

**STATEMENT OF FEDERICO PEÑA  
SECRETARY OF TRANSPORTATION  
U.S DEPARTMENT OF TRANSPORTATION  
BEFORE THE  
SENATE ENVIRONMENT AND PUBLIC WORKS COMMITTEE  
APRIL 14, 1993  
KALISPELL, MONTANA  
INTERMODAL SURFACE TRANSPORTATION EFFICIENCY ACT  
AS RELATED TO RURAL AREAS**

Chairman Baucus, Senator Kempthorne, distinguished State and local officials, thank you for the opportunity to testify in the first field hearing on the implementation of the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) as it relates to rural areas.

As a former local official in a Western state I am already cognizant of some of the rural transportation problems that Western rural States encounter. I further recognize that the ISTEA is very significant for rural areas as well as urban areas and I am looking forward to working with all of you to implement it expeditiously and equitably as it was intended. I salute Senator Baucus for his work on this landmark legislation and I look forward to working with him and the Congress on implementing an Act which opens up many new transportation opportunities for you who reside in Western rural areas. This is an exciting time for transportation officials as we go full speed into ISTEA implementation along with the Clinton Administration's economic stimulus funding for infrastructure programs such as "Rebuild

America" and the Administration's technology initiatives.

The ISTEA brought about a new way of doing business. This new approach to transportation requires transportation officials at all levels of government (and the private sector) to look closely at how transportation affects the environment, the economy, and the overall quality of life. Participation by local officials is one of the keys to making the ISTEA work. That is why we are here today. The ISTEA has opened a new door to transportation choices. Choice brings responsibility, and for rural communities, the responsibility is to voice concerns effectively to ensure that rural needs are addressed. The U.S. Department of Transportation (DOT) is committed to continuing its efforts to work with local governments and rural communities in order that they achieve their goals. I would like to summarize some of our implementation efforts to date.

#### **Federal, State and Local Interaction**

The ISTEA has provided both opportunities and challenges to Federal, State, and local governments, but especially so to the State and local governments. The Federal/State partnership in the highways area has long been recognized as one of the strongest of any Federally assisted program. The local governments, however, have not always been actively involved. The ISTEA has given them an elevated partnership status at the Federal and State levels by providing them opportunities they either did not have before or had at a much lower level of involvement. Now, they have an important role in planning and

programming many improvements and in the selection of projects to advance. In fact, they have a responsibility to be actively involved with the States and the States have a responsibility to involve them.

These new responsibilities and roles do not come without some difficulties. For example, there is a pattern of traditional thinking and approaches that must be overcome to insure that nontraditional players are fully involved. While many State and local officials are moving ahead with the ISTEA's new way of doing business, there still is much learning and reorientation required. This is one of the major challenges: we must be diligent in working together now to achieve the aims of ISTEA because a strong State/local relationship is essential if we are going to manage and effectively address our numerous transportation needs.

#### **Outreach Activities**

We have taken the partnering aspects of ISTEA very seriously by creating and improving ties with our partners at every level, both within and outside of Federal, State, and local governments; helping the Metropolitan Planning Organizations (MPOs); giving a voice and vision to the diverse public and private interests affected by the ISTEA; encouraging minority and women business enterprise; and working with our long-established partners like the American Association of State Highway and Transportation Officials (AASHTO), the National Association of Governors Highway Safety Representatives, the U.S. Conference of Mayors and other

groups. In addition, we have held hundreds of outreach and informational meetings with many diverse groups throughout the country since the ISTEA was enacted. DOT outreach is why I am here today.

This outreach will continue. In order to ensure widespread distribution, interim ISTEA guidance memoranda were compiled and published in two Federal Register notices issued on April 23, 1992, and January 4, 1993, and we intend to issue additional ISTEA implementation publications in the future. Early in 1992, we established a conference on the Federal Highway Administration's (FHWA) Electronic Bulletin Board System (FEBBS) to help disseminate guidance on implementing the ISTEA. The ISTEA conference includes nearly 300 questions and answers and 50 policy memoranda on ISTEA implementation, with information from both the FHWA and National Highway Traffic Safety Administration (NHTSA). When the ISTEA conference was opened to the public, the number of calls to FEBBS each month doubled from 2,500 to 5,000. Thus, FEBBS has been an essential component in our efforts to disseminate information and assist State and local officials and MPOs in implementing the ISTEA.

### **Economic Stimulus**

I would like to now briefly discuss one of the significant elements of the President's program. House-passed H.R. 1335, the FY 1993 Emergency Supplemental Appropriations bill, contains generally the same highway provisions as proposed by the Administration in its economic stimulus program. Under H.R.

1335, the FY 1993 Federal-aid obligation limitation would be increased by \$2.976 billion above the current limitation of \$15.327 billion. Thus, the new obligation limitation would be \$18.303 billion.

The increase in the obligation limitation, which would be distributed to all the States based on existing law, is an element of the President's program to emphasize investment and to jump-start the economy. The overall impact of the additional obligation limitation would be to reduce unemployment and to increase the funding available for maintaining the conditions and performance of our Nation's highways and to permit the States to better address priorities.

The additional obligation limitation would result in job growth in the near-term because it would be used for highway projects that are ready to go. The Office of Management and Budget estimates that the additional obligation limitation would support 70,000 additional direct and indirect highway construction jobs. Unemployment in the construction industry in general is over 15 percent nationally, and even higher in many States. The transportation component of the economic stimulus proposal would thus serve as a key source for job growth in the construction industry and related businesses.

#### **FY 1994 Long-Term Investment Program**

The Administration's FY 1994 budget released last week will provide for full ISTEA funding of the Federal-aid highway program. In FY 1994, the obligation limitation would be \$18.398

billion, or about \$2.7 billion more than the baseline estimate of \$15.7 (the pre-stimulus FY 1993 enacted budget plus inflation). When programs that are exempt from the obligation limitation are considered, the total Federal-aid highway program will be about \$20.5 billion. This level of funding is consistent with the Administration's vision of increased public investment to improve productivity.

Full ISTEA funding is also important in order for the transferability and flexibility provisions to work to their fullest potential. The multi-modal availability of funds and expanded project eligibility have resulted in greater competition for ISTEA funds. Such transferability as well as innovation could suffer in a climate of restrictive spending. In many cases, competition for funds may work against newer programs, especially when they are competing with existing projects which are "on-the-shelf" and ready to go. While the FHWA has done as much as possible to create a level playing field, the amount of funds available is probably the single biggest factor in ensuring that new programs are successfully delivered.

Relative to the future investment proposals, full ISTEA funding would result in the following investment levels:

- FY 1995:           Obligation limitation - \$18.3 billion;  
                          Federal-aid total       - 20.7 billion;
- FY 1996:           Obligation limitation - \$18.4 billion;  
                          Federal-aid total       - 20.9 billion;

- FY 1997:           Obligation limitation - \$18.4 billion;  
                          Federal-aid total         - 21.0 billion;

Thus, under the Administration's highway investment proposal, the total obligation levels for FY 1994 - FY 1997 would be \$8.6 billion higher than the baseline levels (which are the FY 1993 enacted levels adjusted for inflation). When compared to baseline funding, the Administration's highway investment proposal will result in:

- Decreased deterioration of the highway system by supporting more highway resurfacing, restoration, and rehabilitation projects. These projects reduce pavement deterioration and the resulting higher costs of major reconstruction projects.
- Less congestion. We have estimated that the congestion cost is about \$39 billion annually in urban areas with populations larger than 1 million.
- Increased highway safety. The Nation's annual cost of motor vehicle accidents including deaths, injuries, and property damage is approximately \$137 billion. In 1992, about 39,200 people were killed in traffic related accidents. Although this is a tragic loss of human life, we do note that this is the lowest fatality toll in 30 years and represents a 16 percent drop in fatalities over the past 4 years. The national highway fatality rate now stands at about 1.8 deaths per 100 million vehicle miles of travel. This is the lowest ever, just half of what it was less than

20 years ago, and one of the lowest rates in the world. But we can and must do more. In addition to the FHWA's ongoing programs to make the highway environment safer, NHTSA has an extensive program to specify and facilitate deployment of collision avoidance systems. NHTSA and FHWA are also working together to implement the safety belt and motorcycle helmet use provisions of the ISTEA. ISTEA's sanctions for failure to enact mandatory belt and helmet laws should expedite implementation in all States of these very important safety measures; to date, 44 States have safety belt laws in effect, 25 have universal helmet laws in addition to the District of Columbia and Puerto Rico. In addition, we hope to make our arsenal of highway safety measures even more effective through the highway safety management systems.

With respect to taxes, full ISTEA funding for highways is based on the extension and transfer to the Highway Trust Fund, beginning October 1, 1995, of the 2.5 cent per gallon motor fuel tax currently being paid into the General Fund of the Treasury for deficit reduction. Two cents of this amount would be dedicated to the Highway Account and the remaining one-half cent would be dedicated to the Mass Transit Account of the Highway Trust Fund. Without such additional financing, we project the Byrd Amendment would trigger a reduction in apportionments as early as FY 1995. Under the Byrd Amendment, as amended, unfunded authorizations at the end of the fiscal year in which an

apportionment is made must be less than the balance in the Highway Trust Fund at the end of the fiscal year plus revenues anticipated to be earned in the following 24-month period.

The Administration's message is also that increased highway investment means smarter spending of dollars, not only spending more dollars. The FHWA is focusing on those high pay-off measures which make the best use of current surface transportation dollars, systems, and techniques. Such programs include the IVHS, the six management systems required by ISTEA, and the National Quality Initiative, which holds tremendous potential for improved planning, design, and construction at the least annual cost. Last November, the FHWA along with leaders in the transportation industry pledged to make a continuing commitment toward the production of quality products and services through a partnership approach. We are continuing this commitment through regional workshops.

With regard to the transit program, for FY 1994, \$4.6 billion is requested for the Federal Transit Administration (FTA), an \$802 million (21 percent) increase over the enacted level for FY 1993. The request emphasizes long-term capital investment in mass transit infrastructure. Formula capital grants and Discretionary Grants total \$3.424 billion, almost 90 percent of the authorized level.

Federal capital funds, together with State and local matching funds, will be used to upgrade rail facilities and equipment and replace rail rolling stock, thus beginning to

eliminate the backlog of unmet rail investment needs. The funds will also replace buses and vans, and rehabilitate bus facilities. The newer vehicles will not only be safer and contribute to improved air quality, but will also be more accessible to persons with disabilities.

The funds provided directly for transit in the FTA budget may also be supplemented by other ISTEA funds administered by FHWA, depending on State and local decisions. The ISTEA provides new flexibility for various accounts to be used to fund any eligible transit capital project.

#### **The ISTEA Planning Process**

The ISTEA formalized a statewide planning process. The goal of the statewide planning process is to encourage the development of transportation systems embracing various modes of transportation in a manner that will serve all areas of the State efficiently and effectively and involve local Governments more consistently. State transportation plans, programs, and projects all must conform with the State Implementation Plan (SIP) for attaining the National Ambient Air Quality Standards (NAAQS). Mr. Chairman, you have been a leader in the environmental arena and I fully agree that transportation and air quality goals are interdependent. I recently met with EPA's Administrator Carol M. Browner, to discuss our related programs and to initiate an ongoing dialogue so that our programs are coordinated and complimentary.

Out of the statewide planning process must come a long-range

transportation plan covering the entire State. From the plan will flow a Statewide Transportation Improvement Program (STIP) that covers all highway and transit projects.

State and local officials are urged to consider not only the condition of pavements and bridges--but also the roles of transportation within the economic, cultural, and ecological life of the State and local communities, as well as the multimodal approach to transportation problems.

Local planning and air quality officials will need to coordinate early in the development of land use plans and transportation alternatives to ensure that air quality concerns are adequately considered. This early coordination is important because local land use decisions will often dictate the transportation systems that are needed in metropolitan areas. Statewide planning is to be coordinated with metropolitan area planning and reflect rural economic growth, tourism development, recreational development, and the concerns of Indian tribal governments. The end result will be that whatever governmental entity selects projects, it will be choosing from an approved, fiscally reasonable, and prioritized STIP developed through a cooperative decisionmaking process.

#### **Management Systems**

We have also been working closely with the States in developing the six management systems provided for in the ISTEA in the areas of (1) highway pavement of Federal-aid highways, (2) bridges on and off Federal-aid highways, (3) highway safety, (4)

traffic congestion, (5) public transportation facilities and equipment, and (6) intermodal transportation facilities and systems. These six systems will guide the States in making prudent decisions when using their limited resources to improve the efficiency of the nation's transportation system.

In addition to holding public meetings on the traffic congestion, public transportation, safety and intermodal management systems, we published a proposed rule on the systems on March 2, 1993, seeking information from the public. Rather than imposing overly prescriptive Federal requirements, the proposed regulations identify the desired end goals of the systems, and would grant the States and other affected groups flexibility in developing systems which are tailored to their specific needs. Because no final regulations have yet been issued, progress by the States in implementing these management systems has been varied. Several States have active operational pavement management systems. Others are in the development stages testing newly developed systems. Still others are beginning by hiring consultants to set up computer systems to analyze data and organize diverse functions. The Department needs State and local input on any problems. The public docket comment period ends May 3, 1993.

#### **ISTEA Flexibility and Project Eligibilities**

One of the key concepts that the ISTEA seeks to foster is funding flexibility and transferability. ISTEA created the Surface Transportation Program (STP), a new block grant type

program, that States and local officials may use for any roads, including the National Highway System, (NHS) that are not classified as local or rural minor collectors. Transit capital projects are also eligible under this program. The FHWA has encouraged State and local governments to utilize the ISTEA funding flexibility and broad project eligibility provisions. Taking advantage of this flexibility, States transferred almost \$1.1 billion among the highway programs and also over \$300 million from highways to transit.

The ISTEA expands the types of projects and activities that are now eligible under the basic programs. Some of the expanded eligibilities are: transit capital improvements, transit research and development, transportation planning, wetland mitigation, start-up costs for traffic management and control, and transportation enhancements. The ISTEA allows local areas to decide within a wide range of eligibilities what is best for their communities.

#### **National Highway System**

Let me now turn to the NHS. ISTEA explained the NHS this way: The purpose of the National Highway System is to provide an interconnected system of principal arterial routes which will serve major population centers, international border crossings, ports, airports, public transportation facilities, and other intermodal transportation facilities and major travel destinations; meet national defense requirements; and serve interstate and interregional travel.

The system, which will be proposed by the Department, in consultation with the States and local governments must be submitted to Congress in December of this year. Congress in turn must designate the system in law by September 30, 1995. The States must submit their proposals by April 30, 1993.

A number of States represented here today support a large NHS -- larger than the mileage targets given to the States by the FHWA in June 1992. Those rural and urban mileage targets were based on the 150,000-mile illustrative NHS submitted to Congress in February 1991; this submission would directly serve 55 of 58 urban areas (5,000 population or greater) in the four-State region -- Montana, Wyoming, North Dakota, and South Dakota.

We realize that continuity of system is important in the West. The Department is aware of the NHS designation issue in this area and we will be working with this Committee as well as with the States to resolve these issues. As a part of this effort, FHWA Headquarters staff will meet with representatives of the four States mentioned above early in May in North Dakota. We will consider the great distances and the great size of the affected areas.

#### **ISTEA and the Clean Air Act**

The Clean Air Act Amendments of 1990, together with the Intermodal Surface Transportation Efficiency Act of 1991 call for significant changes in the way we go about meeting transportation and air quality goals. Because emissions from motor vehicles contribute to air pollution, the Clean Air Act Amendments include

provisions aimed at reducing vehicle emissions through a combination of cleaner vehicles, cleaner fuels and requirements for transportation programs and projects to help achieve national air quality goals.

The ISTEA complements the Clean Air Act by providing funding and giving State and local transportation officials the flexibility to use it in ways that will help us develop a balanced, environmentally sound, intermodal transportation system. In addition to the flexibility to achieve the best mix of transportation projects to meet local needs, the ISTEA sets up a new program, to help fund transportation control measures and other projects intended to help meet standards in air quality nonattainment areas. ISTEA also increases the emphasis on multimodal considerations, land use decisions and air quality problems in the transportation planning process.

The Clean Air Act Amendments (CAAA) place stringent requirements on States and local areas to develop plans that address air quality needs. The CAA Amendments strengthen earlier requirements to assure that transportation plans, programs and projects "conform" to the air quality plans. Although the issues are complex and very controversial, DOT and EPA are working together to develop a final rule implementing these provisions as quickly as possible.

The Clean Air Act also provides that EPA must start the process of imposing highway funding sanctions or other sanctions if States fail to submit air quality plans by legislated

deadlines. If imposed, highway sanctions could undermine DOT's ability to fund needed transportation improvements. We are working with EPA to encourage States to meet the planning requirements and avoid sanctions.

#### **Transportation Enhancements for Rural Areas**

We are seeing that local areas are making differing uses of transportation enhancements in Region 8 which consists of North and South Dakota, Montana, Wyoming, Utah, and Colorado. Colorado has programmed \$500,000 of enhancement funds for the removal of signs along scenic byways. They are also using enhancement funds for bicycle paths.

Montana has distributed enhancement funds to cities and counties. Utah has established a process for local entities to apply for the funds and the State has committed to prioritize the projects based on local concerns. Wyoming has thus far expended most of their enhancement funds on the preservation of a railroad depot in Cheyenne. Wyoming Department of Transportation, in cooperation with a number of local entities, is modernizing the depot into a transportation museum and tourist information center.

The ISTEA transportation enhancement provisions offer rural areas an opportunity to preserve, showcase and improve upon their unique resources - be they environmental, historic, or scenic. We are beginning to learn of the variety of rural activities being funded with transportation enhancement funds. For example, here in Montana a project is being implemented to clean up the

road runoff that flows into an environmentally sensitive trout stream.

Some rural areas are building bicycle facilities to promote the growing bicycle tourism industry. Others are rehabilitating historic transportation facilities, like the Gallup, New Mexico railroad depot which will continue to serve as a railroad station but will also have a marketplace for Native American crafts. At Marble Canyon, Arizona, travelers will be able to appreciate the spectacular view from an historic bridge which has been given new life as a pedestrian bridge and overlook, while vehicles will use the new, parallel bridge. Other States are looking at the possibilities for further developing the tourism and cultural appreciation potential of historic trails, such as the Oregon Trail.

In giving authority to implement this new category of activities called transportation enhancements, the Congress has unleashed a creative energy across the Nation. We are seeing healthy new partnerships forming, and many State transportation agencies are finding that they are building tremendous good will. We look forward to updating you on our transportation enhancement accomplishments in the coming years.

**Local Technical Assistance Program (LTAP)**

The successful Rural Technical Assistance Program (RTAP) was expanded and continued by ISTEA as the Local Technical Assistance Program (LTAP). LTAP gives local officials access to state-of-the-art technologies to meet the growing demands on rural roads,

bridges, and public transportation facilities. The LTAP has been very effective in helping over 37,000 small urban communities nationwide deal with a wide range of transportation issues and problems.

Through LTAP, new highway technologies and technical assistance have been delivered to local officials by a nationwide network of technology transfer centers. LTAP provides training and technical assistance to rural highway agencies to help meet the growing demand placed on rural roads, bridges, and public transportation. With the ISTEA, the program was expanded to include urban areas (50,000 to 1,000,000 population) and American Indian tribal governments. FHWA and the Bureau of Indian Affairs (BIA) have jointly funded the establishment of four technology transfer centers to meet the needs of Native Americans. The new centers to serve Native Americans are:

The Technology Transfer and Training (T<sup>3</sup>) for Native Americans at Colorado State University at Fort Collins which will cover Colorado, Utah, New Mexico, Arizona and eventually Kansas, Oklahoma, and Nebraska; the Northwest Tribal Rural Technical Assistance Program at Eastern Washington University in Cheney, covering Washington, Oregon, and Idaho and eventually Northern California; the Regional Indian Technology Transfer Center at Montana State University in Bozeman covering Montana, Wyoming, North Dakota, and South Dakota; and the Technology Transfer Center for American Indian Tribal Governments in the Eastern United

States at Michigan Technological University in Houghton, which covers areas east of the Mississippi.

### Role in Rural Transit

Let me turn now to our role in another element of transportation, rural transit. The Department's Federal Transit Administration (FTA) supports public transit in rural and small urban areas under section 18 of the Federal Transit Act. Funds are apportioned annually to the States, and are available for capital, operating and administrative expenses. Under ISTEA, funding was \$106 million in fiscal year 1992. I am pleased to tell you that the Department is requesting \$131 million for this program in fiscal year 1994.

Moreover, through use of the new ISTEA flexible funding provisions, an additional \$2 million was made available for rural transit in fiscal year 1992, although no such requests were received from western States. We do, however, expect many more requests in the current fiscal year for rural funding from the new flexible source.

ISTEA also made a significant change regarding intercity bus service. Under the law, 10% of each State's section 18 apportionment for fiscal year 1993, and 15% each year thereafter, must be spent to support intercity bus transportation, unless the Governor certifies that intercity bus transportation needs in that State are adequately being met. Moreover, funding for intercity bus terminals is available under the ISTEA's Surface Transportation Program.

In general, rural transit is more likely than conventional city transit to use small vans to provide demand-responsive service. It is also closely linked to other human services and often is coordinated with programs supported by the Department of Health and Human Services. In this connection, FTA's section 16 program provides funding to the States each year for special transportation services for elderly persons and persons with disabilities.

Transit riders in rural areas are more likely to be elderly, persons with disabilities or the economically disadvantaged. Especially in the sparsely populated western States, trip distances are usually very long. Typically, trips are to public services concentrated in the nearest urban area, which may be across a State line. FTA's rural and elderly and disabled programs address these needs.

To help grantees take full advantage of the rural public transportation assistance available, the FTA recently revised its Section 18 program guidance, which is now widely available in the States. Further, the agency has co-sponsored a series of eight ISTEA workshops for rural and small urban officials since January of this year. Finally, FTA funds the National Rural Transit Assistance Program, which supports State training and technical assistance on a range of rural transportation issues, and which has a national resource center. The resource center's toll-free number for technical assistance is (800) 547-8279.

Let me also point out that FTA's role in Montana and other

western States is not limited to providing rural funding. The agency also each year provides funds under its section 9 formula program to all urbanized areas. In Montana, for example, in fiscal year 1992 approximately \$1.2 million has been made available under this program to Billings, Great Falls, and Missoula. In short, I think our transit program makes a significant contribution to the transportation needs of Montana and other States.

#### **Highway Safety and Motor Carrier Safety**

No discussion of ISTEA would be complete without a discussion of the safety programs ISTEA enhanced. In the Motor Carrier Safety area I am pleased that most States in this region have taken advantage of the expanded scope of the Motor Carrier Safety Assistance Program (MCSAP). FHWA, by a final rule, in September 1992 expanded the scope of MCSAP beyond the core activities of roadside inspection and carrier reviews to include new ISTEA initiatives such as training State inspectors to enforce hazardous materials requirements and traffic enforcement performed in conjunction with roadside inspections. I am happy to advise you, Mr. Chairman, that Montana has increased its motor carrier inspections from 15,691 in FY 1988 to 20,365 in FY 1992 and that Montana Highway Patrol Officers and Motor Carrier Service Officers have been trained in the motor carrier driver vehicle inspection program to complete Level 1 inspections. Also, Montana has been allocated \$483,768 in FY 1993 for MCSAP implementation.

Special highway funds targeted for elimination of safety hazards on existing highways has been continued as part of the Surface Transportation Program authorization. The Hazard Elimination and Rail-Highway Crossing programs are particularly important in rural areas, where our motor vehicle fatality rates are high. Often States cannot afford major highway reconstruction or a railroad separation structure to completely cure the problem, but the lower cost improvements under these programs have shown tremendous safety benefits. For FY 1993, Montana received \$731,916 for NHTSA's portion of the section 402 State and community highway safety program, and \$65,965 for FHWA's portion of the program. In FY 1992, Montana also received \$104,239 in section 410 alcohol safety incentive grants.

I also endorse the actions taken by Congress to encourage adoption of safety belt and motorcycle helmet use laws by the States. Motor vehicle crashes in rural areas, with their generally high speeds and narrower roadways, are much more severe than elsewhere. Safety belts and helmets may not prevent such crashes from happening, but they will substantially reduce the consequences.

NHTSA provides technical assistance to help States improve the delivery of emergency medical services (EMS) and other programs in rural areas. About 60 percent of the nation's motor vehicle deaths occur in rural areas, and poor access to emergency care in rural areas contributes to this higher fatality rate. NHTSA has facilitated 35 statewide EMS technical assessments over

the past four years. These assessments bring together a team of national experts, including rural EMS experts, who evaluate a State's EMS system and prepare a report for the State's consideration. A statewide EMS assessment performed in Montana in 1991 recommended improvements in the State's EMS data collection system and suggested ways to increase public awareness of the State's EMS system. Montana's EMS and Highway Safety Offices have responded positively to these recommendations.

The cornerstone of all EMS training, the "Emergency Medical Technician-Ambulance: National Standard Curriculum," which NHTSA developed, is now being revised to include, among other things, the needs of rural EMS providers. The revised curriculum will be completed in late 1993, and the Department of Health and Human Services's Office of Rural Health Policy has joined NHTSA in funding pilot tests of the new program. One of these tests will be conducted in Montana.

NHTSA also has supported the National Sheriffs' Association's Rural Initiative Program, which targets the improvement of traffic enforcement capabilities and increased awareness of highway safety issues among sheriff agencies in rural areas. The program is underway in South Carolina, Ohio, Michigan, and Kentucky, and will be expanded to two more States this year. Over 350 sheriffs' deputies and rural county police officers have been trained to "look beyond the ticket" to criminal interdiction activities, proper use of standardized field sobriety tests, occupant protection usage and enforcement

techniques, and recognition of persons driving under the influence of drugs.

### The Federal Lands Highway Program

The Federal Lands Highway Program (FLHP) is dedicated to improving transportation serving Federal lands. The FLHP provides an opportunity for rural economic development as a result of transportation improvements. A significant portion of this program is used to fund rural public roads in the western States. The program consists of park roads and parkways (PRP), public lands highways (PLH) and Indian reservation roads (IRR). The FLHP is funded from the Highway Trust Fund and the FY 93 authorizations are \$83 million, \$171 million, and \$191 million respectively. Under the FY 94 budget, the FHL P program is due to receive increases over and above the originally authorized funding levels by the ISTEA. In FY 94, for example the authorization will be \$106 million, \$176 million, and \$199 million in lieu of funding that was fixed at the FY 93 levels. This represents a total increase of \$36 million in FY 94. Funding levels will increase to \$214 million, \$223 million, and \$250 million by FY 97. There are over 8,000 miles of park roads and parkways under the ownership of the National Park Service. There are over 45,000 miles of Indian reservation roads: 20,000 miles are owned by the BIA and the remaining 25,000 miles are owned by State and local governments. Most of the roads funded under PLH are owned by State and local governments. Sixty-six percent of the PLH funds are allocated for improvement of 25,000

miles of State and local roads (forest highways) serving National forests.

To implement this program under ISTEA, the FHWA in cooperation with the Forest Service, the National Park Service, the BIA and the Bureau of Land Management, participated with the Center for the New West in an April 21-23, 1992, conference titled "Transportation: The Vital Link in the New Economy". The conference focused on policy implications of the ISTEA with emphasis on rural western regional economic development through travel and tourism as well as development of other Federal land management resources.

#### **Indian Transportation and Employment Needs**

We are dedicated to recognizing and providing assistance to resolve various transportation related problems faced by Native Americans and also to recognize Indian transportation needs as a part of the transportation planning process. In keeping with that commitment, the FHWA cooperated with the BIA in a series of seminars to increase understanding of the statutory Indian preference in employment provisions for direct and Federally-assisted contracts. The FHWA and NHTSA are currently cooperating with the BIA in conducting four National Tribal Leaders Transportation Conferences. Also, the FHWA is participating in the Transportation Research Board and Tribal Sponsored Conference titled "Exploring Solutions to Native American Transportation and Economic Development Problems" being held at the Flathead Indian Reservation, Polson, Montana on May 4-8, 1993. These conferences

will provide an opportunity to share information on the IRR program, describe other funding opportunities provided by ISTEA, and explain how Tribal governments can participate in various programs.

Procedures have been implemented by FHWA and BIA to improve Indian Tribal government involvement in the IRR program and statewide transportation planning processes. Under the IRR program stewardship, the FHWA and BIA continue to ensure that the provisions of the "Buy Indian" Act of 1910 are followed relative to Indian contractor, Indian materials and Indian employment preferences. Also we continue to ensure that section 7(b) of the Indian Self-Determination and Education Assistance Act is followed.

On March 15, 1993, FHWA issued a Notice on "Indian Preference in Employment on Federal-aid Highway Projects on and near Indian Reservations." This notice provides guidance to State highway agencies which are currently working with Tribal representatives to establish and monitor attainment of Indian employment goals for State administered projects that are on and near reservations. The FHWA has designated an Indian Affairs Coordinator in the Washington Headquarters office to be better able to promote Indian employment and respond to these issues.

#### **Bridges on Indian Reservation Roads**

ISTEA continued the Bridge Replacement and Rehabilitation Program to provide assistance for any bridge on a public road. The program is basically unchanged from previous years in its

formula and requirements. However, its funding authorization is increased by over \$1 billion per year over the life of ISTEA, compared to prior years.

New section 1028 of ISTEA may be of particular interest to many of you. It amended the Highway Bridge Replacement and Rehabilitation Program (HBRRP) to provide for the inventory and funding of bridges on Indian reservation roads as well as access roads. Not less than 1 percent of the HBRRP funds apportioned to each State which has an Indian reservation within its boundaries shall be expended for bridges on Indian reservation roads. Those funds are transferred to the BIA to be allocated at an 80 percent Federal share.

Bridges that provide access to Indian reservations, and need replacing or rehabilitating because of their deficient conditions, are eligible for funding under this program. A memorandum of agreement has been executed between the FHWA and the BIA for activities covered by this provision of the ISTEA. The FHWA manages the inventory of bridges and related fiscal activities, as well as the annual call for projects the States may wish to have funded under this program. The BIA solicits candidate projects and selects those to be funded, attempting to have an equitable distribution of the funds to BIA owned and non-BIA owned bridges. In fiscal year's 1992 and 1993, \$9.4 million and \$14.6 million, respectively, were transferred to BIA for the program.

### Intelligent Vehicle Highway Systems

The application of Intelligent Vehicle Highway Systems (IVHS) to rural areas is a program priority in ISTEA that is gaining increased attention through numerous activities.

(1) DOT Strategic Plan - Rural IVHS: DOT's IVHS Strategic Plan report to Congress pursuant to Section 6054(a) of the ISTEA includes specific goals and milestones to support the development of IVHS products and technologies that prove useful in rural America. DOT foresees substantial potential for IVHS in both small urban and rural environments for making improvements in safety, mobility, and productivity.

(2) ARTS Committee and Conferences: Recently the Advanced Rural Transportation System (ARTS) Committee of IVHS AMERICA was established to provide a focus for rural interest in IVHS. Two rural conferences were held this past year to help assess the opportunities IVHS provides to the rural travel constituency. Rural conferences were held September 23, 1992 in Redding, California and February 22, 1993 in Keystone, Colorado. Nearly 200 people attended the Keystone conference from State transportation departments, State highway patrols, county agencies, emergency medical providers, universities, federal laboratories, vehicle manufacturers, and communication and defense industries. The conference was used to share experiences about the potential for IVHS to improve traveler safety, motorists service information and highway operations in rural locations, and to encourage IVHS activities in states that are

predominantly rural.

(3) **Research and Development:** Research is underway to examine IVHS applications to rural and small urban environments and to categories of travelers, using advanced electronic and communication technologies. It will also determine the need for information services in these areas and develop the functional requirements for providing them. The feasibility and cost-effectiveness of alternative applications will be assessed.

I am happy to report that Montana State University has indicated their interest in collaborating with several other universities and the State Department of Transportation to establish a Western Transportation Institute (WTI) to enhance the development of technologies for rural transportation. We are working with Montana State University and the WTI affiliates to explore an arrangement for their involvement in the IVHS program.

(4) **Ongoing Operational Tests:** There are a number of ongoing IVHS operational tests which DOT is supporting partnerships in rural areas:

- Colorado is evaluating the use of Weigh-In-Motion and Variable Message Signs to inform individual trucks of safe operating speeds on a long downgrade on westbound I-70 near the Eisenhower tunnel.
- Iowa, Minnesota and Wisconsin are evaluating the effectiveness of using the Global Positioning System and on-board computers to record commercial vehicle miles driven within a state for fuel tax allocation purposes in a manner

acceptable to state auditors.

- Idaho is evaluating three different sensor systems to measure environmental conditions as they affect drivers at low visibility sites on I-84.

There are several other ongoing operational tests evaluating a wide range of IVHS technologies and services that will enhance transportation systems in both urban and rural environments.

(5) A large-scale research study is underway to define the requirements for advanced driver information systems that satisfy the needs of travelers in rural and small urban areas. Rural needs are being determined through a series of focus groups with road users around the country and consultation with State highway authorities, county officials, police, EMS, vehicle manufacturers and motorist service providers. The feasibility and cost-effectiveness of alternative applications, system designs, and technologies will be assessed. Engineering prototypes of the most promising design alternatives will be developed and tested. The research will be quickly followed by large-scale operational tests in a variety of rural environments.

Some of the applications being investigated include:

- Emergency call systems, activated either by the driver or by crash sensors, that would notify authorities of accidents and their location and "Mayday" systems that provide assistance to stranded motorists.
- Automated speed and hazard warning systems based on the current road and traffic conditions.

- Systems that disseminate real-time traffic and travel information using low cost communication techniques such as AM or FM subcarriers.
- Interactive video displays in rest areas or in the vehicle that provide directions and information on the availability and location of specific services such as lodging, gas, and restaurants.
- An in-vehicle safety advisory warning system that would receive signals from transmitters installed on approaching trains. The in-vehicle receiver would be similar in size and cost to radar detectors.

(6) ENTERPRISE: A group of medium size States, through the mechanism of a pooled-fund State Planning & Research program, have formed an organization known as ENTERPRISE for the purpose of joint research, development, and implementation of IVHS technologies. The participating State DOT's are Arizona, Colorado, Iowa, Michigan, Minnesota, North Carolina and Washington. Also the Ontario Ministry of Transport has joined the organization. The ENTERPRISE group's first annual program plan is now being formulated. Several rural IVHS initiatives will likely be included in the research program since rural issues were one of the two areas of common interest to the group.

(7) National Conference for Rural IVHS: FHWA, along with ENTERPRISE, IVHS America, and the American Association of State Highway and Transportation Officials (AASHTO) sponsored a rural IVHS conference in Keystone, Colorado.

(8) **Travel Aid:** An operational field test of a variable speed and hazard warning system will be conducted on a 20-mile section of I-90 across the Snoqualmie Pass in Washington State. This will be the first field operational test of IVHS in a rural environment. The system will measure the speed of traffic and environmental conditions and automatically adjust the speed limit displayed on an electronic road sign as conditions change. The system will also warn of icy roads and other hazardous conditions. An in-vehicle display of speed and hazard warning information will be tested in some 200 vehicles. The test is a cooperative effort with FHWA, NHTSA, Washington State, the University of Washington, Westinghouse, and Farradyne Systems.

#### **Scenic Byways**

Another significant program for rural States is the Scenic Byways Program. This program provides \$80 million over six years for scenic byways grants to the States for projects such as turnouts, passing lanes, overlooks, and interpretive facilities. ISTEA called for the establishment of a 17-member Scenic Byways Advisory Committee to assist the Secretary of Transportation in the development of a national scenic byways program. The committee was established on September 24, 1992. Three Western members were appointed to this committee: Dwight Bower of the Colorado Department of Transportation; David Flitner of Wyoming representing recreational users; and Homer Staves of Montana, representing the tourism industry.

The committee is to develop recommendations regarding

minimum criteria and standards for use by State and Federal agencies in designating highways as scenic byways and all-American roads. A report summarizing the recommendations of the Advisory Committee is expected to be issued to Congress in October.

The ISTEA established an Interim Scenic Byways program to make grants to the States for eligible projects while the national program is being developed. FHWA, during FY 1992, awarded grants totaling \$10 million to 21 States for the development of interpretive facilities and displays, the construction and improvement of scenic overlooks, bikeways, interpretive trails, and the development of tourist information and statewide scenic byway programs. Grant applications have been received and are being reviewed for FY 1993 funding. The funding decision will be completed sometime this spring.

The State of Montana was awarded a FY 1992 grant in the amount of \$164,503 for the planning, design, and development of the State's scenic byways program. Other States in the area receiving grants were: Colorado (\$627,590), Idaho (\$221,200), South Dakota (\$107,520), Utah (\$590,109), and Wyoming (\$65,000). These projects range from development of scenic byways management plans to construction of interpretive kiosk and trailhead facilities.

As in FY 1992, a total of \$10 million is available this year for grants. For FY 1993, all of the above six States submitted scenic byways grant applications totalling \$5.6 million. This

compares with grant applications nationwide amounting to \$23 million. Decisions on these should be made by early May. The proposed projects include construction of turnouts, vista points, and an orientation center, development of a corridor management plan, and interpretive wayside exhibits.

#### National Recreational Trails Funding Program

Another ISTEA program that is significant for rural Western States is the National Recreational Trails Funding Program. ISTEA included the Symms National Recreational Trails Act of 1991, named for Senator Symms of Idaho. Congress did not provide contract authority for this program, therefore it is subject to annual appropriations by the Congress. Congress did not appropriate any funds in FY 1992, but it provided \$7,500,000 in FY 1993 out of FHWA administrative funds. The Administration is proposing funding of \$15 million for FY 1994.

Future funds for this program will come from revenue already received into the Federal Highway Trust Fund from fuel used for off-road recreational purposes by snowmobiles, off-road motorcycles, ATVs, and other off-road motor vehicle use. Funds from this program can be used to construct and maintain recreational trails on public and private land for both motorized and non-motorized use.

Montana received a relatively large funding share because of its extensive snowmobile use.

Following is a list of recipients in this area of the trails funds in FY 1993:

Nearby States

Colorado	\$122,022	North Dakota	\$89,851
Idaho	\$100,504	South Dakota	\$88,655
Utah	\$108,352	Washington	\$125,149
Wyoming	\$ 91,291	<b>Montana</b>	<b>\$129,036</b>
Nevada	\$ 83,224	Oregon	\$109,080

This program has opened a new working relationship between DOT, the Department of the Interior, the Department of Agriculture, State resource and park agencies, and grass-roots trails advocates. The FHWA has been working with the National Park Service, Bureau of Land Management, and the U.S. Forest Service to develop this program. In addition, the FHWA participated in the National Trails Symposium held last September in Missoula. The Symposium attracted several hundred trails and transportation planners who discussed the benefits of joint transportation and recreation initiatives, including opportunities for funding under ISTEA.

The Symms Act also established the National Recreational Trails Advisory Committee with representatives from various trail user groups. The Chair of this Committee is Stuart Macdonald, the State Trails Coordinator for Colorado State Parks. In Montana, this program is administered by Bob Walker, the Trails Program Coordinator for the Montana Department of Fish, Wildlife, and Parks.

Conclusion

Today is an opportunity for all of us to take another step

forward in implementing one of the most significant transportation acts since the creation of the Interstate System. DOT wants your assistance in making the legislation work. I look forward to the exchange today with Senator Baucus, Senator Kempthorne and the wide range of transportation officials and constituencies invited here today. I see the enormous task of carefully overseeing the utilization of over \$150 billion in six years as a huge challenge not only for the Department and the Congress, but also for each of you here today. We welcome your views.