

# Calendar No. 2440

85TH CONGRESS }  
2d Session }

SENATE }

REPORT  
No. 2376

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## REPORTS WITH RESPECT TO FEDERAL-AID HIGHWAYS

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AUGUST 14, 1958.—Ordered to be printed—

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Mr. BYRD, from the Committee on Finance, submitted the following

### R E P O R T

[To accompany H. R. 12489]

The Committee on Finance, to whom was referred the bill (H. R. 12489) to extend the time for making certain reports under the Highway Revenue Act of 1956 and the Federal Aid Highway Act of 1956, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

#### I. GENERAL STATEMENT

Section 210 of the Highway Revenue Act of 1956 authorized and directed the Secretary of Commerce, in cooperation with other Federal agencies and with the various State highway departments, to make certain studies, the purposes of which are to make available to Congress information which it may use to determine what taxes should be imposed to assure, to the extent practicable, an equitable distribution of the tax burden among the different classes of persons using the Federal-aid highways or deriving benefits from these highways. Section 210 of the Highway Revenue Act of 1956 presently requires that a final report be filed not later than March 1, 1959, setting forth the results of the study and investigation required by the section. Section 210 also requires that the studies are to be coordinated with the research authorized by section 10 of the Federal-Aid Highway Act of 1954 and the tests to determine maximum desirable dimensions and weights for vehicles operated on the Federal-aid highway system required by section 108 (k) of the Federal-Aid Highway Act of 1956.

In referring the second progress report of the highway cost allocation study on February 28, 1958, the Acting Secretary of Commerce, the Honorable Walter Williams, recommended that the Congress

extend the date on which the final report must be made from March 1, 1959, to January 3, 1961, in the following language:

Your attention is respectfully directed to that section of this report entitled "The AASHO Test Road." It is there stated that the construction phase of the test road project, which is being conducted jointly by the Highway Research Board, the American Association of State Highway Officials, the Bureau of Public Roads of the Department of Commerce, and other agencies, will not be completed until late summer of 1958. This would permit the starting of test traffic by August or September of this year but will mean that data on the results of the test will not be available until after the date required by the act for submission of the final report. The results of this test are of great importance to the study of highway cost allocation. They are of such importance that I recommended that the Congress change the date on which the final report must be made from March 1, 1959, as stated by section 210 (d) of the act, to January 3, 1961.

Because of the importance of the test road study now being conducted by the American Association of State Highway Officials (the AASHO test referred to in Secretary Williams' letter) to the study required by section 210, your committee's bill would extend the date for filing the final report to January 3, 1961. Since the tests to determine the maximum desirable dimensions and weights for vehicles operating under Federal-aid highway systems required by section 108 (k) of the Federal-Aid Highway Act of 1956 are also dependent upon the completion of the AASHO road test, the date on which the Secretary of Commerce is required to make recommendations with respect to such tests is similarly extended to January 3, 1961.

Your committee's bill also requires interim progress reports on March 1, 1959, and March 1, 1960, under section 210 (d) of the Highway Revenue Act of 1956.

## II. SUMMARY OF THE BILL

Your committee's bill would amend section 108 (k) of the Federal-Aid Highway Act of 1956 and section 210 (d) of the Highway Revenue Act of 1956 to extend from March 1, 1959, to January 3, 1961, the date on which the Secretary of Commerce is required to make recommendations to the Congress with respect to maximum desirable dimensions and weights for vehicles operated on the Federal-aid highway systems, including the Interstate System, and to make a final report of the relative benefits and tax burdens of highway users.

Interim progress reports would be required by your committee's bill on March 1, 1959, and March 1, 1960, under section 210 (d) of the Highway Revenue Act of 1956.

Your committee is unanimous in urging the enactment of this legislation.

## CHANGES IN EXISTING LAW

In compliance with subsection 4 of rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill are shown as follows (existing law proposed to be omitted is enclosed in

black brackets; new matter is printed in italics; existing law in which no change is proposed is shown in roman):

SECTION 210 OF THE HIGHWAY REVENUE ACT OF 1956  
(23 U. S. C. 174)

SEC. 210. INVESTIGATION AND REPORT TO CONGRESS.

(a) PURPOSE.—The purpose of this section is to make available to the Congress information on the basis of which it may determine what taxes should be imposed by the United States, and in what amounts, in order to assure, insofar as practicable, an equitable distribution of the tax burden among the various classes of persons using the Federal-aid highways or otherwise deriving benefits from such highways.

(b) STUDY AND INVESTIGATION.—In order to carry out the purpose of this section, the Secretary of Commerce is hereby authorized and directed, in cooperation with other Federal officers and agencies (particularly the Interstate Commerce Commission) and with the State highway departments, to make a study and investigation of—

(1) the effects on design, construction, and maintenance of Federal-aid highways of (A) the use of vehicles of different dimensions, weights, and other specifications, and (B) the frequency of occurrences of such vehicles in the traffic stream.

(2) the proportionate share of the design, construction, and maintenance costs of the Federal-aid highways attributable to each class of persons using such highways, such proportionate share to be based on the effects referred to in paragraph (1) and the benefits derived from the use of such highways, and

(3) any direct and indirect benefits accruing to any class which derives benefits from Federal-aid highways, in addition to benefits from actual use of such highways, which are attributable to public expenditures for such highways.

(c) COORDINATION WITH OTHER STUDIES.—The Secretary of Commerce shall coordinate the study and investigation required by this section with—

(1) the research and other activities authorized by section 10 of the Federal-Aid Highway Act of 1954, and

(2) the tests referred to in section 108 (k) of this Act.

(d) REPORTS ON STUDY AND INVESTIGATION.—The Secretary of Commerce shall report to the Congress the results of the study and investigation required by this section. The final report shall be made as soon as [possible but] *possible, but in no event later than [March 1, 1959] January 3, 1961.* On or before March 1, 1957, [and on or before] March 1, 1958, *March 1, 1959, and March 1, 1960,* the Secretary of Commerce shall report to the Congress the progress that has been made in carrying out the study and investigation required by this section. Each such report shall be printed as a House document of the session of the Congress to which the report is made.

(e) FUNDS FOR STUDY AND INVESTIGATION.—There are hereby authorized to be appropriated out of the Highway Trust Fund such sums as may be necessary to enable the Secretary of Commerce to carry out the provisions of this section.

For the information of the Members of the Senate, changes in existing law made by section 2 of the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

SECTION 108 (k) OF THE FEDERAL-AID HIGHWAY ACT OF 1956  
(23 U. S. C. 158 (k))

SEC. 108. NATIONAL SYSTEM OF INTERSTATE AND DEFENSE  
HIGHWAYS.

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(k) TESTS TO DETERMINE MAXIMUM DESIRABLE DIMENSIONS AND WEIGHTS.—The Secretary of Commerce is directed to take all action possible to expedite the conduct of a series of tests now planned or being conducted by the Highway Research Board of the National Academy of Sciences, in cooperation with the Bureau of Public Roads, the several States, and other persons and organizations, for the purpose of determining the maximum desirable dimensions and weights for vehicles operated on the Federal-aid highway systems, including the Interstate System, and, after the conclusion of such tests, but not later than [March 1, 1959] *January 3, 1961*, to make recommendations to the Congress with respect to such maximum desirable dimensions and weights.

