Without it, the smaller timber operators, and the economy of these communities, would be in jeopardy.

The Forest Service estimates that continued rapid development of access roads will nearly double employment in timber-products industries by 1972. Since 16 percent of all our Forest Service lands are in or near labor surplus areas—and certainly my three northern counties are—this increased employment is vital.

Other powerful reasons can be cited: Access to protect our national forests from fire, insects, and disease; for recreation; and for salvaging resources, such as the large amount of timber blown down during the Columbus Day storm on the west coast in 1962.

May I say in summary, Mr. Chairman, that the forest access roads and trails program is reaping huge benefits. I wanted your subcommittee to be aware of its benefits to my district, and the obvious need to continue it with all due haste.

Thank you, gentlemen.

Mr. FALLON. The subcommittee is adjourned until 10 o'clock tomorrow morning.

(Whereupon, at 12:02 p.m., the subcommittee recessed, to reconvene at 10 a.m., Wednesday, March 11, 1964.)

FEDERAL-AID HIGHWAY ACT OF 1964

WEDNESDAY, MARCH 11, 1964

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ROADS OF THE
COMMITTEE ON PUBLIC WORKS,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to recess, in room 1302, Longworth Building, Hon. George H. Fallon (chairman of the subcommittee) presiding.

Mr. FALLON. The Public Works' subcommittee is continuing on H.R. 9905, H.R. 9906, and similar bills, and H.R. 10055, to authorize appropriation for fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

Our first witness this morning is Gen. Louis W. Prentiss, executive vice president of the American Road Builders Association.

I want to say to you what I said yesterday to the witnesses and those who are guests, that the lack of attendance of members is not because they are not interested in the bill. The lack of attendance is because we are all for it, and there is no opposition to it.

When we have a controversial bill, we have full attendance. But this is a bill which I have not heard one member that I have talked to so far express any objections. That is, of course, one of the reasons why we do not have a better attendance.

The other is that our Brother Harsha has flood control trouble out in his district, and he has to stay close to the telephone in his office. Other members have problems that always happen in connection with these early morning meetings.

General, on behalf of the committee, I want to welcome you here this morning. You always give a very intelligent presentation when you come before us. We certainly have profited by your knowledge and your help, and the help which your organization always has been ready and willing to give to our committee.

You may go right ahead, General.

STATEMENT OF MAJ. GEN. LOUIS W. PRENTISS, U.S. ARMY (RETIRED), EXECUTIVE VICE PRESIDENT, AMERICAN ROAD BUILDERS' ASSOCIATION

General PRENTISS. I thank you.

Mr. Chairman and members of the committee, my name is Louis W. Prentiss, and I am the executive vice president of the American Road Builders' Association.

Mr. Chairman, I am privileged to speak for a national federation of 5,300 highway engineers and business organizations having a direct

interest in and responsibility for the orderly development of our Nation's highways.

We advocate the long-range, soundly financed highway construction program necessary to develop and maintain the highway systems adequate to meet the needs of our growing automobile population, the expanding national economy, and the national defense.

Our members include Federal, State, and local highway officials and engineers, educators, and students of highway engineering schools, and representatives of all segments of the highway industry.

Before commenting on the legislation which is before this committee today, I would like to express the appreciation of our association for the prompt attention given to H.R. 8853, the bill to authorize a comprehensive study of the future needs of the Federal-aid highway systems.

We recommended this as urgent legislation, and we were most pleased that special efforts were made to have the bill passed by the House before the end of the last session of Congress. Enactment of the bill is vitally needed to provide a sound starting point for the determination of the scope and financing of the Federal-aid highway program after 1972.

We are pleased to have this opportunity to come before this subcommittee in support of H.R. 9905, introduced by Chairman Fallon, and the identical bill, H.R. 9906, introduced by Mr. Cramer. While these bills differ from the administration bill only in the amount of authorization for the so-called ABC highway systems, and the difference in the proposed authorization is relatively small, we believe that the difference is, nevertheless, a significant one.

It is a significant difference because the bills introduced by Mr. Fallon and Mr. Cramer reflect the philosophy that in the face of expanding population, both human and automobile, we are not moving fast enough with the program to improve the Federal-aid primary, secondary, and urban systems, and that we should, therefore, in the interest of the public's safety, continue to expand this program.

On the other hand, the administration bill would continue the ABC program at the current level of \$975 million in Federal aid per annum. It is our opinion that this reflects a satisfaction with the current rate of progress which cannot be justified by the facts.

The Interstate System is emerging as a remarkable example of the way that our national highway system can be modernized through intense and coordinated effort.

I want to point out, Mr. Chairman, that the Interstate System has been engineered and built in the interest of safety, and the results of that effort are reflected in the fatality rate, which is only 50 percent of the fatality rate on what might be termed the other conventional roads, and the frequency rate, the accident frequency rate, is only one-third.

But we are not making comparable progress in the modernization of the ABC program. Many heavily traveled routes have the same narrow bridges, sharp curves, steep grades, soft shoulders, and other hazards that they had 25 and 30 years ago, even though the traffic burden has greatly increased.

So we see no reason to be satisfied with the rate of progress we are making in the ABC program, and we regard to \$1 billion per annum rate of Federal-aid authorization as the bare minimum needed to make

satisfactory progress in overcoming the many existing deficiencies of the ABC systems.

The Interstate System and the ABC highways will form a coordinated network of highways that will give superior service to the motoring public, provided that the two programs are kept in balance.

The Federal Highway Administrator, in a recent article on safety, pointed out that when the Interstate highway program is completed, it will have a capability and will save 8,000 lives a year. And in that talk, he pointed out that of those 8,000 lives a year, he computed, I believe, 6,000 as a result of the actual safety conditions on the Interstate System and 2,000 as reflecting a reduction in fatalities that would otherwise occur on the conventional types of highways, but will not occur now because the congestion will be relieved by the 20 percent of the total vehicle mileage that will be carried by the Interstate System.

However, if the ABC program is neglected, we will not have that saving, and it will not provide the feeders, connectors, and distributors to the Interstate System which are necessary to deliver these maximum benefits of which he spoke.

As highway travel increases, the hazards of driving on obsolete roads also increase. The National Bureau of Casualty Underwriters predicts that automobile insurance rates may increase as much as 5 percent in 1964. The Nation's largest automobile insurance company, State Farm Mutual, reports a 14-percent gain in premium income last year, but at the same time reported an underwriting loss of \$12 million. The cost of automobile accidents is shared by every insured automobile owner, whether or not he has an accident.

Reliance on automobile travel has become an integral part of the American way of life. The social and economic effects of highway transportation are wide reaching and profound.

As the late Commissioner of Public Roads, Thomas H. MacDonald, commented many years ago:

We were not a wealthy Nation when we began improving our highways—the roads themselves helped us create a new wealth, in business and industry and land values—so it was not our wealth that made our highways possible. Rather, it was our highways that made our wealth possible.

This increase in wealth is most commonly measured by an increase in the value of land. These increases have been measured numerous times for all sorts of situations, ranging from urban commuter travel to farm-to-market travel. Annual increases in land value of up to 270 percent have been documented in various studies by the Bureau of Public Roads, on the areas opened up by modern safe highways.

It is more difficult to place a monetary value on the social effects of better roads, but there can be no doubt that these effects are far reaching and include some benefits which are not usually realized. For example, one study found that families located on hard surface roads were about four times as likely to maintain membership in churches, civic clubs, and other voluntary organizations as were similar families not located on hard surface roads.

The impact of better highways on health services has had a two-stage effect. In the first stage, doctors were among the first users of the automobile. Automobiles permitted them to increase the number of patients that they could call on—from five-seven to eight-ten.

The second stage occurred when the use of the automobile became more general and the practice of making home visits declined and the

patients, having achieved increased mobility, made it a general practice to visit the doctor's office. The typical doctor sees from 15 to 35 patients daily, an increase of doctor productivity which can largely be attributed to the use of improved highway transportation.

Numerous other social effects have been noted. Highways have improved the mobility of the labor forces, giving workers access to jobs which previously were denied because of the lack of suitable transportation.

In Detroit, for example, one out of five workmen are reported to travel over 10 miles to work. Many so-called farm-to-market roads have become home-to-work roads as a result of industry's decentralization and the dispersal of the labor force into the outer fringes of suburban areas.

Improved roads and schoolbuses, making possible the consolidated school, have caused the number of rural 1-room schools to decline from about 190,000 to 25,000 during the past 40 years.

Other educational improvements due particularly to improved highway transportation are gains in school enrollment and gains in the average attendance of rural pupils.

As our college-age population increases, it has become apparent that it would place an intolerable burden on colleges and universities if these institutions had to provide living facilities for all students. Commuting from home to college has become common and will, undoubtedly, become more common as college enrollments increase.

The economic impact of improved roads on areas of chronic economic distress is a matter of special interest at a time when this country's general prosperity is not shared by some localities with special problems.

There are three main varieties of distressed areas—manufacturing centers, such as the textile manufacturing cities of New England; distressed mining areas, where mechanized mining methods have drastically reduced employment; and distressed agricultural areas, where, for various reasons, farmers have lost the ability to remain competitive in the national agricultural economy.

Highway transportation can play a vital role in the economic improvement of distressed manufacturing centers because highways are a dominating force in attracting new industries and in the renewal of blighted areas of the community.

In Massachusetts, the radius of easy commuting by automobile for workers living in distressed cities was significantly increased, enabling these workers to travel to new jobs in new factories, particularly in the burgeoning electronics industry concentrated on the Boston circumferential.

The problem of providing for the economic rehabilitation of distressed mining areas is a complex one, of course, that cannot be solved simply by building roads. But it is self-evident that the isolation of these centers and the lack of an adequate highway transportation system within the mining areas is a major deterrent to the development of new industries and the exploitation of recreation resources.

Better roads may also be valuable in improving the economic base of distressed agricultural areas. Although the prospect for reviving agriculture in most of these areas appears bleak, better roads would make it possible for a greater number of rural dwellers to commute to jobs in town while growing much of their own food at home.

Some predominantly agricultural areas near metropolitan centers have good prospects for economic development as centers of manufacturing and tourism.

Highway construction plays an important role as a generator of employment.

As the Bureau of Public Roads reported recently, highway construction this year will provide employment for an estimated 870,000 workers. This includes 370,000 on-site employees, and 500,000 persons in off-site jobs in the production, supply, and transportation of highway construction materials and equipment.

The grand total of 1,370,000 includes an additional 500,000 persons who are employed full time by Federal, State, county, and municipal highway agencies to plan, design, supervise, maintain, and operate streets and roads.

An April 1963, report of a study by the Bureau of Labor Statistics of the labor requirements of the highway program includes this statement:

All major parts of the economy are involved directly or indirectly to some degree in the construction of highways, so such construction activity generates employment throughout the economy.

It should be noted that highway construction generates employment not only in all major sectors of the economy, but also in all sections of the country. The ABC program in particular provides on-site employment in every locality, since these Federal aid roads traverse every county of the United States.

The Bureau of Labor Statistics study found that highway construction generates 216 man-hours of employment per \$1,000 of construction contract value, divided as follows:

On-site construction-----	91
Off-site:	
Construction -----	5
Manufacturing -----	65
Trade, transportation-----	38
Mining-----	9
Other industries-----	8

Total, man-hours-----	216

If we extrapolate this 216 to the increase in Federal aid which is a matter before this committee, and if we consider that the \$25 million of Federal aid is going to be matched with \$25 million of State funds, we are talking in terms of \$50 million, and \$50 million would produce 10,800,000 man-hours of work. Or if we reduce it to man-weeks of work—270,000 man-weeks of work.

The total payroll of the 1,370,000 people employed in highway construction, and by governmental highway agencies, is difficult to estimate, but \$5.9 billion seems a reasonable figure.

While the highway industry is an extremely important segment of the national economy and one in which widespread employment opportunities can be quickly generated by an expansion of the program, the most important economic effect of highway construction is that triggered by the completion of the roads.

The new road openings across the country are setting off chain reactions of industrial and commercial activity. They are the catalysts for the economic growth that we must have to provide jobs for the millions of young people who are joining the labor force each year.

The automobile provides one out of every seven jobs in the United States.

A country that leans so heavily on the automotive industry for employment and relief from unemployment problems certainly should take all steps necessary to insure that the product of this industry will have safe, adequate, modern roads on which to roll.

So we urge the committee to report H.R. 9905, carrying the \$25 million incremental increase in the ABC authorization.

In conclusion, we thank the committee for the consideration it has given to the American Road Builders' Association in the past and for the opportunity to present our views today.

Thank you.

Mr. FALLON. General, I want to thank you for your excellent statement.

Yesterday it seemed that some of the members interrogating the witnesses were trying to find out just what is being done, particularly when safety is concerned, in the highway program. I do not think that the members got an entirely satisfactory answer.

In your statement you are largely concerned about the ABC program, realizing that these roads must be kept in balance, one with the other, and that it is necessary to keep them in balance.

We talked about accident rates yesterday. Figures were given that were very much the same as yours this morning, chiefly that a large percentage of the accidents occur on secondary roads.

I was thinking, too, that very seldom do I perceive a schoolbus on the Interstate System. Most all schoolbuses travel into the community on secondary roads.

It seems to me that it is important that we stress more the ABC roads in the future, because of the problems and commitments we made, not only to the Congress but to the public, when we passed the 1956 act. We received our major support because of the commitments for the ABC program, in order to get the Interstate System passed.

You, too, have brought out in your testimony that \$25 million put into the road program per year under this act generates another \$25 million that has to be matched by the States, whereas on the Interstate System we put up \$1 million to \$10 million. So it is really 50-50 against 9 to 1.

With regard to the importance to the economy as far as spreading this work over the country is concerned, you also brought out, which I think was important, that this goes into every county and every segment of the States, and that it is better spread than if we just put it all in the Interstate System.

I am certainly glad that you and your organization are supporting this increment increase, which I think is not only necessary, but the right thing to do at this time.

Mr. Blatnik?

Mr. BLATNIK. No questions.

Mr. FALLON. Mr. Baldwin?

Mr. BALDWIN. General Prentiss, yesterday we had testimony by Mr. Whitton, which indicated that, according to his present estimate of disbursements versus amount coming into the trust fund, in 1969 we will reach the lowest marginal point, where there will not be more than \$20 million clearance in the trust fund.

Now, it was pointed out in the discussion yesterday that there are being efforts made now to draw funds out of the trust fund for other purposes.

I can see some justification, from a theory standpoint, in drawing out aviation fuel, because it does not relate directly to highway use, or drawing out motorboat fuel, but the effort to raid the trust fund to take out 2 cents a gallon for taxicabs to me is just unconscionable. But, nevertheless, this came out of the Ways and Means Committee with apparently no noticeable opposition in the committee.

It is perfectly obvious that with this kind of raid going on, the purpose for which you are trying to work would be defeated, in part, because any reduction in the funds from which the payments come would obviously make it more difficult to have any further increases in the ABC expenditure and might make it difficult for us to hold what we have got.

Now, what stand and what efforts has your organization taken to defeat H.R. 5050, which would take \$7 million a year out of the trust fund and give the taxicab companies a 2-cents-per-gallon rebate?

General PRENTISS. So far, Mr. Congressman, we have not appeared before the committee. That was before the Ways and Means Committee?

Mr. BALDWIN. That is correct.

General PRENTISS. We have not appeared before them on that. We were not invited to, and we have not appeared.

We are not in favor of it.

Mr. BALDWIN. Let me say this bill is still pending. It came out of Ways and Means. It apparently will next go to Rules.

I hope that you and the members of your organization, not just one member, but all of them, will start some correspondence flowing to the Members of Congress, because this kind of bill could slip through just because nobody knows anybody opposes it. And yet this is a direct attack on the very principle of the highway trust fund from users that are using our highways.

General PRENTISS. I agree a hundred percent.

I would like to make a statement concerning the theoretical logic of cutting off the aviation tax from the highway trust fund.

In my estimation, one of the greatest problems with which modern aviation is faced today is the fact that we spend, I spend, twice as much time going to and from airports as I do in the air going from airport to airport. And with modern planes flying faster and faster, we are going to have an even more out of balance ratio.

And in my estimation, the one thing that is going to help aviation more than anything else is to have adequate, high speed, safe highways from every airport into the center of every community that they serve.

And—may I finish this?—in many cases they are not on interstate highways, and even if an interstate highway runs nearby, they have to be connected. And I think that one of the major contributions that the highway industry can make to the aviation industry is to see to it that our airports are properly connected to our cities.

Mr. BALDWIN. I would just like to make a comment on that.

I did not mean to imply by my statement that I am necessarily enthusiastic about taking even aviation fuel out of the program, but to

me it is absolutely unconscionable to allow taxicab companies to get a 2-cent rebate, when their vehicles are using the highways all the time, and much of the time those highways that they use are federally aided highways.

But nevertheless, that bill has come out of the Ways and Means Committee, just because nobody apparently has so far expressed themselves. And I hope that you and your members will collectively express yourselves to the Members of Congress soon, before this thing comes up before the Rules Committee.

Mr. BLATNIK. It is good to see you again, General.

Between the time the passenger starts for the terminal and the time when he is actually in flight, a succession of accidents have been reported. I heard one air traveler comment to the other as he looked at the newspaper. He said, "Well, I guess flying isn't yet as safe as it is cracked up to be, is it?"

His companion said: "Nope, you still have that limousine ride to the downtown hotel."

Mr. KLUCZYNSKI. Mr. Chairman, I had a comment.

Happy to have you before this committee this morning again, General. You made a splendid statement, one that will be very beneficial to this committee.

But you quote, here, the late Commissioner of Public Roads, Thomas H. MacDonald. I was very much impressed with this, because I am one of the oldtimers and drove an automobile way back in 1910. Of course, I will not tell you my age. You quote him as saying:

We were not a wealthy Nation when we began improving our highways—but the roads themselves helped us create a new wealth, in business and industry and land values—so it was not our wealth that made our highways possible. Rather, it was our highways that made our wealth possible.

A wonderful remark, and I am going to take occasion to quote it.

It has been good to have you here, General.

Mr. FALLON. Well, General, I think the members are more than satisfied with what you have said. I have heard no criticism of your remarks here this morning. I think I might say that your statement was all meat.

It is good to have had you here.

Mr. FALLON. Mr. Rogers?

Mr. Rogers has appeared before this committee before.

We are very happy to have you again, Mr. Rogers, because you represent an organization which has contributed much to the success of this highway program, along with your able assistant, there, Mr. James Sprouse, who is a very familiar figure around the Capitol.

**STATEMENT OF W. RAY ROGERS, PRESIDENT, THE ASSOCIATED
GENERAL CONTRACTORS OF AMERICA; ACCOMPANIED BY JAMES
M. SPROUSE, DIRECTOR, HIGHWAY AND HEAVY DIVISIONS**

Mr. ROGERS. Mr. Chairman, my name is W. Ray Rogers. I am president of the Rogers Construction Co. of Portland, Ore. My company is primarily engaged in highway construction and has been since 1934. It has participated in construction of the Alcan Highway and extensive sections of U.S. 30 along the Columbia River, among many other highway projects in Oregon, Idaho, Washington, and Alaska.

I am appearing before you today not only as a highway contractor, but also as president of the Associated General Contractors of America, an organization of more than 7,500 general construction contractors. About 3,200 of our members are engaged in highway construction, either exclusively or in conjunction with other types of construction.

Because of our association's interest in highways, and because of the nature of the bills you are considering in this hearing, it is a pleasure for me to present the views of the Associated General Contractors on these measures and other matters affecting the highway industry.

SUPPORT FOR H.R. 9905 AND H.R. 9906

We strongly support the identical bills, H.R. 9905 and H.R. 9906, which are the subjects of these hearings. We believe the measures go a long way toward helping to create the kind of financing schedule that highway contractors like to see, namely, one that is continuing, orderly, and foresighted.

We are particularly gratified to see the bills recommend an increase in authorizations for the Federal-aid primary and secondary systems and their urban extensions (the ABC program) from the current rate of \$975 million annually to \$1 billion beginning in fiscal 1966.

We believe that this recommendation carries out the full intent of the Congress, as laid down in the Federal Aid Highway Act of 1956.

While not specifically stating so, the 1956 act implied there would be progressive increases of \$25 million each year in funds authorized for the ABC program until an annual authorization of \$1 billion was reached. We are gratified that these bills recommend attainment of this goal.

We believe there are solid financial reasons for this authorization at this time. Among other things, it will improve and expedite our nationwide network of arterial roads, help the ABC system move forward with the interstate program, accelerate the improvement of secondary highway systems, and improve urban extensions of these systems—all of which are urgently needed for the development of cities, the utilization of natural resources, and the promotion of the Nation's industrial and agricultural growth.

New and better highways offer one answer to the problems of unemployment and urban congestion. It is estimated that highway construction will provide employment for 870,000 workers this year, either one the job site or in furnishing equipment and materials.

Improved highways can also help to answer the question perplexing so many of our cities and towns: How to attract new industry?

None of these reasons for a better highway system is more important than that of promoting the industrial development of the country. Surveys show that the chief factors involved in business decisions concerning plant location are based primarily upon the availability of markets, raw materials, and labor supply. The No. 1 factor affecting industry's decision of locate in a certain area is good transportation.

These are some of the reasons we strongly support the authorization proposed by these bills. We also know that better highways will help to reduce the appalling annual toll of highway accidents. Traffic accidents take an average of more than 100 lives a day in this country,

and injure more than a million persons annually. It has been demonstrated that better highways reduce accidents and save lives.

Federal Highway Administrator Rex M. Whitton stated, on February 10, 1964, that approximately 3,000 persons who might otherwise have been killed in traffic accidents in 1963 are alive today because of travel on sections of the Interstate System now open to traffic. We can expect this safety figure to rise in proportion to the number of miles of modern highways opened to traffic.

More miles of highway were built in 1963 than in any previous year. All of us in the highway industry take pride in the latest Bureau of Public Roads figures showing that 166,035 miles of the ABC system have been completed since 1956, and that work on another 20,000 miles was underway at the end of 1963.

This record has been achieved as a result of steadily increasing efficiency in highway construction through continuing improvements in methods and equipment.

I want to take this opportunity to reiterate the AGC's increasing concern about certain legislation which hinders construction progress. I am thinking of periodic raids, or attempted raids, on the highway trust fund, whether on the part of Federal, State, or local governments or special interest pressure groups.

One bill, H.R. 5050, for example, would divert an estimated \$7 million or \$8 million annually from the fund. Multiplied by the remaining years of the trust fund's life, this diversion totals between \$70 and \$80 million, or enough to build more than 70 miles of interstate highways.

Another, H.R. 3846, would take an estimated \$284 million from the highway trust fund during the remainder of its life, for the purpose of establishing a "land and water conservation" fund. This, in turn, would build approximately 284 miles of interstate highways.

We certainly feel that, if these funds are taken away from the highway trust fund, they must be replaced.

Measures such as these can slowly erode the functions and goals of the trust fund as originally conceived. We do not think the trust fund, so vitally necessary to the country's highway construction program, should become a convenient source of money for special interest groups.

At the AGC's recently concluded 45th annual convention, March 2-5, the association approved the following resolution in regard to the trust fund:

The 45th Annual Convention of the Associated General Contractors of America, March 2-5, 1964, views with deep concern proposals now before the Congress which would transfer funds from the highway trust fund for nonhighway use; reaffirms its strong conviction that the integrity of the highway trust fund must be protected; and again urges the 88th Congress to enact legislation which will prevent the use of trust funds for any purpose other than the construction of highways and administrative expenditures of the Bureau of Public Roads.

Members of this subcommittee, I am sure, are aware of the importance of protecting this fund from attempted raids, because any diversions reduce the amount originally intended to be used for the orderly financing of the expanded highway program.

We object to any reduction in the amount of the trust fund, and therefore we urge that any diverted funds be restored by the Congress, either from the general fund or from additional revenue.

While wages and prices have advanced substantially since 1956, the cost of highway construction has remained relatively stable. Average hourly earnings of highway construction workers rose 33.8 percent from 1956 to 1963. Equipment ownership cost went up 17.4 percent. During the same time, contractors' bid prices increased only 2.9 percent.

We believe that this speaks well for the efficiency of the highway construction industry. We believe also that it argues for the continuation of the highway program at a slightly accelerated pace, since any slowdown would inevitably reduce efficiency, while a suitable increase in tempo could be expected to improve efficiency.

Therefore, we hope this subcommittee, and the Congress, will approve H.R. 9905 or H.R. 9906.

With your permission, Mr. Chairman, I would like to further read a resolution of our 45th convention.

Mr. FALLON. Go right ahead, Mr. Rogers.

Mr. ROGERS (reading):

Whereas the National System of Interstate and Defense Highways is being carried rapidly toward completion by the scheduled date of October 1, 1972; and Whereas the Federal highway trust fund expires on that date; and

Whereas the continuing growth of the Nation's population and economy, and of its related transportation needs, gives evidence of need for continuing highway programs after that date, and

Whereas the Federal-aid highway program has been a vital force in the dramatic expansion of the Nation's productive capacity, and in enhancing the well-being of its citizens for over 40 years, and

Whereas it is in the national interest that the Federal-State relationship that has made this program possible be not terminated in 1972 but rather continued and strengthened: Now, therefore, be it

Resolved, That the Associated General Contractors of America, assembled in its 45th annual convention, March 1-5, 1964, call upon the Congress to authorize and direct the Secretary of Commerce, with the cooperation of the State highway departments and, through them, with the cooperation of the cities and counties, to undertake immediately a study to determine highway needs after 1972, and to recommend to the Congress a Federal policy with respect to highways to meet these needs most effectively; and that

The study include, but not be limited to, a review of the desirable extent of the National System of Interstate and Defense Highways, the requirements by States of Federal-aid primary and secondary or other systems of highways, the street and highway needs in urban areas, the most appropriate basis of sharing the costs among the several levels of government in relation to the interests of each in the several highway systems, the problem of reimbursement for toll or other roads included in the National System of Interstate and Defense Highways, and such other matters as the Secretary or the States believe appropriate; and that

The study be completed and reported to the Congress no later than April 1967.

Mr. FALLON. Mr. Rogers, I cannot tell you how much we appreciate your coming up this morning and giving us this very fine statement in regard to the resolution passed by your meeting, March 1-5.

I guess you know that this committee reported out a bill directing this type of study. It was passed by the House without a dissenting vote, and it is presently before the Senate.

Of course, it is the wish of this committee and the House that the Senate act on this resolution speedily, so that we can get it underway by direction of the Congress.

However, in testimony given yesterday before the subcommittee by Mr. Rex Whitton, the Bureau of Public Roads in cooperation with the State highway officials, at their first meeting held this week, are laying

the groundwork for this study. It is already underway, even though it has not officially passed both Houses.

Mr. BALDWIN. Mr. Rogers, I just want to congratulate you for the stand you have taken in your statement against H.R. 5050, which is the bill in which they give taxicabs 2 cents a gallon rebate from the trust fund.

I notice you have stated on page 5 :

We object to any reduction in the amount of the trust fund, and therefore we urge that any diverted funds be restored by the Congress either from the general fund or from additional revenue.

I personally do not think there is much likelihood, at least at the present time, if any funds are diverted, that Congress is going to pass any appropriations from the general fund. I cannot visualize the present Appropriations Committee of the House doing that. So what it boils down to is to endeavor to avoid the diversion.

May I ask what steps your organization and members are taking to endeavor to bring your views against H.R. 5050 to the attention of all members of the House before the bill comes before the Rules Committee or on the House floor?

Mr. ROGERS. We are writing letters and contacting Congressmen.

Mr. BALDWIN. I hope very much that you will make a real determined effort, because, as I mentioned earlier, H.R. 5050 apparently sneaked through the Ways and Means Committee without a dissenting vote, and this is the kind of thing that can happen if no Member of Congress appears on a bill. They just assume that the committee had good information, and vote it out.

So if H.R. 5050 is to be defeated when it reaches the House floor, it is going to have to be defeated by the interested people letting their Congressmen know this is an improper bill.

I hope you will take an active part in that.

Mr. ROGERS. We certainly will.

Mr. SCHWENGEL. First, Mr. Rogers, I want to say it is good to have a representative of the Associated General Contractors of America before us. I have known you people very well, and my experience with them dates back to the time when I was a member of the Iowa Legislature. I imagine we had some people, like Mr. Crowley, whom you probably all know pretty well, and, before him, Mr. Miller.

It is good to have your statement and your testimony on some of these things here today as we consider this very important legislation.

I do have a question that I would like to raise, and I think it ought to be a part of this record.

You mention the employment of workers now in the building program, involving something like 870,000 workers that would be working this year on a highway building program.

I suppose you mean the total building program, and not just the interstate program. Is that right?

Mr. ROGERS. Yes.

Mr. SCHWENGEL. Somebody ought to have for us, and we ought to have in the record somewhere, a statement on what increase of employees we are going to have to have for the maintenance of the Interstate System and the other improved highways at the completion of our highway system. I think this ought to be a part of the record, also.

Is anyone doing a study on that? Do you have those figures?

Mr. ROGERS. I do not believe we have them with us, no.

Mr. SCHWENGEL. If they are available somewhere, I would like to have them myself, and perhaps you can make them available to the committee for the record.

Mr. ROGERS. We can make them available to you, sir.

Mr. SCHWENGEL. All right.

(Figures referred to follow:)

Question. What is the expected increase in the number of employees who will be needed to maintain the Interstate System and other improved highways at the completion of the present highway program?

Answer. There have apparently been no formal nationwide studies undertaken on this subject by the highway industry.

Mr. SCHWENGEL. Now, on page 4, you make reference to the savings, and I think this is quite a significant thing. But when we translate it into dollars, when we lose lives—and we had some eloquent testimony on that yesterday—I think your testimony ought to show how much money we save when we save lives. That is a plus. You stop short of that. I think if you could transpose that into dollars and cents, it might be very worthy to add it to your testimony.

Mr. ROGERS. We can give it to you.

(The information follows:)

Question. What is the amount of money saved from improved highways which result in the savings of a number of lives?

Answer. The Bureau of Public Roads has estimated that by 1973 the Interstate Highway System will save an estimated 8,000 lives per year. At the same time, it is projected that savings resulting from a reduction in highway department operating costs, savings in time, savings from accidents, and savings brought about through comfort and convenience will realize an estimated total savings of \$9 billion.

In addition, the National Safety Council estimates that improved highways will realize a savings of \$150,00 per life. This figure is based, we understand, simply on the average savings in property damage and insurance payments due to less accidents or improved highways in urban areas.

Mr. SCHWENGEL. Also at page 4, you make reference to the pressure groups who are trying to divert money and otherwise hamper the trust fund. I think you ought to name those pressure groups.

Mr. ROGERS. I would say one would be your taxicabs, wanting to get the 2 cents off, and the diversion of some money to your waterways would be, too, I would say, right offhand.

Mr. SCHWENGEL. You mention the taxicabs, and I agree with you completely. They have an obligation to help maintain the roads in the urban areas as much as anyone else, indeed more, because their business depends on good highways and streets and roads between communities.

I do question your position on H.R. 3846, because I realize how important it is to save the soil and to conserve water in America. We are never going to have any more water than we are now getting. I do not know whether you know or not, but you ought to know, that we have lost, in Iowa, 50 percent of the top soil now, since we started farming.

And part of this is because we have enough funds to underwrite the cost of completing a watershed program, which is soil-conserving program, which is so very important, and when you do that, you also save water.

So I would hate to have you take a position, as an organization, against this, because we are going to have to have the help of a lot of you contractors to help us complete this program, too.

So maybe it would be better not to oppose this program, but to find some ways and means to substitute this money that is lost in this kind of legislation. I think that there may be a real good argument for this bill, and I just want to make a point of that.

Mr. ROGERS. I do not know as we are entirely against it, but we are against raiding the funds, and not replacing the money that you take out of the funds.

Mr. SCHWENGEL. I am glad to have that observation.

Now, there is one other set of figures that you could help us get, as we consider this roadbuilding system. That is the figures on the overall economic advantage that we talked about earlier, when we talked about building the roads originally, and your organization gave some very eloquent testimony when we were considering the initiation of the interstate highway building program, and we ought to take a look and see whether or not we were wrong or right. My guess is that we were more right than we knew.

So if somebody could get the figures on the overall economic advantage to the country that this interstate highway in particular is giving to our country, I think it would be very valuable and important testimony, and ought to be part of our record, and ought to be before us.

Mr. ROGERS. We will get that for you.

(Information referred to follows:)

Question. Economic advantages brought about by the Interstate Highway System.

Answer. One theoretical estimate puts the ratio of economic benefit to highway cost at about 4 to 1. This would mean that the economic benefits to be derived from the \$41 billion Interstate Highway System is about \$164 billion.

Economists and researchers concede this is a difficult projection to make due to the many various factors necessarily involved.

Study papers have, however, indicated the extent of the impact of highway construction on the economy. An article in *Engineering News Record* a few years ago suggested that a growing economy needs a highway construction program of about \$10 billion per year.

A paper by Washington Economists Robinson Newcomb, entitled "Highway Planning for a Growing Economy," asserts that "a highway program must be one which recognizes and serves an economy growing at a 3½ to 5 percent rate per year."

About 10 years ago, Professor Ralph A. Moyer, of the University of California, made an analysis of the savings that would accrue to motor vehicle users of the California Interstate System in 1975. According to the study, the average annual motor-vehicle-user savings on the urban sections of the California Interstate System would be \$235,842,000. The average annual savings on the rural Interstate System in California would be \$89,766,700, the study said.

A more recent study of highway construction economics, which members of the committee might be interested in reading, was published in the Highway Research Board's Bulletin 306, January 9-13, 1961. The study is entitled "Economic Concepts of Highway Planning," by Tillo E. Kuhn, University of California, Berkeley.

Mr. SCHWENGEL. The public should understand this, too, and then they will be more willing to support an accelerated program.

Mr. FALLON. Will the gentleman yield at that point?

I think it has been before this committee several times that the ratio of benefits to cost is about 4 to 1.

Mr. SCHWENGEL. I knew that, but I think there were some general figures that we ought to have here, and they ought to be updated.

Mr. FALLON. That is four times the money that we are spending in the construction of highways. That would be the economic benefit.

Mr. SCHWENGEL. That is one approach to it, but there are some other approaches to it that would make even more eloquent testimony than this. This is the reason I raise the question.

Mr. FALLON. I am sure it is higher.

Mr. SCHWENGEL. After the bill for the interstate highway system was passed, we discovered there were some inequities so far as contractors are concerned, because under certain circumstances you had to wait an unusually long time to get your money under the contracts, and so we worked out an amendment with you that I sponsored, and we worked with the chairman of the Roads Subcommittee and got that amendment passed, and I wonder if you are in a position to say that our estimate of savings is an advantage that comes to both the contractor and the State and Federal Government. Do you have any comments on that?

Mr. SPROUSE. As I recall, this was your amendment which permits payment for stockpiled materials.

I think I can assure you, sir, that the savings to our industry are substantial.

Mr. SCHWENGEL. And it is helping especially the smaller contractors a good deal?

Mr. SPROUSE. That is right. We are now paid for materials, as they are purchased by the contractor, earmarked for the contractor, even though they may be still stored in the fabricators' warehouse. Once we have produced a bill of lading and show we have paid for this, the States will now pay for it.

This reduces the cost of financing the operations and reduces the interest cost, and it is a substantial saving.

Mr. SCHWENGEL. I think it might be well to take a look at that again. I think it is very worthwhile legislation that you, initially, sponsored, and I helped you sponsor, and in cooperation with the chairman of the committee, you will remember that we got unanimous consent to get it enacted into law. So this is a fine contribution you have made.

Mr. SPROUSE. It would be a pleasure to furnish you with some figures on this.

Mr. SCHWENGEL. I would like to have them.

(The information follows:)

Question. What are the savings to contractors as a result of the Schwengel amendment which permits payment for stockpiled materials?

Answer. This is actually another difficult figure to document. It is generally recognized, however, that it has brought about great savings to the contractor. This is easily seen in the reductions it has made possible to the contractor in the cost of financing through reduced interest payments.

The substantial savings realized by the contractor because of this amendment are in turned passed on to the State, the Federal Government, and the taxpaying public, in general.

Mr. SCHWENGEL. Again, it is a pleasure to have you, and thank you for this opportunity.

Mr. FALLON. Any further questions?

Again, on behalf of the committee, let me thank you for coming up here this morning.

Mr. ROGERS. We thank the committee for letting us appear.

Mr. FALLON. Mr. Zumwalt.

On behalf of the committee, I want to thank you for coming here this morning.

If you will just go right ahead with your statement, the committee will be very pleased to have it.

**STATEMENT OF EUGENE V. ZUMWALT, ASSISTANT DIRECTOR,
RANGE AND FOREST MANAGEMENT, BUREAU OF LAND MAN-
AGEMENT**

Mr. ZUMWALT. Thank you, Mr. Chairman.

We appreciate the opportunity to appear before you on H.R. 10055 and related bills H.R. 9905 and H.R. 9906. These bills, among other things, authorize the appropriation of funds to pay the cost of construction of public lands development roads.

My remarks will be limited to Bureau of Land Management requests under the item "Public lands development roads and trails." H.R. 10055 authorizes the appropriation of \$2 million in fiscal year 1966 and in fiscal year 1967. We recommend the enactment of this bill.

The Bureau of Land Management administers a little over 157 million acres of public forest land in the Western United States and Alaska, of which approximately 44 million acres are classed as commercial forest land supporting a stand volume in excess of 200 billion board-feet. In addition, some 278 million acres of other public lands in the Western United States and Alaska must be managed, protected, and developed.

A usable road and trail system is essential to the proper management of all of these lands. Some of this land is presently accessible by primitive roads, many of which are unsafe for public travel. Recreation pressure on all of this land further emphasizes the need for a safe and usable road system.

Roads needed for timber harvest have been constructed in the past by timber sale agreements. This practice will continue to be followed where the timber volumes will carry the cost. Much of the needed road system will be for all management uses and traffic volumes will be considerably in excess of that supported by the timber harvest.

The standards for our road construction are the minimums that can be supported by the estimated traffic volumes. It is estimated that a road system to properly manage the property will eventually require some 122,000 miles of roads.

Trail mileage will generally be minor, and will be for recreation and protection access to areas where it would be uneconomical to construct roads. At present our system consists of 52,000 miles of roads, much of which is inadequate and must be rebuilt.

The fiscal year 1966 and fiscal year 1967 authorization level of H.R. 10055 will permit the construction and reconstruction of some 250 miles of roads, including the necessary surfacing and bridges. A limited amount of the money would be used to purchase roads that have been built by private operators where the road and right-of-way are essential to proper management of public lands.

A portion of the money would be used each year for the survey and design of roads that will be planned approximately 2 years in advance of construction. Thank you, Mr. Chairman.

Mr. FALLON. Mr. Zumwalt, I notice that you testified on H.R. 9905, which involves \$2 million less in fiscal years 1966 and 1967 for public lands development roads than the other two bills introduced by Mr. Cramer and myself. Do you feel that the \$2 million a year for fiscal 1966 and 1967 is sufficient?

Mr. ZUMWALT. That amount is in keeping with the departmental report and the President's budget.

Mr. FALLON. And you are only asking for \$4 million for the 2 years?

Mr. ZUMWALT. Yes, sir; \$2 million each year.

Mr. FALLON. Thank you very much. Any questions?

Any questions, Mr. Cramer? Mr. Baldwin?

Mr. BALDWIN. Mr. Zumwalt, as I understand it, this classification of public roads and trails development was a new classification which we added to this bill 2 years ago.

Mr. ZUMWALT. That is correct.

Mr. BALDWIN. The figures of \$2 million and \$4 million that we had in the bill 2 years ago—were those sums that were in accordance with the departmental recommendation?

Mr. ZUMWALT. Yes, sir; I believe they were. We reported on the departmental recommendation.

Mr. BALDWIN. I see. I just wanted to get a picture of the background on this. Thank you.

Mr. SCHWENGEL. I would like to ask the gentleman a question about these parks, and the people who visit these recreational areas. In Iowa, we have some parks that we furnished for the public, and we charge people who come in to use the park. If they stay all night, they pay a little more. It is a very nominal fee, very small; and, if we just go in for a picnic, it is an even smaller fee. There is a fund to keep up the park, including the roads.

Has the Federal Government ever explored the possibility of doing this in all of their parks?

Mr. ZUMWALT. Yes, sir. In this connection, we are speaking about the public domain lands. The Park Service, of course, is working on that, and the Secretary is working on that angle of it now.

However, on the public domain lands, where we are administering our resource management work, we have no recreation program, as such. We do not have the authorization or the funds to expend on that at the present time, except, in a very limited way, under special authorization.

However, the people use these spots, whether or not there are any facilities there, and it results in sanitation problems, protection problems, so far as fire goes, and in many cases it is necessary to have some safe roads for the safety of the people themselves.

But, we are not constructing roads that are primarily for recreation purposes at this time.

Mr. SCHWENGEL. You are constructing roads that are necessary to take care of and maintain public lands and accommodate the people the Government enters into contract with?

Mr. ZUMWALT. That is correct, sir. Primarily for resource management. And the public, of course, are able to use the roads. And it is only in cases of severe fire hazard where we might possibly close off a road. Otherwise, they are where it might be dangerous, through

logging and so forth, and we would keep the public off temporarily for their own safety. Otherwise, the roads are open to the public.

Mr. SCHWENDEL. In connection with the people using the roads, the people use the roads, buy the gasoline, and pay State taxes, do they not?

Mr. ZUMWALT. Yes, sir.

Mr. SCHWENDEL. Have you ever explored the possibility of requiring States to cooperate with the Federal Government on the road-building program, since their citizens benefit from the road system? There is an indirect, and often a very direct, benefit that goes to the citizen of the State.

Mr. ZUMWALT. That is certainly correct, and where the roads become of such use—for example, if you need to use the roads for school buses, or for public conveyances and that type of thing, we feel that then they should become either county highways or State highways, and we encourage the counties and the States taking over the roads when they have reached that stage.

Mr. SCHWENDEL. But, should we not have a law that would require the State to share in the cost of those, since they are of direct benefit to the citizens of the State and/or any people from other States who would come there?

Mr. ZUMWALT. They certainly are of direct benefit to the State, and in that respect they could well help out on the cost; yes.

Mr. SCHWENDEL. I think we could well think of getting money from this source, because this is a definite asset to the State. The State pays for the road that leads up to the park or recreational area, and their full share in the ABC program and other Federal programs; so, it might be well for us to give some consideration to this factor and to this source of income. That is a legitimate request, I think, on your part and on our part.

Mr. ZUMWALT. You are speaking now of, primarily, recreational use, sir?

Mr. SCHWENDEL. Recreational and/or other roads that are used going through those areas. Many of them go through huge public land areas on to some other point beyond and, in situations like that, certainly the State has some obligation.

They have great advantages for their citizens and, therefore, ought to share in the cost of these roads. I think this would be a good way for you to get some more money without penalizing some of the other programs that are so very, very important, and much more important in many respects than this request of yours, it seems to me.

Mr. BALDWIN. Would the gentleman yield?

Mr. ZUMWALT, we now have two classifications in this bill: One, this new classification, established for the first time 2 years ago, of public lands development roads and trails; and then, the classification which we have always had, of public lands highways?

Now, as I understand it, public lands highways are highways that simply go across public lands. They are used as a means of transport across public lands and, therefore, they fall under the jurisdiction of the U.S. Bureau of Public Roads, and they testified on that phase of this bill yesterday.

But it would indirectly, undoubtedly, have a favorable effect on access to public lands, because it would provide a means by which you could have feeder roads, like development roads, off of it.

Now, the Bureau of Public Roads yesterday testified that they favored the administration bill on the public lands highways, \$3 million a year for the next 2 authorization years, as compared to the \$9 million which were authorized each year 2 years ago.

It is my recollection that the \$9 million came as a result of an action taken in the Senate. A number of individual Senator apparently wanted to have some individual specific roads spelled out or referred to as much as possible, which we in the House fought against in the conference committee, and at least got such a reference considerably watered down.

Now, is this reduction from \$9 million back to \$3 million per year in accordance with your thinking, even though the Bureau of Public Roads was the one that testified on this point?

Mr. ZUMWALT. Well, the public land highways certainly would be of benefit to public lands, it is true. We do not receive any money, as you have mentioned, from that fund.

From the standpoint of a cutback in the amount of money for public highways, this would be bound to have an effect on transportation through public lands. In that way, it would certainly have a direct effect.

Mr. BALDWIN. Do you have any comment for or against \$9 million versus \$3 million for these public land highways? What is your position on the two bills, the Fallon bill, the Cramer bill, with \$9 million per year, and the administration bill with \$3 million a year? What is your position on those two sums?

Mr. ZUMWALT. The State public roads has to do with those highways, so I do not believe that we could comment on that at this time. We have no money from the public land highways fund.

Mr. BLATNIK. Are not those public lands under your jurisdiction, Mr. Zumwalt?

Mr. ZUMWALT. Yes, sir, public lands are, but so far in the past we have not received any money from the public land highways funds.

Mr. BLATNIK. These are public lands that are under your jurisdiction, but the public roads that are going to be built through or across those come under the Bureau of Public Roads jurisdiction?

Mr. ZUMWALT. The Bureau of Public Roads.

Mr. BLATNIK. Who makes the decision when or whether or not a public road is feasible or necessary or justifiable to cross those public lands? Does your office do it, or does Public Roads do it?

Mr. ZUMWALT. The State makes that determination, sir, the State involved.

Mr. BLATNIK. When a State makes the request, and a State highway department, as I understand it, does initiate such requests for such roads, does that go to only State public lands? Or Federal public lands, too?

Mr. ZUMWALT. Well, it includes Federal lands where the roads go across Federal lands, but it becomes a part of the State highway system. Therefore the State makes the recommendation in here as to its highway system.

Mr. BLATNIK. In short, do you have anything to say about whether or not a road should go across the Federal public lands under your jurisdiction?

Mr. ZUMWALT. I am going to ask Mr. Remington, our Chief Engineer, to answer that question, if I may, sir. He is well acquainted with this part of it.

Mr. REMINGTON (C. E. Remington, Chief, Engineering Division). We have nothing to do with the public lands highways. The public lands highways, as you say, are State highways which go across federally owned land, and the decision as to when the highway will be built, and how it will be built, is generally one made by the State concerned, and the Bureau of Public Roads. And I believe the State highway department administers the money. I am sure of that.

Mr. BLATNIK. These lands are under your jurisdiction, and you are responsible for the management of these Federal public lands. Is that correct?

Mr. REMINGTON. That is correct.

Mr. BLATNIK. But you have nothing to say about building the road across. The State can initiate a stretch of road and request the Bureau of Public Roads, and the Bureau can undertake the construction of that public road through lands under your jurisdiction, but you have nothing to say about whether or not the road should be built. Is that right?

Mr. REMINGTON. That is right.

Mr. BLATNIK. That sure does not make sense.

Mr. FALLON. Mr. Schwengel?

Mr. SCHWENGEL. On that point, when the State asks for a road to be built, and if an agreement is reached with the Bureau of Roads to build the road, does the State then share in the cost of the building of the road?

Mr. REMINGTON. It is financed a hundred percent by the Federal Government.

Mr. REMINGTON. It is financed a hundred percent by the Federal Government pays for it 100 percent?

Mr. REMINGTON. That is correct.

Mr. SCHWENGEL. But the State pays nothing for the building of the highway or the maintenance of it?

Mr. REMINGTON. They must assume the maintenance cost of it, yes. The State must assume the cost of the maintenance before it is constructed.

Mr. SCHWENGEL. And they spend no money on the building of it?

Mr. REMINGTON. That is a hundred percent financed by the Federal Government.

Mr. SCHWENGEL. And on the maintenance, do they pay all of this, or do they get part of the money reimbursed by the Congress?

Mr. REMINGTON. They must assume a hundred percent of the cost of the maintenance. That is, the State concerned must pay.

Mr. CRAMER. Mr. Zumwalt, for the record, I am sure you know that title 23 of the United States Code as amended in 1962, carried a definition of not only public lands highways, which was then an existing program, but provided for a new program, public lands development roads and trails. Is that not correct?

Mr. ZUMWALT. Yes, sir.

Mr. CRAMER. And it is defined in section 101, quote:

The term "public lands roads and trails" means those roads and trails which the Secretary of Interior determines are of primary importance for the devel-

opment, protection, administration, and utilization of the public lands resources under his control, distinguishing it from:

The term "public lands highways" means main highways through unappropriated or unreserved public lands, nontaxable Indian land, or other Federal reservations.

Now, in the report on the bill 2 years ago, as to public lands development roads and trails, the last paragraph on page 8, commented as follows:

Inclusion of road needs of the Bureau of Land Management within this highway legislation will provide needed support for the public land resource program in so far as roads are concerned and will afford a basis for timely and orderly development of these roads.

In that legislation, we appropriated \$2 million for 1964 and \$4 million for 1965.

Now, the recommendation that you gentlemen are making is for \$2 million for each of fiscal years 1966 and 1967, a cutback of 50 percent from the amount authorized for fiscal year 1965. Is that consistent with "the timely and orderly development of these roads?"

Mr. ZUMWALT. Yes, sir, it is at the present time, in our program development.

Mr. CRAMER. In other words, you can go forward with a timely and orderly development of the roads, even with a 50 percent cutback?

Mr. ZUMWALT. Under the limitations of our other program accomplishments, we feel that this would meet the need so far as the roads go, which are for the purpose of the management of the resources themselves.

Mr. CRAMER. Than why did you need \$4 million? Why did you ask for \$4 million authorization for 1965?

Mr. ZUMWALT. The public land resource management program is developing gradually. We cannot put into good management all the lands at once, so that gradually we need more money for roads, which would come in this orderly development.

Mr. CRAMER. Well, I do not know whether that is responsive to my question or not.

For the first year of authorization, there was requested \$2 million, and this is a new program. The second year authorization—for 1965, there was requested \$4 million "for the timely and orderly development of these roads."

I would like to know why, after you requested \$4 million for 1965, you are now requesting a 50 percent cutback for 1966 and 1967.

Mr. ZUMWALT. I was a little confused by the years, there.

I can readily see your question. The 1966 and 1967 requests are in keeping with the President's budget.

Mr. CRAMER. That is right. In other words, this is one of the cutbacks proposed in the President's budget.

Mr. ZUMWALT. Yes, sir.

Mr. CRAMER. All right. Because there has been a lot of interest expressed in how the cutback came about, and I think when we get down to specifics, we can understand how it came about.

Now, what was the recommendation of your department to the Bureau of the Budget relative to this item? How much did you recommend in order to accomplish the "timely and orderly development?"

Mr. ZUMWALT. Our recommendation to the Bureau of the Budget, sir, was \$8 million and \$14 million for 1966 and 1967, respectively.

Mr. CRAMER. That is about what I would contemplate. That is the usual history of the new programs.

You wanted to double it this year, or for fiscal 1966, and you wanted to quadruple it—to how many million?

Mr. ZUMWALT. \$14 million for 1967, sir.

Mr. CRAMER. Or nearly quadruple it for 1967.

So that the point I was getting at was your acceptance now apparently of \$2 million is based on the Bureau of the Budget request, and the cutback orders of the President, and not on the basis of whether more money is needed to do the job as suggested in the report when this new program was set up 2 years ago.

Mr. ZUMWALT. That is correct, sir.

Mr. CRAMER. So this in effect is \$2 million in 1965 and 1966, and \$2 million in 1967, a total of \$4 million, as compared with your request of \$8 million, plus \$14 million, or \$22 million. So here is a cut amounting to \$18 million over the 2-year period. Is that correct?

Mr. ZUMWALT. Based upon what we asked the Bureau of the Budget.

Mr. CRAMER. Is it your testimony now that you can conform to the objectives of the Congress as set out in the 1962 act of the timely and orderly development of these roads with \$2 million per year?

Mr. ZUMWALT. Well, sir, we can gage our activities in an orderly fashion to the amount of funds available. There is always more work than can be done.

For example, under the accelerated public works program, we constructed some additional roads, which were very helpful, which came, you see, as an extra amount of money.

And we can always, of course, use more money in the resource management of the public lands, but we can gage it in an orderly fashion, depending upon what funds become available.

Mr. CRAMER. That is very interesting. In other words, if accelerated public works additional authorizations were passed, you would expect to get additional money out of that. Is that right? Pick up some of the slack?

Mr. ZUMWALT. Those are helpful, and it also put a lot of people to work and achieved, I believe, the purpose for which it was set up.

Mr. CRAMER. That is all, Mr. Chairman.

Mr. FALLON. Thank you very much, Mr. Zumwalt.

Mr. ZUMWALT. Thank you, Mr. Chairman.

Mr. FALLON. Mr. Holmes, on behalf of the committee, I want to thank you for appearing here this morning.

You may go right ahead.

STATEMENT OF GRAHAM E. HOLMES, ASSISTANT COMMISSIONER FOR LEGISLATION, BUREAU OF INDIAN AFFAIRS

Mr. HOLMES. No, sir. Our testimony will follow very closely the report that has been submitted by the Secretary of the Interior and we will be available, of course, for questions or for any assistance the committee might desire.

We are primarily interested in the section on Indian affairs. We are from the Bureau of Indian Affairs.

Of the pending bills, we would prefer 10055. In 10055, there is an authorization for \$18 million for the years 1966 and 1967. At least

one of the other bills has a \$16 million-\$18 million authorization in it. We prefer the \$18-\$18 million.

This is not an increase in our present program. We had \$18 million for the year 1965. We had an \$18 million authorization.

Our program, as the committee probably knows, is in the Indian country, and historically the Bureau of Indian Affairs has provided the road system for the Indian reservations. We also provide the schools, the law and order, and perform other governmental functions for Indians that are performed by other governmental agencies off the Indian reservations.

The last 2 or 3 years, we have provided an intensive program in reservation development; that is, bringing industry and jobs that will raise the economic standards of the Indians in the Indian country. Also, as you know, we have increased our school system, and we have also encouraged Indian children going to the public school and in many cases have transferred our children to the public school systems. This ordinarily encourages improvement in the roads, because school buses are very often required.

So all in all, we feel that the \$18 million which will carry on the program in approximately the same manner in which we are now carrying it will provide the development that is badly needed in the Indian country.

If the committee has any questions, we would be very happy to try to answer them.

Mr. FALLON. Mr. Holmes, this \$18 million each year for the 2 years—is that money all spent on highway construction and bridges?

Mr. HOLMES. Yes, sir.

Mr. FALLON. None of it is used for any other purpose?

Mr. HOLMES. No, sir; it is all road money.

Mr. FALLON. So you are asking that you be increased \$2 million above the amount that was in the 1962 act?

Mr. HOLMES. The 1962 act had \$16 million for the year 1964 and \$18 million for the year 1965. We are asking that the \$18 million be continued for the next 2 years.

Mr. FALLON. Any questions?

Mr. BALDWIN. Mr. Chairman, I have a comment, at least.

Mr. Holmes, I am very sympathetic with this request, because I have spent considerable time on various occasions going back to California on the Navajo Indian Reservation, and there is a big difference between this kind of road system and something like these public lands highways.

There is nobody living, as a whole, on these public lands, just people that want to get across them, but in the case of the Indians, they are living within the reservation, and this is their means of economic livelihood and their means of getting wherever they live, their schools, their place of work, or whatever it might be.

And so it seems to me that there would be considerable merit in the committee considering favorably your request that we be permitted to continue this at the level which was established for the fiscal year 1965. I think it would be of benefit to many Indian areas, and I notice in those areas that their road systems are quite limited at the present time.

Mr. HOLMES. There is nothing that develops an area or helps to develop it, or the people living there, like a good transportation or communication or road system. This has been brought out very dramatically in the Navajo Reservation that you spoke of.

This program we think is absolutely necessary, if we are going to develop these areas at all.

Mr. FALLON. Thank you again, Mr. Holmes, for appearing here this morning.

Mr. FALLON. Mr. Stratton?

Mr. Stratton, on behalf of the committee, I would like to welcome you here this morning. I appreciate your taking time to come before the committee.

So if you have a statement to make, you go right ahead.

**STATEMENT OF A. CLARK STRATTON, ASSOCIATE DIRECTOR,
NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR**

Mr. STRATTON. Thank you, Mr. Chairman.

We are very appreciative of the opportunity to come up and appear before you.

We have a prepared statement, which, with your permission, sir, I would like to make a part of the record, and in the interest of time, I will make just a few oral remarks in regard to it.

Mr. FALLON. Go right ahead, Mr. Stratton.

(Statement referred to follows:)

**STATEMENT OF A. CLARK STRATTON, ASSOCIATE DIRECTOR, NATIONAL PARK
SERVICE, DEPARTMENT OF THE INTERIOR**

Mr. Chairman, I am Clark Stratton, Associate Director of the National Park Service. The Department's report on this legislation sets forth the general purposes of H.R. 10055, and in my statement I shall treat in more detail the effect of the bill on the National Park Service.

As of January 1, 1964, the National Park Service was administering 201 individual national parks, monuments, recreation areas, parkways, and areas in other miscellaneous classifications. These areas include about 26 million acres of federally owned lands, and during the travel year ending December 31, 1963, visitors totalled 94,093,000, not including those in the District of Columbia.

ROADS AND TRAILS

The 192 parks and other areas, excluding the 9 parkways, contain about 7,227 miles of roads and about 8,838 miles of trails. It is the policy of the Service to construct roads to what are considered to be representative or fair assortments of interesting and distinguishing park features, or to other points of public interest, such as beaches in recreational areas. The roads are supplemented by trail systems for hikers who wish to get away from the more densely populated areas and see some of the wilderness or other scenic, scientific, or historic features of interest.

The Service does not plan for extensive additions to the roads systems in the older parks. In the newly established or authorized parks and other areas, it will be necessary to construct main circulatory roads and trail systems for both visitor use and for administration and protection purposes, such as utility roads and truck trails required for forest protection, ranger patrol, etc.

Unusually good progress has been made on constructing and improving the roads and trails systems since the beginning of the Mission 66 program starting with the 1957 fiscal year. An estimated \$23 million will be needed to carry out the roads and trails construction contemplated for 1966, the last year of the Mission 66 program, and a like amount is recommended for the 1967 fiscal year.

This is the minimum amount considered necessary for construction and reconstruction in the older parks and to build new roads and trails in the 27 park areas authorized for establishment or established since the beginning of the Mission 66 program.

PARKWAYS

An authorization of \$11 million is recommended to permit continuation of parkways construction for each of the 1966 and 1967 fiscal years. It is estimated that about \$123,500,000 will be required to complete the nine authorized parkways beginning with the 1966 fiscal year. The nine parkways include the Blue Ridge in North Carolina and Virginia; Colonial in Virginia; George Washington Memorial in Maryland and Virginia; the Natchez Trace in Alabama, Mississippi, and Tennessee; Foothills in Tennessee; Rock Creek and Potomac in the District of Columbia; Palisades in the District of Columbia; and the Suitland and Baltimore-Washington Parkways in Maryland.

Excellent progress has been made also on parkways construction and reconstruction during the past 8 years. When completed, the parkways will have a combined length of 1,103 miles, of which about 734 were completed as of June 30, 1963, about 131 were started or financed, and about 238 remained to be started.

The \$11 million recommended for authorization for the 1966 and 1967 fiscal years is the minimum with which a reasonable rate of progress can be made. This amount would not be sufficient were it not for the fact that the Blue Ridge Parkway is nearly completed; also, no further construction is planned for the Baltimore-Washington, Suitland, Colonial, and Rock Creek and Potomac beyond that already financed except that needed to keep pace with changing traffic conditions. During recent years, rights-of-way have not been donated to the Federal Government at a rate which would permit a more rapid rate of construction.

Mr. STRATTON. The National Park Service administers some 201 individual national parks, monuments, recreation areas, and parkways. These involve about 26 million acres of federally owned land.

Last year, there were in excess of 94 million visitors to the areas of the national park system.

As the committee knows, our authorizations are broken into roads and trails and into parkways.

Excluding the nine parkways, in the 192 park areas there are in excess of 7,000 miles of roads and nearly 9,000 miles of trails. It is the policy of the National Park Service to construct roads for the benefit of the visitors, as well as for administrative purposes.

The road systems are supplemented by trail systems for those who like to hike or to ride saddle horses to the wilderness areas or to scenic and historic points of interest away from the heavily developed part of the park areas.

Since the inception of our Mission 66 program in 1957, we have made excellent progress in constructing and improving the roads systems.

It is our recommendation that \$23 million be authorized for roads and trails construction for each of the 1966 and 1967 fiscal years.

This is a minimum amount considered necessary to complete construction and reconstruction in the older park areas and also to build new roads and trails in the 27 park areas that Congress has authorized for establishment since the beginning of the Mission 66 program.

Now, as to the parkways, there are nine parkways. We recommend an authorization of \$11 million to permit construction or continuation of the construction program in the parkways for each of the fiscal years 1966 and 1967. It is estimated that to complete all of the nine parkways, it would take an expenditure of \$123,500,000.

When completed, the parkways will have a combined length in excess of 1,100 miles, on which now there are about 734 completed. We have about 131 miles that are started, or financed, which leaves roughly 238 miles to complete the program.

We feel that the \$11 million recommended in this authorization for 1966 and 1967 would allow us to continue on with this program at a reasonable rate.

And I will be happy to answer any questions, Mr. Chairman.

Mr. FALLON. Mr. Stratton, you are supporting the administration bill, 10055?

Mr. STRATTON. Yes, sir.

Mr. FALLON. The amounts for parks and trails shows only a \$2 million difference, the administration bill being \$23 million for each of the 2 years, 1966 and 1967, and the other two bills introduced are for \$22 million in 1966 and \$25 million in 1967. So that is only a difference of a million dollars there, so that is \$46 million against \$47 million.

You can operate according to your plans for \$46 million rather than \$47 million. Is that not correct?

Mr. STRATTON. Yes, sir.

Mr. FALLON. Now, on parkways: The administration bill is \$11 million for each of the 2 years, 1966 and 1967. H.R. 9905 and 9906 authorize \$16 million for the 2 years 1966 and 1967.

As I understand, you can go ahead with your program and complete it for \$11 million in each of the 2 years, rather than \$16 million. Is that right?

Mr. STRATTON. This particular phase of it. This will not complete the whole parkway system, of course.

Mr. FALLON. According to your present plan?

Mr. STRATTON. Yes, sir; according to the present plan.

Mr. FALLON. Mr. Cramer?

Mr. CRAMER. Was the \$11 million figure on parkways your recommendation for the 2 fiscal years, 1966 and 1967?

Mr. STRATTON. No, sir. We were asked to use that figure by the Bureau of the Budget.

Mr. CRAMER. That is a cutback of \$5 million for 1965 and \$5.55 million for 1964, is it not?

Mr. STRATTON. Yes, sir.

Mr. CRAMER. What did you ask for, from the Bureau of the Budget, for this purpose?

Mr. STRATTON. We made a recommendation to the Department, but as I just previously stated, we were given the instructions from the Bureau of the Budget. We did not make a recommendation to them.

Mr. CRAMER. You did not make a recommendation to them preceding those instructions?

Mr. STRATTON. No, sir.

Mr. CRAMER. On what basis did you justify the \$5 million cutback?

Mr. STRATTON. The land acquisition—as you know, under our parkways program, the States involved acquire the lands for the parkways and turn them over to the National Park Service, and then we use these funds to construct the actual roadway.

In some of the States, the acquisition has been a bit on the slow side, so that we felt that in view of this situation, together with the admin-

istration's program, we could do these next 2 years with an amount of \$11 million.

Mr. CRAMER. What can you contemplate thereafter?

Mr. STRATTON. To complete the existing parkway program of nine parkways, it will take approximately \$123,500,000, so that if we want to accelerate the program in future years, we will undoubtedly be asking for an increase over and above the \$11 million.

Mr. CRAMER. What do you think is a reasonable period of time for completing that program?

Mr. STRATTON. We are geared to accomplish about \$25 million worth of work a year in the parkway program.

Mr. CRAMER. And you could accommodate \$16 million this year, or for 1966 and 1967, if you had the money. Is that not right?

Mr. STRATTON. Yes, sir.

Mr. CRAMER. So maybe in 1968 you will be asking for \$25 million. Is that it?

Mr. STRATTON. Yes, sir.

Mr. CRAMER. In order to complete it in a period of 4 or 5 years thereafter?

Mr. STRATTON. Yes, sir; otherwise, at this rate, it will take a longer period of time to do it.

Mr. CRAMER. At this rate, it would take about 12 years.

Mr. STRATTON. Yes, sir.

Mr. CRAMER. That is all, Mr. Chairman.

Mr. BALDWIN. Mr. Stratton, were the figures in the bill 2 years ago, the \$16,550,000, for fiscal year 1964, and the \$16 million for 1965—were those figures that your Department had recommended to Congress at that time?

Mr. STRATTON. Yes, sir; and that is in the 1962 Highway Act that we recommended these figures.

Mr. BALDWIN. In both years?

Mr. STRATTON. Yes, sir.

Mr. BALDWIN. Now, could I ask this question: Just what mechanical procedure is necessary for a highway to be included in this parkway system?

Suppose somewhere, in some State, there was a proposal to make a highway a part of the parkway system of the Federal Government. What process would be required, legislatively or otherwise, to actually incorporate that?

You mentioned that you have nine parkways now. Suppose some place they wanted to create a 10th parkway. How would they do that?

Mr. STRATTON. It would take legislation, sir. Our parkways are authorized by legislation, such as the Blue Ridge Parkway, or the Natchez Trace Parkway, handled through an act of Congress creating it.

Mr. BALDWIN. So each one of these nine have been separately authorized by an act of Congress?

Mr. STRATTON. I believe so, sir.

Mr. BALDWIN. And any new additions would have to be above and beyond that?

Mr. STRATTON. Any new additions, even to an extension of one of these parkways over what was originally contemplated in the organic act, would take further legislation.

As a matter of fact, there is a case in point. The Congress authorized us to study and make a feasibility report on an extension of the Blue Ridge Parkway from a point in North Carolina down 190 miles to near Atlanta, Ga. The feasibility has been completed, and legislation will have to follow in order for us to make this extension to the existing parkway.

Mr. BALDWIN. Thank you.

Mr. FALLON. Thank you very much, Mr. Stratton.

Mr. STRATTON. Thank you, sir.

Mr. FALLON. That is all of our witnesses for today, so the committee will adjourn until 10 o'clock tomorrow morning.

(Whereupon, at 11:50 a.m., the committee was recessed, to reconvene at 10 a.m., Thursday, March 12, 1964.)

FEDERAL-AID HIGHWAY ACT OF 1964

THURSDAY, MARCH 12, 1964

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ROADS OF THE
COMMITTEE ON PUBLIC WORKS,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to recess, in room 1302, Longworth Building, Hon. George H. Fallon (chairman of the subcommittee) presiding.

Mr. FALLON. Ladies and gentlemen, the Subcommittee on Roads of the Committee on Public Works is meeting again this morning for the further consideration of H.R. 9905, H.R. 9906, and H.R. 10055, to authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

The first witness this morning is our colleague, Mr. Johnson, who has a statement for the record.

He is a member of the committee.

STATEMENT OF HON. HAROLD T. JOHNSON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. JOHNSON. Thank you, Mr. Chairman.

I appreciate the opportunity to appear here briefly this morning on behalf of this particular bill that you are considering or bills that you are considering.

Mr. Chairman, this committee has before it three bills relating to authorizations for Federal highway and road purposes for the fiscal years of 1966 and 1967. I would like to address myself primarily to one section of all three bills, that pertaining to the forest development roads and trails.

In the past, I have appeared before your committee to stress the importance of timely development of forest roads and trails. This is of utmost importance to the economy of my district and the country as a whole.

Transportation system development is the most essential element of effective multiple-use land management. The road system or lack of roads dictate the uses of the land and the harvesting, protection, and utilization of the resources.

The road system largely determines the timber values and even which timber can be marketed. It allows or discourages the development of recreational areas. It provides for the protection of the lands from fire, insects, and disease.

I believe the appropriation level provided in H.R. 10055 provides for an orderly development of the forest road system. In the past, I have emphasized the need for an adequate system of forest development roads and trails, and mentioned the proposal for a 10-year development plan which the late President Kennedy said he would recommend.

This program was submitted to and approved by the Congress, and I believe the appropriation level which is proposed is in line with this approved development plan.

In the past 2 years on visits to my district, I have had opportunities to observe the effect of the expenditure of the funds provided for forest roads and trails under this program. The 10 national forests in my district have increased the rate at which they are selling and cutting timber, and all 10 forests have shown an increased recreation use. As encouraging as some of the statistics are, there are some very apparent weaknesses.

To fully develop the national forest timber resources, we are going to have to have our road system fully developed. Of necessity, we have been developing the areas which are most easily accessible. It will take a greater expenditure of road dollars to keep our national forest timber cut up to its sustained-yield rate and to sustain the economy which is dependent on this timber.

Further, in my district, and I am sure it is representative of many other national forest areas, there has been a rapid increase in water development. This development throws a tremendous burden on the national forest road system.

New water oriented recreation developments, increased recreational travel, and the mixing of recreation and logging traffic has created the need for many new and higher standard roads on the national forest system. If we are going to fully develop the potential of these resources, we must provide access at an accelerated rate.

In conclusion, I would like to urge that this committee give authorization to expend \$85 million for fiscal year ending June 30, 1966, and \$95 million for fiscal year ending June 30, 1967, for forest development roads and trails. These are the amounts set forth in H.R. 10055, and I believe you will have testimony before you today that such levels are recommended by President Johnson and his administration.

Should the committee decide to proceed on one of the other bills, H.R. 9905 or H.R. 9906, I would hope that these levels of authorization could be written in paragraph (3) of section 2.

Mr. Chairman and members of the committee, I appreciate very much the opportunity to comment on this section of the Federal Highway Act because of the tremendous importance of these roads to the economy of the mountain and valley areas of the Second Congressional District.

The cost of constructing these roads is very small when compared to their benefits, and I believe that this type of development has proved in the past and will prove in the future to be a very sound investment on the part of this Nation.

I want to thank you, Mr. Chairman and members, for the opportunity to appear here.

I would answer any questions, if you have questions, at this time.

Mr. FALLON. Well, I anticipated your testimony, Mr. Johnson. I was almost sure you were going to support the administration bill.

You have done a good job in the past in getting the authorizations for these programs from year to year. I might say that this program has been increased more than any other program that we have, and much of it is probably due to your interest.

Mr. JOHNSON. I want to thank the committee for their past consideration on this item. I do believe that the amounts that were allowed have meant a great deal to the income within the national forests, and have permitted them to better serve the public.

I think the money spent in this program has been in large part repaid by the increased sale of timber, the competition that these roads have brought into being on the part of the bidders for this timber, and certainly the people using our areas for recreation have enjoyed these roads.

Mr. BALDWIN. I would like to commend my colleague from California for the diligence with which he has represented over the years the district which he represents in California, which is a district that involves a great number of national forests. He has always made a very competent and conscientious statement on behalf of that district.

I might say also, Mr. Chairman, that one of his constituents is here in the audience today, a very distinguished State senator from California, Senator Randolph Collier, who for many years has been chairman of the senate highway committee of the State Senate of California.

It might be appropriate to ask Senator Collier to just stand up and take a bow, Mr. Chairman, because he has probably done more in the State of California to produce the outstanding network of freeways in that State than any other single man in the State.

Mr. FALLON. On behalf of the committee, let me welcome you here this morning, Senator Collier. I have had the pleasure of meeting with you before. Certainly your record of accomplishment came to Washington before you did.

Mr. JOHNSON. In closing, Mr. Chairman, I want to say Senator Randolph Collier will fully endorse my statement here this morning. He is one of my nine State senators that serve in the State Senate of California from this vast district that I represent, here, and I can say that he and the other eight will fully support this program.

Thank you.

Mr. FALLON. Mr. Koch?

**STATEMENT OF ROBERT M. KOCH, PRESIDENT, NATIONAL
LIMESTONE INSTITUTE, INC.**

Mr. KOCH. Mr. Chairman, in the interest of saving time, I would be glad to put this in the record.

Mr. FALLON. Will you give the reporter your full name and title?

Mr. KOCH. Very good.

Mr. Chairman, my name is Robert M. Koch. I am president of the National Limestone Institute, Inc., a trade association representing 562 limestone producers.

Mr. FALLON. Mr. Koch, without any objection, your statement in full can be made a part of the record.

(Statement referred to follows:)

STATEMENT OF ROBERT M. KOCH, PRESIDENT, NATIONAL LIMESTONE INSTITUTE, INC.

Mr. Chairman, my name is Robert M. Koch. I am president of the National Limestone Institute, Inc., a trade association representing 562 limestone producers in 36 States and I am presenting this statement today on behalf of this membership. We appreciate the opportunity to express our views on H.R. 9905 and H.R. 9906 and we wish to go on record as supporting enactment of this legislation.

As you know, this industry participates to a large extent as a major material supplier for highway construction. I should also like to call this committee's attention to the fact that last year the limestone industry, according to the Bureau of Mines statistics, produced and sold over 275,878,000 tons of concrete and roadstone, supplied over 23 million tons of agricultural limestone to the farmers of our Nation, as well as over 15 million tons of railroad ballast and riprap, in addition to many lesser amounts of other products derived from limestone, and, of course, had to utilize our Nation's highway systems to make deliveries.

Consequently, like nearly everyone else that utilizes our highways, we have a major interest in road construction and maintenance. I have already transmitted to the members of this committee the resolution passed on January 21, here in Washington at our 19th annual convention, concerning our views on your action in connection with H.R. 8853. However, I did not want to let this opportunity pass without reaffirming our commendation on your moving forward in this critical area of planning. Through recent years the obtaining of \$1 billion for the ABC system, which H.R. 9905 and H.R. 9906 authorize, seemed at first like an idealistic goal and then as it began to materialize, like the final answer. It seems to us that even though there may be sound and logical reasons for not increasing this figure with annual increments at this time, we should not let it become an established ceiling. Certainly, this committee knows better than we do that vehicle registrations, vehicular miles traveled, etc., etc., are constantly going up and will continue to rise steadily. One phase of our job that we on the NLI staff have is to travel all over this country. We call on over 1,000 limestone producers annually. I wish that members of this committee could retrace with me one of our trips 10 years ago compared with one of last year's trips. Of course, you all have had similar experiences and I am sure you, as well as I, have had the experience of dropping off of our outstanding Interstate System onto some very outdated and inadequate secondary roads.

We all realize that we can't update all of our roads overnight, but our board, after making a very thorough study of the facts—and I will be glad to make a copy of the material we reviewed available if you wish—believe that this Nation cannot afford not to accelerate our secondary systems. When all the facts concerning our highways, which you gentlemen are well aware of, are considered, as well as President Johnson's program to attack the "pockets of poverty" it seems to us that the annual increments for these systems should be \$50 million a year until these roads are adequate to meet the needs of the taxpaying, highway-using general public.

Hardly any Federal program has a more significant or immediate effect on a distressed area than does a roadbuilding project. Our national needs in both of these areas could well be served by an accelerated program in the pockets-of-poverty areas. We could have a three-pronged result—more and adequate roads, the creation of employment opportunities for the many unskilled, unemployed people in these areas and a closer realization of our safety goals which have been so dramatically demonstrated by the record on our Interstate System. And so, as this committee charts the future of our ABC systems, we hope—yes, we know, that you gentlemen will make the right decisions after considering all the factors which necessarily have to be taken into account, when such a vast program as this is involved.

Mr. Chairman and members of the committee, thank you very much for the privilege of appearing to support H.R. 9905 and to present this statement.

Mr. KOCH. I would like to just make two comments, then and I will be through.

We appreciate the chance to be here to support H.R. 9905 and 9906. We are very much in favor of this legislation, and want you to know we are back of it.

And if I may drop down to page 2, I would like to just read these two paragraphs.

We all realize that we cannot update all of our roads over night, but our board, after making a very thorough study of the facts—and I will be glad to make a copy of the material we reviewed available, if you wish—believe that this Nation cannot afford not to accelerate our secondary systems.

When all the facts concerning our highways, which you gentlemen are well aware of, are considered, as well as President Johnson's program to attack "the pockets of poverty," it seems to us that the annual increments for these systems should be \$50 million a year until these roads are adequate to meet the needs of the taxpaying highway-using general public.

Hardly any Federal program has a more significant or immediate effect on a distressed area than does a roadbuilding project. Our national needs in both of these areas could well be served by an accelerated program in the "pockets of poverty" areas.

We could have a three-pronged result—more and adequate roads, the creation of employment opportunities for the many unskilled, unemployed people in these areas, and a closer realization of our safety goals which have been so dramatically demonstrated by the record of our interstate system.

And so, as this committee charts the future of our ABC systems, we hope—yes, we know—that you gentlemen will make the right decisions after considering all the factors which necessarily have to be taken into account, when such a vast program as this is involved.

Thank you, Mr. Chairman, for the privilege of appearing.

Mr. BALDWIN. Mr. Koch, what is the position of your organization as to the various bills that have been introduced in the House of Representatives to make some raids on the highway trust fund, notably and specifically H.R. 5050, which was voted out of the House Ways and Means Committee several months ago, and which would allow taxicab companies to get a rebate of 2 cents out of the 4 cents that they pay for Federal gas tax?

Mr. KOCH. Mr. Baldwin, our organization has always been opposed to any raid on this particular highway fund, as you may know from our appearances before the various House and Senate committees.

Mr. BALDWIN. What specific action have you taken to express your views to the Members of the House against H.R. 5050?

Mr. KOCH. The only thing we have done to date is to talk to individual Members personally. We have not submitted anything formally up to this point.

Mr. BALDWIN. Well, I think it would be appropriate to state that this bill is now pending before the House Rules Committee, which might set up a meeting at any time, and I hope that you will make your views known forcibly, not only in discussion but in letter form, to the Members of Congress, because this bill has already gone one step further than I think it should have gone, because the interested groups

have not expressed themselves sufficiently to make the proper people in the House aware of the opposition to the bill.

Mr. KOCH. Possibly we should have done more than we have, and we certainly shall take your advice.

Mr. SCHWENGEL. I just want to say it is good to see you, Mr. Koch, again.

He and I have worked together on a lot of interesting measures before the Congress.

I am glad to have you say what you did as to the taxi driver situation. I am real sensitive about that, because recently I made a trip and had to take a plane from Hanover to Boston, and then take a taxi to Harvard and keep an appointment there. I found out that it cost half as much to take a taxi from the airport to Harvard Law School as it does to fly from Hanover to Boston by airplane, so it seems to me that these taxi drivers can afford to pay that tax.

Mr. KOCH. We quite agree with you, Congressman.

Mr. FALLON. Thank you again for coming up this morning.

Mr. KOCH. Thank you, Mr. Chairman.

Mr. FALLON. Mr. Nelson?

I see you have a prepared statement, Mr. Nelson. Would you want to read it, or summarize it and put it in its entirety into the record?

STATEMENT OF M. M. NELSON, DEPUTY CHIEF OF THE FOREST SERVICE, DEPARTMENT OF AGRICULTURE

Mr. NELSON. Mr. Chairman, I would like to read the first page or so, and then I will summarize it and we can put it in the record.

I am M. M. Nelson, Deputy Chief of the Forest Service. It is a real pleasure for me to appear before this committee, and I appreciate the privilege and opportunity of making a statement on this bill which would authorize these appropriations for 1966 and 1967.

H.R. 10055 was transmitted to Congress by the Secretary of Commerce on February 12 of this year, with the recommendation that it be enacted. Since this bill is the bill which we favor for enactment, this paper and comments will deal with H.R. 10055.

Assistant Secretary John Baker had planned to be here, but is confined to the hospital. Had he been here, he would have wanted to express to you the importance of this legislation in the overall programs of the Department of Agriculture.

One of the main objectives of the Department is the raising of the level of both the economic and cultural opportunities of rural people, whether they live on farms or in small communities, making sure that rural people are able to enjoy a pattern of living comparable to that of the rest of our citizens.

This objective cannot be accomplished without an adequate road system that serves rural America. The roads and highways for which this bill would authorize appropriations would be a means toward this goal. All of them will strengthen the economic and social development of rural America.

A prime example of the development which an adequate road system will foster and perpetuate is the development of outdoor recreation on privately owned rural lands. This represents a high type of rural area development. It is not only a way of serving the city people who are seeking relaxation and enjoyment, but also a sound

use of agricultural lands not needed for crop production, a use that in some areas promises to be more profitable to landowners than the production of crops already in surplus could possibly be.

Mr. Chairman, that is the portion that John Baker would have included in his statement. The rest of our statement we can file.

(The statement referred to follows:)

STATEMENT OF M. M. NELSON, DEPUTY CHIEF OF THE FOREST SERVICE, DEPARTMENT OF AGRICULTURE

Mr. Chairman and committee members; it is a pleasure for me to appear before your committee. I appreciate the privilege and opportunity to make a statement on these bills which would authorize appropriations for the fiscal years 1966 and 1967 for the construction of certain highways in accordance with title 23 of the United States Code.

H.R. 10055 was transmitted to the Congress by the Secretary of Commerce on February 12, 1964, with the recommendation that it be enacted. Since this is the bill which we favor for enactment, I will confine my remarks to it.

Assistant Secretary Baker had planned to be here but is confined to the hospital. Had he been here he would have wanted to express to you the importance of this legislation in the overall programs of the Department of Agriculture.

One of the main objectives of the Department is the raising of the level of both the economic and cultural opportunities of rural people, whether they live on farms or in small communities, making sure that rural people are able to enjoy a pattern of living comparable to that of the rest of our citizens. This objective cannot be accomplished without an adequate transportation system that serves rural America. The roads and highways for which this bill would authorize appropriations would be a means toward this goal. All of them will strengthen the economic and social development of rural America. A prime example of the development which an adequate road system will foster and perpetuate is the development of outdoor recreation on privately owned rural lands. This represents a high type of rural area development. It is not only a way of serving the city family seeking relaxation and enjoyment, but also a sound way of using agricultural lands not needed for crop production—a use that in some areas promises to be more profitable to landowners than the production of crops, already in surplus, could possibly be.

This legislation is also of vital interest to the Department of Agriculture because it would provide authorizations for both of the ground transportation systems which serve the national forests. One is a network of forest highways; the other is a network of forest development roads and trails. Both networks are essential for developing and obtaining the maximum practicable yield and use of the products and services of the national forests on a continuing basis under the multiple-use sustained yield principle. The authorization for public lands highways is also of interest to us since some of these funds have been used in national forest areas.

The national forest system consists of 186 million acres of Federal lands and waters located in 41 States and the Commonwealth of Puerto Rico. It is mostly made up of 154 individual national forests with 182 million acres and 19 national grasslands with 4 million acres. This vast domain of Federal lands has invaluable resources of recreation, timber, water, forage, minerals, and fish and wildlife intended to be administered for the benefit of all people—local, State, and National.

The transportation system which serves the national forest part of the national forest system is a complex of highways and access roads and trails under various ownerships and jurisdictions. For administrative purposes these facilities are grouped into a forest highway system and a forest development road and trail system.

Forest highways are parts of Federal-aid, State, county, and other public highways in and adjacent to the national forests. They also provide access to and outlet from forest development roads and trails. They are heavily used by persons visiting the national forests for recreation and other purposes. Most of the products of the forests move over these highways en route to mill or market.

The forest highway system is administered by the Secretary of Commerce through the Bureau of Public Roads. There are about 25,500 miles of roads

in the system. The Bureau of Public Roads has estimated that the additional work needed on this network of roads will cost approximately \$2.5 billion.

Forest development roads and trails provide access to national forest lands for the protection, development, and multiple-use management of the forests, including resources on which communities in and near the forest are dependent. This system of roads and trails is administered by the Secretary of Agriculture through the Forest Service.

An adequate system of forest development roads and trails is essential to the proper development and beneficial use of the national forests and their resources. The presence or lack of access by road or trail has a direct and controlling influence on many phases of forest management, protection, utilization, and development of the national forests. Some specific examples of this are:

(a) The protection of national forest resources from fire, insects, and diseases;

(b) The use of the vast recreation opportunities on the national forest, including hunting and fishing;

(c) The volume of timber that can be marketed, especially for small sales, and the support of dependent communities, and small business enterprises; and

(d) The level of salvage cutting in dead and dying timber stands and the opportunity to promptly salvage losses resulting from fire, windstorm, insects, and disease. This is well exemplified in the success of the timber salvage program necessitated by the Columbus Day storm in the Pacific Northwest in 1962.

As of June 30, 1963, there were 186,241 miles of roads and 104,522 miles of trails in the forest development system. It is estimated that when completely installed, this system will consist of 542,250 miles of access roads and that the trail network would be reduced to 80,000 miles.

The long-range objective of the Department of Agriculture is to provide and maintain a system of forest development roads and trails which will adequately service the national forest system at the levels needed to meet expected needs and optimum production of products and services. For the year 2,000 we anticipate this will mean servicing (a) the protection requirements of watersheds producing millions of acre-feet of water each year, (b) recreation and wildlife resources used each year by some 600 million visitors, (c) timber resources supporting an annual cut of 21 billion board feet, and (d) 60 million acres of rangelands. In relation to these projected requirements, the President's Recreation Advisory Council last week recommended that an extensive study be made of the needs for scenic highways and parkway-type roads.

The "development program for the national forests" which was submitted to the Congress September 21, 1961, sets forth the resource management and development work needed in the national forests during the fiscal years 1963-1972 to assure that they will meet their full share of present and future public needs.

The estimated cost of the road and trail construction proposed in this 10-year program is approximately \$1.7 billion of which about \$1.2 billion should be financed with appropriated funds. The balance of about \$0.5 billion would constitute work performed by purchasers of national forest stumpage and would be financed by appropriate allowances in the appraisals of timber offered for sale. During the same decade about \$242 million will be required for maintenance of the system. For this work about \$182 million appropriated funds will be needed. The balance—\$60 million—represents the value of maintenance work that will be required of purchasers of national forest timber during the period.

We believe these estimates are conservative and represent our sustained efforts to make each dollar of road money fully effective. We are using the newest innovations of road and trail location and design. These methods include photogrammetric procedures for reconnaissance, route verification, centerline projection, and terrain data and automatic data processing for design computations.

We are making an intensified effort to get the most out of each road construction and maintenance dollar spent. In some situations where we have the necessary equipment and skilled personnel we construct and maintain our own roads. In most situations, however, we contract for road construction and maintenance. In situations where roads are being constructed by timber purchasers, it is our practice to supplement the construction of so-called prudent operator roads so as

to get a higher standard road for multiple-purpose use as a part of the initial construction. Where national forest land is intermingled with non-Federal land we are pursuing road dollar efficiency methods to get the transportation system needed for proper management, utilization, development, and protection of the national forest resources. In many cases we arrange for sharing use and the cost of developing a single road system to serve the cooperating landowners and users of the national forest resources and facilities. In other instances, we acquire interests in roads or road systems that have already been built by the private land or timber owner. During the past calendar year negotiations were consummated for acquiring interests in 27 private roads or road systems at a cost of nearly \$2 million. These roads and road systems involve about 550 miles which make accessible for unrestricted use nearly 750,000 acres of national forest lands supporting over 5 billion board feet of timber.

Because an adequate system of roads and trails is essential for the other phases of the 10-year development program, orderly execution of the rest of the development program for the national forests requires substantial investments in road construction for each year of the program.

Financing of the total development program for the national forests, cumulative for 1963-64, is about 93 percent. Financing of the forest road and trail activity is about 89 percent of the planned level for the same period.

Enactment of this legislation to provide authorizations of \$85 million for 1966 and \$95 million for 1967 will make it possible to assure development of the transportation system at a pace consistent with the resources development program plans and needs.

The benefits that will accrue from the development program for the national forests—a program highly dependent upon an adequate transportation system—are real and apparent.

Direct financial revenues from the national forest system will rise to about \$230 million annually by the time the 10-year program is completed, or more than double current receipts. Payments from national forest revenues for county schools and roads will increase correspondingly.

Immediate implementation of the program will accelerate resource development in areas of labor surplus and low rural income. Of the 186 million acres of land under Forest Service administration, approximately 30 million acres are in or adjacent to present areas of labor surplus and low rural income. The planned work and the resultant resource development would contribute materially to accelerating the economy of these areas.

Recreation use of the national forests has been rapidly accelerating. The jump from 68.4 million visits in 1958 to 122.6 million visits in 1963 represents an increase of nearly 80 percent. There is nothing in sight that suggests any slackening in this rate of increase. The estimate in the development program for the national forests of 195 million visits by 1972 now appears to be much too conservative. It seems likely that the number may reach 250 million. The recreationists making these visits will put into trade channels substantial amounts of money for operating equipment, transportation, licenses, lodging, and other items.

The annual sale of 13 billion board feet of sawtimber expected to be reached by the end of the 10-year period will have a total consumer value of over \$4 billion. The estimated employment directly associated with the utilization of timber harvested from the national forests will amount to about 800,000 man-years annually by 1972. This will be about twice the current level.

Benefits in the form of intangible values of the national forests are experienced by those millions of people who use the national forests for reasons other than commercial utilization of resources. No measure of value expresses the real worth of the relaxation, pleasure, rest, spiritual satisfaction, and improvement in health derived from recreation use of the national forests.

Nor can there be any complete assessment, in dollars, of the lives saved, damage prevented, and resources preserved by improved accessibility, suppression of insect and disease epidemics, fires prevented or controlled when small, and reduction and prevention of floods. All of these are benefits of the conservation program proposed for the national forests.

Substantial progress has been made. The foundation for progress is in place. This 10-year development program builds on that foundation. The result will be full development of these extensive and valuable public properties.

In closing, I want to reiterate the point that access is prerequisite to obtaining these benefits. The authorizations provided for in this legislation are thus the

keystone of the rest of the national forest program. Since road maintenance must take first priority, any reduction below the levels of these authorizations will necessitate a corresponding reduction in funds programed for construction.

Mr. NELSON. We strongly favor 10055, with the authorizations for the national forests, forest development of roads and trails, and I believe that the statement we have, which we put in the record, justifies such authorizations in relation to the whole national forest program.

It is very important that the road program go forward, in order that the rest of the national forest program, that Congressman Johnson spoke of a little earlier, can also go forward. In fact, we feel that this legislation, "road appropriations," is actually the keystone of the rest of the national forest program.

Mr. Chairman, are there any questions?

Mr. FALLON. Thank you very much, Mr. Nelson, for coming before our committee this morning.

I note that you support 10055. You talk about these two categories, forest highways and forest development roads and trails.

Mr. NELSON. That is right.

Mr. FALLON. Mr. Baldwin?

Mr. BALDWIN. Mr. Nelson, the figures that were in the authorization bill, that we authorized 2 years ago, \$70 million, for fiscal year 1964, and \$85 million for fiscal year 1965—these were authorization figures. What sum was actually appropriated for fiscal year 1964?

Mr. NELSON. In 1964, the amount authorized for obligating, which is a little different than actual funds appropriations, because the appropriations deal with the actual money, was \$65 million, rather than the \$70 million that was authorized in the act.

Mr. BALDWIN. What was in the President's budget for fiscal 1965?

Mr. NELSON. It would propose a level of road construction and maintenance at \$72½ million?

Mr. BALDWIN. In other words, the amount actually appropriated for that year is \$72½ million?

Mr. NELSON. Yes, sir; the 1965 budget proposes that level.

Mr. BALDWIN. I recall that we made a substantial jump in the authorization from the previous level. As I recall it, it was around \$40 million.

Will you just refresh my memory on the authorization level prior to the last 2 years?

Mr. NELSON. The 1960 Highway Act had a 1963 authorization of \$40 million, and the 1962 Highway Act increased the 1963 level to \$50 million.

Mr. BALDWIN. Yes. We added another \$10 million.

Mr. NELSON. And that full amount was authorized and used through the appropriation process for 1963.

Mr. BALDWIN. So, in effect, within about a 3-year period, we went from authorizations of \$40 to \$85 million?

Mr. NELSON. That is correct.

In relation to the entire national forest program that Congressman Johnson referred to, the whole program was financed for the years 1963 and 1964, at about 93 percent, and the road program was financed at about 89 percent, or a little bit less.

Mr. BALDWIN. I think that the bills, 9905 and 9906, in effect would cause a reduction from the previous year of \$15 million, and then it would be picked back up the second year. In other words, the last

previous authorization was \$85 million. H.R. 9905 and H.R. 9906 would drop it back to \$70 million, and then pick it back up to \$85 million the second year.

I think it would be a mistake to drop it back in that manner. I personally think we should at least keep it on the level. I have some doubts as to again increasing it at this time, because of the tremendous increase we have gone through in the last 3 years.

I am just expressing an opinion at this point.

Mr. NELSON. We have had, of course, a tremendous increase in the use of the national forests, too. Recreation has increased 80 percent since 1958, even faster than we anticipated in the national forest program. The timber haul, again as Congressman Johnson indicated for northern California, has increased over the entire Nation, and it is based a good deal on whether or not we can have an adequate transportation system.

Mr. BALDWIN. I am frank to say that I have constituents that are beginning to express some very mingled feelings on this subject of extending roads where they have never been before. I have a great number of constituents who are extremely active members of the Sierra Club in the San Francisco Bay area, and they of course are very active advocates of the preservation of certain wilderness areas.

And they see, in certain of these roads, not all, but certain of them, an infiltration, you might say, of civilization into areas that they feel should be preserved in the natural form.

Now, of all the things that cause them to go up in smoke, the first is this proposed Mammoth Pass Road, which I take it would not be a national forest development road, but would fall into the classification of a forest highway, which would mean going across national forests, across the Sierra Nevada Range. But I have had correspondence at various times with the Forest Service on this, because I understand that it would go through forest property.

What is the present position of the Forest Service, as to whether or not that road should be built?

Mr. NELSON. As you stated, that is not part of the forest development road system. It is on the forest highway system. It is also on the State-Federal aid system. They have held hearings on that road, the State has held hearings. They have it on these two systems.

As near as I know, there is no plan, right at the present time, for going ahead with the construction, although it is in the overall eventual plans. And our position has been to go along with the State highway recommendations.

Mr. BALDWIN. The thing, as I say, that causes my constituents to go up in smoke on this particular proposed road is that, as you know, the John Muir Trail now involves the longest continuous wilderness area unbroken by commercial invasion in the form of roads or anything else in the United States, to my knowledge, and the Mammoth Pass Road would literally cut that in two.

And there are a tremendous number of people in my district that feel that there is such a tremendous encroachment of population anyway in California that if we do not take action now to preserve this particular great wilderness area of the John Muir Trail, it will go the way that too many others have gone in the past.

And I must say the fact that the Forest Service has not taken a very clear-cut position on this issue dulls my enthusiasm for some of these additional road requests.

Mr. NELSON. I think we should make the record clear that none of the road funds in this bill or any bill would build any roads within any established wilderness areas. This Mammoth Pass area is between two wilderness areas.

We realize, Congressman Baldwin, that you have a great many constituents, as you mentioned, that get concerned any time a road goes into an area that does not have a road now. I do not mean that exactly, because, as you pointed out, there are some areas where they have no objections to roads.

But when it goes into an area that is anywhere near an established wilderness area, there is generally great concern by those supporters of wilderness areas.

Mr. BALDWIN. That is true. And I might say that I do not personally have objection to many of the roads that the Forest Service have built, but this Mammoth Pass Road is a different matter, because the Muir Trail, as I say, involves the largest unbroken natural wilderness area, unbroken by roads or any other commercial development in the United States.

I, for one, think this wilderness area should be preserved. We are having a tough enough time to preserve such wilderness areas.

Your testimony indicates that the Forest Service apparently is willing to go right along with the State. If the State says it wants to build a road across that forest, the Forest Service is not going to take any position on its own.

I personally think that the Forest Service should take a position, and that they should take the position to preserve the wilderness area completely, not the two segments, but the whole area. And I think it is unfortunate that the Forest Service has not taken a more firm stand on this issue.

As I say, the fact that it has not dulls my enthusiasm for some of these additional highway requests from the Forest Service.

Mr. NELSON. We have the largest system of wilderness in the United States, some 14½ million acres, if I am not mistaken. We recently reviewed the Minarets Wilderness Area, extended that and enlarged it some.

We are working with wilderness people toward the preservation of a fine wilderness system in the United States. We do have these areas of disagreement, I will have to admit, that you speak of, like on the Mammoth Pass area.

The forest highway funds, as you know, are programed by the State highway with the concurrence of the Forest Service, and the Bureau of Public Roads. We have one vote on that concurrence.

I think that we have to take into account the overall highway needs of a State. The State highway did hold public hearings on this particular matter, and I think are trying to be as fair as they can in relation to their highway program, as it might affect or have a bearing on wilderness areas.

The Congress, of course, has the wilderness bill under consideration at the present time, that would give further protection to the wilderness areas that are established at the present time.

The question seems to get down to whether wilderness preservation is to be given to a much larger area than the wilderness bill would establish.

Mr. SCHWENGEL. I would like to join my colleague from California in expressing concern about the lack of attention to, or what appears to be lack of attention to the recreation interests.

Your testimony indicates that the recreation interest has multiplied, did you say, 80 percent?

Mr. NELSON. Eighty percent since 1958. We now have over 122 million recreation visits.

Mr. SCHWENGEL. This indicates that this is a marvelous and appealing recreational area, that people can enjoy and use, and I think we will need it increasingly in the future.

I share this concern, and would like to associate myself with his remarks in this regard.

Now, I would like to say also, in view of the fact that this recreation is increasing—

Or maybe I should ask a question, first: Do these people pay any fee for any services, using recreational areas for recreation?

Mr. NELSON. Yes; we have at the present time a good many campgrounds where we charge an overnight fee.

The administration at the present time has a study involving fees for recreation use that would include all of the various departments that furnished a type of recreation. In fact, only last week, the President's Outdoor Recreation Council indicated that the staff should go ahead with a coordination study on recreation fees.

We are in favor of recreation fees. We do not have any recreation fees for the recreationists that use wilderness areas. The type where we do have a fee is where there are improvements such as the campground or a picnic area, where we have quite a substantial investment.

While I talk about recreationists, Congressman Schwengel, there are two classes of recreationists that perhaps we should get straight, here. The 80 percent, our 80 percent increase, is basically those recreationists that go to camp, fish, hunt, picnic, sightsee. Those are the road users. That group is quite enthusiastic in favor of additional roads and developments, so that they can use the national forests from the car.

Then the other type of recreationist is the wilderness enthusiast, that wants these larger areas set aside and preserved, and we agree with that, and we have a great many set side.

We were the first, I think, to set side wilderness for this purpose, and we certainly are strong believers that we should have areas set aside for that purpose, without any roads.

Mr. SCHWENGEL. I agree with that completely, and I am aware of the special studies and the reports asked for by the President. I think this is a good move. And I am anxiously looking forward to see that recorded.

You made mention of the fact that the people who travel in these areas are most enthusiastic backers for the expansion of recreational opportunities there. If that is the case, then, if they are the principal beneficiaries, should we not find some system of tax or fee that could be used, then, to both build and maintain these highways and roads that we build for their benefit?

Mr. NELSON. Yes; I think we agree with that. In fact, the fee that we would charge on a use area, and our idea in this overall study, is that fees would take into account the benefits that derive from that particular area, including the cost of roads within the area, the cost of tables, the sanitation, the water system, that type of thing, having a basis on the level of fee that would be charged.

Mr. SCHWENGEL. And your study would probably bring out the need for this, and make certain recommendations. Is that right?

Mr. NELSON. I am quite sure that it will; yes. The study will be headed up by the Bureau of Outdoor Recreation as the coordinating agency on this.

Mr. SCHWENGEL. What if this takes place, and we have no money to relieve the pressures and build more roads and take care of the problem that you are trying to take care of with legislation and with appropriations?

Mr. NELSON. Well, the land and water conservation fund has certain tax and money-raising features attached to it, including this charge that we have been talking about, for use of special areas, which would go into that fund.

Mr. SCHWENGEL. One further question: Do you agree with me that when and if a State asks for extension of a road system through the forest areas, they ought to pay more on the maintenance of the road after it is built?

Should they not pay a portion of the cost of building the road, when it is a direct benefit to them, when and if they ask for the road to be extended into those areas to serve their system and their people?

Mr. NELSON. Many of the highways that are inside the national forests—the cost is shared by the State, because many of them are built as State-Federal-aid highways, as well as forest highways.

The forest highways are 100-percent financed by the Federal Government, but that is so small in relation to the total job that needs to be done that I think pretty nearly all of the States are using their State-Federal-aid money on many of the roads that would be inside the national forests.

Mr. SCHWENGEL. Yes; Federal-aid money, but in my State we build these roads in the ABC system, the secondary system. The State itself puts the money in.

And my question is: Should the State, from the tax money that they levy on their people who use these roads, and from the tax money they collect from people who come into their State to use these roads, dedicate it toward building some of these roads, rather than putting the entire cost in the Federal Government?

That is what it amounts to at the present time, and the only thing the State does is pay for the cost of maintenance afterwards, according to the testimony we heard yesterday.

Mr. NELSON. Congressman Schwengel, I do not believe I made my point quite clear. State-Federal-aid highways are those referred to as the ABC system.

If the highway is built with the forest highway fund, it is 100-percent Federal, but the forest highway fund is so small in relation to the total needs that many of the States are using their State-Federal aid, including their part of the Federal aid. If it is 50-50, 50 percent State financed and 50 percent Federal, on a State-Federal-aid project

that is going through the national forest, the State would be putting up 50 percent of the cost.

Mr. SCHWENGEL. That was not according to some of the testimony we had yesterday.

Was it not a Roads man who was here?

Mr. FALLON. This was different testimony. We were talking yesterday about public development roads and trails, and public lands highways.

Mr. SCHWENGEL. Yes; I know that, but this is public lands.

Mr. FALLON. That is not his department at all.

Mr. SCHWENGEL. Then in your case, in the case of forest preserves, the State does pay some tax money?

Mr. NELSON. Many of the highways that are built inside the national forests are State highways just the same as they are outside the national forests, with the State putting up their share of the money.

Mr. SCHWENGEL. These public lands that we were talking about yesterday had some forest lands in them, and recreation areas.

Mr. BALDWIN. Would the gentleman yield?

Public lands is a category of lands that falls under the jurisdiction of the Department of Interior, Bureau of Land Management. The national forests are a separate and distinct category of land so identified as national forests. So this is a separate and distinct entity from the public lands area that are under the jurisdiction of the Department of Interior, whereas this is the Department of Agriculture.

Mr. SCHWENGEL. I am glad to know that, because that was not my understanding heretofore. I think here is a good example that we can point out to the people in this other category that we raised the question to yesterday.

Mr. FALLON. Thank you very much, Mr. Nelson, for coming before the committee this morning. We appreciate it.

Mr. NELSON. Thank you, Mr. Chairman.

Mr. FALLON. Mr. Richards?

Mr. Richards, let me welcome you back to the committee. We have had you before us on several occasions, and it is good to have you back.

STATEMENT OF GLENN C. RICHARDS, COMMISSIONER OF PUBLIC WORKS, DETROIT, MICH., REPRESENTING THE AMERICAN MUNICIPAL ASSOCIATION

Mr. RICHARDS. It is nice to be back.

I have been coming here since 1944, as you recall, and I want to congratulate this committee. I think it is the outstanding committee of the Congress. I think it has done more for the country than any other committee.

I recall the fine work done by our Congressman Dondero and Mr. Whittington, both of them did a good job, but you are to be congratulated in carrying on where they left off. The program under way now is the most popular program, the program that has done more for the economy of our country than any program this country has ever had.

I am speaking on behalf of the American Municipal Association. Our mayor of Detroit was supposed to be here, but could not make it.

He is chairman of our Transportation Committee this year, but I am substituting for him.

We support strongly your bill for a billion dollars for the ABC, and I am sure that all the cities in the country recognize the importance of this particular program.

I want to put in the record our statement—I will not bother to read it—telling you that we do support the program. But there are two comments I would like to make quickly.

Mr. FALLON. May I say, Mr. Richards, that without objection your statement will be part of the record in full.

(Statement referred to follows:)

Mr. Chairman and members of the committee, I am Glenn C. Richards, Commissioner of Public Works of Detroit, Mich. I am here today to present a statement for Mayor Jerome P. Cavanagh, of Detroit. Mayor Cavanagh is chairman of the American Municipal Association's Transportation Committee and AMA's Highways Subcommittee. He also serves as a member of the executive committee of the American Municipal Association and, as most of you know, is most interested in urban highways. The association, of course, is vitally concerned with the subject of urban transportation in all of its aspects and has supported various progressive proposals which this committee has developed to deal with highway transportation. Cities, in fact, are grateful for the leadership which this committee has demonstrated in the provision of Federal assistance in our common objective, efficient transportation in the areas of greatest need.

The American Municipal Association has and does support the Federal-aid primary, secondary, and urban extension legislation which this committee develops. At our last annual meeting in Houston, Tex., delegates representing 13,000 municipal governments approved the following statement on this subject:

"Nearly one-half of the Nation's motor travel now occurs on city streets that account for only 10 percent of total highway mileage. This urban travel is expected to increase by more than 100 percent while rural highway mileage is expected to increase by about 30 percent. Present and expected future conditions call for a more equitable distribution of highway users revenues on the basis of road use. Although in some States large sums are distributed to be used in cities, in most States an equitable distribution will require that substantial increases be provided for municipal streets and highways. It is in municipalities where the bulk of the Nation's population resides and where a high proportion of motor user tax revenue is generated.

"The proportion of the annual appropriation made by the Federal Government devoted to the construction of highways in urban areas should be increased substantially so as to provide for the additional funds necessary for the construction of an adequate system of urban highways.

"It is hereby declared to be the policy of the American Municipal Association that secondary as well as major city streets within the corporate limits of municipalities should be eligible for Federal aid in the same proportion that Federal aid is available for the roads outside cities. The Congress is urged to amend existing highway legislation to that end."

This statement, Mr. Chairman, indicates the strength of our support for the continuation of the ABC program. Furthermore, we support H.R. 9905 in preference to H.R. 10055. It is our feeling that this committee's statement in its report on the Highway Act of 1962 represents a commitment to increase ABC funds until the \$1 billion per year figure is reached. We are convinced that the need clearly justifies the expenditure and we would respectfully urge that the committee act favorably on H.R. 9905.

We have reviewed, Mr. Chairman, the statement of principles concerning Federal-aid highway programs which were presented to the committee by the American Association of State Highway Officials. We believe that AASHO's statement is squarely in line with the proper guiding philosophy for Federal-aid highway programs. We subscribe to these principles and believe that this committee and the Congress have done a great deal to develop and uphold this philosophy.

In conclusion, Mr. Chairman, I would only add that traffic and transportation problems today are urban problems. The daily movement of people and

goods in and around cities has become one of the most complex and difficult problems facing public officials of all levels of government today. Highways, roads, and streets are the backbone of the transportation system in cities and, therefore, require coordinated efforts by all levels of government in the solution of urban motor vehicle problems. Only decisive action can stem the rising tide of traffic congestion, confusion, and accidents threatening the economic and social health of our communities. The present financial requirements are truly staggering. We are certain that proper assistance from the Federal Government is strongly indicated and we further feel that the ABC program should have a minimum financing of \$1 billion per year in view of the accumulated highway needs.

Mr. RICHARDS. Thank you, sir.

There are two points I would like to make.

First, I want to congratulate you on passing the legislation which provides for a new study of our highway needs, and I propose to contact Senator McNamara this afternoon and have our mayor contact him, and see if we cannot get the same kind of action out of the Senate committee. I understand it has bogged down right now.

That is very important. I think it is high time we took a new look at our ABC system.

As you recall, for the last 6 years I have been pointing out that part of our highway system has been standing still. We have done a good job on our Interstate System, a good job on our primary system, but the mile and half-mile roads in through cities as well as our urban counties just are not meeting the needs of today's increased traffic.

It is time we took a new look. And I am sure the study, if it comes out—and it ought to be accelerated. We should not wait for another 4 years to get it out. It ought to be out in 2 years, at least.

You will recall 4 years ago, when I proposed this, I was asked at that time not to press the point until you got the Federal system financed. That is financed now, and it is moving along and doing a wonderful job. But I think it is time we pushed a new look at the ABC system, because in my city, as well as other cities, and I am sure the county road people through Mr. Hillenbrand will press that point, we just are not meeting the needs of the heavily populated, increasing every year urban areas, both in the core cities and the area around.

That is where most of our action is taking place, by the way. You recall we were going to cut this 40,000 accidents down to nothing, but instead of that, it is going on up. The reason for that I think is that we have not kept tune with our other systems, our county systems and thoroughfare systems through the cities. And that is where the bulk of our accidents are taking place.

And we have got to widen those out. We have got to get some grade separations on those systems. We have got to put in some of the safety features which we have built into our limited access highway systems, because we just cannot afford, those of us in the highway field cannot afford, to have this increase.

I noticed this morning that in Washington you have 26 deaths this year already, compared with 8 last year. And that is true all over the country. It is going up and up and up.

In one accident this morning a man was killed on a secondary road. He hit a tree. Too narrow a road. We have that every day in Michigan. Our records are way up. We used to be the safest State in the country, and Detroit was the safest city. Well, I hate to think

now what it is going to be in the future, if we do not do something about this system.

So I hope you will push this study, which I am sure will show there is need for acceleration of our ABC system, particularly the half-mile and mile roads adjacent to the urban areas. And I am sure that there are some secondary roads outside of the urban areas that need attention, where we have not had nearly enough money to meet the needs of this growing system.

Yesterday AASHO presented to you a paper or statement on the principle in substance of the association and the Bureau of Public Roads.

There is a last paragraph that I would like to read. I have a comment to make on it.

It says that the Bureau of Public Roads and the State highway departments cooperatively utilize their experience and resources to develop and keep current those administrative and scientific techniques and standards needed to carry out the Federal air highway program.

This is not mentioning the experience and the help they could get from the experienced traffic people in our large cities.

We have no representation, cities have no representation, in the standards committee. We are now assured that they are going to move in that area.

We have gone a long way in building up a cooperation between the city, county, State, and Federal governments, but as far as the urban standards are concerned, we just are not up to snuff. And I think part of it is that they have not taken advantage of the experience we have in our large cities, such as New York and Chicago and Philadelphia, as well as many smaller cities, which have very competent traffic engineering bureaus, accident prevention bureaus. These things which we have learned from experience you have to build into your highways.

I am hoping that the Bureau will in the future allow city experts on city traffic planning right in the cities—to be a part at least of the standards committee.

We have not stressed a change in relationship between the Federal Government and the Bureau of Public Roads. We have not asked for a direct relationship, because I do not think that is the way to build highways. But I am hoping, and Mr. Rex Whitton I am sure agrees with me, that there should be a greater impetus put on this cooperation, particularly in standards in our urban areas.

And I am sure he agrees with me also on the need for concentrating our effort on these mile and half-mile roads which are feeder roads to our very wonderful interstate and trunkline systems.

I think that brings out the points I had in mind. I think we ought to be awfully proud of the program, when we think of what it is doing for the unemployment of this country. You cannot look any place in the country without seeing men working, machinery working, every place you look. And I think that has helped us at least get to somewhere near the prosperous state in which we are now.

I am hoping that the House Committee on Public Works will strongly favor the accelerated public works bill, when you get to

it. It is a little off the point, but I am hoping while I am here that I can ask your support, in the Public Works Committee of the House. I think it ought to parallel our highway legislation, that we ought to be spending \$2 billion a year rather than \$1 billion a year.

Do you recall, Congressman, when we proposed a \$2 billion program, here, and you only had half a billion dollars, and you said we were crazy? Well, I think the people of this country are talking about an accelerated public works program to meet the other needs of our country that are so deficient, and having a captive audience, here, I hope that I can ask your support for the accelerated public works program which I appeared on this morning before the Public Works Committee.

Mr. FALLON. We appreciate your coming here this morning, Mr. Richards, and giving us the benefit of your knowledge and experience on the subject.

Mr. BALDWIN. You have mentioned that the highway program is financed, and you have mentioned the additional needs in the highway field. And there is no question in my mind that there are additional needs.

You may or may not be aware that there are now very direct efforts being made to raid the highway trust fund and actually reduce what is available for this. What position has the American Municipal Association taken on H.R. 5050 to get a gasoline rebate for taxicabs taken out of the highway trust fund?

Mr. RICHARDS. At this time I do not believe our executive committee has taken any position, but I am glad you have asked that question, because we have always been against subversion of the highway fund. We have fought for years to get this committee and the other committees of Congress not to allow reimbursement for utilities.

Mr. BALDWIN. Well, let's not go off on anything except the one immediately before us.

Mr. RICHARDS. We are opposed to any diversion of these funds.

Mr. BALDWIN. This bill is before the Rules Committee. What action do you propose?

Mr. RICHARDS. I assume our executive committee will meet in the near future and will consider that bill at that time, and that our director will send in other information to go along, if you want it, as to our stand on that particular bill.

Mr. BALDWIN. I hope you will make your stand known to all the Members of the House, including the members of the Rules Committee.

Mr. RICHARDS. I am sure we will take that up at our next committee meeting and make our position known throughout the committees.

Mr. FALLON. Mr. Richards, on behalf of the committee, I thank you again for coming from the great city of Detroit and giving us this information.

Mr. RICHARDS. Thank you, Mr. Chairman. It is nice to have been here again.

Mr. FALLON. Mr. Hillenbrand?

STATEMENT OF BERNARD F. HILLENBRAND, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF COUNTIES

Mr. HILLENBRAND. Mr. Chairman, my name is Bernard F. Hillenbrand. I am the executive director of the National Association of Counties.

I am appearing here today on behalf of another fellow Marylander, Spero T. Agnew, the elected county executive of Baltimore County, who is chairman of our roads committee. He could not be here today to testify on behalf of the association. But I am accompanied by C. D. Ward, the general counsel of our National Association of Counties, and our statement will be very brief, Mr. Chairman.

We appear here today to vigorously support your bill, H.R. 9905, and the bipartisan bill, Mr. Cramer's bill, H.R. 9906.

I would like to read a very brief formal statement from our American county platform, which is our policy position, which is exactly to the point of your bill, Mr. Chairman.

Mr. FALLON. Go right ahead.

Mr. HILLENBRAND. Federal aid secondary.

This is our policy platform point No. 3.4.

"Counties which have primary responsibility for over 500,000 miles of Federal aid secondary roads urged the Congress to honor its commitment expressed in the 1956 act to increase appropriations for the primary, secondary, and urban extension system by \$25 million annually until they reach a level of \$1 billion a year.

"Each county in cooperation with the State and Federal Government should immediately undertake a more detailed highway needs study, upon which we can develop a realistic national program to keep development of the secondary system in balance with the other systems of roads."

Mr. Chairman, we have about 250,000 county employees engaged in roadbuilding and maintenance, and we in the National Association of Counties would like to be associated with the remarks of Glenn Richards, who has just appeared on behalf of the city of Detroit, and who is also a supervisor from the county of Wayne. We would like to associate ourselves with the idea that there needs to be a whole lot more attention paid to the so-called ABC highway system.

We would also like, Mr. Chairman, to associate ourselves particularly with the statement of principles that was delivered before this committee by the American Association of State Highway officials. This appears in the hearing of Tuesday by the witness from the AASHO, and we believe that it is very important for this committee and for the Congress to restate the basic concepts upon which the highway program is built.

You heard Mr. Richards mention that he has been appearing before this committee since 1943. NACO has been appearing before this committee since 1955. But there are a whole lot of new people coming up, who do not understand some of the basic concepts of highway construction in the United States.

We are particularly anxious that this committee and the other committees of Congress recognize that the highway building in the United States is essentially a partnership program. And I would like to read just a single paragraph, outlining our basic philosophy about highway construction in the United States.

The partnership of 50 sovereign States in one sovereign Nation is nowhere more clearly defined in law and practice than in the highway field. The Federal Government collects highway users' taxes nationally and returns a portion of them to the 50 sovereign States, on the basis of legislative formulas, to help finance selected systems of roads, the development of which are mutually determined to be in the national interest.

This relationship requires of the Federal Government that it plan and develop jointly with the States and their political subdivisions to conform to mutually agreed upon standards and specifications, a national system of highways, and that it must not violate the spirit of the State sovereignty through hamstringing regulations or arbitrary use of control over enormous sums of money.

It requires that the States and their political subdivisions exercise particular care in planning, staffing, directing, and supervising and controlling construction of the Federal aid system.

We are happy to report, Mr. Chairman, that the relationship of the county officials, the city officials, the State officials, and the Federal officials, on highway construction in the United States has never been better.

And we hear considerable talk and agitation about more firm Federal controls over the States and localities with respect to highway construction and so on, and we know that this committee has always been a very strong supporter of this partnership concept, and we would like to again emphasize the need to rededicate ourselves to these principles, as we start this expanded review of the highway program to decide what to do after 1972.

Mr. Chairman, it is a pleasure to come here and strongly support your bill, H.R. 9905, and to say that the counties are very anxious to have the appropriations expanded to the level of \$1 billion, as originally envisioned in the Federal Aid Highway Act of 1956.

Mr. FALLON. Mr. Hillenbrand, on behalf of the committee, let me thank you for taking time out to come here this morning and give us the sentiments of the county officials. Your organization has always been one of the great champions and supporters of legislation that has come out of this committee. We appreciate it, and it has been a great help.

Mr. Baldwin?

Mr. BALDWIN. Mr. Hillenbrand, I want to ask a question similar to the one I asked earlier.

This bill would increase by \$25 million a year the expenditures in the ABC program. I am not necessarily opposed to that.

If H.R. 5050, the taxicab exemption of 2 cents, goes through, it has been testified by Mr. Whitton of the Bureau of Public Roads that that would take \$7 million a year away from the trust fund.

Now, Mr. Whitton gave us a schedule that showed in 1969, the critical year, we will only have a balance of \$20 million in the trust fund, and if we allow a raid of \$7 million a year between now and then, we will have a deficit. So we could not even continue the ABC program at the present level.

What stand has your organization taken on H.R. 5050? This one dealing with the taxicab exemption from the trust fund of 2 cents per gallon?

Mr. HILLENBRAND. Mr. Baldwin, our organization is crystal clear on this point, that we are absolutely opposed to any diversion of highway user funds from the trust fund to be used for other nonhighway purposes.

We have specifically considered similar proposals, not this specific one. But again, our organization has been strongly opposed to any diversion of these highway funds.

We have tried to emphasize in all our work in this highway field that this is not the usual Federal-aid type of program, that the Federal highway program is financed by a separate system of taxes, which go into a trust fund, and that we must not finance other aspects of the Government from a special tax that is levied against highway users.

I think people should keep in mind that a large portion of highway user fees already go to the general support of Government, and that additional raids on this new highway trust fund would be disastrous.

Mr. BALDWIN. Could I ask one specific question? Because we are running into a time problem in the House and Senate. We have one more witness.

But does your organization intend to see that each member of the House is informed on your position on H.R. 5050 soon?

Mr. HILLENBRAND. Yes, sir; we certainly do.

This bill would increase our ABC appropriations, the overall authorization, \$25 million. The Federal-aid secondary apportionment of this would be 30 percent of \$25 million, or about \$8 million. It would not make any sense for us to support that increase of \$8 million, and then on the other hand have \$7 million diverted out of the fund. We would be right back where we started from.

Mr. FALLON. Thank you very much, Mr. Hillenbrand.

Mr. Rykken?

Let me on behalf of the committee welcome you here this morning.

STATEMENT OF K. B. RYKKEN, AMERICAN AUTOMOBILE ASSOCIATION; ACCOMPANIED BY CORNELIUS R. GRAY, DIRECTOR, LEGAL DEPARTMENT, AAA

Mr. RYKKEN. My name is Kermit B. Rykken. I am director of the highway department of the American Automobile Association. Appearing with me is Mr. Cornelius R. Gray, director of our legal department.

Mr. Chairman, as you know, we had at first contemplated simply filing a brief statement with the committee, but certain facts revealed in testimony by previous witnesses before this group within the past 2 days have caused us to reconsider, thus the reason for this relatively late request to appear and be heard.

The association continues its historic position of support for authorizations to carry on construction on the Federal-aid primary, secondary, and urban systems. The amount of authorizations ultimately provided for the fiscal years 1966 and 1967 will, of course, be finally determined by Congress in its wisdom, taking into account the general fiscal condition of the highway trust fund. We there-

fore take no position with regard to precise amounts of authorizations.

With regard to funds provided for in these bills for work on roads—in forest highways, forest development roads and trails, public lands development roads and trails, park roads and trails, parkways, Indian reservation roads, and bridges and public land highways, we are in general accord. Authorizations are provided from the general funds of Government as, of course, they should be.

It is estimated that between 70 and 75 percent of the revenue accruing to the highway trust fund comes from owners and operators of passenger cars and light trucks. This in itself makes it incumbent upon us to express concern with regard to certain developments which have been much discussed in the past few months, but which have taken on much more precise meaning as a result of these hearings.

I refer first to the taxicab bill (H.R. 5050) which would remove from the trust fund a total of \$56 million between now and 1972.

Second is the so-called land and water conservation bill (H.R. 3846) which would remove from the highway trust fund a total of \$282 million.

Third is the proposal by the President in his budget message to remove from the highway trust fund the proceeds of the tax on aviation gasoline to subsidize airport construction and facilities. It is estimated this would deplete the trust fund to the extent of some \$117 million.

These three diversionary bills alone total \$455 million.

The Highway Amendments Act of 1963 wisely changed a provision of the Federal Highway Act of 1956 from requiring a static design year to a provision which would require a design adequate for 20 years hence. According to testimony submitted to this committee by AASHO, the estimated cost of this design standard change between now and the end of the program is estimated to be \$1.2 billion.

In the Federal Highway Administrator's testimony it was stated that the actual total cost of \$11 billion worth of work on the Interstate System authorized from January 1, 1960, through December 31, 1963, exceeded estimates by 6 percent. If this holds true for the balance of the program, and it seems likely to, this would produce another layer of cost of \$1.2 billion.

AASHO and the Bureau are apparently in complete agreement that it is the better part of wisdom to construct all segments of the Interstate System to four-lane divided standards with full interchanges, rather than the presently contemplated two-lane segments for some 2,000 rural miles, with additional lanes and interchanges to be added later as required. If this administrative decision is carried through, the additional cost would be approximately \$800 million.

These three items alone affect the financial future of the highway trust fund to the tune of \$3.2 billion, and when added to the presently proposed diversions the total impact on the trust fund between now and 1972 is \$3.655 billion.

Let me point out also that in the AASHO testimony of March 10 considerable point was made of the new labor provisions which are almost certain to be incorporated into the Highway Act. Yet

there has been no estimate of the increased costs which will certainly stem from this action.

We fully realize that it will be much more appropriate to deal with the overall highway trust fund problem after the new cost estimate is received by Congress in early 1965, but AAA felt it would not have been carrying out its full responsibility to its membership if we did not call attention to these factors, and particularly to emphasize and vigorously oppose the constant chipping away at the highway trust fund.

In other words, gentlemen, we are going to have enough financing problems without unnecessary diversions from the highway trust fund which this committee never intended in the first place.

During the appearance of the Federal Highway Administrator before this committee on March 10 Mr. Chairman, you questioned Mr. Whitton about his reaction to the AAA resolution adopted by our annual meeting in Toronto last October, suggesting that it might be wise to delay the July 1, 1965, deadline date for considering urban Federal-aid projects in the light of their relationship to a comprehensive transportation planning process as provided for in the Federal Aid Highway Act of 1962.

In February 1963, the AAA Special Committee on Urban Transportation met and considered this problem at length. We studied the provisions of the act of 1962 with which, incidentally, we are in general agreement, but felt the difficulties which were bound to be encountered in bringing the numerous local jurisdictions together into some kind of cohesive unit capable of meeting the rather detailed requirements set forth in the Bureau's two instructional memorandums might cause some difficulty. The special committee ordered staff to make an inventory through our affiliated clubs of the status of transportation planning the then 216 areas involved. The committee met again in June of that year and reviewed the results of our survey which were somewhat disheartening. It was then that the committee recommended that it might be wise to delay the application of this particular planning criteria. It recommended:

As soon as there can be an accurate appraisal of the status of continuing comprehensive transportation planning processes, realistic deadlines should be established for individual urban areas in accordance with their respective requirements. Such deadlines should assure progress toward the establishment of comprehensive transportation planning without jeopardizing the orderly development of the National System of Interstate and Defense Highways and other Federal-aid highway progress.

We note Mr. Whitton's disagreement with that position, but we also note that even now, with only about 14 months remaining, only about 100 of the now 217 areas affected have a transportation planning process underway which would appear to qualify an urban project submitted by any one of these communities. It is true, there is some merit in the earlier date from the standpoint of forcing earlier action, and it is equally true that an urban area which is reasonably certain that it will not meet the test need not submit an urban project for approval.

We do not feel that a delay of 1 year would be harmful, if during that additional grace period, the State highway departments would step actively into the breach and induce by one means or another these laggard areas to get organized so that urban projects would not

be turned down due to lack of a comprehensive transportation planning process.

We hope to receive from the Bureau their latest inventory of places which are in difficulty and will do everything possible through our affiliated clubs to encourage local units of government to get together in this planning effort which we believe to be vital in the light of modern-day transportation requirements.

In addition, gentlemen, we are deeply concerned with a growing tendency by several committees in Congress to bypass the Public Works Committee in matters affecting the highway program and highway financing.

Three or four different committees of the Congress have gotten into the act and one, as a matter of fact, has been successful in pushing legislation through the House. While not having direct effect on the highway trust fund this action, if taken, will have a direct and dramatic effect on the pocketbook of the highway users of 100 miles of the Delaware River Valley. It will, in fact, affect the location and construction of one interstate bridge. Attached is a list and brief description of actions by other committees of Congress in the highway field which we have consistently held to be the responsibility of this committee.

Thank you.

(Appendix to statement follows:)

APPENDIX

Legislation affecting the highway program and highway financing which has bypassed the Public Works Committee of the House of Representatives and which results in diversion of highway user tax revenues:

(1) H.R. 5050 provides a rebate of one-half of the 4-cent Federal gasoline tax paid by taxicab operators. This would deplete the highway trust fund of \$56 million. It has been ordered reported by the House Ways and Means Committee without public hearings.

(2) H.R. 3846 provides for establishment of a land and water conservation fund into which would be deposited the proceeds of motor fuel taxes paid by boat owners. This would remove \$282 million from the highway trust fund. It has been reported out of the House Committee on Interior and Insular Affairs and is now before the Rules Committee. The House Ways and Means Committee concurred in the report.

(3) The budget message of the administration proposes to remove that portion of the proceeds from the tax on aviation gasoline now deposited in the highway trust fund. Such action would reduce expected revenues to the trust fund by \$117 million. No bill to accomplish this has yet been introduced but it is presumed that any such measure would go to the House Interstate and Foreign Commerce Committee and possibly to the Ways and Means Committee as well.

(4) S. 1476 and H.R. 6139 provide for the construction of the Lincoln Trail Memorial Parkway with financing to be provided by the highway trust fund. These bills have been referred to the Committees on Interior and Insular Affairs in both the Senate and the House.

(5) H.R. 4488 requires approval of the Secretary of Interior for highway projects in certain instances. This bill has been referred to the Committee on Merchant Marine and Fisheries.

(6) S. 915 grants approval powers to the Administrator of the HHFA for all land use projects in metropolitan areas, including highways. This bill has been referred to the Senate Committee on Government Operations.

In addition to the above bills relating to planned diversions from the highway trust fund and the general stewardship exercised by this Public Works Committee over highway affairs, several other actions have been taken by the Federal Congress which are expected to have a direct bearing on the pocketbook of the highway user, and consequently on his ability to support the highway trust fund. These include—

(1) Public Law 88-272, Revenue Act of 1964: This law denies the motorist the right to deduct registration fees and driver license fees from his Federal personal income tax. The Treasury Department estimates that this will cost motorists an additional \$110 million annually.

(2) H.R. 6199 grants the consent of Congress to an interstate compact which would allow the Delaware River Joint Toll Bridge Commission to divert highway user tolls for the purpose of constructing port terminal and rail facilities for the development of the Delaware River port area. This directly affects the construction of bridges and connecting highways in a 100-mile long segment of the Delaware River Valley from a point just north of Camden, N.J., to the New York State line. H.R. 6199 was reported out of the House Committee on Interstate and Foreign Commerce and has already passed the House. It is now in the Senate Judiciary Committee.

Mr. FALLON. Thank you very much, Mr. Rykken.

I know that Mr. Baldwin would like to call attention to questions that he has been asking all of the witnesses that have appeared before us.

Mr. BALDWIN. The bill has already been mentioned that I think is the worst grab of all, H.R. 5050, because the taxicabs are using the highways practically every hour of the day and night, and therefore there is no justification for this exemption in any sense. This is the worst of the three bills, in my opinion.

And I want to commend you for the statement where you have said that you intend to fight this bill in every possible manner. I so far have not received any communication in my office from the AAA or any local branches on this bill, so I take it that other members have not, either, and I trust that such communications will be sent shortly to all Members of the House, because we do not know whether this will come up before the Rules Committee, and I think it is particularly important that the Rules Committee themselves are aware of this opposition, because there were no hearings in the Ways and Means Committee, and the Ways and Means Committee have nothing in the record that would indicate any opposition.

Mr. GRAY. The committee report, Mr. Baldwin, has not as yet been printed.

Mr. BALDWIN. I know that. But my point is: Since there are no committee hearings, there cannot be any opposition reflected in that committee report, when, as, and if it is filed.

Mr. GRAY. But I would like to explain, Mr. Baldwin, that we will immediately, as soon as the report is printed—and I have been checking ever since they took the action, every 2 or 3 days, to see if the report has actually been printed.

I have been advised by the staff that it is in the process, but it has not been printed. And they assured me that the Rules Committee would take no action until the committee report had been printed.

Mr. BALDWIN. I think that is true. That is the course normally the Rules Committee pursues.

Mr. GRAY. And as soon as we know the reasons for it—I cannot imagine what the reasons are for it—we will certainly get communications not only to every Member of Congress, but we will do like we have done in the past, and alert our clubs to go to town on it.

Mr. FALLON. Mr. Rykken, when we set this hearing up for today, we did not anticipate that the House was going in at 11 o'clock.

Mr. RYKKEN. I understand.

Mr. FALLON. So if there is anything you might want to add to your statement in the record, you have, without objection, the permission of the committee.

Mr. RYKKEN. I would like to smooth it out a little bit, Mr. Chairman, and then add one or two things to it.

Mr. FALLON. Thank you very much.

The hearings on the subject matter before the committee this morning have been concluded.

(Whereupon, at 11:15 a.m., the subcommittee was adjourned, to reconvene upon call of the Chair.)

(The following was furnished for insertion:)

CHAMBER OF COMMERCE OF THE UNITED STATES,
Washington, D.C., March 20, 1964.

HON. CHARLES A. BUCKLEY,
Chairman, Committee on Public Works, Subcommittee on Roads,
Longworth House Office Building,
Washington, D.C.

DEAR CONGRESSMAN BUCKLEY: The Chamber of Commerce of the United States supports the enactment of legislation to authorize additional appropriations, through fiscal 1967, for the continued development of our Nation's highway system.

We, therefore, favor the enactment of this feature of the bills (H.R. 9905, H.R. 9906, and H.R. 10055) on which your Subcommittee on Roads recently completed hearings.

We are not at this time taking any position on the amounts of money these bills would authorize.

Please also understand that our endorsement of these bills applies only to the primary, secondary, and urban extension aspects of our highway program.

I also want to call to your attention a serious threat to our highway program. The heart of the Federal-aid highway program consists of the user charge and pay-as-you-go financing principles. In recent years, there have been threatening attacks on this self-sustaining program which, if continued, could materially deter its progress. In fact, there is some authoritative criticism to the effect that this is now happening in certain urban areas.

Most of the attacks on the highway program appear to be a preliminary maneuver toward the ultimate diversion of substantial amounts from the highway trust fund for nonhighway purposes, such as for subsidizing mass transit facilities.

We are aware that, thus far, efforts to divert these funds have not been too significant. But if the threat to raid the highway trust fund is permitted to gain momentum, it would result in a complete breakdown of the program.

We respectfully request, therefore, that your committee clearly restate in its report on these bills that the purpose of the highway trust fund is solely for the development of a system of national highways, and that any and all attempts to alter the present arrangement should and will be opposed by the committee. We believe this would reaffirm the intent of Congress as shown by the legislative history of the Highway Act of 1956.

I sincerely hope you will give careful consideration to these recommendations, and would appreciate your making this letter a part of your hearings on H.R. 9905, H.R. 9906, and H.R. 10055.

Sincerely yours,

THERON J. RICE.

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Mr. Farrow: So if there is anything you might want to add to your statement in the report you have written, please let me know.

Mr. Farrow: I would like to emphasize again the fact that the report and the bill are not a threat to the highway industry.

The bill is a measure to provide for the construction of the trunk-line highways in the States.

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