

increase in efficiency and economy; and, (d) further structure Federal grant-in-aid programs for transportation to foster initiative and decisionmaking responsibilities in local agencies directly representing the area affected by federally aided programs.

The remainder of this report is devoted to the development of the positions summarized above and to the relationship of the recommendations to current Federal programs.

IDENTIFICATION OF FUNCTIONS

The first task of the Departments was to identify the "complex and interrelated functions" affecting urban transportation that were referred to during the hearings on the Department of Transportation Act. After a careful examination of existing Federal transportation programs, we recognized four major functions as being essential to the successful implementation of sound urban development and urban transportation programs. They are: (1) planning; (2) research and demonstrations, (3) capital investment, and (4) operations.

It should be stressed that most of these functions are not the direct responsibilities of the Federal Government. The Federal Government, for example, offers technical and financial assistance to State and local planning agencies, but it does not actually prepare plans for urban transportation facilities. The Federal Government does not directly participate in the operation of urban transportation systems. It can and does, on the other hand, perform transportation research, both through in-house and contract efforts.

Demonstrations are assisted both financially and technically, but not ordinarily performed by the Federal Government. In the case of the high-speed ground transportation program collaboration is largely between the Federal Government and private industry, in this case the railroads, rather than between the Federal and State Governments.

The functions listed above are thus activities which must be carried on somewhere if we are to achieve public purposes in the field of urban transportation. They may be performed by any level of government. In some instances they may be performed by private enterprise, or by government and business cooperatively.

Further analysis disclosed that one of these major functions, research and demonstrations, is more commonly performed as an adjunct of the other three functions than as an independent activity or end in itself. Research and demonstration grants may be made to test proposed new or improved operating procedures and to demonstrate the feasibility for broader application.

We also concluded that there are three important kinds of urban and transportation planning. They are: (1) comprehensive planning; (2) systems planning; and (3) project planning. These distinctions are important because they facilitate the resolution of the organizational issues with which this report is concerned.

In summary, in rearranging Federal urban transportation responsibilities, we must provide for:

1. Planning:
 - (a) Comprehensive development planning.
 - (b) Systems planning.
 - (c) Project planning.
2. Research and demonstrations.
3. Capital investment.
4. Operation.

Each of these functions must be carried out if transportation facilities and services satisfactory in themselves and compatible with other public service systems as well as with comprehensive community development plans and objectives are to be achieved. Each of them, except for administration and operations in which there is presently no Federal participation, will now be treated in somewhat greater detail.

1. Planning

(a) *The comprehensive plan*

To warrant the commitment of public resources, an urban transportation program, like any other well-founded and orderly program of public investment, should originate in and be consistent with officially approved and publicly supported comprehensive community development plans. The policy expressed in this statement has been repeatedly endorsed by the Congress. It is entirely consistent with the workable program requirements of the Housing Act of 1949; it was the rationale of the section 701 planning program of the Housing Act of 1954, and