

Finally, a directive was issued on cutting down the idling time of vehicles; employees are not allowed to let the vehicles idle while going for a coffee break or walking a long distance to the front of a house. Although this is not necessarily effective in cutting down the idling time of our employees, it is reasonably successful in cutting down the idling time of some of our vehicles!

To reduce street and terminal congestion, we are beginning a program of accelerated facility construction and improved site location. No longer are the huge colonnaded edifices being built that have served as landmarks since the beginning of the Union. Light-industry types of factories are being built near the confluence of highways where there is access to airports, the Interstate Highway System, and other major transportation arteries.

In addition, plans have been formulated to construct and operate a bulk-mail network that will consist of 21 highly mechanized bulk-mail centers and 12 auxiliary service facilities. The system will process parcel post and second-class and third-class mail. One desired effect of this network will be the disappearance of many postal vehicles from the overcrowded streets of the central business district. Now under study is the concept of whether the same principle is valid for preferential mail.

The Postal Service is also moving toward versions of the supermarket concept. You all can remember going down to the corner store and giving Mr. Jones the grocery order and watching him assemble the groceries. Now, of course, we stand in line for a carriage, push the carriage around the aisles, stand in line again to pay for items purchased, and thank the cashier for the "privilege." If the Postal Service can get its customers to do the equivalent, most if not all of our outgoing operation could be bypassed and thereby eliminate some of the urban congestion we cause.

In addition to internal changes the Postal Service has made (i. e., off-hour transport) are the external efforts that have been made. Through positive incentives and some negative ones, our customers are being induced to mail early, to use ZIP codes, and to presort by ZIP codes. Some positive trends in these areas are becoming noticeable.

Perhaps the best solution lies in reflecting on the fact that the current law creating the U. S. Postal Service in place of the U. S. Post Office Department carries on the post-road tradition. To refresh your memory, a post road is any road, highway, street, waterway, or railway over which mail must travel to be delivered. The law states that the U. S. Postal Service cannot be denied access to any post road. Therefore, it is reassuring to see that this conference was convened to figure out ways to get all those other vehicles off the post roads so that the U. S. Postal Service can deliver the mail!

## A NONGOVERNMENTAL TRANSPORTATION PLANNING AGENCY

### D. Reid Ross

I work for an industrial development organization that is nongovernmental in nature and character and that has an interest in transportation planning, principally because transportation facilities obviously can facilitate or impede economic growth and, therefore, urban growth.

A city like St. Louis or any other gateway city really functioned from its beginning as a freight city. It handled, collected, distributed, transshipped, broke bulk, consolidated, and interlined freight. In 1764 fur and lead were collected in St. Louis, and that is the only reason the city ever got started. Two hundred years later 70 million tons of freight valued at some \$10 billion were handled in the city, a little bit less per person than is handled in New York.

What do we do then to adapt to the new transportation technology, as we have adapted over the centuries to the impacts of old transportation technology such as the steamboat, truck, and airplane? New transportation technology that will be here in 1985, it seems to me, involves jumbo jets and containerization as the most important single impact, but also probably unit trains of all types, large barges, double-bottom trucks, and new kinds of pipeline movements, even semisolids.

What does this mean then in terms of urban design and transportation terminal facilities, urban design in general, and transportation and land use patterns?

We propose in St. Louis, for example, to build a new airport. It could in 1985 (it will take until 1982 to build it if we are lucky) serve as a nucleus for a freight city, if rail, barge, truck, and possibly even pipeline terminal facilities locate in proximity to that airport. If it is built, this airport will be in the Illinois portion of the St. Louis metropolitan area—at least all indications suggest that. The airport authority itself has, to my knowledge, unique legislative authority. It can assemble the land necessary on which to build the airport, some 16,000 acres, and it can in addition use its power of eminent domain to acquire land in a belt one mile wide around the entire perimeter of the airport. So it is conceivable that this airport authority can own nearly 25,000 acres of land. On that belt of ground one mile wide surrounding and embracing the airport, it can develop for any airport-related purpose any kind of land use. The authority can develop the land, lease land to other developers, or do whatever it chooses to do in accordance with the master plan that it must prepare for this purpose.

One of the reasons, of course, for this legislation is that the incremental value that will accrue to the land adjacent to the airport can accrue to the public good and in effect pay for the airport or a portion of the airport construction cost itself. Another reason for the legislation is to permit the planned development and emergence ultimately of related freight terminal facilities—rail, truck, pipeline, and barge.

Studies being conducted or about to be launched can contribute to the design of this intermodal terminal complex. These are the airport location study, which is in its final stages, 3 highway corridor studies being conducted by the Illinois Division of Highways, a rapid transit study, and a rail yard relocation study for which funds are committed by various agencies in the U.S. Department of Transportation. If these studies are conducted simultaneously and are guided and coordinated so that they can all contribute to the relocation or location of terminal facilities in proximity to each other, presumably around an airport that serves as their nucleus, then we have a chance for probably the first time to design an intermodal terminal facility between the sea coasts.

Hundreds of millions of dollars have already been invested in intermodal terminal facilities on both coasts of this country. It does seem to me that an inland, mid-continent location for an intermodal terminal facility will emerge some place between the Appalachian and Rocky Mountains within the next 15 years. We are in St. Louis, it seems to me, well along with respect to studies that can lead to the design of such a mid-continent location for this type of a facility.

There are obviously institutional constraints, not the least of which are the Interstate Commerce Commission, the CAB regulations with respect to switching limits, commercial truck zone boundaries, and air shipment and terminal shipment boundaries.

The need, however, for analysis of institutional constraints is only illustrated by this particular set of problems. The emergence of a U.S. Department of Transportation suggests that at least at the national level we have started. It may be slow to begin with, but momentum is being gained to deal with some of these institutional constraints.

The need for coordination of federal and state governments is enormous in an effort such as we are undertaking. We have identified, for example, some 15 separate studies to be undertaken by 6 different federal agencies before a complete design and location analysis of this particular type of facility can be actually completed. Because so many federal agencies are involved—Department of Interior, Corps of Engineers, Health, Education and Welfare, Department of Housing and Urban Development, Department of Transportation, and even the Economic Development Administration and the Small Business Administration—there is a need at the federal level for coordination. In that regard, we have approached the White House and achieved some degree of interest and

commitment from the Office of Management and Budget with respect to federal coordination.

The state government has at least 5 different agencies involved. There are some 200 truck lines, 14 railroads, 36 barge lines, 6 pipeline companies, and 12 air carriers that are going to make inputs one way or the other into the development of this inter-modal facility. It seem to me that this type of intermodal cooperation among industry and government agencies is absolutely essential if new transportation technology is to be developed and effectively used.

#### THE U.S. DEPARTMENT OF TRANSPORTATION

Michael Cafferty (presented by Gene Tyndall)

Goods-movement problems within urban communities are illustrative of the operational difficulties that the urban transportation planning process has experienced. I would, therefore, like to motivate thinking first within an overall metropolitan focus and to make clear the interest of the U.S. Department of Transportation in the urban transportation planning process so that urban goods movement may then be analyzed from the broader systems point of view. The practical problems and the institutional constraints that planners and decision-makers face at the local level can then be better defined and understood.

There are 3 important new considerations or new concepts that affect the programs of the Department of Transportation; they are all institutional by nature.

1. The new focus is on the environment and on the national desire to preserve and enhance the quality of the environment with whatever tools we may adapt to serve that goal. This effort is supported by the Environmental Policy Act of 1969, signed by the President on January 1, 1970. It is also supported by Secretary Volpe's own concern about environmental quality and by steps that he has taken to establish within the Department of Transportation new mechanisms for coping with the need to assign a high priority to environmental factors in transportation planning, policy, and programs.

2. The Bureau of the Budget came to the department last year with a request that we evaluate the urban transportation planning process to see where and how it might be improved. Here again, many of the improvements will probably be institutional, and technological solutions alone cannot serve the need completely.

3. Another problem area is the need for urban systems, and solutions here are institutional rather than solely technological. The Department of Transportation itself was created in an effort to bring together and to rationalize into a system a collection of transportation modes, techniques, and methods of funding. Nowhere was the need greater than in the nation's urban areas that were reacting to the impact of a variety of factors including urban freeways and urban freeway revolts, interstate highways funded 90 percent by the trust fund, faltering and failing municipal and private transit systems, increasing reliance on airports and increasing concern about aircraft noise, and an automobile-population explosion that matched the people-population explosion.

These new considerations, these institutional innovations, have already been reflected in transportation philosophy at the federal level. Secretary Volpe created the new Office of Assistant Secretary for Environment and Urban Systems. The head of this office was the highest subcabinet presidential appointee in government whose responsibilities, by title, include environmental concerns.

Too often in the past transportation planners have given more thought to transportation efficiency in the narrow sense than they have given to transportation as an environmental consideration that might profoundly affect the quality of life. Undoubtedly this