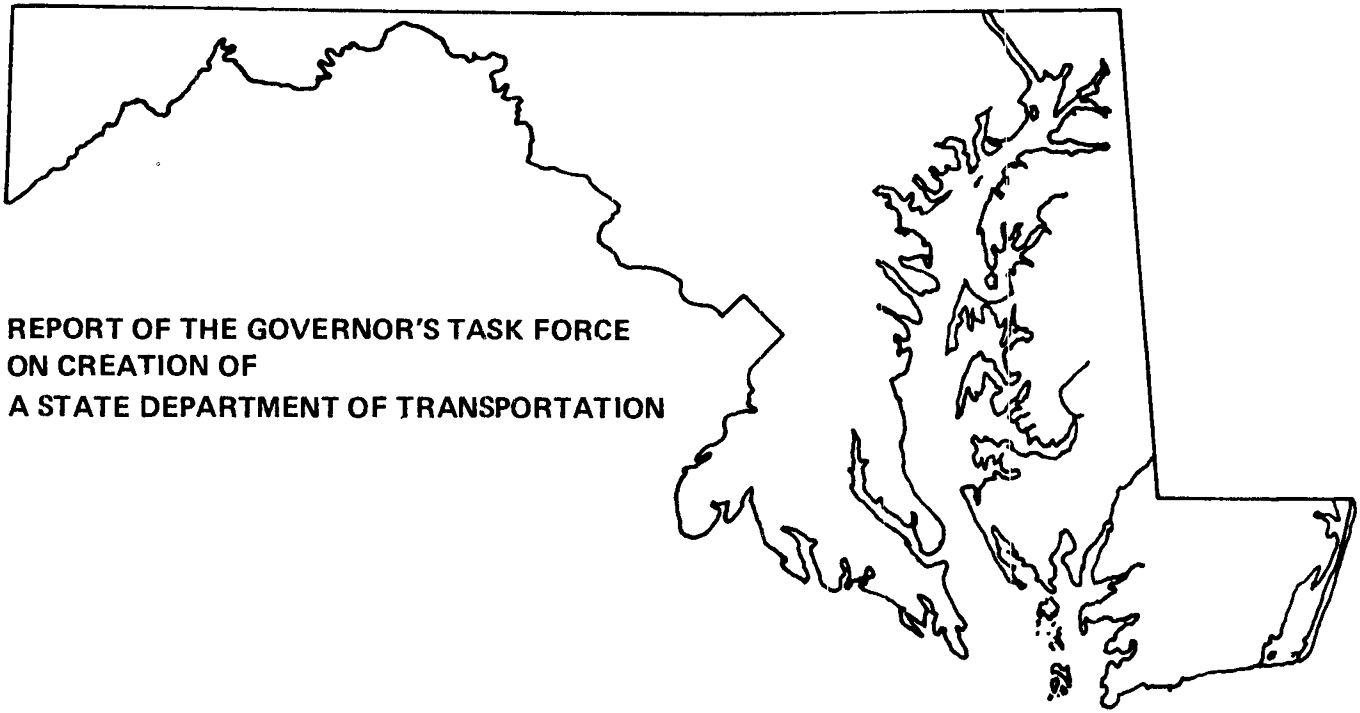
MARYLAND'S TRANSPORTATION OPPORTUNITY



REPORT OF THE GOVERNOR'S TASK FORCE
ON CREATION OF
A STATE DEPARTMENT OF TRANSPORTATION

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MARYLAND'S TRANSPORTATION OPPORTUNITY

Report of the Governor's
Task Force on Transportation

SYSTEMS DESIGN CONCEPTS, INC.
Washington, D.C.
January, 1970

Dear Governor Mandel:

I am herewith transmitting the Report of the Task Force on Transportation. This represents the work of several months of intensive research and discussion.

We are particularly grateful for the services of System Design Concepts Inc. of Washington, D. C. and its President, Mr. Lowell Bridwell. Their painstaking preparation of background papers which presented alternatives at every step of our deliberations, made our discussions more purposeful.

We recognize that there will be some who find our recommendations controversial. We accepted as our mission from you the exploration of the entire field of transportation in the State of Maryland and the formulation of recommendations for your consideration which embody our best judgment as to how to use limited resources most effectively. The goal of the proposed department would be to make available the widest choice of transportation of goods and people at the most reasonable cost. Our State is prosperous and basically well-ordered. We have concluded that we can preserve the best elements and improve others by the creation of the Department of Transportation described in this Report.

I would also like to thank my colleagues on this Task Force and your staff members who assisted us for their diligence, patience, and spirit of mutual respect which carried us over what would otherwise have been troubled waters.

Sincerely,

Blair Lee III

Blair Lee III
Chairman

DEPARTMENT OF TRANSPORTATION

TASK FORCE

Chairman: Honorable Blair Lee III, Secretary of State

William Boucher, Executive Director, Greater Baltimore Committee

Honorable J. William Hinkel, Member, Maryland House of Delegates

Honorable Harry R. Hughes, Majority Floor Leader, Maryland State Senate

Ejner J. Johnson, Chief Deputy Commissioner, Department of Motor Vehicles

Honorable Julian Lapides, Member, Maryland State Senate

Honorable Walter S. Orlinsky, Member, Maryland House of Delegates

Carl L. Wannen, Retired Comptroller, State Roads Commission

Gubernatorial Staff:
Edmond F. Rovner, Executive Assistant to the Governor

Mrs. Ernie A. Honig, Research Officer to the Governor

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INTRODUCTION

On July 6, 1969, Governor Mandel announced the appointment of an eight member Task Force to begin planning for the creation of a cabinet level Department of Transportation. The mission of the Task Force as stated in the Governor's mandate was "to determine which of the present transportation agencies should be brought into the new Department to provide Maryland with the best-balanced and unified transportation system possible".

The Task Force, with the cooperation of affected State agencies, has reviewed the existing organizational arrangements of Maryland's transportation programs, surveyed the operational problems faced by State agencies, and evaluated the future transportation needs projected for the State.

In this survey the Task Force has become acutely aware of the formidable problems that state governments across the nation are facing as demands grow for public services. It is clear that the management capabilities of state government are hard pressed to cope with these difficult conditions as the pace of technological change and the complexities of urban societies place severe strains on existing institutions that were created during another era.

The Conditions of Maryland's Transportation System

Throughout the history of the State of Maryland, transportation has provided the opportunity for growth and prosperity. The State's commercial and industrial development were built around the unique advantages of the Port of Baltimore with its convenient access to domestic and international markets. Maryland has also prospered as a strategic link in the nation's North/South interstate transportation corridor. Thus, Maryland's economic success and the opportunities afforded for individual betterment have been possible because of the supporting role of the transportation industry.

During the coming decades, transportation's opportunity to serve will be challenged as population growth and economic expansion in Maryland pose problems of increasing magnitude.

By the year 1980, the population of Maryland is expected to rise to five million. Nearly 83% of the State's population will be located in the combined Baltimore-Washington regions and these metropolitan areas will have overlapped to form a single urban complex. Major deficiencies in the State's transportation network are located largely in the movement of goods and people in these urban areas. These problems are reflected in the declining quality of transportation service as evidenced by worsening conditions of traffic congestion, the tragedy and costs of accidents, problems of ground access to airports, and the difficulties of moving freight in congested urban areas.

While transportation demands of the Western and Eastern regions of the State are not as critical, they remain very important to the growth and prosperity of Maryland. Efficient transportation is needed to sustain their access to markets and to promote their economic development. In addition, the recreational opportunities of these outlying areas -- the open space of the mountains, shore line and the fields and streams -- must be further developed.

The role of private industry in providing transportation services has also changed as more and more portions of the system are supported from public funds. In Maryland, this change has been most notable in aviation and in port development; it will become more marked as government assumes increasing responsibility for public transit services. The development of new forms of transportation, primarily the automobile and the airplane, has increased transport efficiency but has created problems in other modes and in programs of community development.

The impact that transportation has on the environment will become more pronounced as volume of movement increases, as technology changes, and as urban densities increase. There is growing concern about the declining quality of urban life and there is frustration over the difficulty government has in coping with the needs of Maryland's increasingly complex society.

The Management of State Transportation Programs

Previous studies of Maryland's government have concluded that the present organizational structure is in need of major reform. The Task Force recognizes that its efforts are only one component of the Administration's Executive Department reorganization plan to reform the management of State programs and its recommendations have been developed in this larger context.

The report of the Governor's Executive Reorganization Committee concluded that "the executive branch is not organizationally equipped to meet today's obligations and tomorrow's expectations". Executive responsibility has been eroded by fixed terms of office for executive officials (often of substantial duration), by widespread use of special funds or independent bonding authorities which inhibits the flexibility of the State in meeting the priority needs of the public, and by program fragmentation that interferes with effective policy coordination. The imbalance that today characterizes public policy in transportation is, in part, a product of the present organizational and management weakness of State transportation programs.

Present public policy arrangements are not conducive to the most effective utilization of Maryland's transportation resources. Stronger leadership is required to create the comprehensive transport system that is needed to promote community development and economic growth and to sustain Maryland's position in the competitive struggle for domestic and international markets. Local governments alone cannot cope effectively with the complex problems of transportation that must extend beyond their jurisdictional boundaries.

In the State government, there is no clear assignment of responsibility for promoting the total transportation system. New policies are required to improve efficiency and to guide the creation of new programs to meet future demands on the transportation system.

The need for greater coordination and integration of programs is apparent.

The accomplishment of transportation objectives and the optimum use of resources require that the functions of government be managed in a more systematic manner. Institutions must be modified to improve their capacity for utilizing the full array of human skills and to promote the application of new technology to today's problems. Financing arrangements must be restructured to permit more flexibility in determining priorities for capital investment.

The predominant modal orientation of Maryland's transportation programs has inhibited the development of a single and systematic approach for moving people and goods that will support comprehensive State growth plans. The results are inefficiencies in resource allocation, imbalance in public services, and a system of program administration that is not as productive as it could be.

Financing Future Transportation Needs

The Task Force reviewed in detail the dilemma of financing Maryland's future transportation development programs. These funding requirements are estimated in the Task Force studies to be about $2.7 billion over the next ten years (based on agency need projection). In the past, Maryland like many other states has followed the general policy that each form of transportation should be financed under a separate arrangement. Our analysis leads to the conclusion that each transportation subsystem will find it difficult, if not impossible, to implement their respective capital improvement programs in a timely manner. Even the needs of the highway program, which has the greatest assured source of revenues, exceed the capacities of present resources. A combination of programs and their respective revenues, while not fulfilling all requirements, comes closer to attaining the desired objectives. The Task Force also has searched for ways to increase flexibility in the management and use of existing financial resources.

Summary of Task Force Recommendations

The Task Force has proposed a comprehensive reorganization that groups all major transportation programs into one Department. The organizational structure that is proposed will assure the continuity of existing programs and services. At the same time, it will initiate adjustments that are necessary for program reform and to give to the State the needed management flexibility required for meeting challenges of the future. The recommendations for reorganization are summarized below.

Agencies affected by reorganization -- The Task Force proposes that the programs and functions of the following agencies be incorporated into a new Department of Transportation:

State Roads Commission
Department of Motor Vehicles
Maryland Traffic Safety Commission
Unsatisfied Claim and Judgment Fund Board
Office of the Highway Safety Coordinator
Vehicle Inspection and Weight Enforcement Functions of the Department of Maryland State Police
State Aviation Commission
Maryland Airport Authority
Maryland Airport Zoning Board
Maryland Port Authority
Metropolitan Transit Authority
Washington Suburban Transit Commission (provision for Secretarial representation only)
Public Service Commission (Safety Regulatory Functions only)

Powers and duties of the Secretary -- The Task Force recommends that the Secretary be appointed by the Governor with the advice and consent of the Senate. Authority provided to the Secretary would be similar in most respects to that included in the enabling legislation for executive reorganization (House Bill No. 855, Chapter 156, Laws of Maryland, 1969). The Secretary would have authority to plan a comprehensive transportation system for the State, to prepare a consolidated Departmental budget, to appoint and remove personnel subject to the requirements of the merit system and as provided by the budget, and to provide for the orderly management, organization, and administration of the Department. The Task Force would vest all statutory authority, now assigned to individual agencies, directly in the Department of Transportation and would provide discretionary power to delegate authority to subordinate officials.

Deputy Secretary -- The Task Force provides for a statutory Deputy Secretary of Transportation to be appointed by the Governor with the advice and consent of the Senate.

Creation of Secretarial Staff Offices -- The Task Force proposes the establishment of six Secretarial Staff Offices entitled:

Office of Systems Planning and Development
Office of the Comptroller
Office of Legal Counsel
Office of Administration
Office of Public Affairs
Office of Transportation Safety

These offices would be created under Secretarial authority and not by statute.

Board of Review and Maryland Transportation Commission -- As authorized in enabling legislation, two statutory bodies are proposed to handle advisory functions and quasi-judicial review matters within the Department. The Board of Review would be created by law and appointed by the Governor. Its duties and functions would be assigned by the Secretary rather than by statute as has been provided in other Departments. This was done to enable the Board to serve as an effective advisory unit to the Secretary. The Maryland

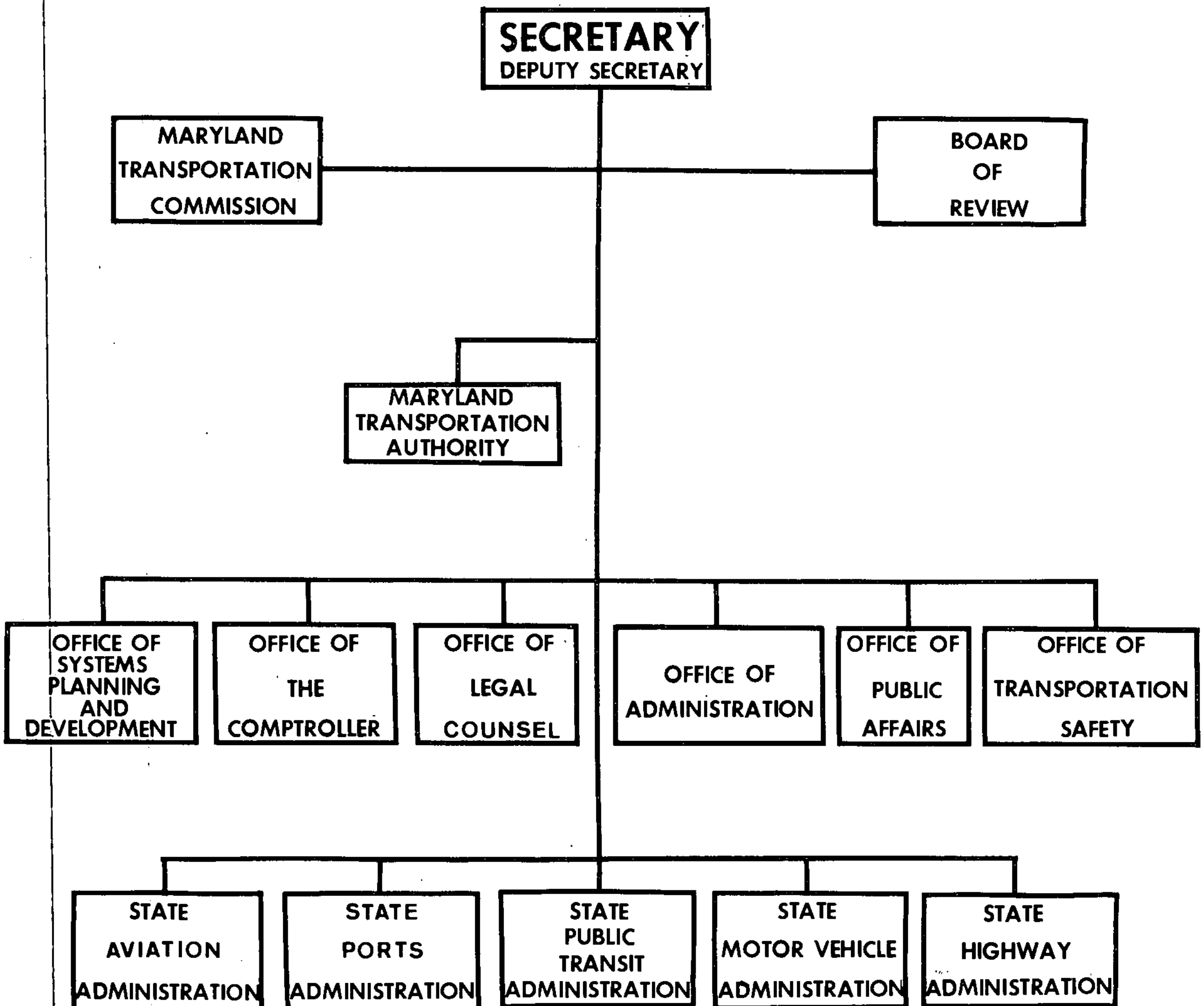
Transportation Commission would be created by statute and would be appointed by the Governor. The Commission would support the Secretary in the consideration of major policy and program matters and would continue to provide for regional representation and involvement in the top councils of government in matters of concern throughout the State.

Maryland Transportation Authority -- The Task Force recommends the consolidation into one State Authority of the Maryland Port Authority, Maryland Airport Authority, John F. Kennedy Memorial Expressway and Bridges and Tunnel toll facilities, and the Metropolitan Transit Authority. Existing bond indenture agreements require that various trusts remain separate until the bonds have been retired or refunded. The Task Force believes that all facilities ultimately should be financed from common trust agreements. The Authority would be composed of a seven member board appointed by the Governor for staggered three-year terms with the Secretary as permanent Chairman. The operating Administrations would assume responsibility for design, construction, management, maintenance and operation of the Authority's facilities.

Creation of Operating Administrations -- There would be established by statute five major operating agencies. Each would be designated as an "Administration" and headed by an "Administrator" who would be appointed by the Governor and serve at his pleasure. The five Administrations would be designated as the State Highway Administration, the State Motor Vehicle Administration, the State Public Transit Administration, the State Ports Administration, and the State Aviation Administration. They would report directly to the Secretary of Transportation and would exercise such powers, duties, responsibilities and functions that the Secretary may delegate from time to time.

Status of Boards and Commissions -- The various boards and commissions now operating in the State would be discontinued and their duties and responsibilities would be exercised by the Secretary, the successor Administrations, or the Maryland Transportation Authority. The Maryland Transportation Commission would assume responsibility for advising the Secretary on policy matters -- a function now performed by the various commissions. The Unsatisfied Claim and Judgment Fund Board would be continued without

PROPOSED ORGANIZATION FOR A MARYLAND DEPARTMENT OF TRANSPORTATION



change in its composition, but its administrative services would be performed by the State Motor Vehicle Administration.

Transportation Trust Fund -- The Task Force proposes the creation of a Transportation Trust Fund. It would combine into a single account total net tax and fee receipts now specifically earmarked for special transportation purposes. Net revenues would include all receipts less the cost of collection of the motor fuel taxes. (Note that the Department of Maryland State Police would be financed in the future out of general funds). The only deductions made prior to deposit of net receipts into the Fund would be the share of highway user revenues allocated to the Counties and Municipalities and to the City of Baltimore. The percentage shares to these units of government would be changed from the present 40% allocation to 35% of the total amount allocated to reflect the fact that certain deductions are no longer applicable. This formula adjustment provides a modest increase in the amount of funds allocated to these local governments.

Transportation Authority Fund -- Under this proposal, the collected tolls and other revenues from Authority operations would be placed into a fund administered by the Transportation Authority. The Department of Transportation, operating with a Maryland Transportation Authority Fund and a Transportation Trust Fund would have the opportunity of utilizing greater bonding capacity than is now practical under existing separate agency financing arrangements.

The flexibility, financial leverage, and bonding capacity of the two complementary funds would support bond issues of several hundred million over the next ten years. For example, the projected net revenues available for debt service from the John F. Kennedy Memorial Highway would support more than $300 million in bond issues between the present and 1979.

Capital Improvement Budget -- A Capital Improvement Budget is proposed of not more than five years in duration. Each increment would require legislative approval and program expenditures for each fiscal year would be paid under annual appropriations.

Cash Management System -- The Task Force proposes a cash management program to optimize use of cash and credit in accordance with prudent analysis of current and projected revenues, and financial market conditions.

Utilization of Maryland Retirement Funds -- Use should be made of existing authority for Maryland Retirement Funds to be invested in property needed for transportation projects, thereby insuring lower land costs for a Department of Transportation and a higher rate of return than retirement funds can generate on other investment.

Advances on Projects -- Authority should be provided and necessary procedures established for county and municipal subdivisions to receive advances on projected income so that they may undertake a more realistic scheduling of transportation projects.

Utilization of Federal Funds -- In anticipation of the future release of frozen Federal funds, a policy and program schedule should be established in order to make most effective use of available Federal funds at the earliest possible time rather than allowing them to be unused for periods of from one to three years.

A Time for Decision

Transportation plays a large part in our lives because it provides us with individual mobility and effects growth and change in the State's economy. The transportation network of facilities and services can be used to further our objectives, since this is an era of tremendous growth in population and innovation in transportation planning and technology. There will be a wide choice of ways in which the present network can be improved. However, if improvements are to be made, transportation must be regarded as an integrated network of all forms of transportation - planning, investment, and development decisions must be made on a coordinated basis. Only a Maryland Department of Transportation can provide this perspective and direction.

CHAPTER I

THE SETTING: POPULATION TRENDS AND ECONOMIC GROWTH

THE SETTING: POPULATION TRENDS AND ECONOMIC GROWTH

It is a well recognized fact that substantial interaction exists between a state's population and economic growth and its transportation systems.

Transportation facilities open previously inaccessible areas to development opportunities resulting in increased population and economic growth. Conversely, growth pressures create demands for expanded transportation systems.

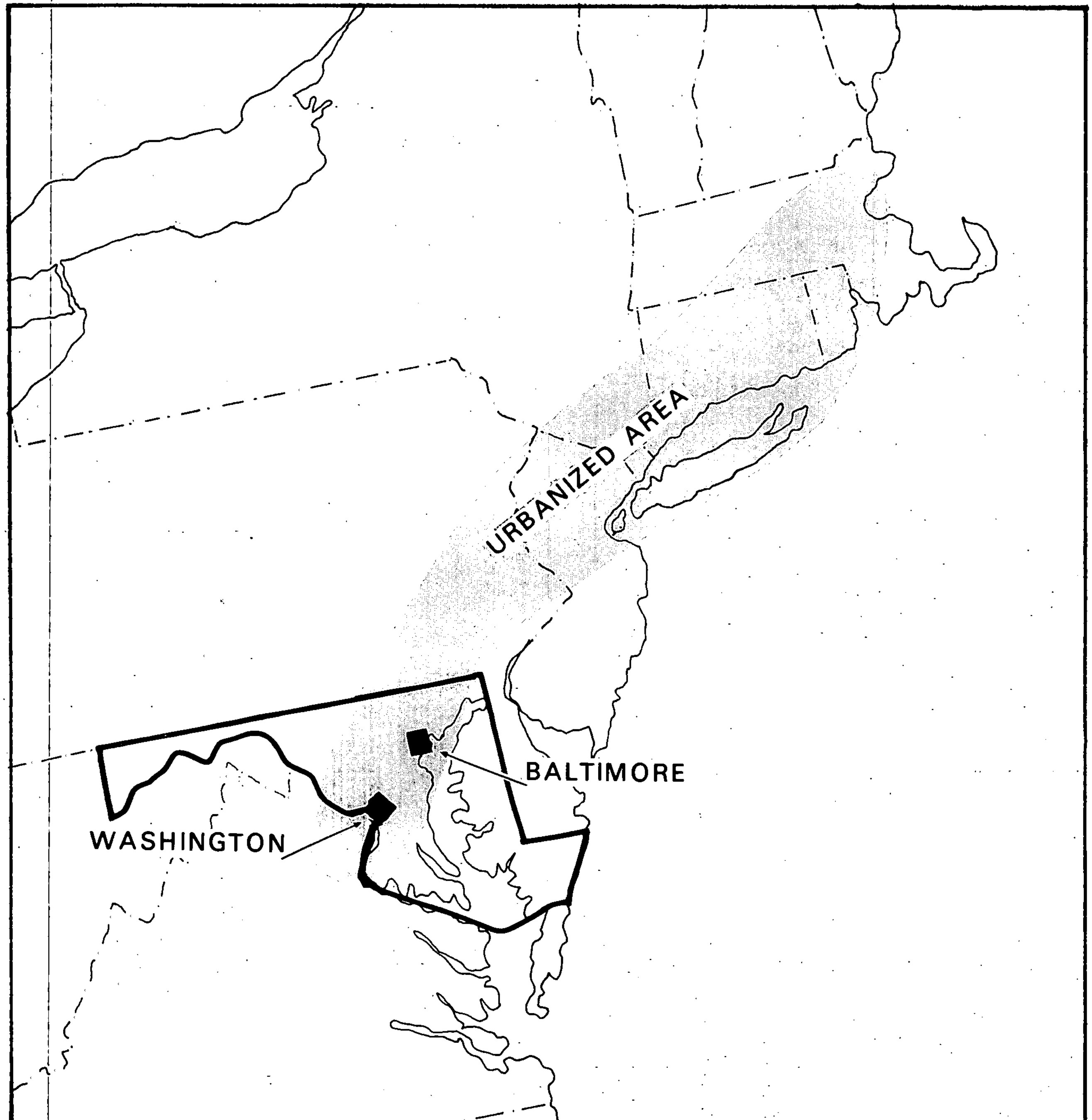
The distribution of population and economic activities in Maryland form a pattern which is unique in many respects. Growth in the Baltimore-Washington metropolitan corridor constitutes a catalytic wedge through the center of the State which produces demands for more and better transportation services. On the other hand , the relatively constant population and economic activity of the State's eastern and western regions present the challenge of providing improved accessibility for stimulating economic growth in these areas.

External factors which lie outside the State's influence, such as the growth of the Federal Government, its decentralization policies, and interstate travel across the State, create additional problems and additional opportunities. The dynamic interplay of internal and external forces demands that transportation in Maryland be considered as a unified, statewide system, sensibly integrated with regional needs, rather than as a conglomerate of independent modes and facilities connecting different political jurisdictions.

This chapter describes the economic and population growth factors in the State of Maryland which influence transportation demand. The discussion is based on previous studies and projections by various Federal, state, regional, and local agencies. This chapter also assesses the broad problems these growth factors pose for future transportation development in Maryland.

Growth in the Regional Context

Maryland's development has been influenced by the overall growth of the Eastern Seaboard of the United States. The state lies between the urban-industrial belt to



URBANIZED AREA
BALTIMORE
WASHINGTON

the north, and the rural-industrial belt to the south-east. Much of the central portion of the State lies within the southern portion of the metropolitan megalopolis stretching from Boston to Washington.

Major development and growth pressures in Maryland will continue to be primarily a function of economic activity in the Baltimore and Washington metropolitan areas, but this activity is in turn greatly influenced by the comparative advantages these areas offer in relation to other metropolitan centers along the Eastern Seaboard. Accepted population projections from 1965 to the year 2000 for the entire Eastern Seaboard indicate that population increases could range between a low of 35 percent (up 19 million from the 1965 level of 55 million people) and a high of 55% (up 30 million). During this period, it is estimated that the Eastern Seaboard's increases in population will comprise about 22% of the national population increase.

Population within the Eastern Seaboard region is currently about 83% urban with an increasing share of recent population gains occurring in metropolitan areas. Washington is first in recent rate of growth, and second only to New York in number of persons gained; The Baltimore metropolitan region is second in recent rate of growth and fourth among individual eastern urban centers in number of persons gained.

The Washington Metropolitan area will continue over the short run to be the most rapidly growing metropolitan area, with increasing demand for communication of all types with urban centers along the seaboard.

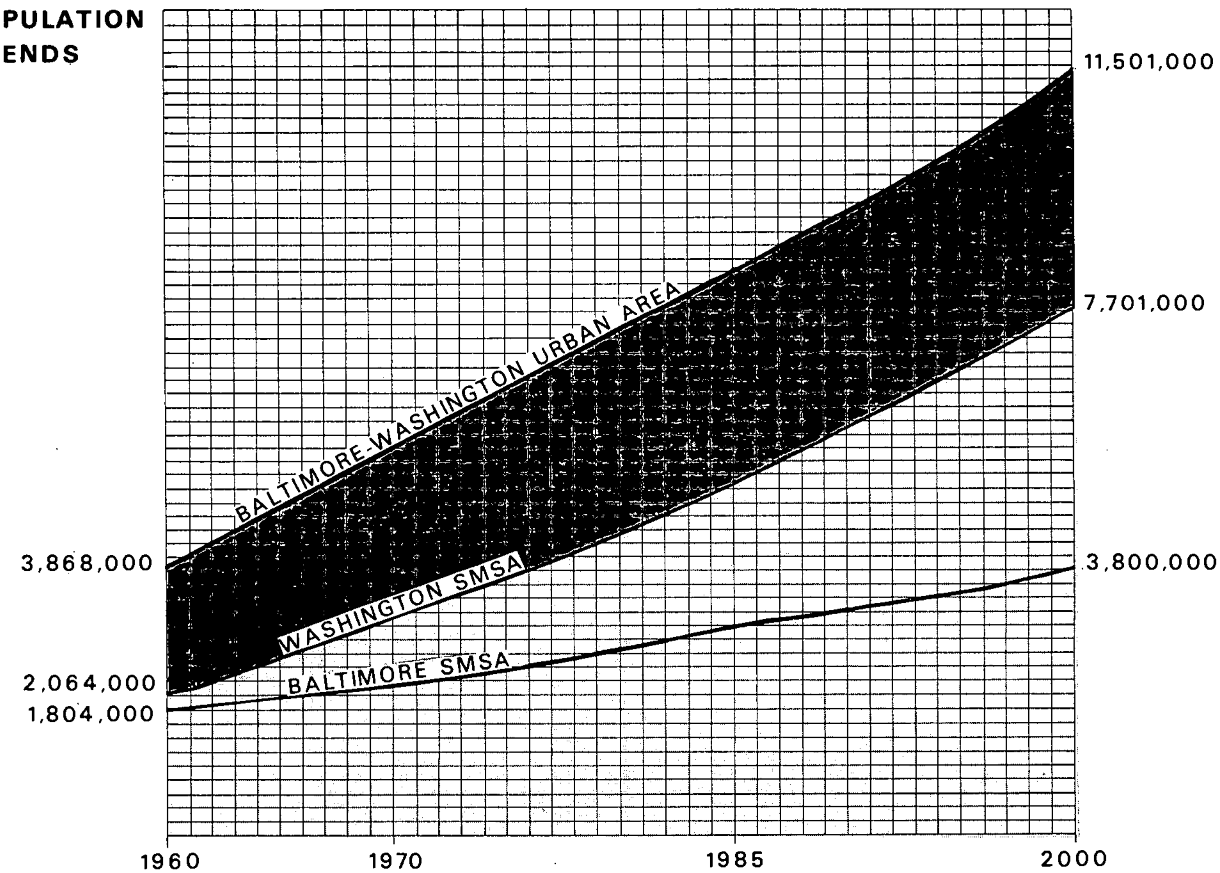
This growth is expected to have profound effects on transportation systems in Maryland. Within the state, travel demands will continue to increase in the corridor linking metropolitan areas. Equally as important, the fact of growth will present an opportunity for opening up new subregions of the state and creating new internal development opportunities while solving what is primarily an external transportation demand.

Growth in Maryland

Population

The last official census of Maryland's population occurred on April 1, 1960, at which time Maryland's resident population was 3,101,000. This figure represented a gain of 758,000, or 32% over the 1950 census.

POPULATION TRENDS



This population rise was the ninth highest in the Nation and was well above the 18% increase for the country as a whole.

By 1960 Maryland was an urbanized state, with nearly three-fourths of its people living in urban areas. This degree of urbanization exceeded the national level and that of any of the adjoining states. Because of the state's small land area and large urban population, it had the sixth highest density--314 persons per square mile.

Twenty of the state's twenty-four political jurisdictions (counties and Baltimore City) participated in the population growth of the 1950's. The increases ranged from 2.5% in Worcester County to 107% in Montgomery County. In general, Western and Eastern Shore Counties showed slight losses or only nominal gains, while suburban counties of Baltimore and Washington, D. C. experienced the largest increases. Baltimore City was one of four jurisdictions which had a net loss of population. In 1950 its population stood at 950,000, and in 1960 it had dropped to 939,000--a decline of about 1%.

As of July 1, 1968, the U. S. Bureau of the Census estimated the State's population to be 3,677,000, a 21% increase over 1960. This percentage increase made Maryland the second fastest growing state east of the Mississippi (Florida was first). During the 1960-1968 period, the fastest growth took place in counties surrounding Washington, D.C., and Baltimore, with Prince George's County experiencing the greatest percent change. Growth between 1960 and 1970 is expected to average 2.8% per year, declining to 1.8% yearly between 1970 and 1980, as the effects of the post-war baby boom and the surge to the suburbs are reduced.

The Baltimore Metropolitan Area and the metropolitan area around Washington, D.C. had a population of 3,094,000, which was 82% of the state total. The population pattern in the rest of the state is primarily rural, with only scattered urban areas in Cumberland, Frederick, Hagerstown, and Salisbury.

Economic Development

In 1968, Maryland's gross state product (the total value of all goods and services) was estimated at 14.9 billion dollars, a gain of 6% over 1967. The annual change is considerably above the 4% per year average state growth based on the 15-year period 1951-1966. Within this generally favorable growth pattern, the trends vary from industry to industry within the State.

Industries which show an above-average yearly increase are communications and public utilities (up 10%), transportation and retail trade (each up 9%), and primary metals, services, finance, insurance, and real estate (each up 7%). Sectors of the economy with below-average annual growth are industrial production (up 2%) and residential construction (down 17%).

During the twenty-year period 1948-1968, per capita income in Maryland more than doubled. The average annual growth was 4.8%. The average annual growth for the United States during this twenty-year period was 4.5%. In 1968, Maryland had per capita income of $3,712, compared to $3,412 for the United States.

Historically, natural resources and geography have affected the economy of the State. For example, the geological coal-bearing formation in Western Maryland contributed greatly to its growth in earlier years. Likewise, the proximity of Maryland's ocean frontage to the Eastern Seaboard urban corridor stimulated the economic development of resort facilities along the Atlantic Ocean. Other important factors contributing to the State's economic development are the proximity of Washington, D. C. and the Port of Baltimore.

The two Maryland counties which derive the major benefit from Maryland's proximity to Washington, D. C. and the Federal establishment are Montgomery and Prince George's. There are about 65,000 civilian employees of the Federal Government working in Montgomery and Prince George's Counties. This figure represents between 20 and 25% of the total bi-county employment. Of this total Federal figure, about 36,000 employees are in Montgomery and 29,000 in Prince George's County.

The Federal Government has been extremely important to Maryland in terms of Federal expenditures. Federal spending in Maryland reached nearly 6 billion dollars in 1968, with 2.2 billion spent in Baltimore County and 1.1 billion in Montgomery County, reflecting the local impact of expenditures of some 980 Federal programs. Maryland, with 2% of the nation's population, receives 3% of total Federal outlays.

The Port of Baltimore is the country's fourth largest port in foreign trade volume. In

1968, the port handled 22.5 million long tons of foreign ocean-borne commerce valued at nearly 1.8 billion dollars. It is estimated that the direct value to the local regional economy of moving a ton of cargo through the port was approximately $18.50 for the year 1968. In addition, water-oriented industries and services contribute to the Maryland economy and provide some 58,000 jobs in primary employment.

Manufacturing in Maryland is diversified. This is illustrated by the fact that of 424 different kinds of manufacturing classifications, 338 or 80% are represented in Maryland. The State's economic diversity is further illustrated by the fact that no one of the sixteen broad groupings of manufacturing industries (2 digit SIC Code) accounts for more than one-sixth of total manufacturing employment. In 1966, the leading four industries by value added were primary metals ($555,563,000), food and kindred products ($503,364,000), chemicals and allied products ($402,883,000), and transportation equipment ($344,614,000). These four industries together account for 50% of total value added for all manufacturing industries in Maryland.

In the 1960-1968 period, four industries stood out for their rapid growth in manufacturing employment. These were: electrical machinery (up 46% in the period), printing and publishing (up 38%), machinery, excluding electrical (up 37%), and rubber and miscellaneous plastic products (up 37%). In the previous decade, 1950-1960, the largest Maryland growth occurred in the electrical machinery, and pulp, paper, and paper products industries. The largest manufacturing payrolls in the state are in the primary and fabricated metals industry, transportation and ordnance equipment, and machinery and instruments, in the order listed.

The nonmanufacturing sector of the Maryland economy has been the main source of Maryland's dynamic growth in recent years. Principal elements of nonmanufacturing employment are: government, wholesale and retail trade, services, contract construction, finance, insurance and real estate, transportation as well as communications and public utilities. The largest nonmanufacturing Maryland payrolls are in government and wholesale and retail trade. Between 1960 and 1967, payrolls in nonmanufacturing activities increased by 82%, while manufacturing payrolls increased by 47%. During this period Government payrolls doubled--at all levels--Federal civilian, Federal military, and state and local. The average increase in all payrolls was 73%.

Maryland, like most other areas of the United States and particularly the "megalopolis" states, has been undergoing a shift from rural agricultural living and employment to urban manufacturing and service employment. The land devoted to farming and the number of farms has been declining steadily between 1959 and 1964. Farms of all sizes, except the very largest (e.g. 500 acres or more) have declined in number. It appears that the future lies mainly in the highly organized and highly mechanized large farming operations.

The value of farm products sold continues to increase owing to increases in actual production and to a slight price increase. The average value of product per farm increased 44% between 1959 and 1964. Only livestock products other than poultry and poultry products declined in terms of value of output during this period.

Maryland's share of research and development expenditures is equal to or greater than any comparable geographical area in the nation. The Maryland area is one of five dominant science centers. The Maryland-Washington, D. C. metropolitan area is ranked second among comparable areas in the nation in total number of scientists.

Some of the major Government research facilities in Maryland are:

Atomic Energy Commission
NASA-Goddard Space Flight Center
National Institutes of Health
National Bureau of Standards
Agricultural Research Center

All industries will be affected, to some degree, by prospective technological changes in equipment, methods of production, materials and products. Because of Maryland's industrial diversity, practically all industries in Maryland will share in the changes which may come.

Technological changes take place within a complex network of interrelated industries. All industries are affected not only by changes from within, but also by changes that occur among purchasers of their output and suppliers of materials for processing. With regard to the primary metals industry, for example, which is significant in Maryland, a substantial curtailment of ingot casting implicit in the growth of continuous casting in the steel industry will curtail demand for ingot molds, a large tonnage output of the foundry industry. Continuing improvements in existing or developing processes or products in some cases limit the introduction of more radical technological changes. In electric power, for example, reduction in the cost of coal through decreased transportation costs, such as the unit train, may delay the time when nuclear power generation may economically compete with coal powered generating plants. A new and emerging determinant of industry change is public concern about man's environment. Concern about air and water pollution, waste disposal, use of chemicals in agriculture and other factors which concern the quality of life and the environment are beginning to make an impact on industrial trends. In this regard, nuclear power generation, where economically feasible, may be spurred because of lack of air pollution resulting from nuclear powered generating plants.

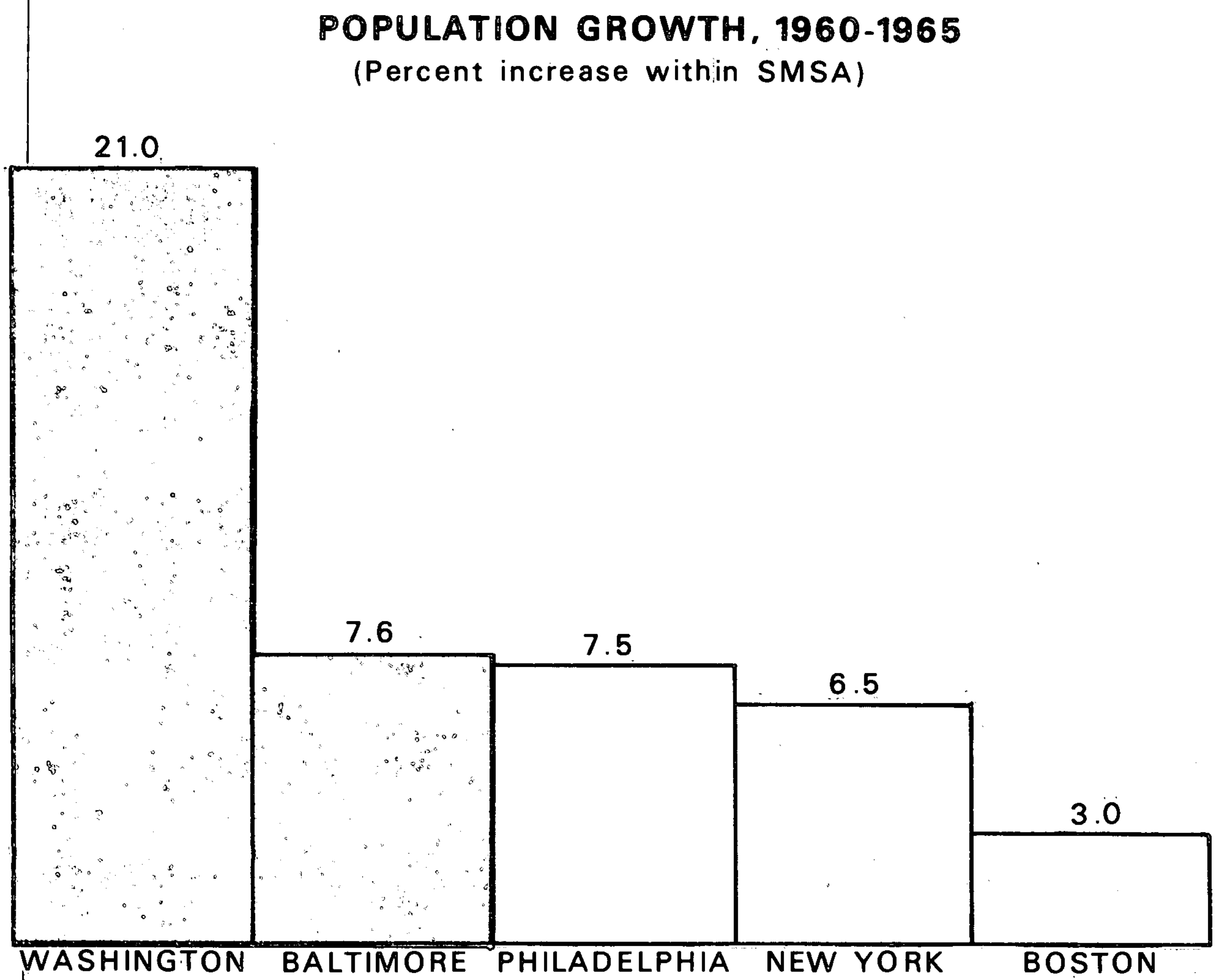
As a result of the technological changes taking place, several broad trends are emerging. In the first place, the need for people engaged in materials handling will be reduced, a change that has significant labor-management implications. For example, the issue of containerization was a major question in the Baltimore dock strike. Another emerging trend is the increasing importance of maintenance and repair work as new types of equipment are introduced. Maintenance of complex electronic equipment, as well as a vast array of automatic controls in industry are bringing about a need for new skills and retreading of old ones. A third trend is that opportunities in unskilled and low-skilled work will continue to narrow, as the trend toward greater and more specialized knowledge requirements continues.

Implications for a Department of Transportation

Some of the broad implications of Maryland's rapid population and economic growth on transportation system development are as follows:

--Demand for movement of people and goods will continue to increase with growth, but the nature and type of demand will be in a constant state of transition, as the structure of the economy and distribution of population change.

--The demand for transport services will increase at a more rapid rate than population


POPULATION GROWTH, 1960-1965
(Percent increase within SMSA)
21.0
7.6
7.5
6.5
3.0
WASHINGTON
BALTIMORE
PHILADELPHIA
NEW YORK
BOSTON

growth, reflecting the increasing affluence of Maryland's society and its corollary of more and higher quality service.

--General communication and transportation problems are infinitely more complex and subject to more rapid change in urban areas than in nonurban areas. The fact that over 80% of the origin or destination points of major goods transfers are in the same areas means that transportation problems facing the state are primarily urban transportation problems.

--Adding to the complexity is the economic fact that a disproportionately large percentage of the State's employment (almost 80% and increasing) is nonmanufacturing employment. Transportation problems created by the diverse array of "soft" employment that is widely distributed within the urban corridor are more difficult to assess and solve than those created by basic industries. A rail line from the port to the plant often solved the major transportation problem of a large manufacturer. The inter-modal network serving the urban demand often disguises an access or movement problem.

--The growth areas of the state are those in which the basic patterns of urban and suburban development have already been established. With the greatest demand for new and better transportation solutions residing in the State's metropolitan corridor, the processes of decision regarding type of solution, mode, location, magnitude, timing, expenditure, and assessment of impact will become increasingly more complex than was the case in past transportation development decisions. This emphasizes the need for a planning and funding mechanism that comprehends all modes, and applies a true systems approach to transportation expenditure decisions.

The circumstances of growth and change in population, economic development, and transportation requirements in turn pose problems bearing on planning and management priorities that must be addressed by a new Secretary of Transportation in the early stages of the Department's organization.

CHAPTER II

MARYLAND'S TRANSPORTATION SYSTEM

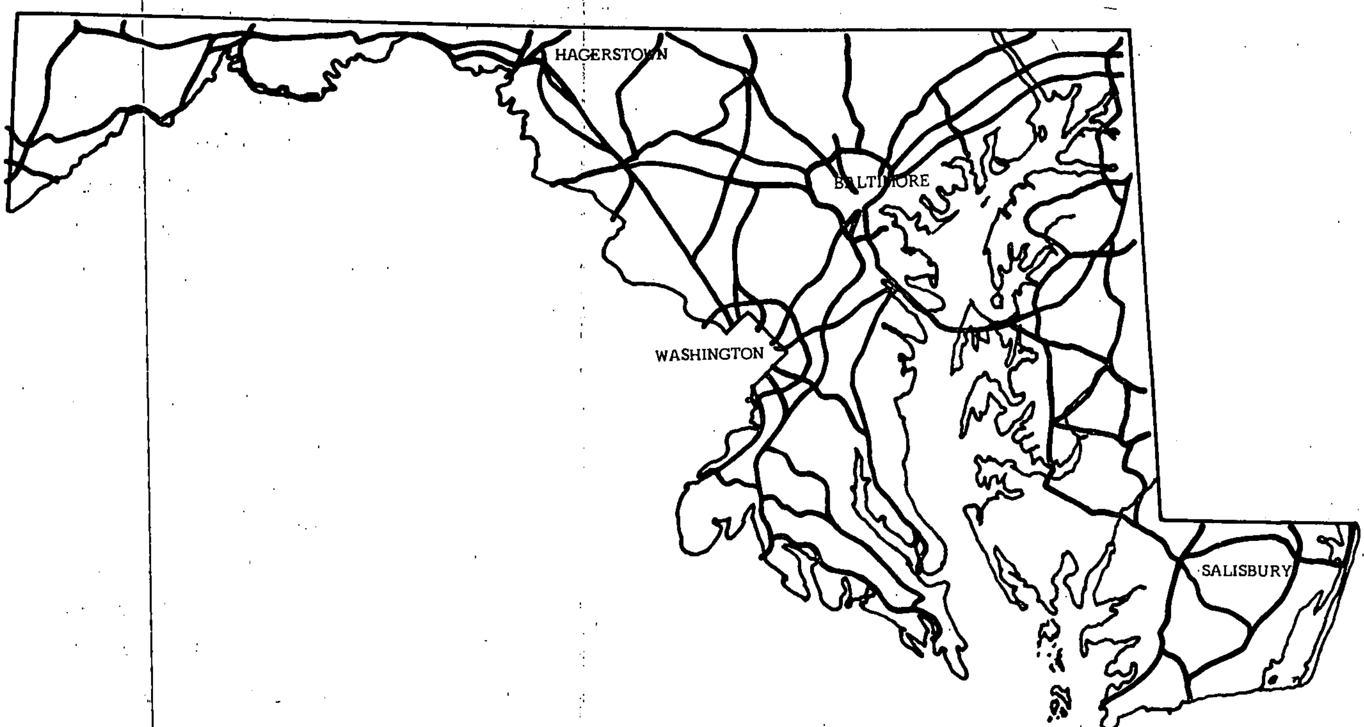
It is clear from the foregoing chapter on projected State population and economic growth that the demands placed upon the State's transportation system will necessitate future expansion and modernization. A large part of needed capital investments will be derived from public funds.

The following summarizations for highways, airports, marine and port facilities, public transit and railroads provide a descriptive measure of the magnitude of the problems with which the State must be concerned. In each of these program areas, with the exception of rail freight service, major public expenditures will be required to support the increased growth anticipated in Maryland's expanding economy.

Highways

In Maryland and throughout the country, the demand for new and improved roads continues to grow. In a recent report to Congress it was estimated that Americans travelled nearly 1.8 trillion passenger miles in 1968 -- an average of approximately 9,000 miles per person. Motor vehicle travel accounted for about 95 percent of that total. All other forms of transportation combined accounted for only about 5 percent. Automobiles in use are expected to increase by about 25 percent over the next 10 years and travel in them by approximately 40 percent. By 1975, 125 million licensed drivers will be driving an estimated 118 million vehicles. These figures illustrate the extent to which motor vehicles. These figures illustrate the extent to which motor vehicles and highways are, in sense, America's mass transportation system.

Maryland's future dependence on motor vehicles will be at least at the same level and perhaps exceed that predicted for the country as a whole. Over the past 15 years, the increase in Maryland motor vehicle registrations has exceeded the national average. This will continue with motor vehicle registrations increasing at a greater rate than population growth. Between 1950 and 1965, the increase in vehicle miles of travel in Maryland was greater than the increase in motor vehicle registrations; this trend is expected to continue.



STATE HIGHWAY SYSTEM

INTERSTATE AND PRIMARY

Existing Highway Systems

Maryland's highway system is a network of 23.6 thousand miles of public roads and streets. The State has close to 400 miles of controlled access highways and 23.2 thousand miles in other classes of highways and roads. The breakdown is as follows:

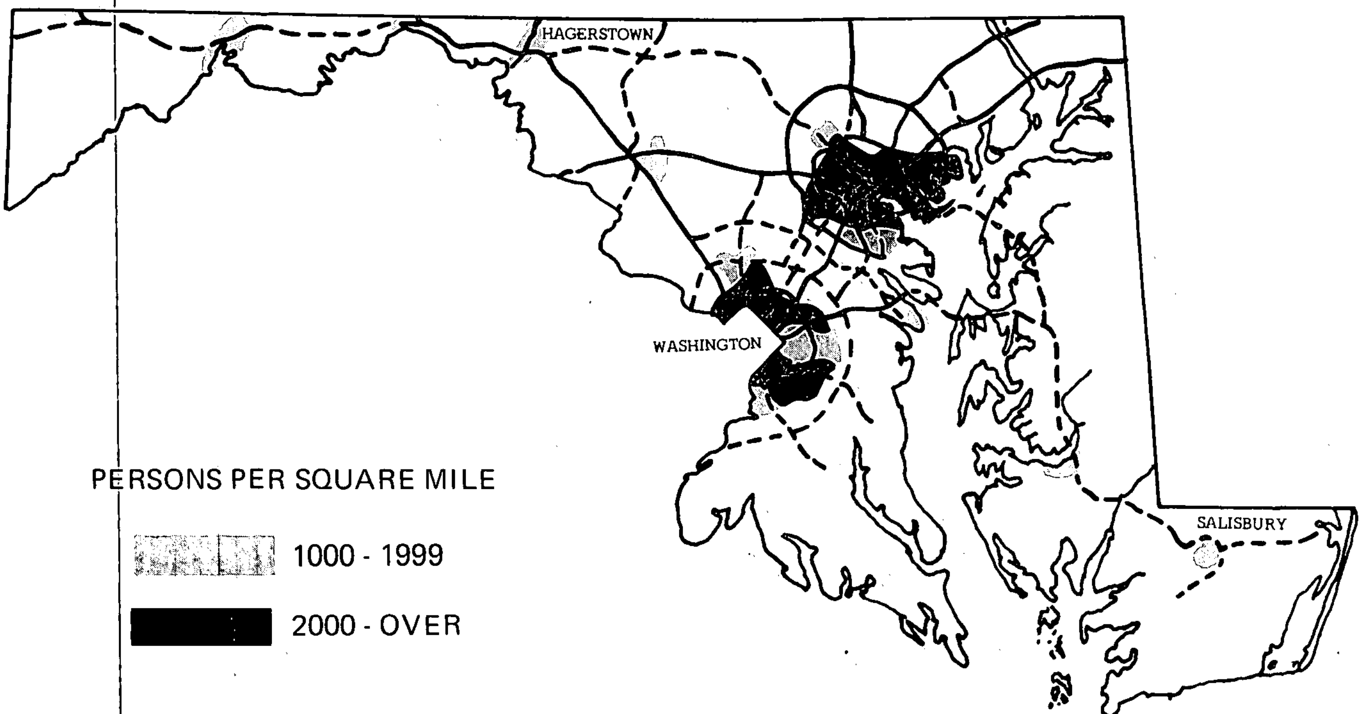
- 5.1 thousand miles in the Interstate, State Primary and State Secondary systems;
- 15 thousand miles of county-maintained roads;
- 3.5 thousand miles of municipal streets;
- 25 miles of Federal government parkways.

The greatest volume of highway travel in Maryland is on a relatively small part of the network. The freeways carry 20 percent of the traffic on less than 2 percent of the mileage, and the remaining State routes carry an additional 43 percent. Thus these two systems, which represent 22 percent of the mileage, account for 63 percent of total State highway travel. In contrast, the 18.5 thousand miles of county and municipal roads and streets carry only 37 percent of the traffic on 78 percent of the network.

Future Highway Needs

Projections of Maryland's future highway needs have been made by the State Roads Commission for various type roads. With regard to the State's portion of the Interstate system, 298.8 miles have been completed, 29.7 miles are under construction, and 26.1 miles are yet to be built. Most of the mileage either under construction or yet to be built is in the urban areas where increased right-of-way and construction costs have driven up the average cost per mile of highway improvement.

The Maryland counties most in need of highway improvements are those which are undergoing the greatest pressures of urbanization and population increase. The four most populous counties -- Anne Arundel, Baltimore, Montgomery, and Prince George's -- have about 62 percent of the State's most critical highway needs. In 1967, the State Roads Commission estimated that total needs on all highway systems (including State, County, and Municipal) through 1975 for improvement of 3,963 miles of highways would cost approximately 2.1 billion. The estimated cost is stated in terms of 1967 dollars.



POPULATION DENSITY

Note: White area is under 1000 persons per square mile.

Projected revenues from existing sources are insufficient for covering these projected expenditure needs. Under the present funding arrangement, taking into account continuing growth in maintenance and debt service requirements, it was estimated that the State will have available for construction purposes during the years 1967-75 a total of $862 million or an annual average of $95.8 million, which is $5.6 million less per year than the 1956-1966 rate. The local governments of the State of Maryland -- the 23 counties, Baltimore City, and other municipalities -- would have $1,011 million available for construction purposes for the same period. A large portion, an estimated $342 million, will be expended by Baltimore City to complete its part of the national Interstate and Defense Highway System.

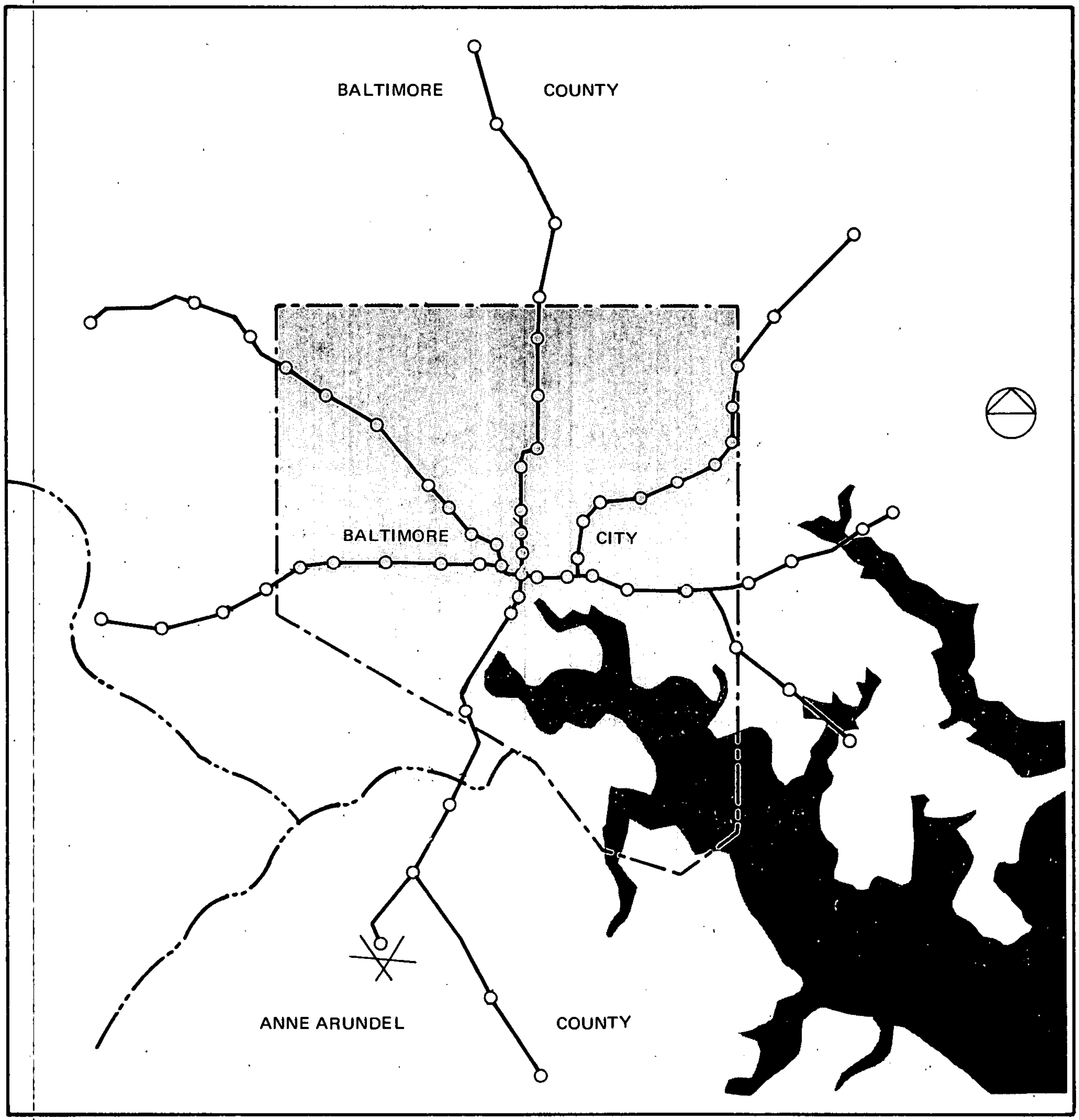
The future of highway financing is a controversial issue in Maryland just as in many other states and at the national level. At one end of the spectrum, strong highway advocates express the opinion that all highway user revenue -- gasoline taxes, titling taxes on motor vehicles, and registration fees -- should be set aside for highway construction purposes, and that an additional source of funds should be developed by levying a tax on non-highway users who benefit from highways. At the other end of the scale are the proponents of a more comprehensive approach to transportation development who argue that a more flexible method of transportation financing under a scale of priorities would provide a sounder basis for accommodating Maryland's total transportation needs.

Public Transit Service in Maryland

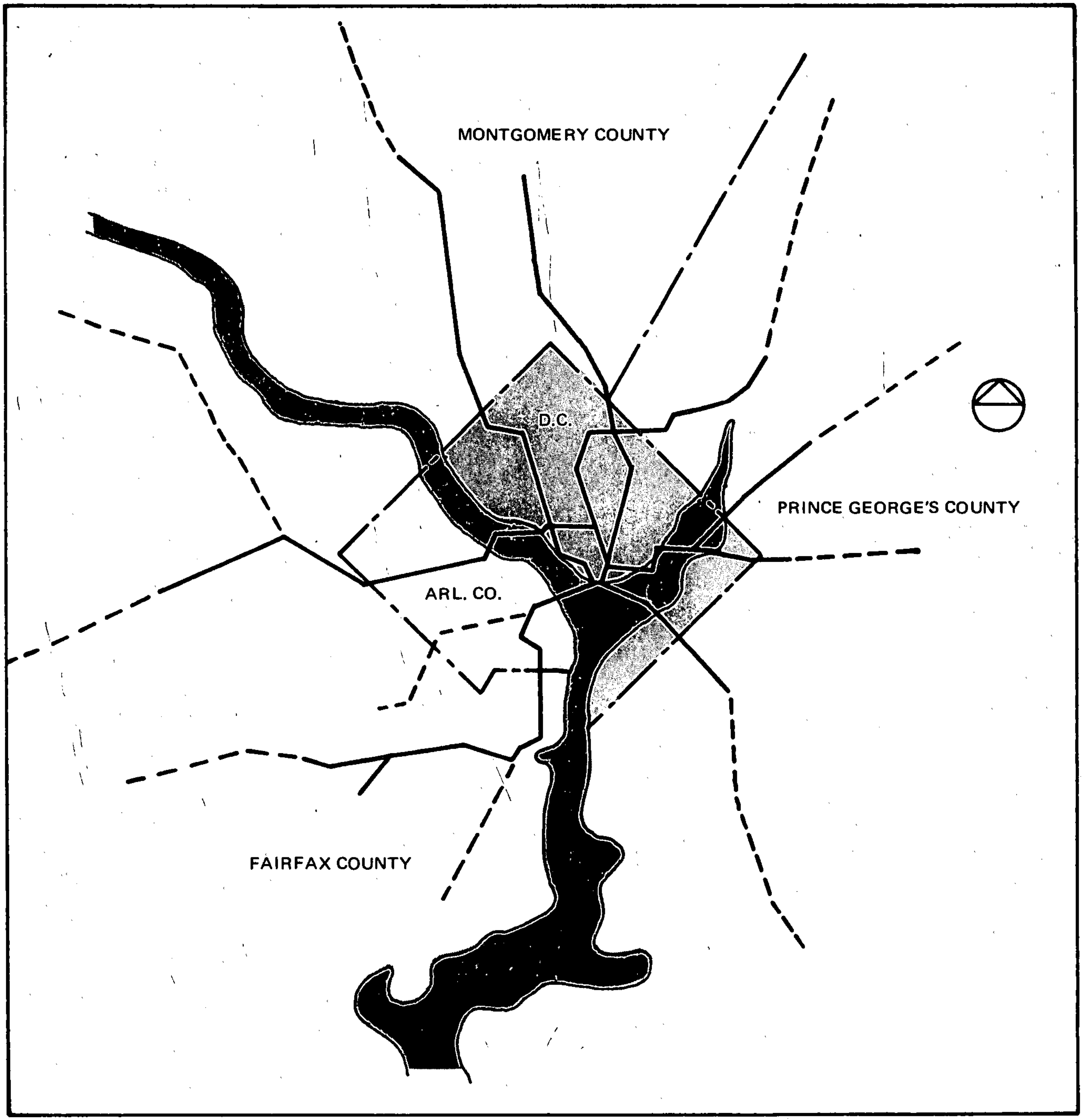
Existing urban public transit services in the Baltimore metropolitan region and the Maryland suburbs of the Washington metropolitan region are provided primarily by bus facilities. Limited commuter rail service to both Washington and Baltimore is provided by the Penn Central and the Baltimore and Ohio Railroads. A rail transit system for the Washington region is currently under construction and preliminary feasibility and design studies have been made for a Baltimore regional transit system. Public transit service in other urban areas of the State include small intracity bus systems in Frederick, Hagerstown, Cumberland, Salisbury, and Ocean City.

Baltimore Metropolitan Area

The Metropolitan Transit District of



BALTIMORE METROPOLITAN AREA
PROPOSED RAPID TRANSIT SYSTEM



WASHINGTON METROPOLITAN AREA
TRANSIT AUTHORITY
APPROVED RAPID TRANSIT SYSTEM

Baltimore encompasses Baltimore and Anne Arundel Counties and Baltimore City. The District is serviced by eleven carriers that operate 989 buses and in 1968 carried 93,667,347 passengers. Passenger revenues from these operations totaled $23,825,520 in 1968. The Baltimore Transit Company carries approximately 95 percent of the transit passengers for the Metropolitan district (operating 792 buses and carrying 88,874,075 passengers in 1968).

The Metropolitan Transit Authority (MTA) was statutorily reorganized in 1969 and established as an instrument of the State to plan, develop, finance, construct, and operate transit facilities in the Metropolitan District. The regulatory functions of the old authority were transferred to the Public Service Commission.

Following the strike in October 1968 of the operators and maintenance employees of the Baltimore Transit Company, public ownership was advocated by numerous city officials. Several studies were initiated as a preliminary basis for considering the issue of public ownership.

The rapid transit studies for a Baltimore regional system were undertaken through the cooperative efforts of several government agencies acting under the aegis of the Mass Transit Steering Committee appointed by the Governor. Studies completed in 1968 recommended a six-leg, 71-mile rail rapid transit system coordinated with a comprehensive feeder bus network. Total costs were estimated at $1.7 billion. Debate over system technology, combined with the pending creation of a new Authority (established in 1969) temporarily placed future plans in a state of uncertainty. The newly created Metropolitan Transit Authority has indicated its desire to re-examine all alternatives.

Washington Metropolitan Area

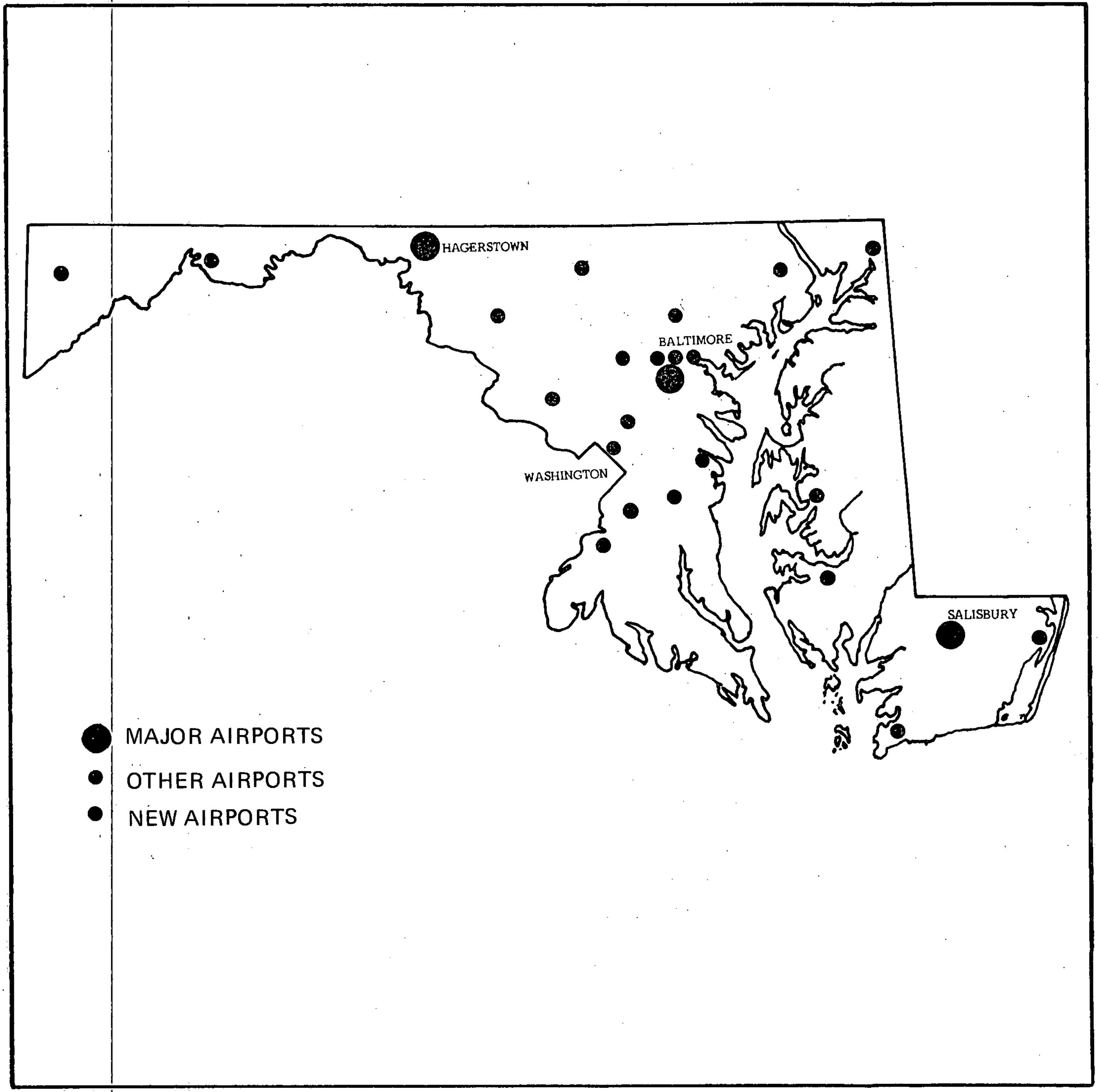
Public transit service in Prince George's and Montgomery Counties is closely integrated into the total scheme for urban transit service in the Washington Metropolitan Area. Jurisdictional responsibility for transit is provided through two compacts that include the Washington metropolitan region (District of Columbia, Maryland, and Virginia). The Washington Metropolitan Area Transit Commission (WMATC) has responsibility for regional regulation of fares, schedules, and service provided by private transit companies. The Washington

Metropolitan Area Transit Authority (WMATA) has authority to plan, develop, and provide for the operation of the regional rapid transit system, as well as such bus operations that it may later acquire.

Public transit services are presently provided by D. C. Transit and the WMA Transit Company. D. C. Transit is the largest public transit carrier in the Washington region and serves Montgomery County and a portion of Prince George's County. D. C. Transit operates 1,187 buses, of which 275 provide service in Maryland. Total regional passengers carried in 1967 were 133,646,024, with corresponding operating revenues of $35,489,094. WMA Transit Company provides service for the remainder of Prince George's County within Maryland to and from Washington, and a small service within the District. WMA currently operates 131 buses and the number of passengers carried in 1967 was 7,473,535, with operating revenues of $2,905,600. D. C. Transit's financial difficulties have resulted in official discussions on the issue of public acquisition of its facilities. Over the longer term the success of the regional transit system is dependent upon the close integration of rapid rail and bus transit services. WMATA received approval in September 1969 to proceed with construction of the authorized basic rail transit system of 24.9 miles (primarily in the District of Columbia). A larger regional system of 97.7 miles entitled the "Adopted Regional System" has been approved by WMATA for ultimate completion. The cost of this total system is estimated at $2.5 billion.

The overall issue of coordinated urban transportation in both the Washington and the Baltimore regions and the development of effective systems of service will be a major concern of a new Department of Transportation. First is the continuing need for coordination of the various urban transportation development programs that are planned for highways, public transit, high speed intercity service, and ground access service for aviation. Second is the longer term consideration of how urban transportation is to be planned and developed to serve these two regions as they eventually merge into one metropolitan corridor between Washington, D. C. and Wilmington, Delaware. Third is the need for assuring that public transit services are provided for other smaller urban communities throughout the State.

AIRPORTS IN MARYLAND



Airports

The State of Maryland currently has somewhat more than forty air facilities available for public use. These range in size from Friendship International Airport to grass covered landing strips less than 2,000 feet in length. Twelve of the airports are municipally owned; ultimately, State Aviation Commission plans call for at least one publicly owned airport in each of the State's 23 counties.

Of the State's air facilities, only Friendship and the airports at Hagerstown and Salisbury can be considered commercial airports or, by definition, ones that are certified and being served by trunk and local air carriers. The others are primarily general aviation airports open for the use of the general public for personal flying, business flying and instructional flying. Some of them also offer charter flight and air commuter services.

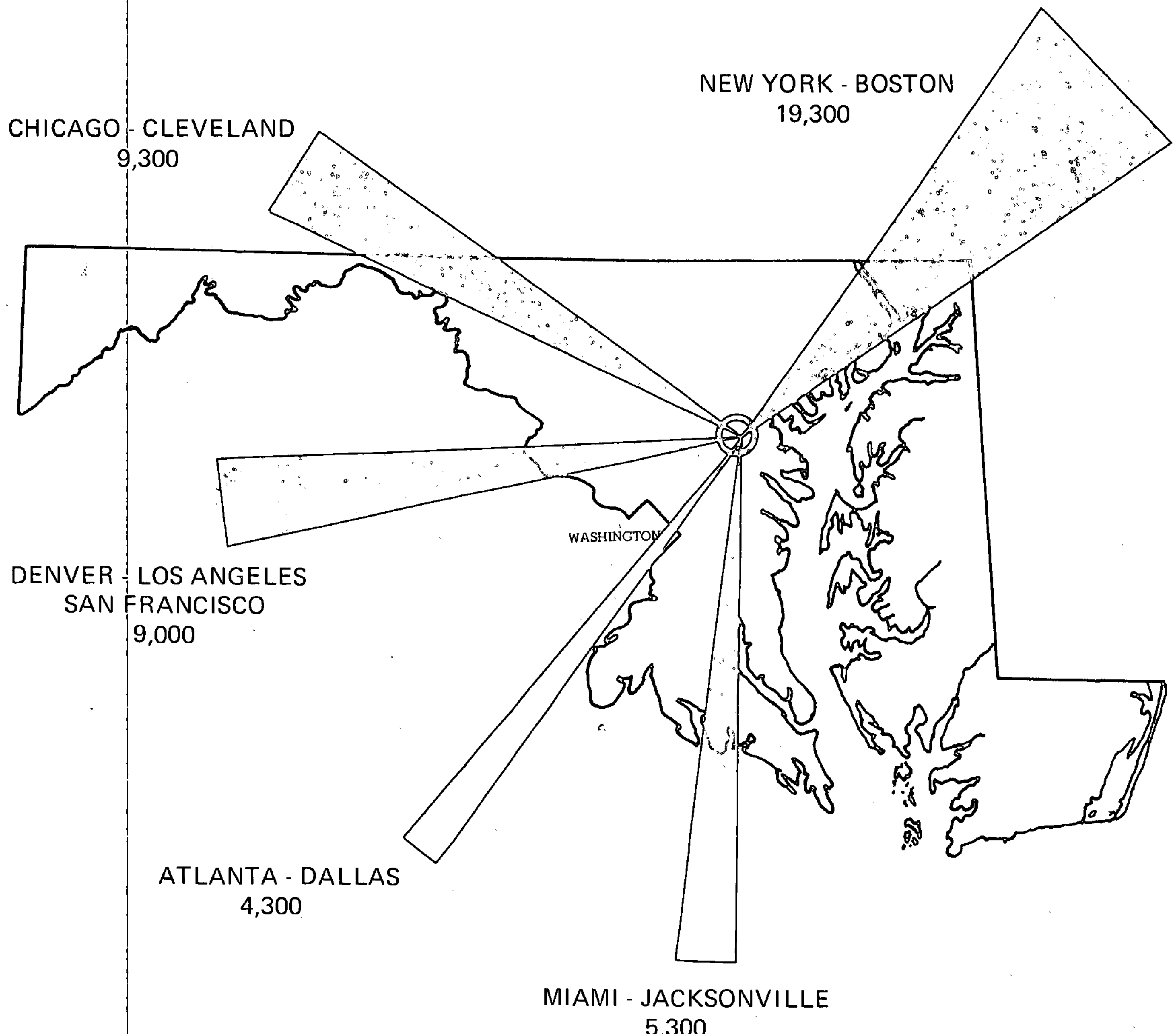
Friendship occupies over 3,000 acres in Anne Arundel County and is owned and operated by the City of Baltimore. It is an international airport and services the entire State as well as functioning as one of three major airports in the Baltimore-Washington Bi-Region.

Prospects for Future Growth

Significant growth in aviation activity will occur in the State during the next 20 years. This growth will create a demand for new facilities and for changes in the types of aircraft using the State's airports. Friendship is not only the State's major air carrier facility, but also serves as the base for more general aviation aircraft and accommodates more operations than any of the strictly general aviation airports in the State.

The mixing of aircraft types is not desirable for safety reasons and can reduce the airport's capacity to handle commercial air carrier traffic. If present trends continue, Friendship is expected to reach its practical capacity for air carrier activity by 1985. This assumes no major technological breakthrough in the handling of air traffic.

One feasible alternative for handling future growth would be to phase out general aviation activity at Friendship in order to increase its capacity as a commercial air carrier facility. This can be accomplished by developing a system of well equipped or all-weather



FRIENDSHIP AIRPORT PASSENGER DEPARTURES & ARRIVALS

Note: Projected 1968 totals, CAB

general aviation airports to take up the burden of these aircraft from Friendship. In the 20 year period 1965-1985, general aviation activity is expected to increase 500 percent in Maryland.

Friendship is facing huge increases in the number of commercial air passengers it must handle. By 1990, it will have enplanements of at least 9.1 million passengers and possibly as many as 18.9 million depending on the ultimate use of National Airport. The 1967 total was 1.2 million. Thus Friendship must be prepared to handle at least 7 times as many passengers by 1990 and possibly as many as 15 times the present volume.

Friendship must also prepare for increased air cargo activity. The airport handled about 50,000 tons of cargo in 1967 and this is expected to increase to about 1.3 million tons by 1990. This is in excess of a twenty-fold increase.

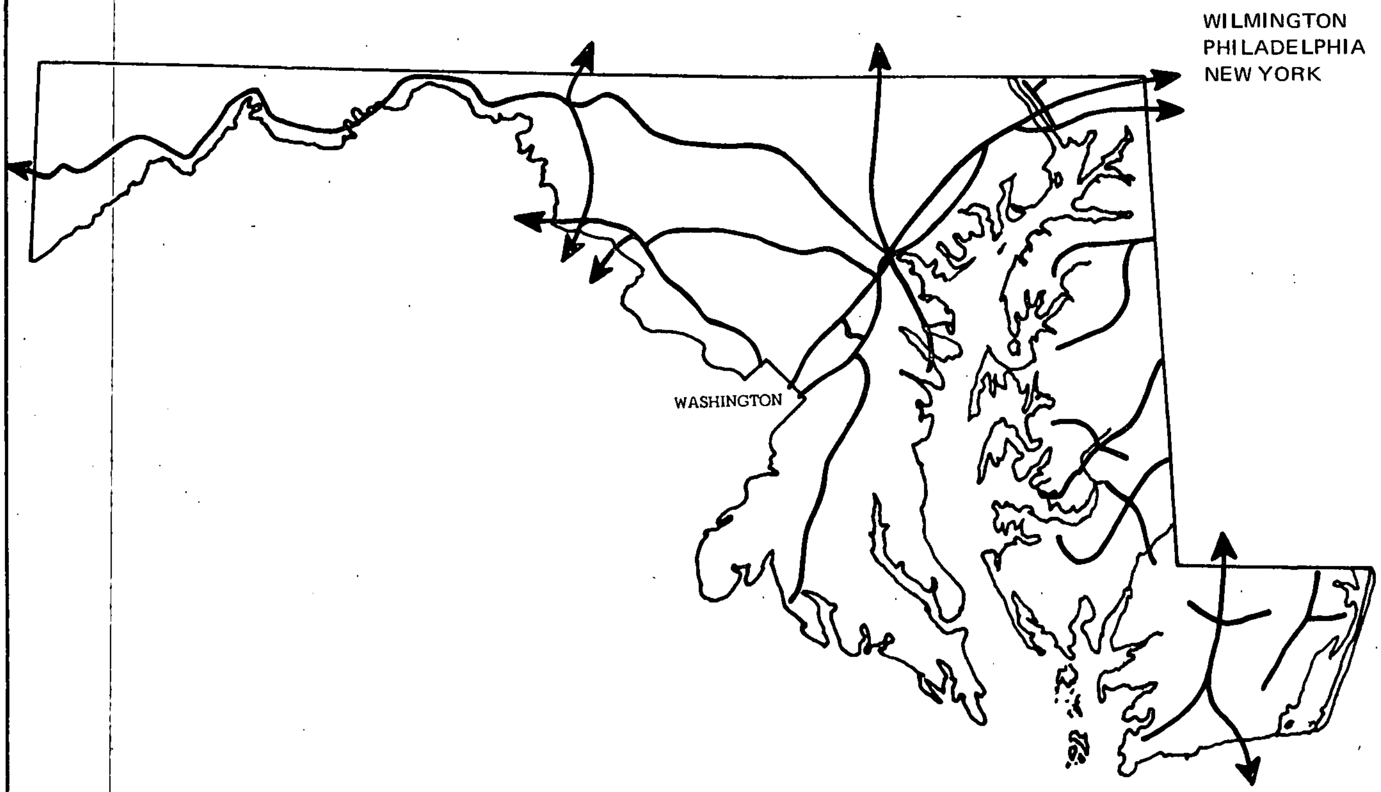
To handle the increases in passenger traffic and in air cargo demands, Friendship will require a modernization and expansion program estimated to cost in excess of $400 million.

The problem of planning for aviation growth is a complex one. While there are uniform rules and regulations governing the use of air space over the State, there is no overall public policy guiding the development of aviation facilities on the ground.

A plan for aviation facilities must be prepared within the overall context of State development and goals. The plan must be considered not only as part of an overall transportation system, but also as another type of land-use activity with its own set of locational requirements and relationships to surrounding uses. There is an urgent demand for a statewide approach to planning an airport system.

Railroads

Maryland's railroad network of 1,313 miles is primarily privately owned and, as a result, the State's involvement in the system's operation has been limited almost exclusively to those regulatory functions which are under the jurisdiction of the Public Service Commission. The system is, however, important to Maryland's economy, and has been since the early days when the Baltimore and Ohio Railroad first established a competitive advantage for the Port of Baltimore. This network will continue to provide significant transportation service in all



MAJOR RAIL ROUTES

parts of the State, a fact which has often been ignored in public transportation planning.

Rail facilities both compete with and augment the highway and air systems by providing freight services throughout the State and passenger service between Washington and New York and from Washington westward to Chicago, Cincinnati and other key midwest cities. The railroad network also plays a significant commercial role in all areas of the State, particularly the Eastern Shore and Western Counties, where development has been inhibited by lack of access.

At the present time, the New York-Washington corridor demonstration project is of particular national importance to the future of rail passenger movement. This route has the largest existing rail passenger volume in the country. Between January 16th, the date Metroliner service was inaugurated, and September 30th of this year a total of 5.3 million persons traveled by train along this corridor, an increase of 8 percent over the same period in 1968. Recently the Penn Central has increased its Metroliner service to six round trips on weekdays and four on weekends.

In connection with this demonstration project, the Federal Department of Transportation is working jointly with the State of Maryland on the problem of eliminating hazardous railroad-highway grade crossings. This is but one example of the interaction taking place between the railroad and Federal and State agencies to coordinate operations with other modes of transportation. There are also plans underway for completion of a suburban rail station in Prince George's County which would be located near a major highway network.

Of utmost importance to Maryland's commerce is the service provided to the Port of Baltimore by three major railroads - Baltimore & Ohio, Penn Central and Western Maryland. Together, they haul about one-third of the cargo through the Port. The value of this service is in excess of $22 million per year. Thus, the railroads are a major link between the Port and its trade areas with the average rail linehaul movement in the neighborhood of 400 miles.

As the Port's competitive stance relative to other East Coast seaports is partially built on the transit time and rate differentials to midwest points, railroad decisions are of great importance to the Port. In addition, the scheduled motor carrier systems whose routes radiate from the Port to other major cities. Maryland is served by more large motor carriers than any other region under the Interstate Commerce Commission's jurisdiction in the United States.

Growth and Future Plans - Port of Baltimore

The total tonnages for the Port of Baltimore showed a slight decline during the period 1956 through 1965, consistent with the general decrease in the North Atlantic ports' share of total U. S. commerce. Over the same years, the foreign general cargo component of Baltimore's shipments increased by about 50 percent. Between 80 and 90 percent of the tonnage flowing through Baltimore is of the bulk cargo variety carried in vessels of steadily increasing size. Bulk cargoes include imported iron ore, petroleum, and exported coal and grain. Bethlehem Steel alone uses about 10 million tons of imported iron ore annually.

In 1966, total commerce through the ports of New York, Philadelphia, Baltimore, Norfolk and Boston approximated 310 million short tons, distributed as follows:

	Millions of Tons	Share
New York	157.1	51%
Philadelphia	49.5	16%
Baltimore	43.9	14%
Norfolk	39.5	13%
Boston	20.3	6%
	310.3	100%

Capital investment in Baltimore port facilities through 1966 totaled $88 million, consisting of $68 million in the period 1947-1962 and $20 million in the period 1962-1966. Studies by the Maryland Port Authority have identified three challenges to be met in the years ahead if the Port is to continue to operate as a viable entity.

The first of these is the problem of railroad mergers. Since the Port depends on a high level of rail service to attract cargo to its piers, anything that affects this service affects the Port. The challenge consists of offering the most attractive and economical service to shippers using consolidated rail systems in order to influence movement of freight. One of the determing factors will be the efficiency of the facilities available to the railroads in the Port.

The second challenge involves the

growing trend toward containerization. All ports are faced with the question of whether future facilities are to be designed for containers and the new type of container ships, or whether they are to be developed along more traditional lines. This assessment in turn rests on the judgment of how much of general cargo shipments will be containerized.

The third and all-embracing challenge involves the need for an accelerated port development program to meet competition from other North Atlantic ports. Since 1960, the North Atlantic ports have been constructing facilities at the rate of $73 million per year, almost three times the annual average for the period 1946 to 1955. Berthing and loading facilities for mammoth bulk carrier ships and channel deepening projects can be expected to be integral parts of the response to this overall challenge.

A major step in meeting these challenges is the Port Authority's ten-year development plan for general cargo facilities. The plan calls for an investment of $67.2 million over the period 1967-1975. This investment as originally estimated covers property acquisition ($4.5 million), development of North and South Side Locust Point piers ($35.1 million), extension of the Dundalk Marine Terminal ($19.6 million) and and allowance for undesignated development ($8.0 million). Through December 1968, funds expended on elements of the plan totaled $15.6 million, compared with $17.4 million allocated for about the same time period.

The foregoing facts on expected growth of commerce, the challenges posed by patterns of changes, and the realities of financial funding constitute the backdrop against which the future role and structure of the Port Authority will need to be deliberated.

CHAPTER III

THE TRANSPORTATION TANGLE

Directions for Reorganization

The question of executive reorganization of Maryland's 246 executive agencies and departments has been the subject of several recent studies. Among these are the Commission for the Modernization of the Executive Branch of the Maryland Government, the report of the Governor's Task Force on Modern Management, and the report of the Executive Reorganization Committee, known as the "Curlett Report".

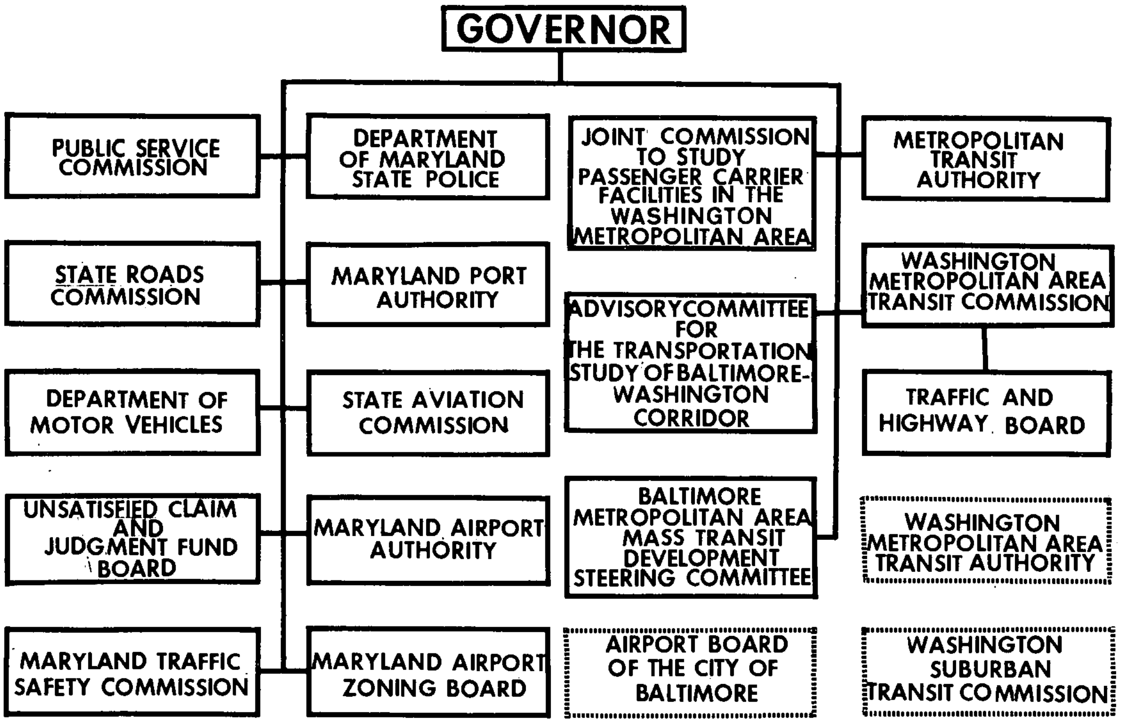
The Executive Reorganization Committee concluded in its official report to the Governor that:

"The executive branch of the Maryland government today does not provide that framework for the orderly placement of programs and the careful assignment of responsibility for program direction and review which the needs and efforts of the State particularly require. Locked into patterns of proliferation, diffusions, and indirect responsibility, and facing recurrent problems of coordination and communication, the executive branch is not organizationally equipped to meet today's obligations and tomorrow's expectations."

During the last session of the Maryland General Assembly, enabling legislation was enacted which established statutory guidelines for planning the orderly growth and change in the executive program structure (House Bill No. 855, Chapter, 156, Laws of Maryland, 1969). These guidelines closely parallel the concepts spelled out in the Executive Reorganization Committee Report. As of July 1, 1969, reorganization efforts had resulted in the creation of four departments, headed by Secretaries who report directly to the Governor. Six more cabinet-level departments, including a Department of Transportation are planned consistent with the newly enacted legislation.

This Task Force on the Department of Transportation discovered early in its considerations that many of the institutional issues raised by the earlier reorganization studies were applicable to the organization of State transportation programs. Deficiences in the progress of goal formulation and identification of priorities, the imbalances in resource allocation, and weaknesses in the management of promotional programs and

EXISTING TRANSPORTATION AGENCIES



policies are, in part, problems of organization.

Existing State Transportation Agencies

Public responsibility for Maryland's transportation programs is divided among a diverse number of State, regional, local and interstate agencies.

Prior to exploring alternative organizational structures for a Maryland Department of Transportation, the Task Force surveyed all existing agencies that exercise transportation development or control responsibilities. Those State agencies whose programs are primarily concerned with transportation include the State Roads Commission, Maryland Department of Motor Vehicles, Maryland Traffic Safety Commission, Maryland Port Authority, State Aviation Commission, Maryland Airport Authority, Maryland Airport Zoning Board, Metropolitan Transit Authority, Public Service Commission and Unsatisfied Claim and Judgment Fund Board. The Department of Maryland State Police also plays a significant promotional role in providing for the safe and efficient use of Maryland's highway network. The Department of Chesapeake Bay Affairs has responsibility in the area of marine navigation largely as a function related to its broader mission for development of the Chesapeake Bay. The Washington Suburban Transit Commission, Washington Metropolitan Area Transit Authority and the Washington Metropolitan Area Transit Commission have promotional and regulatory responsibility for public transit in the Washington Metropolitan Region of Maryland.

The Department of State Planning, Regional Planning Council and the Maryland-National Capital Park and Planning Commission significantly influence decisions about transportation through their comprehensive planning role. Planning agencies must continue to play an important role in determinations on how transportation development can serve community needs and more closely relate to plans for development and use of state resources, including the location of transportation corridors and major terminal facilities in terms of how they serve land-use development goals set forth in comprehensive regional or state plans. A new Department of Transportation must work closely with these planning agencies to assure that their comprehensive planning input including the transportation component of such planning provides appropriate guidance for program plans and priorities of the new

Department.

The Task Force's survey of these programs and its conclusions on reorganization are not based upon an evaluation of the record of accomplishments of each of these transportation related agencies or of the quality of their internal management. Instead, the Task Force's concern is directed primarily to the problems of coordinating a multiplicity of agencies (that now receive limited central direction) under a comprehensive set of goals for serving Maryland's transportation needs.

The Task Force recognized that it would not be realistic or practical to bring within a Department of Transportation all State activities that involve or influence transportation decisions. The final determination on agencies to be included in the new Department was largely based upon decisions on which agencies are important to the overall mission and operations of the new Department. The following functional description includes only those agencies and program functions which the Task Force believes are critical to the mission assigned by the Governor to design an organization that will "provide Maryland with the best-balanced and unified transportation system possible".

State Roads Commission

The State Roads Commission constructs and maintains the State's highway system network. The commission also assists Maryland counties with the financing, construction, reconstruction, and repairs of county roads. The Commission operates and maintains the John F. Kennedy Memorial Highway, the Chesapeake Bay, Susquehanna, and Potomac River Toll Bridges, and the Harbor Tunnel Thruway, and is engaged in the design and construction of a second Bay Bridge crossing.

The State Roads Commission consists of a full time chairman with an indefinite term of office and six part-time members with four year terms. All commission members and the Comptroller of the commission are appointed by the Governor. The Chairman of the Commission (also known as the Director of Highways) has complete responsibility for the interstate and state primary system of highways, for the selection of consulting engineers, for the operation of administrative, engineering, planning and programming, and right-of-way activities, and for carrying out the policies of the Commission. The Commission generally has responsibility for the state's secondary system of highways, the toll facilities, making of recommendations to the Governor and to the Legislature on highway improvement programs and highway financing, and other functions. The Commission adopts the general policies within which its organizational components operate.

Department of Motor Vehicles

The Department of Motor Vehicles is charged with the examination and licensing of all motor vehicle operators and driving schools, the administration of the License Renewal Program for all motor vehicle operators, the operation of a Driver Control Program which includes administration of the Point System and Driver Rehabilitation Clinic, the administration of the Financial Responsibility Laws, the administration of the Registration and Certificate of Title provisions for all motor vehicles, trailers and semi-trailers, subject to registration and titling, collection and distribution of fees derived from registrations and licenses, the collection of fines and costs, the administration of the laws relating to the licensing, registration, and bonding of all new car, used car, trailer, and motorcycle dealers and their salesmen, the administration of the collection of the Unsatisfied Claim and Judgment Fund Fees, and in cooperation with the State Police for the promulgation of rules and regulations which establish the safety standards for motor vehicles.

The Department is under the direction of the Commissioner of Motor Vehicles who is a civil executive officer appointed by the Governor. Line units that carry out the Department's responsibilities are organized under the Deputy Commissioners of Operations, General Field Services and Safety Responsibility.

Maryland Port Authority

The Port Authority is responsible for the maintenance and operation of Maryland's public port facilities; including the Port of Baltimore, administration of the State's role in maritime commerce, and the promotion and development of maritime trade. The Authority consists of a Chairman and four members, all appointed by the Governor to five year terms.

Metropolitan Transit Authority

The major mission of the MTA is to plan, develop , finance,construct, acquire, and operate and maintain transit facilities in the "Metropolitan Transit District" comprised of

Baltimore City, and Baltimore and Anne Arundel Counties. The Authority consists of a Chairman and seven directors. Four directors are appointed by the Governor and one each by the Mayor of Baltimore, the Anne Arundel County Executive and the Baltimore County Executive. All directors are appointed by the Governor to an indefinite term of office.

Public Service Commission

The Public Service Commission is primarily a regulatory commission charged with regulating intrastate utility and common carrier services and rates in order to make certain that the public receives adequate nondiscriminatory services and facilities at just and reasonable rates. The Commission also inspects physical facilities of electric, gas, telephone, water and sewage utilities to determine adequacy, dependability, and safety of such services; it monitors and investigates all operating and financial statements of utilities and common carriers subject to regulation; it inspects the adequacy of physical equipment used by common carriers; and it participates in the regulation, improvement of transit, and relief of traffic congestion in the Washington Metropolitan Area.

The Chairman and two additional members are appointed by the Governor to four year terms. An Executive Secretary and a People's Counsel are appointed by the Commission and the Governor respectively, to indefinite terms, and a General Counsel is appointed by the Governor to a six year term.

Unsatisfied Claim and Judgment Fund Board

This board administers Unsatisfied Claim and Judgment Fund for the payment of the damage for injury to or death of certain persons, or damages to property arising out of ownership, maintenance, and use of uninsured motor vehicles in Maryland. It also collects uninsured fees from the motorists when insurance has lapsed, and obtains payment for other uninsureds on notes and judgments.

The Board is composed of (a) four members appointed to one year terms by the State Insurance Commissioner, who must be employees of insurance companies; (b) four members appointed to one year terms by the Governor; and (c) the Commissioner of Motor Vehicles, and the Insurance Commissioner.

Washington Suburban Transit Commission

This Commission is responsible for

developing a transportation system including mass transit facilities for the needs and growth of Montgomery and Prince George's Counties. It consists of six commissioners of whom three are appointed by the Montgomery County Council and three by the Prince George's County Board of Commissioners. The Commission provides for membership on the Washington Metropolitan Transportation Authority.

State Aviation Commission

The State Aviation Commission is responsible for promotion of aviation safety throughout the State; cooperation with the Federal government in assuring the uniform development and regulation of aviation; development of a master plan in support of a statewide system of airports, airways and facilities in conjunction with the Federal Aid Airport Program; and promotion within the State of a national system of civil aviation.

The commission consists of the Chairman and four members who are appointed by the Governor for three year terms.

Maryland Airport Authority

The Authority was established in 1968 by the General Assembly to acquire Friendship Airport and to utilize its financing and borrowing authority in upgrading the development of Friendship to meet long term commercial aviation needs and for improving its competitive position among the commercial airports in the Baltimore/Washington region . The Authority consists of a Chairman and four members appointed by the Governor to five year terms.

Maryland Airport Zoning Board

This Board was created in 1968 by the General Assembly with power to adopt, revise, administer and enforce airport zoning regulations for airports located in Anne Arundel County and owned by the State. It was created in anticipation that the State would acquire and operate Friendship Airport. The Board consists of five members appointed to four year terms by the Governor.

Maryland Traffic Safety Commission

This commission has a statutory mission to promote traffic safety on Maryland's streets and highways. In this role it cooperates with public, business and civic groups; and with the news media in the promotion of traffic safety. The Commission consists of eighteen members appointed by the Governor to six year terms; one-third of these terms expires every two years.

CHAPTER IV

EMERGING CONCEPT OF A DEPARTMENT OF TRANSPORTATION

through the use of jet freighters and the establishment of common rate structures between air and motor carriers. Ship-truck movements have also expanded; one result of this increase has been the revival of common carrier intercoastal water service. The major obstacles to improved intermodal service have arisen from a combination of static market relationships, the problems of terminal integration, and the modal organization of transportation agencies. The growing realization of the role that government can play in reducing these constraints has created yet another demand for consolidation of government programs under a single transportation agency.

Impetus for reorganization of the governmental role also has derived from the experience of defense and aerospace programs in their analytical approach to complex systems of applied technology. New tools of analysis have developed around the computer and related statistical methods that permit program managers to deal more successfully with complex informational problems. The hope has emerged that systems analysis also holds great promise for application to transportation problems.

This systems approach has particular application to urban problems and the growing need to view city development programs in a more comprehensive and interrelated manner. Quite simply stated, over 80% of Maryland's population lives in urban areas, and this percentage will grow. Without question, the complex problems of managing urban programs has strikingly underscored the weakness of state governments in dealing with urban problems of education, health care, housing, environment, poverty, urban development, and crime -- as well as transportation. Unless there is reform, state government will relinquish its responsibility to Federal and local governments for these essential urban services. The frustrations of the urban traveller and the discomforts that transportation cause the urban dweller have provided the greatest pressure for reform.

Federal Initiatives in Transportation Reorganization

The efforts of the Federal Government to improve the organization of its transportation programs are a significant bellweather of reform. During the post-World War II years, Federal efforts were initiated to better define a national transportation policy and to establish a coordinative mechanism for controlling the diverse and widespread promotional programs of the Federal Government in transportation. The fragmentation of Federal transportation programs was emerging as a national concern. The subcomponents of the national transportation system faltered under problems of obsolescence and imbalanced promotional policies. In April 1967, a Department of Transportation was created to consolidate major Federal transportation programs under a single Federal official.

The role of the Federal Department of Transportation is: (1) to coordinate the principal programs that promote transportation; (2) to bring new technology to a total transportation system; (3) to improve safety in all modes; (4) to encourage high quality and low cost service to the public; (5) to conduct systems analysis and planning; and (6) to develop analytical techniques to assist all levels of government and industry in guiding their transportation investments.

To fulfill this role, the Federal department brought together the policy, planning, and research functions of the Department of Commerce, the Federal Highway Administration, the Federal Aviation Agency, the Coast Guard, the safety functions of CAB and ICC, the St. Lawrence Seaway Development Corporation, the Alaska Railroad, and the urban mass transportation programs of the Department of Housing and Urban Development.

New highway and traffic safety programs were brought within the Department and increased program emphasis was placed upon the promotion of transportation safety in all modes. Emphasis also was given to the search for new approaches to improved mobility through research and development. The new department's effort included not only hardware research and demonstrations, but also policy-oriented research on the economics of transportation and upon the translation of new information into workable knowledge for augmenting a systems approach to a variety of transportation problems. The thesis of this approach was that new techniques of data application and simulation, if properly utilized, could aid in reducing transportation costs and improving service through multimodal coordination.

Excluded from the Federal department were the subsidy functions of the Civil Aeronautics Board and the Federal Maritime Administration, the navigational public works program of the Corps of

Engineers, and the economic regulatory programs of the ICC, CAB, and FMC.

Comparative Analysis of State Departments of Transportation

State Departments of Transportation have been created in California, Connecticut, Delaware, Florida, Hawaii, Massachusetts, New Jersey, New York, Oregon and Wisconsin. Pennsylvania and Washington currently have legislative proposals under consideration, and Michigan by executive order has taken a unique approach of creating an Inter-Agency Transportation Council to coordinate transportation planning.

There is substantial variance in the assignment of duties and responsibilities to newly created agency heads. In several states the Secretary is primarily a coordinating official with responsibilty for overall review and approval of subordinate programs. The more highly urbanized states such as New York, New Jersey, and Connecticut, have assigned a much stronger executive role to the heads of the departments and provide general powers to direct, manage, organize, and exercise broad program authority. In these instances the intent is to place increased emphasis on meeting urban needs and better adapting transportation to the urban environment. Interstate compact arrangements (such as the New York Port Authority) for ports, airports, mass transit, and highway facilities have been left undisturbed by these reorganizations because of their peculiar interstate character.

Perhaps the most notable consistency in these reorganizations is the pattern of assigning department-wide responsibility to the Secretary for comprehensive transportation planning and for creation of state master plans. Where the authority is effective, such planning processes provide the criteria for review, approval, or disapproval of component programs.

A second element of consistency is the recognition (except in the case of Delaware) that the highway program is the major nucleus around which a departmental organization must be established. Without responsibility for highway development, any department becomes an empty shell -- for highways are the major transportation component at the state level.

The Task Force concluded from this review that nonorganizational factors are equally improtant in assuring that program reorganization is made effective. First is the need to recognize that policy guidance by a Secretary of Transportation is relevant only to the extent that he has staff skills and resources for planning, collecting information, analyzing problems, and managing operations. Second is the requirement that adequate authority be delegated commensurate with the assigned responsibilities. The more sucessful and effective reorganization plans that have been reviewed reflect these axiomatic principles of good management.

Within the organization structure, it appears that clear lines of authority and simplicity in general functional groupings provide the most effective approach for eliminating duplication, reducing autonomy and preventing program overlaps. Mere creation of a department of transportation is not a solution in itself. Unless reorganization is accompanied by effective organizational groupings that provide clear and distinctive assignments of responsibilities and duties all the way from the Legislature through the department, the result can be even worse than the previous program fragmentation and individual agency autonomy.

CHAPTER V

PROGRAM STRATEGIES FOR A MARYLAND DEPARTMENT OF TRANSPORTATION

PROGRAM STRATEGIES FOR A MARYLAND DEPARTMENT OF TRANSPORTATION

The consolidation of existing organizations into a new cabinet level agency is only one part of the task of strengthening the management of the State's transportation programs. Equally important is the need for developing program strategies that will promote the State's overall developmental goals.

Increasing urbanization means that transportation services must be planned and developed with due regard to other aspects of community growth. Interstate freight and passenger movement through the State's major metropolitan corridor will increase and must be accommodated. As the increasing interstate and intrastate traffic compete for available facilities, the impact of transportation upon the environment will become more pronounced, and safety issues will loom even larger. Provision must be made to meet the requirements of the eastern and western reaches of the state for better access and transportation service if they are to share in the growth projected for the urban centers surrounding Baltimore and Washington. New requirements will arise for improving the competitive service of the Port of Baltimore and of Friendship Airport. In all of these situations, a Department of Transportation will need to promote and exploit emerging technology to improve the efficiency of Maryland's transportation system.

These situations cannot be considered in the isolated framework of individual forms of transportation. Requirements for the efficient linkage of the different forms of transportation in Maryland are persuasive arguments for planning a total transportation system, for establishing a new fiscal framework for financing future system costs, for determining a unified approach to problems of transportation safety, and for using urban transportation development as a catalyst for planned urban growth.

If Maryland is to maintain its competitive position in relation to adjacent areas which also seek to expand their share of national and international commerce, a single agency of government is an essential substitute for the present narrow focus on individual modes and separate agencies.

Planning a Total System of Transportation

Transportation planning in Maryland today is conducted by numerous state agencies, local governments, and regional organizations. The fragmentation of planning and the historic insularity and development of individual systems makes conflict between goals inevitable. Regional goals are often at odds with local goals. Public goals often conflict with private goals. State and regional goals have diverse priorities.

Trade-offs between transportation and other community values inevitably require compromise; a major purpose of planning is to accomplish these trade-offs through a comprehensive consideration of these values and priorities and not by random day-to-day decisions.

Transportation projects for highways, airways, or ports may have been soundly designed as technically efficient, internal systems. Too often, however, they are not considered as components of a total transportation system and thus fail to take account of complementary service advantages of other modes.

The State's transportation systems must be internally efficient and modally integrated; they also must advance and promote orderly State and community development. Transportation users must be adequately served without adverse disruption of the environment in which the facilities are located.

New techniques for applying knowledge provide the analytical resources needed to solve total system problems. The planning and design of Maryland's transportation system can benefit from: (1) exploitation of systems analysis techniques; (2) application of modern computer technology; (3) utilization of simulation techniques for evaluating new system approaches and predicting the consequences of alternative resource inputs; and (4) interdisciplinary skills, involving economic, political, social and technical considerations.

Specific Areas for Consideration

The planning process in a newly created Department of Transportation requires that the Secretary's first tasks must be to determine the type and scope of planning to be conducted; the desired relationships between transportation and affected programs of other state, Federal, and local agencies; and the role of planning in guiding development programs of the Department.

In developing this planning process a number of organizational objectives and relationships are suggested as guidelines.

First, the primary objective of DOT planning should be to develop and maintain on a continuing basis a statewide comprehensive transportation plan. The plan should:

--Cover a sufficient time frame to provide for long-range community and statewide transportation goals;

--Be budget - sensitive to provide short-range program guidance in the selection of alternative projects for improvement in the various modes;

--Be politically sensitive to achieve public acceptance of overall programs for coordinating transportation decisions.

Second, the distinction between the comprehensive plan and the modal plans of the particular agencies must be defined. The relationship and respective responsibilities for planning must be spelled out to avoid conflict and confusion among organizational components.

Third, the relations between State transportation planning and regional and local planning must be clearly defined. To optimize statewide transportation investments, a review process for regional and local transportation plans is essential for gearing them to statewide goals.

Fourth is the relationship of transportation planning to other types of planning. Because Maryland's future transportation needs will occur primarily in urban areas, the processes for locating and designing facilities must be sensitive to plans for residential, commercial, industrial, institutional, and recreational developments that must be served by transportation.

Fifth is the relationship between planning and joint development activities. The acquiring of land and the subsequent construction of transportation and other facilities should be coordinated to maximize benefit and minimize disruption for the communities involved.

Information Needs for Transportation Planning

The process of defining goals and creating plans for their realization is dependent on the availability of information and data about how people and goods move and how transportation interacts with other activities. This information and the analytical techniques for its application are critical aids to the policy-maker in making value judgments on the consequences of alternative planning approaches to problem solving. Therefore, the data processing resources within the Department should be applied to the provision of a transportation oriented data base.

The new Department must develop a comprehensive method for data gathering and processing. This effort should draw upon data programs that already exist in the agencies to be located within the Department. Significant investments already have been made in data processing equipment and related personnel costs. Total annual costs for fiscal year 1970 by the State Roads Commission and the Department of Motor Vehicles approximate $2.2 million. These facilities and services will be useful in supporting creation of a transportation oriented data base and for solving problems of transportation planning. This data base could be used to provide information on existing facilities, usage of facilities, population distributions, present trends, effects of recent changes in facilities and other information that is useful to the transportation planner.

The Task Force urges that data processing programs within the Department be coordinated. This coordinated use of equipment can be of substantial value to the Department and over the long term can result in cost savings. Decisions on how much and what kinds of information are needed for decision making must be balanced against the practical considerations of costs and a reasonable judgment of adequacy requirements. Many of the broader applications of computers will be overlooked or dismissed if their use is not integrated into a Department-wide system. Information that is linked through one computer program system will provide users with a broader basis for performing analytical tasks.

An integrated approach to computer use also will permit proper management of manpower acquisition and will insure appropriate coordination of technical skills in areas such as large file systems, communication systems design, and communication hardware. Guidelines will be required for hardware acquisition, programming languages, programming practices, and documentation.

It is also crucial that top Departmental management be provided with an orderly, concise and timely flow of information from operating personnel about program operations. A well designed management information system can meet this requirement. Typical data that could be made available from this information system at an early stage would include reporting on:

--equipment and facilities (inventories on highway, port and transit facilities and maintenance equipment);

--timely reports on funds expended and available, past records and forecasts of future expenditure requirements;

--personnel breakdowns by skills;

--program accomplishment and project status.

With time this system can meet all informational needs required by management for directing affairs of the Department.

Research and Development Programs

It is important to underline the increasing national emphasis that is being placed upon transportation research by both industry and government. Until a few years ago, the major public involvement in civilian transportation research largely was limited to the application of advanced engineering techniques in highway planning and development. Those forms of transportation whose requirements paralleled military and aerospace research also benefited from these areas of government research. This has been particularly true in the air transport field.

Within the past few years new programs of research and applied demonstrations have been initiated by the Federal government in other transportation areas. The High-Speed Ground Transportation program was begun in 1965 to advance the technology of ground transportation including railroads as well as more advanced systems. Maryland has become an important beneficiary of this program. The Federal Urban Mass Transportation program authorized in 1964 a cooperative research and demonstration program to be initiated at the State and local level. The

Federal Aviation Administration has underway major research efforts in the development of the supersonic jet aircraft. The Federal Maritime Administration has financed major advances in nuclear powered ships and other nonconventional marine vehicles.

These initiatives largely resulted from concern about technological obsolescence in transportation and the failure of transportation to benefit from the technological advances taking place in other components of American industry. These efforts have resulted in increased experimentation with alternative energy supplies, structures and materials, new motive power possibilities, and electronic application to communication and control in such areas as vehicle monitoring and control systems for highways and public transit, as well as application to data processing and systems analysis.

These new efforts provide the opportunities for future technological innovations that can improve materially present transportation capabilities and guide the development of new systems that may modify substantially present concepts of transportation.

The Task Force recognizes that most basic research and the testing of advanced systems involve substantial costs that are beyond the capacity of the State. However, the State, acting through the new Department of Transportation, should be prepared to take advantage of research and demonstration opportunities offered by Federal assistance in testing of new vehicles or systems, and in the application of increasingly sophisticated techniques of formal systems analysis and engineering to the creation of an intermodal transportation system for Maryland. The Task Force believes that joint Federal/State cooperation in these types of projects is within the budgetary range of the State's financing capability. The new Department also should establish an information center for collecting and using information on results of research and development activities carried on elsewhere and evaluating their application to Maryland's transportation problems. Maryland also should fully exploit the unique opportunity that its close proximity to the Federal establishment offers for increased Federal/State cooperation in the transportation research field.

Thus main research emphasis in a new Department will be with applied research rather than pure research, and with those allied development and demonstration activities concerned with building an integrated transportation system. A Department-wide overview of research and development is required (1) to assure that its output is relevant to the systems planning task; (2) to facilitate effective coordination of State efforts with both federally sponsored research and local needs; and (3) to provide the Secretary with full knowledge of the scope and accomplishment of the research effort. Coordination control should be located close to the planning function and to the source of data.

Financing Maryland's Future Transportation System

Financing the future development and operation of Maryland's transportation system has occupied a large share of the Task Force's deliberations. This was the case because the needs that must be fulfilled by a new Department far exceed the available funds. Furthermore, the Task Force believes that a system-wide analysis of transportation financing in Maryland will reveal substantial imbalance in the current funding of the various modes of transportation. While present and future highway needs are in fact underfunded, the inadequacy of funds available for other modes of transportation is even more critical. However, the Task Force recognizes that no area of transportation receives sufficient resources to meet present and projected needs.

Evolution of Public Responsibility

Transportation service in the United States, unlike most other developed countries, remains primarily a private enterprise activity. Historically, Maryland and its political subdivisions have assumed the responsibility for providing roads for the use of privately owned vehicles. The original public policy purpose was to improve access and stimulate land settlement and economic development. In succeeding years, Maryland chose as a matter of policy or was, in effect, forced to provide additional increments of the total transportation system. Acceptance of this responsibility resulted from:

--Needed transportation facilities and services which were not operated profitably by private enterprise.

--Required transportation facilities and services which, by their nature, could not readily be supplied privately because of institutional constraints.

--The need for safety and economic regulation of transportation and adequacy of service.

Maryland, therefore, has found itself in the role of providing more and more increments of the total transportation system.

Maryland and its political subdivisions now provide:

--Most of the highway subsystem.

--Critical parts of port facilities and services.

--Airports and airport terminal services.

--Portions of the Washington Metropolitan Area transit system.

--Economic and/or safety regulation of vehicles, operators and facilities in all modes of transportation.

The clearly established trend in Maryland, just as in other states, is for public assumption of more responsibility for transportation system increments in support of economic and social growth policies.

A transportation financial policy for Maryland should take into consideration not only the requirements of public need as they are defined today, but also should provide sufficient flexibility to undertake new or modified programs as required.

Fundamental Policy Principles

The economic and social complexities of today's society require that consideration of transportation financing be significantly modified from policies of past years.

It also is important to note that attitudes have changed toward what has been the fundamental theory of transportation financing. It has been argued that transportation is purely an economic service and the direct beneficiaries should pay its costs. This mistaken though widely accepted theory is being pushed aside as the public demands new and improved service in support of broader policies and goals. The public, other than direct users, already subsidize U. S. flag shipping, the national airways system, urban public transportation, commuter rail transportation, intercity rail passenger service, inland waterway facilities such as channel improvements, inland waterway lock systems, and navigational aids.

The significance of this trend is found in the increasingly responsible role the public plays in developing a total transportation system. It appears clear that this trend will continue as new technology is applied in transportation.

A factor of increasing importance to be considered in the administrative and financing policy for Maryland transportation is the area of social costs. The precise nature of these costs and their allocation to transportation have not been defined because the evolution of responsibility for social factors is not fully developed. Maryland already has recognized by statute the responsibility for providing assistance to families and businesses dislocated by public works and has administratively taken into account other increments of social costs such as air and water pollution, vibration, aesthetics, etc. These are not new costs in an economic sense, but in past years have been the responsibility of the private sector or attributed to nontransportation public accounts. Social costs as they become better defined by public policy increasingly will be allocated to transportation accounts as a part of capital improvement programs.

It must be recognized that public finance policy for transportation has been dominated by finance policy for the highway subsystem. It routinely is argued that highway transportation pays its own way and, therefore, other transportation forms should pay their own subsystem costs. This is a questionable argument at best because no one has established that the highway subsystem could be financially self-sufficient.

It is known that receipts from highway user taxes are insufficient to meet the full cost of the highway system. For example, almost all new residential streets, an integral part of the subsystem, are paid for by the affected property owners. Routinely, urban streets and many miles of rural roads are maintained by alternative fund sources other than highway user taxes. This does not take into account any of the liability and subsequent costs to handle transportation-oriented social issues which increasingly must be the responsibility of the total transportation system.

It is noted, however, that all transportation modes do not collect revenues from all the beneficiaries of transportation development. For example, private property owners and real property speculators realize profits from highway system developments. It is equally true of airport, harbor, railroad and transit development.

In addition, only small amounts of benefits are returned to the public in the form of revenues from direct user taxes and fees. Routine economic cost-benefit analysis of proposed transportation projects will show benefits to be greater than costs in ratios of three-to-one and four-to-one. Even recognizing the weaknesses in cost-benefit analysis, it seems completely fair to conclude that total benefits in most transportation capital improvements far exceed revenues from direct users.

In summary, the entire question of public transportation finance policy should be approached with three fundamental points in mind:

1. Transportation is a system for moving persons and goods from origin to destination regardless of the ways and means of movement.

2. Transportation service is essential to optimize the economic and social development in our society. It should be provided by private enterprise to the maximum extent possible. The essential non-private elements of the total transportation system must be publicly provided for continued economic and social growth.

3. Transportation is a service which supports a wide array of economic, social, political, environmental and other policies. The users of the transportation system and its subsystems should pay a substantial portion of its cost, but a complete concept of transportation cost responsibilities should be accompanied by a broader concept of revenue producing beneficiaries.

Maryland's Capital Investment Requirements for Transportation

The Task Force has carefully analyzed the capital improvement programs of each of the agencies to be incorporated into the proposed Department of Transportation.

It is apparent from this analysis that the individual transportation subsystems would find it difficult, if not impossible, to implement their respective capital improvement programs in a timely manner under existing conditions.

A combination of programs and their respective revenues, while not fulfilling all needs, would come significantly closer to achieving desired objectives than would the maintenance of the individuality of the subsystems with their inherent financial deficiencies in funding capacities.

For Example:

...The State Roads Commission cannot carry out its Twenty Year Needs Study Program on the basis of existing financial policy without substantial increases in taxes or a new infusion of less restrictive Federal aid or a combination of both.

The 1968-1988 Needs Study showed a need to provide or reconstruct a total of 5,167 miles of highway (exclusive of Baltimore City) at a total estimated cost of $3,084,467,000. Of this total, 1,266 miles of road at an estimated cost of $1,198,415,000, is considered critical.

These estimates of cost are stated in terms of 1968 dollars and do not take into account cost escalation which presently is rising at a rate of more than five percent per year.

Even without the conditions of inflation, the study indicated that an annual capital input of more than $150 million would be required to achieve the program objectives. This demand substantially exceeds the capacities of the present Maryland program.

The tremendous acceleration in highway needs results from a combination of factors including rapid growth in traffic, more costly design standards to accommodate the anticipated volume and safety requirements, cost consequences of social/economic policies, and related conditions.

Notwithstanding the cost problem associated with the highway program, the finance policy for the highway subsystem is better defined and systemized through extensive experience than other transportation subsystems.

...The Maryland Port Authority, from shortly after its inception, found that revenues it could generate from facilities it owned, leased or operated were inadequate to support its improvement program, which is deemed essential to the maintenance of its competitive position. As a result, the State increased the corporate income tax by one-half of one percent to provide sufficient funds to support debt requirements. This allocation later was raised to three-quarters of one percent.

The funding for the Port Authority was designed to support a ten-year capital improvement program of $67.2 million starting in 1967. So far, the Port Authority has spent about $15.8 million on the adopted program, although allied improvements have been made simultaneously during the two-year period. A modified program was endorsed by the Authority in January 1969, indicating a need for an additional $67.2 million in essential port-related facilities within the coming eight years. These cost estimates are believed unrealistically low and do not properly reflect anticipated future construction costs.

About $50 million of the presently estimated $67.2 million capital improvement program cannot be supported from net revenues utilizing present tax and fee rates.

...The City of Baltimore, with significant financial assistance from the Federal Government and the State, has expended considerable sums for the development of Friendship Airport. Since its inception, airport revenues have been inadequate to carry operating expenses and debt service requirements, except during the last two fiscal years. The apparent profit in Fiscal Year 1968 was $216,000 and in Fiscal Year 1969, $1,085,000. However, the City was forced to return $900,000 of the apparent 1969 profit for urgently needed capital improvements.

The profitability of Friendship during the past two fiscal years is misleading, compared with the obvious fact that the facilities at Friendship rapidly are becoming obsolete for future commercial air carrier service.

The Friendship International Airport Ultimate Development Concept, a capital improvement program officially adopted by the City in 1968, proposes a four-phase, $432.5 million program to be accomplished by 1985. The cost estimate was based on 1968 dollars.

Policy conflicts over the future of Friendship Airport and its ownership complicates the financial situation. Three separate financial studies are underway to determine how and under what circumstances

Friendship could be improved to handle urgent demands for expanded service.

Under any set of circumstances, direct revenue from airport operations, including concessions and parking, cannot support the investment level necessary to implement the adopted capital improvement program. Although several options presumably are open to responsible officials, a complete re-evaluation of the airport development program seemingly is in order.

...Of all the existing and potential transportation subsystems for which Maryland has or may have responsibility, the public transportation system in the Baltimore Metropolitan Area is the most difficult to assess.

This results from the fact that the existing bus system is owned and operated by the Baltimore Transit Company, a private enterprise organization, and no firm program has been adopted for the development of a proposed rail transit system.

The Metropolitan Transit Authority, as a matter of policy, has declared its intention of acquiring and operating the privately owned bus system, although no provision for funding such acquisition has been announced. No appraisal has been announced nor has any purchase price been negotiated.

If and when the bus company is acquired by MTA, the amount of taxes now paid by the private organization would be waived under public ownership. This equity amount should be sufficient to handle anticipated short-term labor cost increases and underwrite a modest re-equipment program.

It is inconceivable, however, that the income from the bus operation, even under public ownership, could generate enough revenue to offer any significant support for the capital required to develop a rail rapid transit system.

A considerable amount of preliminary planning has been done for a rail rapid transit system although the MTA has only begun to move towards adopting a concise program. Preliminary estimates of cost for the envisioned rapid transit system is $1.7 billion.

Alternative Financing Policies

The Task Force in its deliberations has considered several alternative approaches to a new transportation financing policy for

Maryland. It reviewed the merits of the present system of designated special funds; it considered a single trust fund into which would be deposited all earmarked tax and user revenues sources; and it evaluated the implication of reverting to a concept of general fund financing for transportation programs.

In the same manner, the Task Force has evaluated the present arrangements for financing special revenue producing authorities of the State government. It considered the merits of permitting each of these special authorities to continue their individual financing arrangements. As an alternative, the Task Force explored joint financing arrangements for special authorities under concepts similar to those employed by the New York Port Authority.

The conclusions of the Task Force are contained in the chapter on financial recommendations, (Chapter VII).

In large measure the thinking of the Task Force has been guided by the overriding principle that transportation is a total system and that within that system promotional efforts must be organized and financed with sufficient flexibility to permit the strongest response to defined economic, social, political and environmental demands that are placed upon the system. Under this approach, the position of the Task Force is that transportation should be viewed as one economic system that governs the operational subcomponents whether the service is provided by rail, by highway, by water or by air.

An administrative and fiscal policy that reflects this philosophy will permit the State to attack the areas of greatest need in the transportation network. In large measure the inefficiencies of our transportation system are created by the transfer point barriers between the various subsystems. Only by effectively integrating all the modes can we exploit the relative efficiencies and advantages of each.

Friendship Airport is ineffectively used if its ground access is poor. The full competitive advantages of the Port of Baltimore are not exploitable unless ground transportation services to the Port's terminals are geared to the service demands of the Port. Public transit services are underutilized unless they are appropriately meshed with highway and parking facilities.

The Task Force has taken due note of

the persuasive and forceful argument that trust funds and special earmarking of government revenues erode the State's management and administrative flexibility for meeting total public developmental demands on a priority basis. The Task Force believes that the financial approach taken in its recommendations is the only practical means available at this time for assuring the establishment of a more responsive and effective state transportation system.

The Impact of Transportation on the Urban Setting

The Task Force recognizes that one of the major challenges of transportation in Maryland will be planning the development of future urban transportation facilities. Today, the urban portion of the transportation network is the weakest link as reflected by congested highways and failing public transportation systems. The measures necessary to correct this weakness are difficult to achieve because of limited space for construction of new facilities, the institutional constraints that inhibit development of different financing concepts, and the fact that transportation development has a major impact, often adverse, upon many people and interests. Current freeway controversies in both Baltimore and Washington provide a dramatic example of these difficulties.

New concepts and new methods of development are needed to reconcile the conflicts and to overcome these difficulties. These must correct the narrow linear concepts under which transportation facilities are now designed and constructed on exclusive rights-of-way without regard to adjacent aspects of community life and activity. Therefore, the Task Force strongly urges that a new Secretary of Transportation be charged with the task of finding new means for reconciling the problems of community impact and transportation needs. These new methods must assure that the benefits derived from transportation are benefits not only to the user but also to the local interests whose style of life is altered by developmental changes.

Recognition of these new value elements, generally referred to as "environmental" considerations, is expressed in federal legislation governing assistance programs for highway and mass transit development. Similarly, State recognition of the problem is expressed in a more indirect way through constraints that are placed upon developmental agencies.

Today's public policy requires that different methods and techniques be found whereby transportation development augments other activities in the community environment.

The Task Force believes today's expressions of strong opposition to current transportation plans represent a point of concern that often has been ignored by government agencies. The demand is a legitimate expression of the need for methods of planning and development that are responsive not only to the transportation user, but to the entire range of interests affected by transportation.

Joint development offers constructive benefits to offset adverse local disruption, and to develop interdisciplinary techniques of evaluation and analysis that consider the broad range of environmental impact in the plans and designs for urban transportation facilities.

Development of this concept into workable methods can provide better transportation facilities, reduce hostility to developmental plans, improve the urban environment, serve a wide variety of transportation and nontransportation goals, and permit continuance of needed transportation construction programs.

Critical Problems in Transportation Safety

Transportation safety is an operational responsibility of daily concern to every form of transportation. At both the national and state level, a wide range of transportation safety functions are performed by government. Because safety is of critical concern to the effective promotion of interstate commerce, Federal responsibility has largely preempted the state role in the regulation of aviation, marine navigation, and interstate common carrier service. However, in addition to their intrastate responsibilities, the states continue to play a supportive role in cooperation with Federal enforcement efforts. An expanding Federal role in highway and automotive safety has also been established by the enactment of legislation in 1966.

Causes of accidents in various forms of transportation have many common elements. Federal action in assigning responsibility for determining the cause of transportation accidents to a single agency, reflects this fact. The Task Force believes that the maximum number of transportation safety responsibilities performed by state agencies should be assigned to a newly created State Department of Transportation. It would be a mistake to leave significant portions of public responsibility for transportation safety outside the framework of a Department. To do so would diminish the possible benefits of a coordinated approach to transportation safety and would reduce the advantages gained through unified cooperation with the Federal Department of Transportation.

Status of Transportation Safety in Maryland

Transportation safety responsibilities are divided among a number of State agencies.

The Department of Motor Vehicles has a major promotional and regulatory role for public safety in connection with the use of motor vehicles.

The State Roads Commission has responsibility for maintaining the State road system under established safety and durability standards, keeps accident records, and presently coordinates State safety activities for purposes of processing requests for Federal assistance.

The Maryland State Police also play a significant safety role in their responsibility for traffic supervision. The Maryland Traffic Safety Commission is responsible for a statewide traffic safety promotion program.

The State Aviation Commission has statutory responsibility for promotion of safety in aviation and cooperates closely with the Federal Aviation Administration in this effort. Common carrier safety enforcement is lodged in the Public Service Commission. In both aviation and common carrier areas, the Federal role is predominant.

Paramount Problems of Highway and Traffic Safety

Without question, the major safety role of a Department of Transportation is determined by the overriding magnitude of the highway safety problem. The need for additional state emphasis on countermeasures is dramatically portrayed in national statistics about highway deaths and injuries:

--Highway injuries exceed by 10 times all violent criminal acts combined, including homicides, armed robbery, rape, riot, and assault.

--Motor vehicle crashes rob society of nearly as many productive working years as heart disease and of more than are lost to cancer and strokes.

--In 1968 alone, each American family suffered an average financial loss estimated at $291 as a result of highway accidents--a total loss of about $15 billion.

--Highway deaths reached an all time high in 1968, when an estimated 55,000 people died in motor vehicle accidents.

The extent to which motor vehicle fatalities can be prevented or reduced in the future will depend upon the effective implementation of State and local safety programs.

Even if effective measures improved highway safety to the point that the death rate per registered vehicle remains unchanged from 1968 to 1980, the National Highway Safety Bureau estimates that motor vehicle fatalities would still rise to 73,000 by 1975 and 87,000 by 1980.

Highway Safety in Maryland

There were 872 motor vehicle fatalities in the State in 1968 -- a death rate of 4.6 per hundred million vehicle-miles -- compared to a national average of 5.47. While this is a good record, it represents an increase over the previous year, for during 1967 the State's traffic death rate was 4.5 per 100 million vehicle-miles.

Motor vehicle registration growth in Maryland is now twice that of population growth, and this trend is expected to continue at least through 1980. In one recent year alone, motor vehicle registration in the State increased by 5.1% -- a rate substantially higher than in any of the other populous states in the Northeast.

In reports by the State Roads Commission, heavy emphasis is placed on the fact that additional freeway mileage will contribute significantly to the reduction of accidents. On the basis of current experience with accident rates on freeways vs. conventional roads, the Commission estimates that freeways will save 5,000 lives over the twenty-year period, 1966-1985.

Without diminishing the importance of better and improved highways, there are other programs areas for corrective improvement. For example, Maryland does not have either a random or a periodic motor vehicle inspection statute nor any provisions for periodic driver re-examination. The Automotive Safety Foundation is presently completing a study of the current status of highway safety in Maryland to determine the extent of the State's compliance with national program standards. Preliminary results of this effort, which will be available in November, will more clearly define the State's needs in specific program areas.

Clearly, there is in Maryland, as in every other state in the United States, a need for improving and accelerating the implementation of highway and traffic safety programs. While many problems remain, most particularly financing, the standards and guidelines for improvement have been established. The Task Force believes that the State should move toward the most effective utilization of its resources to realize the highest possible level of highway safety.

In recognition of these priorities, the Task Force has given particular attention to the issue of safety program assignments and the major role of leadership that should be exercised by a Department of Transportation.

CHAPTER VI

ORGANIZATIONAL PRINCIPLES FOR A MARYLAND DEPARTMENT OF TRANSPORTATION

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The approach of the Task Force to the organization of a Department of Transportation followed the Governor's directive to "determine which of the present transportation agencies should be brought into the new Department to provide Maryland with the best balanced and unified transportation system possible." In this study the Task Force reviewed existing organizational arrangements for transportation programs, surveyed operational problems of State agencies, and contrasted its assigned mission to the approaches taken by other states and at the Federal level.

Guidelines for Organization

Organizations are only the formal framework of executive management for building programs and accomplishing objectives. The change that is taking place in Maryland's transportation picture means that new methods of joint public and private action are constantly required to cope with emerging problems. The organizations which must cope with these changes cannot be static. The Task Force believes that success in executive management can be achieved only if top executives have the capability for effective supervision of staff resources and for manipulation of the formal organization. Thus, the two major issues to be solved in providing Maryland with the best balanced and unified transportation system are the provision of more effective tools for management and the provision of an organizational process that permits resources to be used on a unified basis for dealing with the increasingly complex problems of transportation.

The first major finding of the Task Force's review is that executive direction over State transportation programs should be consolidated to allow effective responses to parallel Federal initiatives and local governmental needs.

The Task Force believes that the organizational recommendations set forth in this report will allow the planning and development of a comprehensive and integrated transport system for the State of Maryland. These proposals are based upon the Task Force's strong belief that these ends can best be served by:

--creation of a "strong" executive role for a Secretary of Transportation;

--provision of sufficient staff resources required to provide analytical back-up for a Secretary in formulating policy, managing programs, developing facts and exploiting knowledge about transportation, and for promoting a total system of service in support of Maryland's economic growth;

--consolidation of operating programs into a more logical arrangement that exploits the advantages of all transportation modes and assures that State promotional policies take an even-handed developmental approach.

Criteria for Organization

The Task Force has followed certain criteria in evaluating alternative organizational arrangements. In weighing the alternatives for creation of the Secretary's role, providing staff functions and organizing program operations, the Task Force applied the tests set forth in the following questions:

1. Does the departmental structure promote the creation of a unified approach for promoting a total transportation system in Maryland?

2. Does the Secretary have requisite powers for effectively planning, promoting, and managing a total system?

3. Are all program areas covered by assignment of authority and are all forms of transportation given fair and even-handed consideration from the standpoint of organization and arrangements of program hierarchies?

4. Are parallel relationships with Federal and local counterparts accounted for to facilitate appropriate program communication?

5. Are common programs and services grouped or consolidated in a manner that promotes efficiency, eliminates overlap, provides for more effective program operations, and presents to the public being served a clear picture of what State services are about?

6. Is the organizational structure sufficiently flexible to absorb new programs, thus avoiding future problems of proliferation?

7. Is the structure of the department and its subdivisions organized around

Department of Transportation objectives?

8. Are delegated authorities commensurate with assigned responsibilities?

9. Is accountability for program performance clearly focused on individual officials?

10. Are layers of supervision and spans of control in balance?

11. Does the Secretary have adequate vertical control as a basis for responding to executive direction by the Governor and promoting horizontal coordination with other agencies having related functions?

The Task Force believes that the organization recommended in this report provides the most consistently affirmative answers among all the considered alternatives.

Staff-Line Relationships

Another consideration that the Task Force has kept in mind is the distinction between line and staff functions. The success of line/staff relationships depends upon the establishment of clear and specific descriptions that divide assignments of responsibility. This distinction is often confusing; however, a number of general observations can be made to guide the division of responsibilities required in any operational arrangement. Staff and line officials partake in varying degrees of all management and operating activities. Often a staff agency has line responsibility for controlling or coordinating functions and conversely, operating line agencies contain elements of advice, evaluation, or review activites in their relationship to executive management.

Line officials are assigned the operating responsibilities for performing program tasks and top management holds them accountable for end results. They, in effect, are responsible for the profit or loss position (to use a business analogue) in their respective program areas. Line officials must have authority to control those critical elements of program operations from the initiatory stage of product or service development to the end delivery of program accomplishment. However, they must have attributes of flexibility in being willing to accept new ideas and suggested improvements in methods, and they also must be sensitive to the longer term goals and objectives of top management.

Staff functions are the support for assisting top management in performing executive duties such as the planning of future policies and programs, maintaining standards of effective performance, evaluating current and past operations, and initiating recommendations for change where weaknesses are identified. In effect the staff official provides the road map for top management on where it has been, what is coming down the road, and where the total organization is going. A staff official anticipates problem areas, evaluates from an external and unbiased viewpoint the performance of line operations, and provides analytical back-up for the initiation of new ideas. His attribute is program "involvement without interference." Staff officials often can play a line role in such areas as the coordination of agency-wide functions in which operational responsibilities have not been fixed, or handling particularly sensitive line assignments that require top management direction.

Top management cannot forget, however, the principle that his line operator, not his staff advisors, makes the profit and accomplishes program results. Executives usually will concur with the approach of operating subordinates in instances of conflict between line and staff until the line official is shown to be either on the wrong course of action or is in substantial violation of management policy. On the other hand, overruling the advice of staff officers is a normal circumstance.

The Task Force believes that adherence to the above general guidelines is essential for maintaining effective staff/line arrangements.

Single Executives vs. Corporate Executive Direction

The Task Force believes the consolidation of programs under a Secretary of Transportation alone will not assure clear lines of assigned responsibilities. Thus, with some exceptions, the Task Force recommends that executive functions be transferred from boards and commissions and that such functions be delegated by the Secretary to individual operating executives. The Task Force further proposes that the use of corporate type executives for transportation operating programs be discontinued.

The full implications of this approach should be noted, because the board or commission type of executive is widespread in the state government of Maryland. Currently, every transportation program, except the Department of Motor Vehicles, is under the direction of a corporate board or commission. The Task Force recognizes that corporate bodies have been created in certain areas for specialized or unusually sensitive financial responsibilities. While the Task Force recognizes that corporate structure has an appropriate place in government, it firmly believes that the concept has no utility in the executive administration of program operations.

Commissions or boards dilute the fixing of program responsibility and shield organizational functions from higher level executive direction. Coordination between programs that are directed by corporate bodies becomes an endless task. In addition, giving these corporate bodies responsibility for administration of special funds, bonding authority, or other self-financing arrangements tends to bolster autonomy.

Thus, the Task Force recommends that commissions and boards be utilized only where they can play an appropriate and useful role. The Task Force proposes that in the Department of Transportation the corporate form be limited to (1) advisory functions, (2) quasi-judicial type functions such as hearings and appeals, and (3) special authority-type operations.

Functional unity, in the view of the Task Force, is an essential objective for assuring the effective execution and performance of program responsibilities. This philosophy is in line with the "Curlett Report", which recommended that executive functions be transferred from boards, commissions, and committees to the Secretary and that within the executive branch, corporate bodies be continued only where appropriate.

Summary

The Task Force has proposed an organization that would provide for a regrouping of operating programs but would still maintain a modal structure. Programs would be regrouped under major administrations for highways, motor vehicles, ports, aviation, and public transit. Although the State's promotional role with respect to railroads and pipelines is relatively small, the Task Force proposes that specific assignments for program surveillance be assigned at a staff level. For example, cooperation with the Federal Highspeed Ground Transportation program should be made a specific assignment. The Task Force also recommends the creation of a single Maryland Transportation Authority into, which would be grouped all special authorities that have the power to issue revenue bonds. (Maryland Port Authority, Friendship International Airport, Metropolitan Transit Authority, and the John F. Kennedy Expressway and Toll Bridges and Tunnels.) As proposed, the policy direction for financing and developing additional facilities would be vested in the Authority; however, the major operating agencies would provide for the operation and maintenance of these revenue producing facilities. The Task Force also recommends the creation of a Board of Review and a Maryland Transportation Commission. The latter would support the Secretary of Transportation in developing and evaluating changes in policy or programs. The Task Force believes the Secretary should be supported by a Commission which can adequately represent regional, industrial and public views during the formulation of policies for programs and allocation of funds. Because the Secretary will become the policy focus of the Department, a Commission of the type proposed can make a more relevant input and exercise greater influence than under present practices of organizing a commission or branch for each subordinate agency of the Department. Creation of needed staff services is also recommended, including systems planning and development, financial administration (Comptroller), administrative services, legal affairs, public affairs, and transportation safety.

Based upon the considerations discussed above, the Task Force recommends for consideration the organization structure and arrangement of duties and functions for a Maryland Department of Transportation as set forth in the following chapters.

RECOMMENDATIONS ON THE DUTIES, POWERS, AND RESPONSIBILITIES OF THE SECRETARY OF TRANSPORTATION

The Secretary of Transportation, as the chief executive of the Department of Transportation, should be responsible for carrying out the Governor's policies in the area of transportation under statutory mandates, guidelines and constraints established by the General Assembly. He should be responsible for developing and promoting an integrated transportation system.

To perform this mission he must have the responsibility and authority to formulate Departmental policy, to provide for efficient and orderly administration, to initiate comprehensive planning of programs, to manage and review plans and actions of subordinate agencies, and to reorganize Departmental functions which, in his judgment, are deemed in the interest of good management and efficient operations. His authority should also include the discretionary power to redelegate authority to appropriate subordinate officials.

The Task Force makes the following specific recommendations on the creation of the office of the Secretary, and the assignment of powers, duties and responsibilities to the Secretary of Transportation. In making these recommendations the Task Force has generally adhered to the concepts set forth in the statutory enabling legislation (House Bill No. 855, Chapter 156, Laws of Maryland, 1969) which provides the guidelines for general reorganization.

Recommendation 1 -- Authorize the creation of a principal Department of Transportation whose Executive head shall be designated as the Secretary of Transportation.

The Secretary of Transportation would be appointed by the Governor with the advice and consent of the Senate and would serve at the pleasure of the Governor.

Recommendation 2 -- The Department of Transportation should be assigned all statutory authority now vested in agencies that are to be transferred to the Department, except as otherwise provided by law.

The Department generally should be vested with all powers, duties, and responsibilities now assigned by law to the various agencies that are to be incorporated in the Department of Transportation. The Secretary of Transportation should be given the power to redelegate this authority to subordinate officials within the Department. Provision should be made to continue existing authorities in force until such time as they may be assumed, modified, or delegated to constituent agencies by the Secretary of Transportation.

Recommendation 3 -- The Secretary of Transportation should be authorized to undertake comprehensive State transportation planning and to create a State master plan for transportation.

The statutory mandate to the Secretary of Transportation should hold him responsible for:

(a) Formulation of departmental policies and provision for their execution ;

(b) Development and maintenance of a continuing, comprehensive and integrated transportation planning process, including the creation and promulgation of a State master plan for transportation (with the approval of the Governor) to guide program development and to foster efficient and economical transportation services throughout the State;

(c) Coordination of the transportation activities of the Department with those of other State agencies and authorities, particularly with respect to the activities of the Department of State Planning;

(d) Cooperation and participation with Federal, regional or interstate, state, and local agencies, and with interested private individuals and organizations in the coordination of plans and policies for development of Maryland's transportation system.

Recommendation 4 -- The Secretary should develop the consolidated budgets of the Department.

The Secretary should have direct responsibility for the budget of his office and for the budgets of all agencies within the jurisdiction of the Department of Transportation. In the exercise of this authority, he should have full authority to review, amend, modify, or disapprove the budgets submitted by subordinate agencies of the Department. Under the guidelines prescribed by the Department of Budget and

Fiscal Planning, he should take steps necessary to organize and use the budget process as a more effective tool of management.

Recommendation 5 – The Secretary should have personnel authority including the powers of appointment and removal for the entire Department.

The Secretary should be given authority to appoint officers and employees of the Department subject to the requirements of the merit system and as provided by the budget. He should also have full powers of removal, subject to the requirements of the merit system. His authority should include the power to delegate appointment and removal authority to heads of agencies within the jurisdiction of the Department and to provide for such additional delegations as are required for the orderly and effective administration of personnel authority.

Recommendation 6 -- The Secretary should have authority and responsibility for the management, organization, and orderly administration of the Department, including its constituent agencies.

The Task Force recommends that the Secretary be given authority to transfer functions and related staff, equipment, and funds among agencies within his jurisdiction; he should have authority to provide for such reorganization programs as he deems necessary for the efficient management of the Department. The Secretary also should have authority to consolidate common departmental services and staff into the Office of the Secretary. This latter recommendation is in the interest of improved efficiency and the elimination of duplication. In large measure, these areas of consolidation will be in the area of housekeeping functions that can be provided more efficiently through centralized services.

Recommendation 7 -- Creation of a Deputy Secretary.

The Task Force recommends that a statutory Deputy Secretary of Transportation be created who shall be appointed by the Governor with the advice and consent of the Senate. The Deputy Secretary shall serve at the pleasure of the Governor. He would exercise such powers and perform such duties that may from time to time be assigned by the Secretary of Transportation. The Deputy Secretary would act for the Secretary in his absence.

Recommendation 8 -- Representation on the "Washington Suburban Transit Commission."

The Task Force recommends that the statute creating the Washington Suburban Transit Commission be amended to provide for ex-officio membership on the Commission by the Secretary of Transportation or his designee. The statute should also be modified to require the Secretary's approval for further extensions in Maryland of the transit facilities of the Washington Metropolitan Area Transit Authority beyond those routes that are approved prior to the enactment of legislation creating the Department of Transportation.

Departmental representation on the Washington Suburban Transit Commission will provide an effective means of communication between State and regional officials in promoting the development of public transit systems.

RECOMMENDATIONS ON REVIEW, ADVISORY BODIES AND SPECIAL AUTHORITIES

The responsibilities assigned to the staff and line units of the Department of Transportation do not cover substantial and important program duties that must continue to be performed by the Department in support of the Secretary. These activities are generally classified under the headings of advisory functions, quasi-judicial activities such as hearings and appeals, and special authority-type program operations. The Task Force concurs with the approach of the "Curlett Report" that the corporate form of organization and the employment of boards or commissions should continue to be employed in the exercise of responsibility for these areas.

The Task Force proposes the creation of a Maryland Transportation Commission to provide the Secretary of Transportation with more meaningful and direct participation by citizens in the consideration of critical items of programs and policies in all areas of transportation. Other advisory committees could be established from time to time as deemed advisable by the Secretary.

The Task Force also proposes the creation of a Board of Review to handle appeals and hearings or to perform other functions assigned by the Secretary.

The Task Force further proposes the transfer of duties and functions of the present Maryland Port Authority, Metropolitan Transit Autority, and Maryland Airport Authority to a newly created Maryland Transportation Authority. Additionally, the Task Force recommends that the John F. Kennedy Memorial Highway and the Bridges and Tunnels Toll Facilities Department be transferred to the Maryland Transportation Authority.

The following recommendations treat these issues in more detail.

Recommendation 1 -- There should be established a Maryland Transportation Commission.

The Task Force proposes the creation of a Maryland Transportation Commission. In order to assure that membership of this Commission is composed of able and outstanding persons, the Task Force recommends that appointment to this Commission be made by the Governor. The membership of the Commission would be established at fifteen and the Secretary of Transportation or his designee would be a member and chairman. The Commission should meet at least monthly at the call of the Secretary.

This Commission would provide an essential support role to the Secretary of Transportation. The Task Force recommends that commissions and boards not be continued in the exercise of executive and managerial responsibilities. The substitution of a top level Commission in lieu of the present wide array of individual boards and commissions provides, in the view of the Task Force, a more effective contribution by these officials to the direction of the Department. By freeing these officials from detailed involvement in specific program operations, their talents can be employed in meaningful deliberations with the Secretary on matters of policy formation and program execution. The Task Force believes that this Commission should have immediate and direct access to the Secretary and his top staff and thus recommends that the Secretary be appointed as chairman of the Commission. The members of the Commission should be chosen with a view to representing all regions of the State.

This Commission can fulfill one of the major purposes for which boards and commissions have existed in the past, that is bringing to government a wide range of viewpoints and expert knowledge in the field of transportation. Its efforts and contributions will be more valuable in treating broad Departmental issues than is now the case with present commissions which are constrained to more narrow considerations of individual programs at lower levels of the transportation system.

Recommendation 2 -- There should be created a Board of Review.

The Task Force proposes that a statutory Board of Review be created under the Secretary of Transportation. The membership of the Board would consist of seven members appointed by the Governor. The term of office of the members should be for a fixed period of three years. The Governor should designate a Chairman from among the members. The Governor would be authorized to remove any Board member upon the recommendation of the Board or upon recommendation of the Secretary of Transportation for commission of any crime, failure to regularly attend meetings of the

Board, failure to carry out assigned duties, or for the conduct of business that would conflict with the performance of Board duties.

In accordance with the enabling legislation for Executive and Administrative Departments, the jurisdiction and authority of the Board of Review shall be provided by law.

The Task Force recommends that the powers and duties of the Board be assigned from time to time by the Secretary of Transportation. The major responsibilities of the Board are those of reviewing and acting (under authority delegated by the Secretary) on matters of a quasi-judicial nature.

Recommendation 3 – There should be created in the Department of Transportation a single Maryland Transportation Authority.

The Task Force proposes that the powers, duties, and functions of the Maryland Port Authority, the Metropolitan Transit Authority, the Maryland Airport Authority, the John F. Kennedy Memorial Highway and the Bridges and Tunnels Toll Facilities be consolidated under the jurisdiction of a newly established Maryland Transportation Authority. The rationale and justification for the creation of a single financing authority are presented under proposals on financing.

The Task Force recognizes that there are certain constraints on the organization and consolidation of these functions. For example, the existing bond indenture agreements require that the various trusts remain separate until the bonds have been retired or refunded. Even so, the Task Force believes that certain long term and positive benefits will result from the consolidation of the various special authorities and it recommends that initial steps be taken at this time in the anticipation that all facilities, where feasible, shall be financed from a common trust agreement.

Under this arrangement, the Authority would be composed of its Board which would consist of six members appointed by the Governor for staggered three year terms and of the Secretary of Transportation who would be the permanent chairman of the Authority.

The line administrations of the Department would assume responsibility for the design, construction, management, maintenance, and operation of the facilities over which the Authority has jurisdiction. The development and operation of facilities and their maintenance would be the responsibility of the operating administrations in a manner similar to the relationship which now exists between the toll facilities and the State Roads Commission. To the extent possible, the Board should restrict its functions to those duties which necessitate proper financial administration. The Authority would have final approval power over commitments to the development of new facilities. However, such developmental proposals would be subject to the prior approval of the Secretary to assure their conformance to the comprehensive transportation plan of the Department. The planning and back-up analysis for facility needs would be developed jointly for consideration of the Authority by the relevant operating administration, and by the Office of Systems Planning and Development. The details of finance and account keeping would be the responsibility of the Office of the Comptroller. So that effective and integrated approaches to planning and development are assured, the Task Force recommends that the Secretary be appointed as a member of the Authority and that he serve as Chairman. He would be the Authority's chief executive officer.

RECOMMENDATIONS ON SECRETARIAL STAFF SUPPORT

Sound management dictates that the Secretary have the human resources required to administer the wide and complex range of program activities that are to be assembled in a Department of Transportation.

The Secretary of Transportation will need analytical capability to promote and develop a comprehensive transportation system for the State of Maryland. He must have a wide range of staff assistance to develop new proposals and to evaluate and review existing programs that will complement the judgments and recommendations of subordinate line officials.

In addition, the Secretary needs staff for creating and maintaining performance standards, for evaluating current and past operations, and for better understanding and improving response to Department policy directions. Staff will be useful in coordinating interagency operations where overall responsibility cannot be conveniently assigned to one agency.

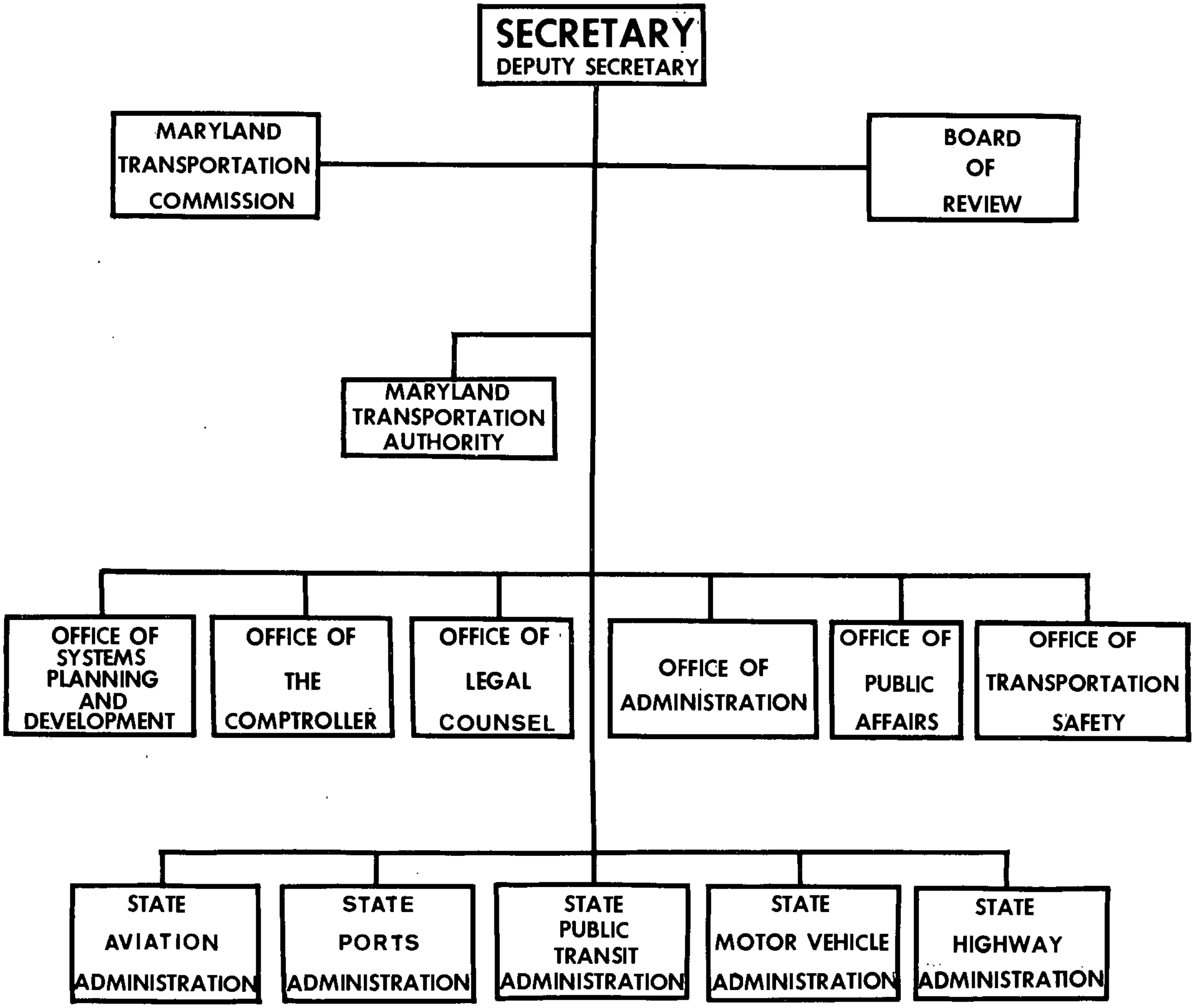
Other areas of need are: resources to manage the more traditional responsibilities for budget formulation, personnel, financial planning and administration, and handling of particular matters that require Secretarial attention in public affairs, relations with the General Assembly, intergovernmental relations, and interagency coordination and negotiation. There may also be circumstances in which sensitive policy considerations of new program areas require that direct operating responsibility be assigned to staff officials.

After evaluating the various tasks which the Secretary will be required to perform, the Task Force recommends the establishment of six major staff offices. These offices would be created under the general powers of the Secretary of Transportation. Each office would be headed by a Director who shall be appointed by the Secretary, and shall serve at his pleasure.

Recommendation 1 -- The Task Force proposes the creation of an Office of Systems Planning and Development.

The mission of the Department is to plan

PROPOSED ORGANIZATION FOR A MARYLAND DEPARTMENT OF TRANSPORTATION



programs that will promote the efficient movement of people and goods within the State through the most effective utilization of the many different modes of transportation. Since transportation profoundly influences every part of the State's economic and social life, the interaction between transportation and other State and community programs also must be considered in the plans for meeting Maryland's future transportation needs.

This presupposes that there will be a unit within the organizational structure of the Department where information about the total effects of the entire transportation complex can be fully understood and utilized in planning future capital investments. The Task Force recommends that these functions be located in the new Office of Systems Planning and Development. The analytical ability and information about transportation would thus be placed within convenient reach of the Secretary and would strengthen his authority both within and outside the Department.

If this office is to develop understanding needed to master Maryland's transportation problems, it must create this expertise from a broad base of relevant data and skills. Therefore, the Task Force believes this Office should also be assigned major staff leadership for creating a Department-wide framework within which programs of data gathering and processing will operate. The Task Force also recommends that Secretarial direction for coordinating departmental research programs should be assigned as a responsibility of this Office and a small staff be created for performing policy oriented research. Responsibility for developing a Secretarial management information system should reside in this office.

This office will provide Departmental leadership in the development of a comprehensive transportation planning process for the State and would be responsible for assuring that plans which emerge from this process are consistent with economic and social goals of the State. To accomplish this mission, the Office of Systems Planning and Development must have the resources and be assigned the responsibility to:

--Determine planning methodologies for common application throughout the Department;

--Establish the information procurement framework and interrelate data systems throughout the Department;

--Mobilize the necessary analytical resources for identifying system-wide problems and searching out solutions;

--Create guidelines and provide policy direction to subordinate agencies in the planning and development of particular modal programs and for devising alternative program strategies;

--Establish research priorities for the Department as a whole, perform research projects with Department-wide application, and coordinate transportation research undertakings with the Federal Government;

--Evaluate, review and coordinate all Federal assistance programs and projects in transportation as required under Federal Bureau of the Budget Circular No. A-95;

--Review project priorities of the operating administrations within the context of the total transportation plan and assure the orderly time phasing for their implementation;

--Provide for proper analysis and evaluation of joint development opportunities.

--Provide assistance to metropolitan and regional planning agencies in promoting closer integration of transportation planning, comprehensive community planning and statewide systems planning.

If the Office is to carry out its responsibilities, there must be close cooperation with the various other staff offices, the operating administrations, and other State agencies. The relationship of the Office of Systems Planning and Development to the Office of the Comptroller will be important in the development of financial policy and related project phasing.

The Task Force also recognizes the necessity for a clear definition of the relationship of this Office to the planning role that must continue to be performed by each modal Administration. In general terms the Office of Systems Planning and Development is concerned with planning a total system of transportation for the State and creating a master plan for designing and developing the most economically efficient system. This Office must play a leading role in liaison with other affected State agencies for better relating transportation to broader State developmental goals. Transportation corridors, terminals, and other facilities must be consistent with State and community plans and must take account of the environmental relationship. Joint development activities also must be coordinated through this Office. The plans of the various modal subcomponents, and related projects; i.e., highways, airways or public transit, are the responsibility of the agency within the Department that is to develop and operate the facilities or services in question. Once a specific project has been approved as conforming to the overall planning scheme established by the Secretary, the modal Administrations have primary responsibility.

Recommendation 2 -- The Task Force proposes the creation of an Office of the Comptroller.

This Office, headed by the Comptroller, brings together under common direction and Secretarial control the fiscal program activities on which the Secretary must depend for efficient and economic management of the Department and the translation of dollars into program accomplishments. This Office will have responsibility for the following staff operations:

--Supervision and preparation of the Department budget;

--Allocation of funds for operating and capital purposes consistent with Department policy and priorities;

--Performance of Department internal auditing and accounting;

--Collection and analysis of information on the Department's resources;

--Assistance in the development of the management information system;

--Supervision of the collection of funds;

--Management of Department payroll.

This Office must work closely with the Office of Systems Planning and Development to assure that capital programs are consistent with Department plans and objectives and that program progress is geared to realistic forecasts for accomplishment.

Subdivisons of this Office will be required in budgeting, accounting, payroll, internal audit, financial planning and analysis, project cost review, and electronic data processing.

Recommendation 3 -- The Task Force proposes the creation of an Office of Legal Counsel.

At present, legal assistance for transportation agencies is provided through the services of Assistant Attorneys-General, authorized by law and assigned by the Attorney General to the various agencies, boards, or commissions. The reorganization of transportation programs will necessitate reassignment of responsibilities of the Attorney General as the legal advisor to the Department of Transportation. As has been the practice in the creation of other cabinet level Departments, the Task Force recommends that one assigned Assistant Attorney General be designated by the Attorney General as Counsel to the Department with no other responsibility than to render legal aid, advice and counsel to the Secretary and other officials of the Department. This Assistant Attorney General would also supervise other Assistant Attorneys-General assigned to the Department. In this way, the Secretary may look to one legal officer to advise him and to guide the legal activities of the Department.

Recommendation 4 – The Task Force proposes the creation of an Office of Administration.

The Task Force has recommended that the Secretary of the Department be responsible for (1) the efficient and orderly administration of the Department, (2) changes in the organizational structure of the Department, (3) reviewing personnel actions of all operating units, and (4) consolidating administrative and clerical services to assure that such services can be more efficiently and effectively performed. The Office of Administration will perform these assignments.

The Office of Administration will also have primary responsibility for personnel recruitment, training, and motivation throughout the Department.

The problems of organization and management also must be given high priority to assure that the entire structure throughout the Department is designed and operated to achieve the most effective organization for development and execution of programs. In this area, emphasis must be given to problems of centralization of common services among the several agencies and to problems of program decentralization and delegations of authority so that decision making is placed as close as possible to the program activity which is being performed.

Recommendation 5 -- The Task Force proposes the creation of an Office of Public Affairs.

The Department's programs are closely linked to the public, to other components of government, and to the transportation industry. Growing concern about the success or failure of the State's transportation system requires that additional emphasis be placed on this area by the Department. Many aspects of public information, publications, community relations, and legislative liaison will continue to be performed by the operating administrations. The Office of Public Affairs will be responsible for establishing guidelines for dealing with the public and for assuring that these guidelines are consistently followed throughout the various agencies of the Department.

Recommendation 6 -- The Task Force proposes the creation of an Office of Transportation Safety.

The Task Force has determined that coordination of the operational aspects of transportation safety must be a primary concern of a Department of Transportation. Thus the responsibility for transportation safety functions including those now exercised by the Public Service Commission and those exercised by the Highway Safety Coordinator, now located in the State Roads Commission, should be transferred to the new Department. The Office of Transportation Safety will have specific staff assignments for promoting the creation of a Department-wide program that gives added emphasis to improved safety. Where no logical assignment of operating responsibilities in a line agency is feasible, the Office of Transportation Safety will perform these functions, including such activities as railroad safety promotion and liaison with the Federal Government in such areas as pipeline safety.

This approach should create a higher degree of expertise for dealing with safety problems, provide a receptive attitude throughout the Department on problems of safety and should focus scarce resources more effectively on safety problem solving.

RECOMMENDATIONS ON THE ORGANIZATION OF OPERATING PROGRAMS WITHIN A DEPARTMENT OF TRANSPORTATION

The Task Force considered a number of organizational alternatives for structuring the State's transportation programs. These considerations ranged from the creation of a loosely knit collection of existing agencies to a comprehensive reorganization of operating programs along functional lines that would reduce the present program emphasis on individual modes.

This review led the Task Force to several conclusions. The inclusion of present agencies and commissions in a loosely knit collection serves no useful purpose and would fall short of the Governor's objective in proposing the creation of a Department of Transportation. Such an approach would not treat the problem of providing a balanced and efficient transportation system, nor the related problems of institutional fragmentation and program proliferation that have characterized Maryland's executive organization structure.

A functional approach to transportation development is just at the conceptual stage and will come about only with time. Therefore, the Task Force rejected a strict realignment of programs along functional lines, that is safety, planning, engineering design and construction, operations, maintenance and regulation. The modal orientation of operating agencies must be continued for practical reasons.

The Task Force emphasized, however, the overriding priority of viewing transportation as a system of service that supports comprehensive social and economic growth within the State. At the same time, the Task Force recognizes that a realistic approach to reorganization must reflect the critical need of assuring program continuity.

Thus, the Task Force's recommendations for the consolidation of operating programs would correct the past haphazard growth in State agencies while permitting a more rational grouping along modal lines. The recommended organization creates simpler structural arrangement, establishes clear lines of authority, reduces duplication and provides a minimum number of major program groupings.

By maintaining the modal orientation of major operating units, the adopted approach also strengthens the Secretary's role in promoting the advantage of all forms of transportation as part of a total system. It should encourage an evenhanded promotional attitude toward all program areas. It permits the Secretary to add new program assignments as they develop without the necessity for major program restructuring.

Recommendations for Organization of Operating Programs

Recommendation 1 -- The Task Force recommends inclusion of the following agencies in a new Department.

-- State Roads Commission
-- Department of Motor Vehicles
-- Unsatisfied Claim and Judgment Fund Board
-- Maryland Traffic Safety Commission
-- Office of the Highway Safety Coordinator
-- Vehicle Inspection and Weight Enforcement Functions of the Department of Maryland State Police
-- State Aviation Commission
-- Maryland Airport Authority
-- Maryland Airport Zoning Board
-- Maryland Port Authority
-- Metropolitan Transit Authority
-- Washington Suburban Transit Commission (provision for Secretarial representation only)
-- Safety regulatory functions of the Public Service Commission

Recommendation 2 -- The Task Force proposes the creation of five major operating agencies with each being designated as an "Administration" headed by an "Administrator" who is appointed by the Governor and serves at the pleasure of the Governor.

The five Administrations would be designated as the State Highway Administration, the State Motor Vehicle Administration, the State Public Transit Administration, the State Ports Administration and the State Aviation Administration. The Administrators would report directly to the Secretary and would exercise such powers, duties, responsibilities and functions that the Secretary may delegate from time to time. These successor agencies are to be established as statutory administrations within the Department of Transportation.

Recommendation 3 -- The Task Force recommends that the functions of development, operations, and maintenance of facilities under the jurisdiction of the proposed Maryland Transportation Authority be assigned to the respective modal Administration.

Under this recommendation the actual facility development and operation of facilities financed by the Maryland Port Authority would be assigned to the Ports Administration; the Aviation Administration would assume direction and operation of Friendship International Airport (when and if it is acquired by the State) in addition to its other functions; the Public Transit Administration would be assigned responsibility for operating the Baltimore Transit Company upon its acquisition and would be responsible for the development and operation of future transit facilities in the Baltimore region. The operations and maintenance of the toll bridges and tunnels, and the John F. Kennedy Memorial Expressway would continue as the operating responsibility of the State Highway Administration.

The Maryland Transporatation Authority would retain control over the issuance of general obligation bonds and administrative authority to issue revenue bonds. The Authority also would rely upon the Department's staff resources for planning the development of additional Authority facilities and for providing for the fiscal management of the Authority's properties. Details of this recommendation are discussed in Chapter VII.

The rationale for this proposal is two-fold. First is the fact that operating agencies already have the resources and personnel for managing these properties. Assignment to them of the management and operating responsibilities for the Authority's facilities would avoid duplication of effort and would permit greater efficiency. The closer integration of Authority facilities into the planning complex established by the Department for a total system can aid in insuring the maximum utilization of Authority facilities in that system. The Task Force also feels that the single executive Administration provides a more effective form of facility management than would a corporate board. The Authority would limit its responsibilities to consideration of policy, particularly to financing.

Recommendation 4 -- The Task Force

recommends the abolition of executive boards and commissions that now exercise responsibility for the management and operation of programs transferred to the Department of Transportation.

Under this recommendation, the various boards and commissions would be discontinued and their duties and responsibilities assumed by the Secretary and redelegated to the successor Administrations or assigned to the Maryland Transportation Authority.

Functional Descriptions of Operating Administrations

State Highway Administration

The State Highway Administration would assume by delegation from the Secretary most of the powers, duties and responsibilities presently assigned to the State Roads Commission. The program objectives of this Administration would be to construct and maintain an adequate system of highways. The Administration would be an operating agency for carrying out the plans and policy directives prescribed for highway development and operations by the Secretary of Transportation.

Certain functions previously exercised by the State Roads Commission would not be assumed by the new Administration. The financial policy components relating to the administration of existing toll facilities would be transferred to the Maryland Transportation Authority. Since the State Roads Commission has the only significant planning capability among the State transportation agencies, the relationship to the role that will be played by the office of Systems Planning and Development must be carefully developed.

Task Force Approach -- Highways are the major mode of transportation in the State and their significance is not expected to decrease in the future. For the great majority of State citizens, highways provide their only means of mobility and access to jobs, recreation, and other daily community service needs. Most other forms of transport depend upon highways to make them effective. Thus, highways truly form the backbone of any state transportation system. For this reason, it is important that highway development be continuously related to all transportation services.

Program Duties of the Administration -- The Administration will continue to exercise responsibility for planning, development, and operation of the State's highway system and for the administration of its programs. The three major operating areas of the Administration will continue to be:

--Planning and Safety. Consistent with comprehensive transportation planning guidelines of the Department, the Administration will continue to plan the highway component of the total transportation system. The end product of its effort will be a master plan for the State's Highway system including corridor locations, detailed project schedules and coordinated traffic planning and safety programs related to the design of the system.

--Highway Development. This program area would be concerned with all projects from the time they reach the program stage until they are advertised and cleared for construction, including detailed location and design. The end products of the development function are detailed plans and documents covering highway, bridge, and construction projects.

--Highway Operations. This program area includes all field oriented operations such as construction, maintenance, materials testing, research, traffic operations, and central supplies. A portion of this work is of a staff nature and would be performed centrally. However, it primarily involves a line operation performed on a district or regional basis. The end product for this function is an adequate physical facility available for public use.

State Motor Vehicle Administration

The Motor Vehicle Administration is proposed as the successor agency to the present Department of Motor Vehicles. The Task Force has emphasized as a major Departmental goal the provision of safe, convenient and economical service for the transportation user. The program responsibilities of the present Department of Motor Vehicles are an important and critical operating component of the State's transportation system, i.e., the vehicles that operate over the highway network.

Transportation safety and efficiency are inextricably bound together as part of the total system and cannot be treated as mutually exclusive considerations. One of the major tasks that faces the proposed Motor Vehicle Administration is the need for placing greater emphasis on traffic engineering and safety. The significant returns that can be achieved in both safety and economy by improved traffic engineering have often been overlooked. The new Federal Highway Safety program and increasing emphasis on improved traffic operation that is reflected in new Federal assistance programs offer an opportunity to correct this neglect.. Under the organization proposed by the Task Force, the Department of Transportation will have prime responsibility for the majority of the sixteen program areas for which Federal safety standards have been promulgated and for which grants are available. Should the proposed periodic motor vehicle inspection program be adopted for Maryland, this program would become the responsibility of the Motor Vehicle Administration. The Task Force's intent is that the Motor Vehicle Administration provide the operational leadership for traffic safety promotion.

The Task Force also proposes that program responsibility for the automotive safety enforcement program be transferred to the Motor Vehicle Administration. This program, which is now a responsibility of the Department of Maryland State Police, includes the licensing of inspection stations and insuring that motor vehicles are free of defective equipment and mechanisms. The State Police would be expected to continue the performance of this function on a reimbursable basis. A similar arrangement also is proposed with respect to the administration of the truck oversize and overweight laws that are a responsibility of the State Police.

In addition, the Task Force proposes that the functions and existing staff of the Maryland Traffic Safety Commission be transferred to the Motor Vehicle Administration. The transfer would augment the promotional activities in support of the Administrator's role in fostering increased awareness of highway and traffic safety needs.

Program Duties of the Motor Vehicle Administration - The role of this Administration in transportation safety clearly emerges in an enumeration of its present functions. These include the examination and licensing of motor vehicle operators; regulation of professional driving schools and inspection of school buses; registration of vehicles and administration of the license plate renewal program; regulation of motor vehicle and trailer dealers, and auto wreckers and scrap processers; collection, accounting and distribution of revenues from registration, titling, licensing and fines; administration of financial responsibility laws of Maryland; and programs for driver control and rehabilitation. The records and programs of the Motor Vehicle Administration are essential aspects of highway safety promotion and enforcement.

Unsatisifed Claim and Judgment Fund Board -- The Task Force propose no change in responsibilities or membership composition of this Board. The Board would continue as an independent unit of State government with the responsibility for administration of the fund, and for payment of damages arising from the ownership and use of uninsured motor vehicles in the State. It is proposed, however, that the administrative and operational functions of this Board in the performance of its duties be provided by the Motor Vehicle Administration.

State Public Transit Administration

This Administration would assume operational responsibility for the facilities and programs of the Metropolitan Transit Authority (MTA) in the Baltimore Metropolitan region. (See recommendation on Maryland Transportation Authority for relationship to financing and planning.)

In addition, the newly created Administration would be assigned a broader promotional role for developing more effective systems of public transit throughout the State. The Administration would cooperate with other units of the Department in assuring that urban transportation is developed in the context of a total system. The Task Force stresses the point that urban public transit problems are not limited to the major metropolitan areas. They occur as well in many smaller communities throughout the State where public transit services are equally critical and essential for those persons who cannot rely upon private automobile transportation. Thus there is clearly a statewide promotional role to be filled.

It is clear from proposals now under consideration in Washington that additional Federal financing for research on new approaches to urban transportation and for capital assistance to improve existing systems can be anticipated in the future. This program should be exploited to the maximum extent possible by the State of Maryland. Increased Federal emphasis under the highway program as reflected in the Traffic Operations Program to Increase Capacity and Safety and programs for parking and improved traffic operations should be reflected in closer coordination between the Highway Administration and the Public Transit Administration. It is envisioned that the Public Transit Administration would maintain close liaison with the Federal Department of Transportation and with local Maryland communities to assure that the combined resources of Federal, State and local governments are employed on a priority basis in solving urban transit problems and in meeting the urban transit needs of the State.

The Task Force earlier recommended that the present law which created the Washington Suburban Transit Commission (WSTC) be amended to provide that the Secretary or his designee be an ex-officio member of WSTC. The Task Force is aware of the unique distinction between MTA and WSTC and has taken this into account in its approach to the transit development problems in the Washington and Baltimore regions.

Task Force Approach -- The decision of the Task Force to recommend a State agency concerned with public transit reflects a growing recognition that state governments have a significant and important role to play in promoting solutions to public transportation problems. The proposed approach can strengthen State involvement in critical issues of our cities and deter further abdication of State powers to the Federal government for solving urban problems.

The most important consideration facing the Task Force in proposing a Department of Transportation is that the combined metropolitan areas of Baltimore and Washington's Maryland suburbs constitute today and for the future the overwhelming transportation problems of Maryland. Over 80% of Maryland's population today is located in the State's two major urban areas. Similarly, over 80% of the State's employment in all industries and 90% of the origin or destination of major goods transfers take place in these areas. The most critical weaknesses in the State's total transportation systems are: (1) the terminal links among the forms of transportation that make up the total network; and (2) the problems of urban congestion, both of which occur in the Baltimore-Washington urban regions.

State Ports Administration

A Ports Administration would be organized in the Department and would assume most of the operating functions and duties of the Maryland Port Authority. The Administration would operate all port facilites now under the jurisdiction of the Maryland Port Authority as well as new facilities to be developed. Program and financial policy would be the responsibility of the Secretary and the Maryland Transportation Authority. All planning would be based upon criteria established by the Office of Systems Planning and Development and the resources of the Office would be available to support the planning and analytical work in forecasting future port needs and developmental requirements.

The Administration would concentrate most of its efforts on operations and expansion of existing port facilities that service the needs of the Port of Baltimore. Private enterprise would be encouraged to develop facilities to the limits of its ability. Particular attention would be given to the development of facilities for handling containerized cargo. The world-wide promotional programs for marketing the services of the State's port facilities would be a major responsibility of the Administration. It should maintain a network of trade development offices in major domestic and international market areas using personal contacts with exporters, importers, traffic managers and international sales representatives in selling the advantages of Baltimore as a major U. S. port. The Administration would continue to promote the development of a World Trade Center in Baltimore.

It would continue efforts to preserve the lower handling rates gained by sound labor-management relations and the advantage of competitive costs to and from the Port of Baltimore.

Task Force Approach - The benefits to the State from its waterways and ports are well recognized. They are important links to national and world commerce and augment the State's economic position in competition for domestic and international markets. As with other forms of transportation, ports can thrive only when they are closely tied to their transportation outlets to these markets.

The Task Force is convinced that closer coordination of Maryland's port activities with other transportation programs of the Department will strengthen the promotional position of the facilities now operated by the Maryland Port Authority. The plans for large scale expansion in the Port of Baltimore and the competition for Eastern Seaboard maritime commerce will necessitate strong State support of the Port and its plans and programs.

Yet it is unrealistic to expect the State to assume the financial burdens that accompany this support role without assurance of clear accountability to the Executive and Legislative branches of government. The Task Force believes that the Secretary of Transportation can provide for this needed political accountability that will strengthen confidence of the State in the Port's program effort.

A Secretary of Transportation can be a much more effective advocate of the Port's development programs and provide a more objective presentation of its requirements.

The Task Force also has taken due note of the arguments that an independent authority is needed to guarantee a flexible promotional and developmental program that avoids the cumbersome procedures of government that so often are accused of thwarting fast and effective actions required in a business environment. The Task Force believes that program flexibility can as easily be built into the laws and regulations that govern the Department of Transportation. Further, the Task Force is not impressed with the arguments that port activities will receive less emphasis in a Department of Transportation. On the contrary, the prestige and advocacy role of a Secretary of Transportation in support of these programs at the highest levels of State government should augment rather than diminish the State's support of port activites.

The major question thus focuses upon the issue of whether a public agency which expends public monies shall be accountable to appropriate government officials. Current debates of this issue have convinced the Task Force that transferring the Maryland Port Authority to the Department of Transportation can satisfactorily resolve the issue of accountability and begin the steps needed for the restoration of confidence in the commendable program objectives of the Port of Baltimore.

State Aviation Administration

This Administration would be responsible for all aviation functions (with the exception of financing policies for Friendship Airport) including airport planning and financing, commercial air carrier promotion, general aviation promotional responsibility, licensing, and aviation safety.

The creation of a Department is an implicit recognition that air facilities cannot be planned in isolation; they are tied closely to other critical State transport problems. The problems of urban congestion, air safety, third level carrier service, exploitation of new technology, the demands of general aviation, and airport access inextricably tie the future growth and development of aviation service to the promotional goals of a Department of Transportation.

The Department of Transportation faces a number of critical aviation issues with which it must contend immediately upon its creation.

Friendship Airport -- The first priority is a solution to the present impasse on Friendship International Airport. Whatever disposition is made of this problem will determine in large measure the future role of the Aviation Administration. Therefore, the Task Force recommends that the State make every effort to acquire Friendship Airport from the City of Baltimore. It further recommends that the airport be placed under the jurisdiction of the Maryland Transportation Authority within the Department of Transportation. Plans for its development will be subject to approval of the Secretary based on the criteria and guidelines developed for overall system planning of transportation in Maryland. The day-to-day operation and management of Friendship would be performed by the Aviation Administration. The operations would be coordinated with any necessary requirements stipulated in bonds issued by the Transportation Authority.

Program Priorities -- Major program priorities for the Aviation Administration will include:

(1) Determination of how the State will cooperate with and share the financial requirements with local government for utilizing the impending Federal grant assistance proposed by the present Federal Administration in the Aviation Facilities Expansion Act of 1969.

This Federal program would provide financing to modernize the airway system administered by the FAA. For airport development, $2.5 billion would be made available to local units of government in the form of 50-50 matching grants. These funds are to be used for air carrier airports, for development of "reliever" airports for general aviation, and for other general aviation airfields. Grants also are provided for airport system planning to areawide planning agencies and to State aeronautics agencies to assist in carrying out State programs for airport planning and development. The issue for a

State aviation agency is how shall the State effort be organized and financed for planning and developing a total statewide system of air carrier service and improvement in service to general aviation.

(2) Organization of a statewide plan for aviation development, with Federal financial assistance, including the establishment of priorities and the potential exploitation of new technologies.

(3) Facilitating solutions to the ground access problems of Friendship.

(4) State role in developing reliever airports and alternative terminals for general aviation that now rely upon Friendship.

(5) Developing commercial air carrier service to other points in the state and providing additional facilities for general aviation.

(6) Dealing more effectively with the general aviation safety problem through a State safety promotion and regulatory program.

(7) Appearing before the Federal Civil Aeronautics Board in support of the aviation interests of the State.

Promotional Role -- In the promotional area, the Administration will work for increased air carrier service within the State by working with the domestic trunk lines and local service carriers. It also will promote the benefits of air travel to State residents and further the public interest through promotion of a national system of civil aviation in the State. On a longer term basis, this Administration also will assume responsibility for promoting Friendship's use as a competitive and modern facility capable of meeting the State's major commercial aviation needs.

CHAPTER VII

CONCLUSIONS AND RECOMMENDATIONS FOR FINANCING MARYLAND'S TRANSPORTATION NEEDS

Board, failure to carry out assigned duties, or for the conduct of business that would conflict with the performance of Board duties.

In accordance with the enabling legislation for Executive and Administrative Departments, the jurisdiction and authority of the Board of Review shall be provided by law.

The Task Force recommends that the powers and duties of the Board be assigned from time to time by the Secretary of Transportation. The major responsibilities of the Board are those of reviewing and acting (under authority delegated by the Secretary) on matters of a quasi-judicial nature.

Recommendation 3 - There should be created in the Department of Transportation a single Maryland Transportation Authority.

The Task Force proposes that the powers, duties, and functions of the Maryland Port Authority, the Metropolitan Transit Authority, the Maryland Airport Authority, the John F. Kennedy Memorial Highway and the Bridges and Tunnels Toll Facilities be consolidated under the jurisdiction of a newly established Maryland Transportation Authority. The rationale and justification for the creation of a single financing authority are presented under proposals on financing.

The Task Force recognizes that there are certain constraints on the organization and consolidation of these functions. For example, the existing bond indenture agreements require that the various trusts remain separate until the bonds have been retired or refunded. Even so, the Task Force believes that certain long term and positive benefits will result from the consolidation of the various special authorities and it recommends that initial steps be taken at this time in the anticipation that all facilities, where feasible, shall be financed from a common trust agreement.

Under this arrangement, the Authority would be composed of its Board which would consist of six members appointed by the Governor for staggered three year terms and of the Secretary of Transportation who would be the permanent chairman of the Authority.

The line administrations of the Department would assume responsibility for the design, construction, management, maintenance, and operation of the facilities over which the Authority has jurisdiction. The development and operation of facilities and their maintenance would be the responsibility of the operating administrations in a manner similar to the relationship which now exists between the toll facilities and the State Roads Commission. To the extent possible, the Board should restrict its functions to those duties which necessitate proper financial administration. The Authority would have final approval power over commitments to the development of new facilities. However, such developmental proposals would be subject to the prior approval of the Secretary to assure their conformance to the comprehensive transportation plan of the Department. The planning and back-up analysis for facility needs would be developed jointly for consideration of the Authority by the relevant operating administration, and by the Office of Systems Planning and Development. The details of finance and account keeping would be the responsibility of the Office of the Comptroller. So that effective and integrated approaches to planning and development are assured, the Task Force recommends that the Secretary be appointed as a member of the Authority and that he serve as Chairman. He would be the Authority's chief executive officer.

RECOMMENDATIONS ON SECRETARIAL STAFF SUPPORT

Sound management dictates that the Secretary have the human resources required to administer the wide and complex range of program activities that are to be assembled in a Department of Transportation.

The Secretary of Transportation will need analytical capability to promote and develop a comprehensive transportation system for the State of Maryland. He must have a wide range of staff assistance to develop new proposals and to evaluate and review existing programs that will complement the judgments and recommendations of subordinate line officials.

In addition, the Secretary needs staff for creating and maintaining performance standards, for evaluating current and past operations, and for better understanding and improving response to Department policy directions. Staff will be useful in coordinating interagency operations where overall responsibility cannot be conveniently assigned to one agency.

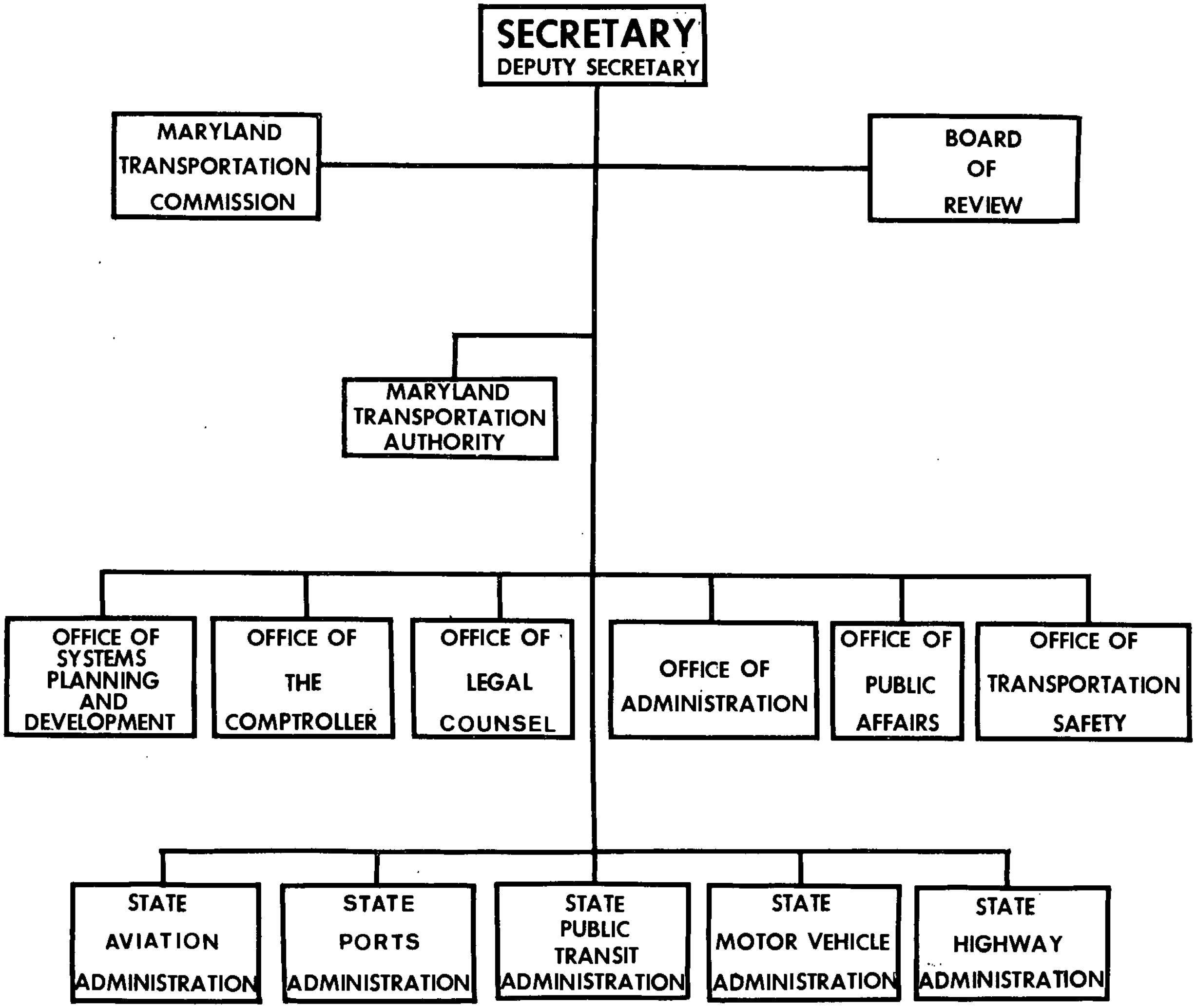
Other areas of need are: resources to manage the more traditional responsibilities for budget formulation, personnel, financial planning and administration, and handling of particular matters that require Secretarial attention in public affairs, relations with the General Assembly, intergovernmental relations, and interagency coordination and negotiation. There may also be circumstances in which sensitive policy considerations of new program areas require that direct operating responsibility be assigned to staff officials.

After evaluating the various tasks which the Secretary will be required to perform, the Task Force recommends the establishment of six major staff offices. These offices would be created under the general powers of the Secretary of Transportation. Each office would be headed by a Director who shall be appointed by the Secretary, and shall serve at his pleasure.

<u>Recommendation 1 -- The Task Force proposes the creation of an Office of Systems Planning and Development.</u>

The mission of the Department is to plan

PROPOSED ORGANIZATION FOR A MARYLAND DEPARTMENT OF TRANSPORTATION



programs that will promote the efficient movement of people and goods within the State through the most effective utilization of the many different modes of transportation. Since transportation profoundly influences every part of the State's economic and social life, the interaction between transportation and other State and community programs also must be considered in the plans for meeting Maryland's future transportation needs.

This presupposes that there will be a unit within the organizational structure of the Department where information about the total effects of the entire transportation complex can be fully understood and utilized in planning future capital investments. The Task Force recommends that these functions be located in the new Office of Systems Planning and Development. The analytical ability and information about transportation would thus be placed within convenient reach of the Secretary and would strengthen his authority both within and outside the Department.

If this office is to develop understanding needed to master Maryland's transportation problems, it must create this expertise from a broad base of relevant data and skills. Therefore, the Task Force believes this Office should also be assigned major staff leadership for creating a Department-wide framework within which programs of data gathering and processing will operate. The Task Force also recommends that Secretarial direction for coordinating departmental research programs should be assigned as a responsibility of this Office and a small staff be created for performing policy oriented research. Responsibility for developing a Secretarial management information system should reside in this office.

This office will provide Departmental leadership in the development of a comprehensive transportation planning process for the State and would be responsible for assuring that plans which emerge from this process are consistent with economic and social goals of the State. To accomplish this mission, the Office of Systems Planning and Development must have the resources and be assigned the responsibility to:

--Determine planning methodologies for common application throughout the Department;

--Establish the information procurement framework and interrelate data systems throughout the Department;

--Mobilize the necessary analytical resources for identifying system-wide problems and searching out solutions;

--Create guidelines and provide policy direction to subordinate agencies in the planning and development of particular modal programs and for devising alternative program strategies;

--Establish research priorities for the Department as a whole, perform research projects with Department-wide application, and coordinate transportation research undertakings with the Federal Government;

--Evaluate, review and coordinate all Federal assistance programs and projects in transportation as required under Federal Bureau of the Budget Circular No. A-95;

--Review project priorities of the operating administrations within the context of the total transportation plan and assure the orderly time phasing for their implementation;

--Provide for proper analysis and evaluation of joint development opportunities.

--Provide assistance to metropolitan and regional planning agencies in promoting closer integration of transportation planning, comprehensive community planning and statewide systems planning.

If the Office is to carry out its responsibilities, there must be close cooperation with the various other staff offices, the operating administrations, and other State agencies. The relationship of the Office of Systems Planning and Development to the Office of the Comptroller will be important in the development of financial policy and related project phasing.

The Task Force also recognizes the necessity for a clear definition of the relationship of this Office to the planning role that must continue to be performed by each modal Administration. In general terms the Office of Systems Planning and Development is concerned with planning a total system of transportation for the State and creating a master plan for designing and developing the most economically efficient system. This Office must play a leading role in liaison with other affected State agencies for better relating transportation to broader State developmental goals. Transportation corridors, terminals, and other facilities must be consistent with State and community plans and must take account of the environmental relationship. Joint development activities also must be coordinated through this Office. The plans of the various modal subcomponents, and related projects; i.e., highways, airways or public transit, are the responsibility of the agency within the Department that is to develop and operate the facilities or services in question. Once a specific project has been approved as conforming to the overall planning scheme established by the Secretary, the modal Administrations have primary responsibility.

Recommendation 2 -- The Task Force proposes the creation of an Office of the Comptroller.

This Office, headed by the Comptroller, brings together under common direction and Secretarial control the fiscal program activities on which the Secretary must depend for efficient and economic management of the Department and the translation of dollars into program accomplishments. This Office will have responsibility for the following staff operations:

--Supervision and preparation of the Department budget;

--Allocation of funds for operating and capital purposes consistent with Department policy and priorities;

--Performance of Department internal auditing and accounting;

--Collection and analysis of information on the Department's resources;

--Assistance in the development of the management information system;

--Supervision of the collection of funds;

--Management of Department payroll.

This Office must work closely with the Office of Systems Planning and Development to assure that capital programs are consistent with Department plans and objectives and that program progress is geared to realistic forecasts for accomplishment.

Subdivisons of this Office will be required in budgeting, accounting, payroll, internal audit, financial planning and analysis, project cost review, and electronic data processing.

Recommendation 3 -- The Task Force proposes the creation of an Office of Legal Counsel.

At present, legal assistance for transportation agencies is provided through the services of Assistant Attorneys-General, authorized by law and assigned by the Attorney General to the various agencies, boards, or commissions. The reorganization of transportation programs will necessitate reassignment of responsibilities of the Attorney General as the legal advisor to the Department of Transportation. As has been the practice in the creation of other cabinet level Departments, the Task Force recommends that one assigned Assistant Attorney General be designated by the Attorney General as Counsel to the Department with no other responsibility than to render legal aid, advice and counsel to the Secretary and other officials of the Department. This Assistant Attorney General would also supervise other Assistant Attorneys - General assigned to the Department. In this way, the Secretary may look to one legal officer to advise him and to guide the legal activities of the Department.

Recommendation 4 -- The Task Force proposes the creation of an Office of Administration.

The Task Force has recommended that the Secretary of the Department be responsible for (1) the efficient and orderly administration of the Department, (2) changes in the organizational structure of the Department, (3) reviewing personnel actions of all operating units, and (4) consolidating administrative and clerical services to assure that such services can be more efficiently and effectively performed. The Office of Administration will perform these assignments.

The Office of Administration will also have primary responsibility for personnel recruitment, training, and motivation throughout the Department.

The problems of organization and management also must be given high priority to assure that the entire structure throughout the Department is designed and operated to achieve the most effective organization for development and execution of programs. In this area, emphasis must be given to problems of centralization of common services among the several agencies and to problems of program decentralization and delegations of authority so that decision making is placed as close as possible to the program activity which is being performed.

Recommendation 5 -- The Task Force proposes the creation of an Office of Public Affairs.

The Department's programs are closely linked to the public, to other components of government, and to the transportation industry. Growing concern about the success or failure of the State's transportation system requires that additional emphasis be placed on this area by the Department. Many aspects of public information, publications, community relations, and legislative liaison will continue to be performed by the operating administrations. The Office of Public Affairs will be responsible for establishing guidelines for dealing with the public and for assuring that these guidelines are consistently followed throughout the various agencies of the Department.

Recommendation 6 -- The Task Force proposes the creation of an Office of Transportation Safety.

The Task Force has determined that coordination of the operational aspects of transportation safety must be a primary concern of a Department of Transportation. Thus the responsibility for transportation safety functions including those now exercised by the Public Service Commission and those exercised by the Highway Safety Coordinator, now located in the State Roads Commission, should be transferred to the new Department. The Office of Transportation Safety will have specific staff assignments for promoting the creation of a Department-wide program that gives added emphasis to improved safety. Where no logical assignment of operating responsibilities in a line agency is feasible, the Office of Transportation Safety will perform these functions, including such activities as railroad safety promotion and liaison with the Federal Government in such areas as pipeline safety.

This approach should create a higher degree of expertise for dealing with safety problems, provide a receptive attitude throughout the Department on problems of safety and should focus scarce resources more effectively on safety problem solving.

RECOMMENDATIONS ON THE ORGANIZATION OF OPERATING PROGRAMS WITHIN A DEPARTMENT OF TRANSPORTATION

The Task Force considered a number of organizational alternatives for structuring the State's transportation programs. These considerations ranged from the creation of a loosely knit collection of existing agencies to a comprehensive reorganization of operating programs along functional lines that would reduce the present program emphasis on individual modes.

This review led the Task Force to several conclusions. The inclusion of present agencies and commissions in a loosely knit collection serves no useful purpose and would fall short of the Governor's objective in proposing the creation of a Department of Transportation. Such an approach would not treat the problem of providing a balanced and efficient transportation system, nor the related problems of institutional fragmentation and program proliferation that have characterized Maryland's executive organization structure.

A functional approach to transportation development is just at the conceptual stage and will come about only with time. Therefore, the Task Force rejected a strict realignment of programs along functional lines, that is safety, planning, engineering design and construction, operations, maintenance and regulation. The modal orientation of operating agencies must be continued for practical reasons.

The Task Force emphasized, however, the overriding priority of viewing transportation as a system of service that supports comprehensive social and economic growth within the State. At the same time, the Task Force recognizes that a realistic approach to reorganization must reflect the critical need of assuring program continuity.

Thus, the Task Force's recommendations for the consolidation of operating programs would correct the past haphazard growth in State agencies while permitting a more rational grouping along modal lines. The recommended organization creates simpler structural arrangement, establishes clear lines of authority, reduces duplication and provides a minimum number of major program groupings.

By maintaining the modal orientation of major operating units, the adopted approach also strengthens the Secretary's role in promoting the advantage of all forms of transportation as part of a total system. It should encourage an evenhanded promotional attitude toward all program areas. It permits the Secretary to add new program assignments as they develop without the necessity for major program restructuring.

Recommendations for Organization of Operating Programs

Recommendation 1 -- The Task Force recommends inclusion of the following agencies in a new Department.

- State Roads Commission
- Department of Motor Vehicles
- Unsatisfied Claim and Judgment Fund Board
- Maryland Traffic Safety Commission
- Office of the Highway Safety Coordinator
- Vehicle Inspection and Weight Enforcement Functions of the Department of Maryland State Police
- State Aviation Commission
- Maryland Airport Authority
- Maryland Airport Zoning Board
- Maryland Port Authority
- Metropolitan Transit Authority
- Washington Suburban Transit Commission (provision for Secretarial representation only)
- Safety regulatory functions of the Public Service Commission

Recommendation 2 -- The Task Force proposes the creation of five major operating agencies with each being designated as an "Administration" headed by an "Administrator" who is appointed by the Governor and serves at the pleasure of the Governor.

The five Administrations would be designated as the State Highway Administration, the State Motor Vehicle Administration, the State Public Transit Administration, the State Ports Administration and the State Aviation Administration. The Administrators would report directly to the Secretary and would exercise such powers, duties, responsibilities and functions that the Secretary may delegate from time to time. These successor agencies are to be established as statutory administrations within the Department of Transportation.

Recommendation 3 -- The Task Force recommends that the functions of development, operations, and maintenance of facilities under the jurisdiction of the proposed Maryland Transportation Authority be assigned to the respective modal Administration.

Under this recommendation the actual facility development and operation of facilities financed by the Maryland Port Authority would be assigned to the Ports Administration; the Aviation Administration would assume direction and operation of Friendship International Airport (when and if it is acquired by the State) in addition to its other functions; the Public Transit Administration would be assigned responsibility for operating the Baltimore Transit Company upon its acquisition and would be responsible for the development and operation of future transit facilities in the Baltimore region. The operations and maintenance of the toll bridges and tunnels, and the John F. Kennedy Memorial Expressway would continue as the operating responsibility of the State Highway Administration.

The Maryland Transporatation Authority would retain control over the issuance of general obligation bonds and administrative authority to issue revenue bonds. The Authority also would rely upon the Department's staff resources for planning the development of additional Authority facilities and for providing for the fiscal management of the Authority's properties. Details of this recommendation are discussed in Chapter VII .

The rationale for this proposal is two-fold. First is the fact that operating agencies already have the resources and personnel for managing these properties. Assignment to them of the management and operating responsibilities for the Authority's facilities would avoid duplication of effort and would permit greater efficiency. The closer integration of Authority facilities into the planning complex established by the Department for a total system can aid in insuring the maximum utilization of Authority facilities in that system. The Task Force also feels that the single executive Administration provides a more effective form of facility management than would a corporate board. The Authority would limit its responsibilities to consideration of policy, particularly to financing.

Recommendation 4 -- The Task Force

recommends the abolition of executive boards and commissions that now exercise responsibility for the management and operation of programs transferred to the Department of Transportation.

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State Motor Vehicle Administration

The Motor Vehicle Administration is proposed as the successor agency to the present Department of Motor Vehicles. The Task Force has emphasized as a major Departmental goal the provision of safe, convenient and economical service for the transportation user. The program responsibilities of the present Department of Motor Vehicles are an important and critical operating component of the State's transportation system, i.e., the vehicles that operate over the highway network.

Transportation safety and efficiency are inextricably bound together as part of the total system and cannot be treated as mutually exclusive considerations. One of the major tasks that faces the proposed Motor Vehicle Administration is the need for placing greater emphasis on traffic engineering and safety. The significant returns that can be achieved in both safety and economy by improved traffic engineering have often been overlooked. The new Federal Highway Safety program and increasing emphasis on improved traffic operation that is reflected in new Federal assistance programs offer an opportunity to correct this neglect.. Under the organization proposed by the Task Force, the Department of Transportation will have prime responsibility for the majority of the sixteen program areas for which Federal safety standards have been promulgated and for which grants are available. Should the proposed periodic motor vehicle inspection program be adopted for Maryland, this program would become the responsibility of the Motor Vehicle Administration. The Task Force's intent is that the Motor Vehicle Administration provide the operational leadership for traffic safety promotion.

The Task Force also proposes that program responsibility for the automotive safety enforcement program be transferred to the Motor Vehicle Administration. This program, which is now a responsibility of the Department of Maryland State Police, includes the licensing of inspection stations and insuring that motor vehicles are free of defective equipment and mechanisms. The State Police would be expected to continue the performance of this function on a reimbursable basis. A similar arrangement also is proposed with respect to the administration of the truck oversize and overweight laws that are a responsibility of the State Police.

In addition, the Task Force proposes that the functions and existing staff of the Maryland Traffic Safety Commission be transferred to the Motor Vehicle Administration. The transfer would augment the promotional activities in support of the Administrator's role in fostering increased awareness of highway and traffic safety needs.

Program Duties of the Motor Vehicle Administration - The role of this Administration in transportation safety clearly emerges in an enumeration of its present functions. These include the examination and licensing of motor vehicle operators; regulation of professional driving schools and inspection of school buses; registration of vehicles and administration of the license plate renewal program; regulation of motor vehicle and trailer dealers, and auto wreckers and scrap processers; collection, accounting and distribution of revenues from registration, titling, licensing and fines; administration of financial responsibility laws of Maryland; and programs for driver control and rehabilitation. The records and programs of the Motor Vehicle Administration are essential aspects of highway safety promotion and enforcement.

Unsatisifed Claim and Judgment Fund Board -- The Task Force propose no change in responsibilities or membership composition of this Board. The Board would continue as an independent unit of State government with the responsibility for administration of the fund, and for payment of damages arising from the ownership and use of uninsured motor vehicles in the State. It is proposed, however, that the administrative and operational functions of this Board in the performance of its duties be provided by the Motor Vehicle Administration.

State Public Transit Administration

This Administration would assume operational responsibility for the facilities and programs of the Metropolitan Transit Authority (MTA) in the Baltimore Metropolitan region. (See recommendation on Maryland Transportation Authority for relationship to financing and planning.)

In addition, the newly created Administration would be assigned a broader promotional role for developing more effective systems of public transit throughout the State. The Administration would cooperate with other units of the Department in assuring that urban transportation is developed in the context of a total system. The Task Force stresses the point that urban public transit problems are not limited to the major metropolitan areas. They occur as well in many smaller communities throughout the State where public transit services are equally critical and essential for those persons who cannot rely upon private automobile transportation. Thus there is clearly a statewide promotional role to be filled.

It is clear from proposals now under consideration in Washington that additional Federal financing for research on new approaches to urban transportation and for capital assistance to improve existing systems can be anticipated in the future. This program should be exploited to the maximum extent possible by the State of Maryland. Increased Federal emphasis under the highway program as reflected in the Traffic Operations Program to Increase Capacity and Safety and programs for parking and improved traffic operations should be reflected in closer coordination between the Highway Administration and the Public Transit Administration. It is envisioned that the Public Transit Administration would maintain close liaison with the Federal Department of Transportation and with local Maryland communities to assure that the combined resources of Federal, State and local governments are employed on a priority basis in solving urban transit problems and in meeting the urban transit needs of the State.

The Task Force earlier recommended that the present law which created the Washington Suburban Transit Commission (WSTC) be amended to provide that the Secretary or his designee be an ex-officio member of WSTC. The Task Force is aware of the unique distinction between MTA and WSTC and has taken this into account in its approach to the transit development problems in the Washington and Baltimore regions.

Task Force Approach -- The decision of the Task Force to recommend a State agency concerned with public transit reflects a growing recognition that state governments have a significant and important role to play in promoting solutions to public transportation problems. The proposed approach can strengthen State involvement in critical issues of our cities and deter further abdication of State powers to the Federal government for solving urban problems.

The most important consideration facing the Task Force in proposing a Department of Transportation is that the combined metropolitan areas of Baltimore and Washington's Maryland suburbs constitute today and for the future the overwhelming transportation problems of Maryland. Over 80% of Maryland's population today is located in the State's two major urban areas. Similarly, over 80% of the State's employment in all industries and 90% of the origin or destination of major goods transfers take place in these areas. The most critical weaknesses in the State's total transportation systems are: (1)the terminal links among the forms of transportation that make up the total network; and (2) the problems of urban congestion, both of which occur in the Baltimore-Washington urban regions.

State Ports Administration

A Ports Administration would be organized in the Department and would assume most of the operating functions and duties of the Maryland Port Authority. The Administration would operate all port facilites now under the jurisdiction of the Maryland Port Authority as well as new facilities to be developed. Program and financial policy would be the responsibility of the Secretary and the Maryland Transportation Authority. All planning would be based upon criteria established by the Office of Systems Planning and Development and the resources of the Office would be available to support the planning and analytical work in forecasting future port needs and developmental requirements.

The Administration would concentrate most of its efforts on operations and expansion of existing port facilities that service the needs of the Port of Baltimore. Private enterprise would be encouraged to develop facilities to the limits of its ability. Particular attention would be given to the development of facilities for handling containerized cargo. The world-wide promotional programs for marketing the services of the State's port facilities would be a major responsibility of the Administration. It should maintain a network of trade development offices in major domestic and international market areas using personal contacts with exporters, importers, traffic managers and international sales representatives in selling the advantages of Baltimore as a major U. S. port. The Administration would continue to promote the development of a World Trade Center in Baltimore.

It would continue efforts to preserve the lower handling rates gained by sound labor-management relations and the advantage of competitive costs to and from the Port of Baltimore.

Task Force Approach - The benefits to the State from its waterways and ports are well recognized. They are important links to national and world commerce and augment the State's economic position in competition for domestic and international markets. As with other forms of transportation, ports can thrive only when they are closely tied to their transportation outlets to these markets.

The Task Force is convinced that closer coordination of Maryland's port activities with other transportation programs of the Department will strengthen the promotional position of the facilities now operated by the Maryland Port Authority. The plans for large scale expansion in the Port of Baltimore and the competition for Eastern Seaboard maritime commerce will necessitate strong State support of the Port and its plans and programs.

Yet it is unrealistic to expect the State to assume the financial burdens that accompany this support role without assurance of clear accountability to the Executive and Legislative branches of government. The Task Force believes that the Secretary of Transportation can provide for this needed political accountability that will strengthen confidence of the State in the Port's program effort.

A Secretary of Transportation can be a much more effective advocate of the Port's development programs and provide a more objective presentation of its requirements.

The Task Force also has taken due note of the arguments that an independent authority is needed to guarantee a flexible promotional and developmental program that avoids the cumbersome procedures of government that so often are accused of thwarting fast and effective actions required in a business environment. The Task Force believes that program flexibility can as easily be built into the laws and regulations that govern the Department of Transportation. Further, the Task Force is not impressed with the arguments that port activities will receive less emphasis in a Department of Transportation. On the contrary, the prestige and advocacy role of a Secretary of Transportation in support of these programs at the highest levels of State government should augment rather than diminish the State's support of port activites.

The major question thus focuses upon the issue of whether a public agency which expends public monies shall be accountable to appropriate government officials. Current debates of this issue have convinced the Task Force that transferring the Maryland Port Authority to the Department of Transportation can satisfactorily resolve the issue of accountability and begin the steps needed for the restoration of confidence in the commendable program objectives of the Port of Baltimore.

State Aviation Administration

This Administration would be responsible for all aviation functions (with the exception of financing policies for Friendship Airport) including airport planning and financing, commercial air carrier promotion, general aviation promotional responsibility, licensing, and aviation safety.

The creation of a Department is an implicit recognition that air facilities cannot be planned in isolation; they are tied closely to other critical State transport problems. The problems of urban congestion, air safety, third level carrier service, exploitation of new technology, the demands of general aviation, and airport access inextricably tie the future growth and development of aviation service to the promotional goals of a Department of Transportation.

The Department of Transportation faces a number of critical aviation issues with which it must contend immediately upon its creation.

Friendship Airport -- The first priority is a solution to the present impasse on Friendship International Airport. Whatever disposition is made of this problem will determine in large measure the future role of the Aviation Administration. Therefore, the Task Force recommends that the State make every effort to acquire Friendship Airport from the City of Baltimore. It further recommends that the airport be placed under the jurisdiction of the Maryland Transportation Authority within the Department of Transportation. Plans for its development will be subject to approval of the Secretary based on the criteria and guidelines developed for overall system planning of transportation in Maryland. The day-to-day operation and management of Friendship would be performed by the Aviation Administration. The operations would be coordinated with any necessary requirements stipulated in bonds issued by the Transportation Authority.

Program Priorities -- Major program priorities for the Aviation Administration will include:

(1) Determination of how the State will cooperate with and share the financial requirements with local government for utilizing the impending Federal grant assistance proposed by the present Federal Administration in the Aviation Facilities Expansion Act of 1969.

This Federal program would provide financing to modernize the airway system administered by the FAA. For airport development, $2.5 billion would be made available to local units of government in the form of 50-50 matching grants. These funds are to be used for air carrier airports, for development of "reliever" airports for general aviation, and for other general aviation airfields. Grants also are provided for airport system planning to areawide planning agencies and to State aeronautics agencies to assist in carrying out State programs for airport planning and development. The issue for a

State aviation agency is how shall the State effort be organized and financed for planning and developing a total statewide system of air carrier service and improvement in service to general aviation.

(2) Organization of a statewide plan for aviation development, with Federal financial assistance, including the establishment of priorities and the potential exploitation of new technologies.

(3) Facilitating solutions to the ground access problems of Friendship.

(4) State role in developing reliever airports and alternative terminals for general aviation that now rely upon Friendship.

(5) Developing commercial air carrier service to other points in the state and providing additional facilities for general aviation.

(6) Dealing more effectively with the general aviation safety problem through a State safety promotion and regulatory program.

(7) Appearing before the Federal Civil Aeronautics Board in support of the aviation interests of the State.

Promotional Role -- In the promotional area, the Administration will work for increased air carrier service within the State by working with the domestic trunk lines and local service carriers. It also will promote the benefits of air travel to State residents and further the public interest through promotion of a national system of civil aviation in the State. On a longer term basis, this Administration also will assume responsibility for promoting Friendship's use as a competitive and modern facility capable of meeting the State's major commercial aviation needs.

CHAPTER VII

CONCLUSIONS AND RECOMMENDATIONS FOR FINANCING MARYLAND'S TRANSPORTATION NEEDS

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