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HIGHWAY SAFETY PROGRAMS STANDARDS



A REPORT FROM THE SECRETARY OF THE DEPARTMENT OF TRANSPORTATION TO THE CONGRESS, AS REQUIRED BY THE HIGHWAY SAFETY ACT OF 1966
(PUBLIC LAW 89–564, 89TH CONG., S. 3052, SEPT. 9, 1966)

Senate

JULY 1967

Printed for the use of the Committee on Public Works

U.S. GOVERNMENT PRINTING OFFICE
81-709 O WASHINGTON : 1967

AUTHENTICATED U.S. GOVERNMENT INFORMATION GPO

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LETTER OF TRANSMITTAL

THE SECRETARY OF TRANSPORTATION,
Washington, D.C., July 10, 1967.

Hon. JOHN W. MCCORMACK,
Speaker of the House of Representatives,
Washington, D.C.

DEAR MR. SPEAKER: I transmit herewith a report on all standards to be initially applied in carrying out a highway safety program in accordance with section 402, title 23, of the United States Code.

Sincerely,

ALAN S. BOYD.

Enclosure.

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HIGHWAY SAFETY PROGRAMS STANDARDS

Introduction

Assistance to the States and local governments for improvement and expansion of their highway safety programs in accordance with uniform performance standards is the principal feature of the Highway Safety Act of 1966. Initial standards for highway safety program performance were released by the Secretary of Transportation June 27, 1967.

The standards are the product of an intensive process which began when Congress enacted legislation which became Public Law 89–139 and which was sponsored by a late distinguished member of the Committee on Public Works who was one of the pioneers in the field of highway safety, Congressman John F. Baldwin of California. In 1966, following the President's request, the Congress passed further highway safety legislation. That process has included the development by the National Highway Safety Bureau of draft proposals distributed in February; the careful assessment of these drafts by States, communities, and organizations participating in the Nation's safety movement, and the advice and recommendations of the National Highway Safety Advisory Committee.

These standards represent the end result of that process. They also represent a major step in building the national effort to reduce the human and material damage that have become commonplace on America's highways. They are the framework for a partnership between the States and the Federal Government to improve the safety of all Americans, whether on foot or riding in the many vehicles that crowd our roads.

This report describes the development of the initial highway safety program standards and the statutory provisions to which they relate, identifies program areas, and outlines the participation of various groups and individuals and the actions taken on the Advisory Committee recommendations. Thus, the report discusses one of the several major highway safety activities carried out by the Department of Transportation through the National Highway Safety Bureau of the Federal Highway Administration.

In addition to the Highway Safety Program Standards, the total program under both the National Traffic and Motor Vehicle Safety Act of 1966 [1] and the Highway Safety Act of 1966 [2] includes:

The establishment of performance standards for motor vehicles and motor vehicle equipment. Initial standards for 1968 model vehicles were issued on January 31, 1967,[3] and work is continuing on this important aspect of the overall program.

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[1] Public Law 89–563.
[2] Public Law 89–564.
[3] Federal Register, vol. 32, No. 23, Feb. 3, 1967.

Research and development, including an initial program of scientific work concerned with four major areas of interest:

1. The support work necessary to assist the States in establishing and operating safety programs under the standards developed by the National Highway Safety Bureau in cooperation with the States and other interested groups: This effort will emphasize the education and training of personnel for engineering, management, research, and development in safety, and for improved emergency medical care for accident victims.

2. The support that will be needed by the States in setting up and operating uniform traffic safety activities, such as those dealing with driver education and licensing, law enforcement, vehicle inspection, accident investigation, and community support of safety programs.

3. The development work needed to support the wide variety of activities being furthered by the Bureau: These will include planning and research in relation to traffic data and documentation centers, the investigation of crashes, the establishment of human impact tolerances, the role of alcohol and alcoholics to traffic safety, and the development of the necessary Government test facilities and equipment.

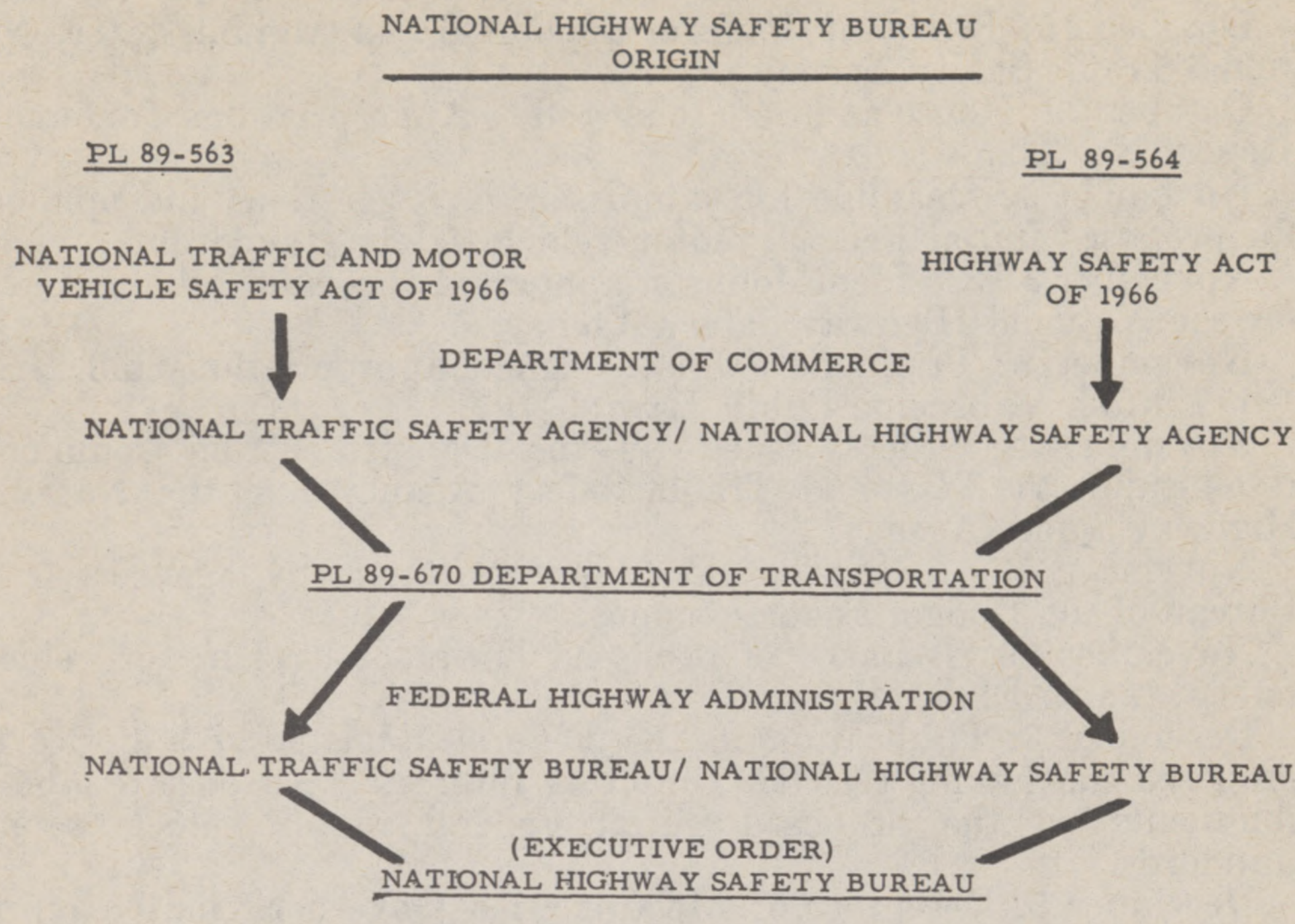
4. The safety performance of new and used motor vehicles of all varieties: This work will concentrate on vehicle handling and other characteristics that influence the likelihood that vehicles will crash, and on occupant protection once crashes take place. It will also develop means by which compliance with the vehicle safety standards issued by the National Highway Safety Bureau can be verified.

The administration of Federal aid funds for States and communities, the issuance of procedures governing the submission of project applications and the approval of projects submitted by the States. By June 1967, initial administration and planning projects in 22 States had already been approved for Federal funding.

This brief review and the chronology of activities which follows, describe the intensive and extensive activities that followed the signing of the two Safety Acts by the President September 9, 1966.

The Department will work closely and cooperatively in helping each State carry out its own program under the Highway Safety Act. The goals of the standards are a matter of national necessity, and will be achieved with the help of the growing partnership that the extensive State and other contributions to these standards already reflect.

Every step to implement this act is intended to assist the States toward meeting a goal which everyone endorses—the goal of safer highway travel. Some States are further along than others toward achieving this goal. But every State can do more than it is presently doing to speed the day when highway travel is as safe as the other modes of transportation.



National Highway Safety and Motor Vehicle Safety Programs

This chronology outlines the events and interrelationships of the programs authorized by the Highway Safety Act of 1966 and the National Traffic and Motor Vehicle Safety Act of 1966.

CHRONOLOGY

September 9, 1966–July 1, 1967

September 9: President Johnson signed the National Traffic and Motor Vehicle Safety Act of 1966 and the Highway Safety Act of 1966 into law; these became Public Law 89–563, and Public Law 89–564.

September 15: Introductory meeting of the Under Secretary of Commerce with selected State officials concerned with highway safety and representatives of the Council of State Governments.

October 5: Appropriation hearing before the Subcommittee on Departments of State, Justice, Commerce, the Judiciary, and Related Agencies, Committee on Appropriations, U.S. Senate. (The equivalent House subcommittee waived hearings since the appropriations bill had already passed the House of Representatives.)

October 7: The Secretary of Commerce wrote each Governor requesting appointment of a liaison to work with the National Highway Safety Agency.

October 8: Publication in the Federal Register of advance notice of proposed rulemaking, inviting interested persons to submit suggestions and opinions, including suggestions for specific existing standards, to be considered by the agency in drawing up proposals for initial Federal motor vehicle safety standards.

October 11: Publication in the Federal Register of procedural rules for promulgating initial Federal motor vehicle safety standards.

October 14: Appropriations bill, H.R. 18119, passed by Senate.

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October 15: President Johnson appointed the Administrator, National Traffic Safety Agency.

October 20: House and Senate agreed to Appropriations Conference Report No. 2325.

November 1: Deadline for submission of suggestions and opinions for proposed initial Federal motor vehicle safety standards.

November 3: President Johnson appointed the same Administrator for the National Highway Safety Agency.

November 8: President Johnson signed appropriations bill H.R. 18119 into law; became Public Law 89–797.

November 9: Orders issued by the Department of Commerce establishing the National Traffic Safety Agency and the National Highway Safety Agency.

November 15: Receipt of first appropriations by agencies from Bureau of the Budget apportionment.

November 30: Issuance of proposed initial Federal motor vehicle safety standards.

December 3: Publication in the Federal Register of a notice of proposed rulemaking (NPRM) inviting interested persons to submit comments on the proposed initial Federal motor vehicle safety standards.

December 5, December 6: Meeting with Governors' liaison representatives followed by meetings with representatives from national associations concerned with State highway safety programs. Preliminary proposals for policies to be adopted in nine highway safety standards areas.

December 20: Issuance of certificates of apportionments to the States for the 75 percent of the sum authorized to be appropriated for State highway safety programs for fiscal years 1967 and 1968 to be distributed under the law on a per capita basis.

January 3: Deadline for submission of comments on the proposed initial Federal motor vehicle safety standards for consideration in finally promulgating the initial standards.

January 6: President Johnson announced the appointment by the Secretary of Commerce of the first National Motor Vehicle Safety Advisory Council in accordance with the provisions of the National Traffic and Motor Vehicle Safety Act of 1966.

January 19: First meeting of the National Motor Vehicle Safety Advisory Council.

January 25: Meeting with representatives of foreign motor vehicle manufacturers followed by meeting with representatives of domestic motor vehicle manufacturers, to provide opportunity for clarifying statements and questions on the proposed initial motor vehicle safety standards.

January 31: Second meeting of the National Motor Vehicle Safety Advisory Council.

January 31: Issuance of initial Federal motor vehicle safety standards.

January 31: Issuance of new advance notices of proposed rulemaking and a new notice of proposed rulemaking. These new rulemaking actions dealt with additional requirements for vehicle safety performance.

February 3: Publication in the Federal Register of initial Federal motor vehicle safety standards, and the new rulemaking actions.

February 16: Meeting with Governors' liaison representatives. Detailed proposals for 13 State highway safety standards and proposals for State highway safety program administrative regulations distributed; comments requested by mid-March.

February 21: Similar meeting with representatives from national associations concerned with State highway safety programs.

March 3: Announcement of Transportation-GSA agreement for coordination of development of vehicles and equipment safety standards.

March 16: President Johnson appointed the National Highway Safety Advisory Committee under the provisions of the Highway Safety Act of 1966.

March 17: Issuance of comprehensive report on the development of the initial Federal motor vehicle safety standards.

March 19: Announcement of a Commerce-Transportation interdepartmental agreement for research asisstance by the National Bureau of Standards to the National Traffic Safety Agency on tires, safety belts, and harnesses and braking systems.

March 20, March 21: Oversight hearings on the initial motor vehicle safety standards before the Senate Committee on Commerce.

March 30, March 31: Third meeting of the National Motor Vehicle Safety Advisory Council. Heard experts from universities and from motor vehicle and tire industries.

April 1: Establishment of the Department of Transportation.

April 1: Transfer of safety agencies from the Department of Commerce to the Department of Transportation; renamed National Highway Safety Bureau and National Traffic Safety Bureau as specified by the Department of Transportation Act, Public Law 89–670.

April 7: Letter to Governors from the Federal Highway Administrator requesting additional comments on draft State highway safety standards, and announcing appointment of Interim Regional Federal Highway Administrators to direct and coordinate the field activities of the Administration.

April 8: Letter to Governors from the Federal Highway Administrator transmitting application forms for planning and administration funds for State highway safety programs.

April 28: Beginning of bidders conferences on requests for proposals for research projects. Last of 29 conferences held on May 31.

April 25: First meeting of the National Highway Safety Advisory Committee. Held in Washington, D.C.

May 19: First State highway safety projects approved—planning and administration grants to four States (Arkansas, Massachusetts, Minnesota, and North Dakota).

May 24, 25: Fourth meeting of the National Motor Vehicle Safety Advisory Council. Held in Detroit, Mich.

June 2: Issuance of an order by the Federal Highway Administrator on procedures for approval of substantive State highway safety programs.

June 5: Hearings on fiscal year 1968 appropriations before the House Appropriations Subcommittee.

June 6: Executive Order 11357 signed by the President combining the National Highway Safety Bureau and the National Traffic Safety Bureau as the National Highway Safety Bureau.

June 6, 7: Second meeting of the National Highway Safety Advisory Committee. Held in Washington, D.C. Highway safety program standards proposals submitted to the Advisory Committee for review and recommendations.

June 15–30: Regional workshops—Meetings with representatives of the States to discuss procedures for approval of Federal aid projects.

June 20, 21: Fifth meeting of the National Motor Vehicle Safety Advisory Council. Held in Los Angeles.

June 27: Release of the highway safety program standards by the Secretary.

June 30: Completion of contracting for initial highway safety research, test, development, and training program.

July 1: Report to Congress on the development of the highway safety program standards.

Part I—Development of the Highway Safety Program Standards

This section includes the following information on the development of the standards:

Statutory requirements.
Scope of the standards.
Outline of the standard-setting process.
The National Highway Safety Advisory Committee.

STATUTORY REQUIREMENTS

Administrative

The act includes requirements relating to the administration, program areas, approach, and development of the standards. The heart of the act is the requirement that "each State shall have a highway safety program, designed to reduce traffic accidents" and the deaths, injuries, and property damage in which they result.

This program is to be under the authority of the Governor. At least 40 percent of all Federal funds apportioned to each State are to be expended by political subdivisions for local highway safety programs.

Each State is further required to be implementing an approved program in accordance with uniform performance standards by December 31, 1968. Any State which is not implementing an approved program by that date will not be eligible to receive apportionments of highway safety funds and could be penalized by a withholding of 10 percent of its share of Federal aid highway funds apportioned after January 1, 1969.

These requirements with respect to administration were important considerations in the development of the standards. They immediately raised the question of the levels of performance to be specified. If the programs of all States were required to meet all aspects of the standards by December 31, 1968, this would have necessitated standards approaching the lowest common denominators of present State programs. If, on the other hand, the standards were to specify goals to be worked toward, they could be set at much higher levels. This latter position was adopted as the only one which would satisfy the purposes of the act.

There are no requirements in the standards as to when full compliance must be achieved. A number of States' existing programs al-

ready meet or exceed the performance levels for several of the standards. Other States cannot yet fully comply with any of the standards, and many do not have programs in some standard areas. Nonetheless, many States have already, during their 1967 legislative sessions, passed necessary enabling legislation to ensure that they, too, will be "implementing" programs in accordance with the standards by the December 31, 1968, statutory deadline.

Program areas

The second statutory requirement enumerates the program areas to be covered by the standards. These include standards to improve driver performance, specifically driver education, driver licensing, driver testing, and driver examination. Driver education is required also as a part of each State's program.

"The Secretary shall not approve any State highway safety program under this section which does not provide for comprehensive driver training programs, including (1) the initiation of a State program for driver education on the school systems or for a significant expansion and improvement of such a program already in existence, to be administered by appropriate school officials under the supervision of the Governor as set forth in subparagraph (A) of this paragraph; (2) the training of qualified school instructors and their certification; (3) appropriate regulation of other driver training schools, including licensing of the schools and certification of their instructors; (4) adult driver training programs, and programs for the retraining of selected drivers; and (5) adequate research, development, and procurement of practice driving facilities, simulators, and other similar teaching aids for both school and other driver training use."

Other areas to be covered by the standards include accident records, accident investigations, vehicle registration, operation and inspection, highway design and maintenance, and traffic control.

The statutory requirement resulted in the selection of initial standards dealing with 13 program areas. These are described in the following section of this report.

Uniformity and performance

The act specifies that the standards be uniform and that they be expressed in terms of performance. The words "uniform" and "standard" are almost invariably linked in the act. This requirement, taken together with the participation of political subdivisions, makes it clear that the standards must be written in terms sufficiently broad to be appropriate for both State and local conditions and programs.

The requirement that the standards be expressed in terms of performance criteria appears frequently in the legislative history. It is clear that the standards are to describe "what is to be done" rather than "how it is to be done" or "who is to do it."

Both of these requirements are connected with the purpose of the act which is to assist the States and their political subdivisions to improve and expand their highway safety programs. This permits wide latitude on the part of States in developing new and increasingly effective methods of achieving reductions in accidents and their end results—methods most suited to the highly varied circumstances of the many State and local governments and the communities they serve.

Standard-setting process

Other statutory requirements deal with the manner in which the standards are to be developed. The first of these calls for development of the standards in cooperation with the States, their political subdivisions, appropriate Federal departments and agencies, and other public and private organizations. In addition, the cooperation and assistance of other Federal agencies in development of the standards is specifically authorized.

In fulfillment of this requirement, extensive consultations were held with the representatives of the States, with other Federal agencies, with representatives of associations of State and local officials, with private groups, institutes, associations, professional societies, and others. The standards include contributions by many such groups and numerous individuals. The nature and extent of this cooperative undertaking is more fully described in the section of this report on the standard-setting process.

SCOPE OF THE STANDARDS

The Highway Safety Act of 1966 does not limit the number of standards, but does identify specific areas in which highway safety program standards are to be set. The 13 standards cover each of these areas except pedestrian safety, for which a draft standard is being prepared. In some cases a standard includes more than one area mentioned in the law, and individual areas are often covered by more than one standard.

STATUTORY REQUIREMENT—DRIVER PERFORMANCE

STANDARD AND SCOPE

Driver education

There is a national need for the improvement of public and private driver education courses and for making them more widely available. Higher standards of classroom and behind-the-wheel instruction are of central importance, together with the resources required to implement such standards. Also needed is the development of programs for dealing with remedial training of problem drivers.

The standard calls for:

Comprehensive driver training programs, meeting standards set by the State, available to all youths of licensing age.

Certification of instructors and licensing commercial driving schools.

Research, development, and procurement of practice driving facilities such as simulators and other tools for both school and adult training programs.

Training and retraining programs for adults.

Driver licensing

Much better techniques of driver licensing are possible with present knowledge, but are not in use in many States because of cost and for other reasons. In addition, many States do not have systematic procedures for relating the performance of the motorist (for example, his record of accidents and moving violations) to licensing.

Apart from linking driver performance to licensing, licensing agencies also have the difficult problem of medical criteria for licensing.

Physicians have the related problem of deciding when to recommend that a patient no longer drive.

The objective of driver licensing and performance activities will be to stimulate improved driver licensing with proper safeguards against licensing potentially dangerous drivers on the one hand, and needlessly removing the opportunity of citizens to drive on the other.

The standard calls for:

A driver licensing program to insure that only persons physically and mentally qualified may drive, and to prevent needless denial of the right to drive.

Reexamination of all drivers at least once every 4 years for visual acuity and knowledge of rules of the road.

A medical advisory board to advise the licensing agency on physical and vision standards.

Continuing records of driver histories and means for quick retrieval of these data.

Motorcycle safety

It is clear that there are many actions which can be taken to reduce significantly deaths and injuries from motorcycle accidents. Every State should have a program specifically related to motorcycle operation including requirements for licensing, inspection, and safety equipment.

The standard calls for:

Licenses and examinations specifically for the operation of motorcycles.

Approved helmet and eye protection for operators when operating cycles.

Seats, footrests, and approved safety helmets for motorcycle passengers.

A rearview mirror on all motorcycles.

Inspection of motorcycles similar to that for other motor vehicles.

STATUTORY REQUIREMENT—RECORDS

STANDARD AND SCOPE

Traffic records

Four classes of routinely collected information comprise the data base for all aspects of a coordinated State traffic safety program: (a) data pertaining to drivers, their licensing, violation records, and financial responsibility, (b) vehicle data such as make, model, and serial number, (c) highway data on a milepost basis of bridges, structures, tangents, curves, intersections, and traffic control devices, and (d) accident data linked to the involved drivers, vehicles, and highway locations.

With modern electronic data processing systems, all of these data are amenable to efficient handling, including acquisition, encoding, storage, and retrieval. Without efficient handling methods, costs become prohibitive and data cannot be fully or properly used.

The objective of the data systems program will be to upgrade all aspects of the accident information system, starting with the collection of raw data, followed by its encoding, storage, retrieval, analysis, and ultimate dissemination to users. Particular attention will be directed

toward making State data useful to State and community executives and to their program directors and planners.

The standard calls for:

A statewide system and compatible local system, to include all traffic data for the entire State capable of providing summaries, tabulations, and special analyses of driver, vehicle, accident, and road records that are compatible for purposes of analysis and correction.

Alcohol in relation to highway safety

(Relates in part to vehicle codes and laws.)

The driver who drinks is one of the major problems affecting highway safety. Yet, while most States have some laws relating to control of drivers who drive while under the influence of intoxicating beverages, most of the States need: (1) to strengthen their "drunk driving" statutes, (2) to supplement these with "implied consent" authority, and (3) to establish an expanded information collection program on the extent to which alcohol is present among drivers and adult pedestrians involved in fatal accidents.

The standard calls for:

A program to reduce traffic accidents resulting from persons driving under the influence of alcohol.

Establishment by each State of specific test procedures for determining blood alcohol content.

The blood alcohol concentration at which a driver may be deemed to be intoxicated shall not be set higher than 0.10 percent by weight, the maximum concentration long recommended by professional groups concerned with highway safety.

A person placed under arrest for operating a motor vehicle while intoxicated, while under the influence of alcohol, or while his ability to drive is impaired by the consumption of alcohol, is deemed to have given his consent to a chemical test for the purpose of determining the alcohol content of his blood.

Alcohol content tests on accident victims, and drivers surviving fatal accidents to provide information as to the seriousness of the problem in each jurisdiction and baselines against which the success of control efforts can be measured.

STATUTORY REQUIREMENT—VEHICLE REGISTRATION, OPERATION, AND INSPECTION

STANDARD AND SCOPE

Periodic motor vehicle inspection

Until recently, there was very little firm evidence to support the supposition that State inspection systems contribute to highway safety. This deficiency has now been overcome, at least in part. Recent research demonstrates significant differences in State motor vehicle accident death rates associated with inspection programs. Although much more specific information is needed, expecially with respect to the extent to which various kinds of inspection contribute to the overall results, it is clear that the inspection of motor vehicles by the States has an important place in highway safety.

The standard calls for:

A program for periodic motor vehicle inspection of all registered vehicles or an experimental, pilot, or demonstration program approved by the Secretary of Transportation.

Every registered vehicle inspected at the time of initial registration and annually thereafter or at such intervals as may be designated under an approved program.

Motor vehicle registration

Motor vehicle registration procedures need to be improved and adequate records systems developed so that vehicle ownership can be identified rapidly and efficiently for investigative, law enforcement, and other operational and research purposes. Central systems for recording are available in some States, but there is general need for improvement.

The standard calls for:

A motor vehicle registration and recordkeeping program to provide rapid identification of each vehicle and owner, and to make data, including gross laden weight of all commercial vehicles, available for accident, research, and safety program development.

Motorcycle safety

See above, page 9.

STATUTORY REQUIREMENT—HIGHWAY DESIGN AND MAINTENANCE

STANDARD AND SCOPE

Highway design, construction, and maintenance

Proper design, construction, and maintenance of streets and highways are important aspects of any effective highway safety program. Poor roads and inadequate maintenance can contribute directly to accidents and to the likelihood of serious and fatal injuries once accidents occur.

The standard calls for:

Maintenance of streets and highways in a condition that improves safety.

Meeting approved standards issued or endorsed by the Federal Highway Administrator for modernization of existing roads and new highways. Lighting of expressways and other major arteries in urbanized areas, breakaway signs, special guardrails and bridgerails, and signs at freeway interchanges directing motorist to emergency care facilities.

STATUTORY REQUIREMENT—TRAFFIC CONTROL

STANDARD AND SCOPE

Traffic control devices

Traffic control devices include signs, signals, markings, and a variety of electronic controls that convey regulatory or convenience information to motorists. As with street and highway construction, improvements may be made for capacity, for safety, or both.

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This program will be concerned with State implementation of control device improvements that bear directly on reducing accidents.

The standard calls for:

Upgrading of traffic control devices (signs, signals, markings, etc.) to conform with standards issued or endorsed by the Federal Highway Administrator.

Upgrading of existing control devices to conform to these standards.

Preventive maintenance, repair, and day-and-night inspection of all traffic control devices.

STATUTORY REQUIREMENT—SURVEILLANCE OF TRAFFIC

STANDARD AND SCOPE

Identification and surveillance of accident locations

The Bureau of Public Roads and the State highway departments are already conducting a program for the detection and correction of high accident locations. Similar programs for roads and streets not on the Federal-aid highway systems should be instituted in all States.

The standard calls for:

A program for identifying and investigating high accident locations and maintaining surveillance of locales with high accident rates.

A systematic program for developing corrective methods.

Measures to reduce accidents, and to evaluate safety improvements, at those locations.

STATUTORY REQUIREMENT—VEHICLE CODES AND LAWS

STANDARD AND SCOPE

Codes and laws

There is general agreement on the fundamental importance of uniform vehicle codes and other laws related to highway safety.

This program area involves assisting the States to adopt codes consistent with those of their neighbors and to promulgate new legislation to deal with motoring problems that did not exist prior to the advent of modern high-speed travel.

The standard calls for:

A program to achieve uniformity of traffic codes and laws throughout the State, including rules of the road for all public streets and highways.

A plan to make the rules of the road consistent with those of other States.

Alcohol in relation to highway safety

See above, page 10.

Traffic courts

Traffic court records should be a part of each central traffic records system, particularly for the driver records.

The standard calls for:

Courts to notify the State traffic records system of all convictions for moving traffic violations.

The standard recommends:

Uniform accounting systems and uniform court procedures.

That individuals charged with moving hazardous traffic violations be required to appear in court.

STATUTORY REQUIREMENT—EMERGENCY SERVICES

STANDARD AND SCOPE

Emergency medical services

Many of those injured in highway accidents die needlessly or are permanently disabled because they do not receive prompt and proper emergency medical care. Few areas of the United States now have adequate emergency services. In most areas, there has been inadequate planning of emergency logistics, communications and transportation facilities and present services are inadequately managed. Ambulance operators, drivers and attendants are commonly not required to be expert in first aid, nor are they required in some parts of the country to carry adequate equipment in their vehicles.

The standard recommends;

A program to insure prompt emergency medical care for accident victims.

First-aid training for emergency service personnel and criteria for use of the two-way communications system for dispatching aid.

Establishment of systems for operating and coordinating ambulance and other emergency care facilities

Comprehensive State planning of emergency medical services.

OUTLINE OF STANDARD-SETTING PROCESS

September 9, 1966–July 1, 1967

The following outline describes, in chronological order, the step-by-step process for developing standards for highway safety programs to be implemented by the States. In highlights not only specific actions taken by the Government, but also the extent to which the States, many organizations concerned with highway safety, and private citizens contributed to the final product.

The standard-setting process for highway safety programs, unlike that for vehicle and equipment standards, is not governed by the Administrative Procedure Act, which includes requirements for public announcement of proposals by publication in the Federal Register, and the opportunity for interested parties to submit comments on the proposals. However, the preparation of the standards for issuance generally followed the outline for setting standards as spelled out in the Administrative Procedure Act.

September 9: Signing of the Highway Safety Act of 1966 by President Johnson.

Preparation of draft standards

September 15: Introductory meeting held by the Under Secretary of Commerce with selected State officials concerned with highway safety and representatives of the Council of State Governments.

October 7: Letter from the Secretary of Commerce to each Governor requesting appointment of a liaison representative to work with the National Highway Safety Agency and requesting information about existing State highway safety programs.

November 1 to December 1: Compilation of background material for preparation of highway safety standards and selection of program areas for concentration.

December 5: Announcement of nine policy areas to be developed into proposals for State highway safety program standards at an introductory meeting with Governors' liaison representatives. Discussion centered on the need for effective communications with the States, timing of the issuance of the standards, procedures for applying for funds and implementation by the States. Seventy-one representatives from 42 States attended.

December 6: Similar meeting held with representatives from national associations of State and local government officials and with representatives from national associations concerned with State highway safety programs. Fifty-three representatives from 33 associations attended.

December 7 to February 10: Preparation of draft proposals:

1. Preliminary proposals refined into program areas and developed into specific draft proposals.
2. Draft proposals developed from—

Published research reports.
Draft standards prepared by the Bureau of Public Roads for administering the "Baldwin Amendment." [1]
The action program prepared by the President's Committee for Traffic Safety.
Recommendations by the Public Health Service.
National Safety Council annual inventories.
Solicited and unsolicited recommendations by groups and individuals.
Standards, publications, and programs of national organizations such as:
American Association of Motor Vehicle Administrators.
American Association of State Highway Officials.
American Bar Association.
Institute of Traffic Engineers.
International Association of Chiefs of Police.
National Education Association.

February 16: Draft proposals in 13 program areas released at a meeting with Governors' liaison representatives. Draft proposals and draft procedures for application for funds reviewed and discussed. Comments on the drafts were requested by mid-March. Eighty-six representatives from 47 States attended.

February 21: Similar meeting held with representatives of national associations of State and local officials and national organizations concerned with highway safety programs. Fifty representatives from 28 organizations attended.

Comments on draft proposals

February 16 to May 1: The draft proposals were widely distributed. Copies were also sent by the Public Health Service to all State public health agencies, requesting review and comment specificially on the provisions on emergency medical service; copies were transmitted by the American Association of State Highway Officials to all State highway departments.

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[1] Amendment to the Federal-Aid Highway Act, enacted as Public Law 89–139 on Aug. 28, 1965, providing or voluntary State highway safety standards.

National, State, and local organizations held special meetings to discuss and comment on the draft proposals. The Council of State Governments' Eastern Regional Committee on Highway Policy Problems and Transportation and the Southern Regional Highway Safety Subcommittee held meetings to discuss the draft proposals and submitted comments.

The National Education Association held a special 2-day meeting of 76 representative educators to review the provisions on driver education and submit comments.

Copies of the draft proposal were distributed to all interested persons on request.

March 15: Deadline for submission of comments on the draft proposals. Comments were received from 23 States, 12 national organizations and 25 organizations or other individuals. Many others requested extension of the deadline. The decision was made to review all comments received until the final preparation of the standards.

March 16: Appointment by President Johnson of the 29 members to the National Highway Safety Advisory Committee. The law requires the Advisory Committee's recommendations on the draft proposals for standards to be published with the Secretary's issuance of the standards.

April 1 to May 15: Intensive review of comments received from 48 States, the District of Columbia, Puerto Rico, 23 national organizations and 75 private individuals, and of the technical supporting documents submitted with the comments.

April 7: Letter to the Governors from the Federal Highway Administrator requesting any additional comments on the draft proposals, requesting information for implementation of the standards, and announcing the appointment of the interim regional Federal highway administrators.

April 8: Letter to the Governors from the Federal Highway Administrator, transmitting procedures and application forms for planning and administration of funds for State highway safety programs.

April 24–25: Meeting called by the seven largest States to review and comment jointly on the proposals.

April 25: First meeting of the National Highway Safety Advisory Committee for orientation and for discussion of the draft proposals. The members were invited to submit their preliminary comments individually on the proposals, and many did.

Redraft of the standards

May 1 to June 1:

1. Major recommendations were complied for each proposal.
2. State-by-State charts prepared for each proposal, noting position and recommendation on each portion of each proposal and feasibility.
3. Comparison of each draft standard with each recommendation received.
4. Determining factors for consideration in amending the draft proposals were: program need, feasibility, and cost.

May 19: First State highway safety projects approved. Planning and administration grants approved for four States (Arkansas, Massachusetts, Minnesota, and North Dakota).

May 25 to June 5: The draft proposals were redrafted to take account of the many recommendations and comments, and were approved by the Secretary.

June 2: Issuance of order by the Federal Highway Administrator on funding procedures for approval of substantive State highway programs.

Advisory Committee recommendations

June 6 and 7: Second meeting of Advisory Committee. The revised draft proposals were submitted to the Advisory Committee for item by item review and recommendations. The major recommendations were:

1. An amendment to the proposal for annual motor vehicle inspection permit an experimental, pilot, or demonstration program approved by the Secretary.
2. An amendment to the proposal for driver licensing to permit reexamination either at least every 4 years or for cause, rather than at least every 4 years.

June 8 to June 27: Review of Advisory Committee recommendations. Policy decisions were made on acceptance or rejection by the secretary of the Advisory Committee recommendations.

Release of State highway safety standards

June 27: Secretary of Transportation, Alan S. Boyd, released the first set of highway safety program standards under the Highway Safety Act of 1966.

July 1: Report to the Congress on the development of the highway safety program standards.

THE NATIONAL HIGHWAY SAFETY ADVISORY COMMITTEE

The act established the National Highway Safety Advisory Committee and authorized it, among other things, to review proposed standards prior to their issuance, and make recommendations with respect to them. The Committee consists of 29 members appointed by the President plus the Federal Highway Administrator and the Under Secretary of Transportation, who serves as chairman.

The recommendations of the Advisory Committee are required to be published with the order promulgating the standards.

The Committee was appointed by President Johnson on March 16. Table I lists the members and their respective terms of office.

Prior to the first meeting held in Washington on April 25, each member was provided with a copy of the draft proposals and other materials pertinent to the program. The meeting included a review of the standards then in draft and the basis for their development.

The members were invited to submit their comments on the draft standards following the meeting. The members responded with many pertinent and helpful suggestions. These, together with comments received from other sources, were used in the preparation of the final standards.

Prior to the second meeting, each member was provided with a summary of comments on the draft proposals. At that meeting, on June 6 and 7, each revised standard was again reviewed in detail and the Committee proposed some additional modifications which were, for the most part, incorporated in the standards. The initial

standards represent, therefore, the collective efforts of the members of the staff of the National Highway Safety Bureau, the representatives of the States and many organizations in highway safety, and the recommendations of the Advisory Committee.

The actions taken on the recommendations of the Advisory Committee are described in part II of the report.

TABLE I. NATIONAL HIGHWAY SAFETY ADVISORY COMMITTEE

ONE YEAR TERM—ENDS SEPTEMBER 9, 1967

William A. Rodgers, vice president and director, Tidewater Insurance Co., Baltimore, Md.
James F. Collins, president, American National Red Cross, Washington, D.C.
Richard N. Satterfield, executive vice president, Tennessee Automotive Association, Nashville, Tenn.
Joseph H. Hays, general counsel, Association of Western Railways, Chicago, Ill.
Jake J. DiMaggio, insurance adjustor, Valiant Associates, New Orleans, La.
William Randolph Hearst, editor in chief, Hearst Newspapers, New York, N.Y.
Robert F. Boos, city manager, City Hall, Laramie, Wyo.
James R. Boyd, general manager, Oil Field Haulers Association, Austin, Tex.
M. James Gleason, county commissioner, Multnomah County, Oreg.
William J. Hartigan, president, Hartigan Oldsmobile-Cadillac, Park Ridge, Ill.

TWO YEAR TERM—ENDS SEPTEMBER 9, 1967

Richard E. McLaughlin, registrar of motor vehicles, Boston, Mass.
Harold J. Gibbons, vice president, International Brotherhood of Teamsters, St. Louis, Mo.
DeWitt C. Greer, State highway engineer, Texas highway department, Austin, Tex.
Joseph E. Kerigan, vice president, Chrysler Corp., Detroit, Mich.
Jeffrey O'Connell, professor of law, University of Illinois, Champaign, Ill.
Norma O. Walker, mayor, city of Aurora, Aurora, Colo.
Ray F. Reavley, executive secretary, Automobile Wholesalers Association, and manager, Montana Safety Foundation, Montana.
Norvin Kiefer, M.D., chief medical director, Equitable Life Assurance Society, University Heights, N.Y.
James M. Hare, secretary of State for Michigan, Lansing, Mich.
Norman R. Howard, member of the Oregon State Legislature, Salem, Oreg.

THREE-YEAR TERM—ENDS SEPTEMBER 9, 1969

Richard J. Hughes, Governor of New Jersey, Trenton, N.J.
Kenneth A. Roberts, partner, law firm of Harter, Calhoun, Williams & Roberts, Washington, D.C.
Colin MacLeod, M.D., vice president for medical affairs, The Commonwealth Fund, New York, N.Y.

William H. Morris, president, International Association of Chiefs of Police, and superintendent, Illinois State police, Springfield, Ill.
Harry Heltzer, president, Minnesota Mining & Manufacturing Co., Minneapolis, Minn.
J. Sam Winters, partner, law firm of Clark, Thomas, Harris, Denius & Winters, Austin, Tex.
Jesse M. Unruh, speaker of the Assembly, State of California, Sacramento, Calif.
Mattie Bell Davis, judge, municipal court, metropolitan Dade County, Fla.
J. E. Malloy, commissioner of motor vehicles of Vermont, Montpelier, Vt.

STATEMENT ADOPTED BY THE ADVISORY COMMITTEE

"After months of individual study and many hours in formal session, the National Highway Safety Advisory Committee is pleased to submit to the Secretary of Transportation the final draft of highway safety standards which it recommends for adoption.

"The Committee commends the Department of Transportation and its staff for the excellence of the job which it has done in preparing preliminary standards. These standards were offered to the respective State governments for their consideration and comment. Finally, as noted, the Committee has given these standards its close attention, in detail. In almost every instance, the Committee has adopted changes or modifications in the preliminary standards, which it believes strengthens them from the standpoint of practicality and effectiveness. The Committee believes that the final draft which it has approved will be helpful to the advancement of highway safety. By the acceptance of the recommended standards the Federal, State, and local governments may take their proper places in the widespread all-out war on an epidemic which stalks the roads and streets of our land daily.

"In closing, the Committee commends Secretary of Transportation Alan S. Boyd, Under Secretary Everett Hutchinson, who was designated Committee Chairman, Federal Highway Administrator Lowell K. Bridwell, Dr. William Haddon, Jr., Director of the National Highway Safety Bureau and the members of their staff who worked with the Committee in its study of these standards."

JUNE 7, 1967.

PART II—HIGHWAY SAFETY PROGRAM STANDARDS

This section introduces each of the highway safety program standards with the following information:

General description.
Background.
Purpose.
Basis.
Recommendations of the National Highway Safety Advisory Committee.

DRIVER EDUCATION

INTRODUCTION

General description

This standard calls for each State to have an adequate program of driver education and training, including licensing commercial driving

schools, and also provides for State research and development programs.

Background

Section 402(b)(1). The Secretary shall not approve any State highway safety program under this section which does not—

"(E) provide for comprehensive driver training programs, including (1) the initiation of a State program for driver education in the school systems or for a significant expansion and improvement of such a program already in existence, to be administered by appropriate school officials under the supervision of the Governor as set forth in subparagraph (A) of this paragraph; (2) the training of qualified school instructors and their certification; (3) appropriate regulation of other training schools, including licensing of the schools and certification of their instructors; (4) adult driver training programs, and programs for the retraining of selected drivers; and (5) adequate research, development, and procurement of practice driving facilities, simulators, and other similar teaching aids for both school and other driver training use."—Highway Safety Act of 1966 (title 23, United States Code).

"In addition to the driver education courses given in public schools, privately operated commercial driver training schools exist in most States and are controlled by regulation in about half of the States. Obviously, the option for both students and adults to obtain driver training through private means should be available, provided the quality of the training is required to be maintained at a prescribed level."—Report No. 1700, House of Representatives, 89th Congress, second session, July 15, 1966, page 9.

Purpose

To insure that every eligible high school student has the opportunity to enroll in a course of instruction designed to train him to drive skillfully and as safely as possible under all traffic and roadway conditions. To insure that commercial driver training schools achieve and maintain a corresponding level of instruction for beginning drivers with recognition of differences between the needs of adults and adolescents. To provide education courses offering driving instruction to adults.

Basis for the standard

Existing programs in various States.
Recommendations of professional groups.

Action on Advisory Committee recommendations

The Advisory Committee recommended that driver education students be encouraged to enroll in first aid training. The Secretary accepted this recommendation because the likelihood of survival of individuals injured in traffic accidents is greatly increased by prompt first aid treatment properly administered by trained persons. The chances of a physician happening upon an accident scene are far less than those of a private motorist. A reservoir of motorists trained in first aid can be quickly developed by having driver education students take this training as part of their curriculum.

The Advisory Committee recommended that commercial driving schools be regulated either by States or by political subdivisions. The Secretary did not accept this recommendation because the schools

frequently operate in more than one political subdivision. Additionally, all schools in a State should meet similar standards.

The Advisory Committee endorsed this standard with the recommendation that the Secretary call a national conference of all interested parties in the near future to develop an adequate driver education curriculum for the secondary-school system and for adult driver training and retraining. The Secretary will consider implementation of this recommendation when the results of research projects in this area to be sponsored by the Bureau become available in 1968.

DRIVER EDUCATION

HIGHWAY SAFETY PROGRAM STANDARD

Each State, in cooperation with its political subdivisions, shall have a driver education and training program. This program shall provide at least that:

I. There is a driver education program available to all youths of licensing age which:

A. Is taught by instructors certified by the State as qualified for these purposes.

B. Provides each student with practice driving and instruction in at least the following:

1. Basic and advanced driving techniques, including techniques for handling emergencies.

2. Rules of the road, and other State laws and local motor vehicle laws and ordinances.

3. Critical vehicle systems and subsystems requiring preventive maintenance.

4. The vehicle, highway, and community features—

a. that aid the driver in avoiding crashes;

b. that protect him and his passengers in crashes; and

c. that maximize the salvage of the injured.

5. Signs, signals, and highway markings, and highway design features which require understanding for safe operation of motor vehicles.

6. Differences in characteristics of urban and rural driving, including safe use of modern expressways.

7. Pedestrian safety.

C. Encourages students participating in the program to enroll in first aid training.

II. There is a State research and development program including adequate research, development and procurement of practice driving facilities, simulators, and other similar teaching aids for both school and other driver-training use.

III. There is a program for adult driver training and retraining.

IV. Commercial driving schools are licensed and commercial driving instructors are certified in accordance with specific criteria adopted by the State.

V. The program shall be periodically evaluated by the State, and the National Highway Safety Bureau shall be provided with an evaluation summary.

DRIVER LICENSING

General description

This standard calls for:

1. Initial examination of all drivers.
2. Reexamination at 4-year intervals.
3. Classified licenses according to type of vehicle for which the driver is qualified.
4. Checks of a driver's record prior to licensing.
5. A medical board or other unit to advise on medical factors and procedures.
6. A driver improvement program.

Background

"* * * But strict uniform licensing and renewal procedures must be developed and adopted, covering minimum age limits, mandatory physical and eyesight examinations, competent skills, tests and written or oral examinations on traffic laws, varieties of traffic conditions, and emergency situations that arise in the operation of an automobile."—Report No. 1700, House of Representatives, 89th Congress, second session, July 15, 1966, page 9.

"* * * The value of uniformity is clear in such matters as * * * periodic reexamination of drivers."—Report No. 1302, U.S. Senate, 89th Congress, second session, June 23, 1966, page 5.

Purpose

To improve the quality of driving by implementing more effective and uniform licensing procedures, and thereby to reduce the number of accidents while also increasing the efficiency of traffic flow.

Basis for the standard

Practice in selected States.

Policies of the American Association of Motor Vehicle Administrators.

Action on Advisory Committee recommendations

The Advisory Committee recommended that the standard be changed to permit States to reexamine drivers either every 4 years or for cause.

The Secretary did not accept this recommendation. Visual acuity deteriorates as one grows older. Traffic laws and regulations change. Reexamination provides for periodic checks of visual acuity and requires drivers to keep current their knowledge of "rules of the road." In addition, reexamination provides license examiners with an opportunity to determine whether a more thorough examination or testing is warranted for certain drivers.

The Advisory Committee recommended other minor amendments which were accepted by the Secretary.

DRIVER LICENSING

HIGHWAY SAFETY PROGRAM STANDARD

Each State shall have a driver licensing program (*a*) to insure that only persons physically and mentally qualified will be licensed to operate a vehicle on the highways of the State, and (*b*) to prevent

needlessly removing the opportunity of the citizen to drive. The program shall provide, as a minimum, that:

I. Each driver holds only one license, which identifies the type(s) of vehicle(s) he is authorized to drive.[1]

II. Each driver submits acceptable proof of date and place of birth in applying for his original license.

III. Each driver—

A. Passes an initial examination demonstrating his—

1. Ability to operate the class(es) of vehicle(s) for which he is licensed.

2. Ability to read and comprehend traffic signs and symbols.

3. Knowledge of laws relating to traffic (rules of the road) safe driving procedures, vehicle and highway safety features, emergency situations that arise in the operation of an automobile, and other driver responsibilities.

4. Visual acuity, which must meet or exceed State standards.

B. Is reexamined at an interval not to exceed 4 years, for at least visual acuity and knowledge of rules of the road.

IV. A record on each driver is maintained which includes positive identification, current address, and driving history. In addition, the record system shall provide the following services:

A. Rapid entry of new data into the system.

B. Controls to eliminate unnecessary or unreasonable delay in obtaining data which is required for the system.

C. Rapid audio or visual response upon receipt at the records station of any priority request for status of driver license validity.

D. Ready availability of data for statistical compilation as needed by authorized sources.

E. Ready identification of drivers sought for enforcement or other operational needs.

V. Each license is issued for a specific term, and must be renewed to remain valid. At time of issuance or renewal each dirver's records must be checked.

VI. There is a driver improvement program to identify problem drivers for record review and other appropriate actions designed to reduce the frequency of their involvement in traffic accidents or violations.

VIII. There is:

A. A system providing for medical evaluation of persons whom the driver licensing agency has reason to believe have menatl or physical conditions which might impair their driving ability.

B. A procedure which will keep the driver license agency informed of all licensed drivers who are currently applying for or receiving any type of tax, welfare, or other benefits or exemptions for the blind or nearly blind.

C. A medical advisory board or equivalent allied health professional unit composed of qualified personnel to advise the driver license gency on medical criteria and vision standards.

VIII. The program shall be periodically evaluated by the Stage and the National Highway Safety Bureau shall be provided with an

[1] See Motorcycle Safety Standard.

evaluation summary. The evaluation shall attempt to ascertain the extent to which driving without a license occurs.

MOTORCYCLE SAFETY

INTRODUCTION

General description

This standard requires a State to develop and implement a motorcycle safety program covering the following subjects:

1. Special licenses for motorcycle drivers
2. Protective headgear
3. Eye protection
4. Safety equipment
5. Inspection

The requirement for special licenses conforms to the driver licensing standard under which these special licenses are required, and the reference to inspection is similarly in conformance with the periodic motor vehicle inspection standard.

Background

Deaths and injuries for motorcycle accidents doubled between 1963 and 1965. This fact is particularly alarming when it is understood that most of these killed and injured were young people under the age of 25. Motorcycle registrations have jumped from 574,080 in 1960 to 1,914,700 in 1966. By 1970 the annual increase is expected to reach 1 million per year. Motorcycle safety takes on grave dimensions in view of the fact that since 1960 the rate of motorcycle fatilities has increased at about the same rate as the number of motorcycles.

Purpose

To assure that motorcycles, motorcycle operators and their passengers meet standards which contribute to the safe operation of their vehicles and protection from injuries.

Basis for the standard

Statutes in selected States.

Research results from United States, England, and Australia.

"Motorcycles in the United States," U.S. Department of Health, Education, and Welfare.

"A Review of Motorcycle Safety Problems in New York State," State of New York Department of Motor Vehicles.

Action on Advisory Committee recommendations

The Advisory Committee recommended adoption of the standard with minor amendments, all of which were accepted by the Secretary.

MOTORCYCLE SAFETY

HIGHWAY SAFETY PROGRAM STANDARD

For the purposes of this standard a motorcycle is defined as any motor-driven vehicle having a seat or saddle for the use of the rider and designed to travel on not more than three wheels in contact with the ground, but excluding tractors and vehicles on which the operator and passengers ride within an enclosed cab.

Each State shall have a motorcycle safety program to insure that only persons physically and mentally qualified will be licensed to

operate a motorcycle; that protective safety equipment for drivers and passengers will be worn; and that the motorcycle meets standards for safety equipment.

I. The program shall provide as a minimum that:

A. Each person who operates a motorcycle:

1. Passes an examination or reexamination designed especially for motorcycle operation.

2. Holds a license issued specifically for motorcycle use or a regular license endorsed for each purpose.

B. Each motorcycle operator wears an approved safety helmet and eye protection when he is operating his vehicle on streets and highways.

C. Each motorcycle passenger wears an approved safety helmet, and is provided with a seat and footrest.

D. Each motorcycle is equipped with a rearview mirror.

E. Each motorcycle is inspected at the time it is initially registered and at least annually thereafter, or in accordance with the State's inspection requirements.[1]

II. The program shall be periodically evaluated by the State for its effectiveness in terms of reductions in accidents and their end results, and the National Highway Safety Bureau shall be provided with an evaluation summary.

TRAFFIC RECORDS

INTRODUCTION

General description

This standard calls for each State, in cooperation with political subdivisions, to maintain a traffic records system. These records are to contain information regarding driver, vehicle, accident and highway, and are to be compatible for purposes of analysis and correlation.

It calls for each State to have a program for analyzing these records for the purpose of establishing probable cause in the case of accidents and for effecting improvements to reduce accident rates.

It calls for States to publish an annual statistical report concerning accidents together with indication of what measures are to be taken to reduce accident rates and fatalities.

Background

"* * * the most definitive, objective, and specialized accident investigation of which we are capable will be useless unless its results can be fed into a record system, correlated with other relevant data, and made to serve some purpose other than mere accumulation.

"Uniform, complete, and accurate accident reports, stored in one center in every State, subject to rapid retrieval and analysis, and compatible with a national record system at the Federal level, can tell us not only how many accidents we have, but what kind of accidents they are, where and when they occur, the physical circumstances and the people, and the injuries, death and damage they involve, what emergency services and enforcement agencies responded and how, and what judicial actions resulted, to mention only the most obvious possibilities.

"* * * No other part of the State program is as basic to ultimate success, nor as demanding of complete cooperation at every juris-

[1] See Periodic Motor Vehicle Inspection Standard.

ditional level.* * * "—Report No. 1700, House of Representatives 89th Congress, second session, July 15, 1966, pages 10 and 11.

Purpose

To assure that appropriate data on traffic accidents, drivers, motor vehicles, and roadways are available to provide a reliable indication of the magnitude and nature of the highway traffic accident problem on a National, State, and local scale, and a reliable means for identifying short-term changes and long-term trends in the magnitude and nature of traffic accidents.

Basis for the standard

Uniform Vehicle Code.
National Safety Council Accident report project.
Recommendation of President's Committee for Traffic Safety.
Baldwin amendment draft standards.
Experience of numerous State highway and motor vehicle departments.
Selected research reports.
Need for more uniform and systematic and centralized records systems to determine probable cause of accidents.

Action on Advisory Committee recommendations

The Advisory Committee recommended that all traffic records relating to accidents, other than those relating to detection of high accident locations, be open to the public.

The Secretary accepted this recommendation except that portion relating to high accident locations, because the availability of such information is in the public interest. In this regard, Report No. 1700 of the House Public Works Committee states that all accident records reports "should be available to the public provided they do not identify individuals."

The Advisory Committee recommended other minor amendments which were accepted by the Secretary.

TRAFFIC RECORDS

HIGHWAY SAFETY PROGRAM STANDARD

Each State, in cooperation with its political subdivisions, shall maintain a traffic records system. The statewide system (which may consist of compatible subsystems) shall include data for the entire State. Information regarding drivers, vehicles, accidents, and highways shall be compatible for purposes of analysis and correlation. Systems maintained by local governments shall be compatible with, and capable of furnishing data to the State system. The State system shall be capable of providing summaries, tabulations, and special analyses to local governments on request.

The record system shall include: (a) certain basic minimum data and (b) procedures for statistical analyses of these data.

The program shall provide as a minimum that:

I. Information on vehicles and system capabilities includes (conforms to motor vehicle registration standard):

A. Make.
B. Model year.
C. Identification number (rather than motor number).

D. Type of body.
E. License plate number.
F. Name of current owner.
G. Current address of owner.
H. Registered gross laden weight of every commercial vehicle.
I. Rapid entry of new data into the records or data system.
J. Controls to eliminate unnecessary or unreasonable delay in obtaining data.
K. Rapid audio or visual response upon receipt at the records station of any priority request for status of vehicle possession authorization.
L. Data available for statistical compilation as needed by authorized sources.
M. Identification and ownership of vehicles sought for enforcement or other operational needs.

II. Information on drivers and system capabilities includes (conforms to driver licensing standard):
A. Positive identification.
B. Current address.
C. Driving history.
D. Rapid entry of new data into the system.
E. Controls to eliminate unnecessary or unreasonable delay in obtaining data which is required for the system.
F. Rapid audio or visual response upon receipt at the records station of any priority request for status of driver license validity.
G. Ready availability of data for statistical compilation as needed by authorized sources.
H. Ready identification of drivers sought for enforcement or other operational needs.

III. Information on types of accidents includes:
A. Identification of location in space and time.
B. Identification of drivers and vehicles involved.
C. Type of accident.
D. Description of injury and property damage.
E. Description of environmental conditions.
F. Causes and contributing factors, including the absence of or failure to use available safety equipment.

IV. There are methods to develop summary listings, cross tabulations, trend analyses, and other statistical treatments of all appropriate combinations and aggregations of data items in the basic minimum data record of drivers and accident experience by specified groups.

V. All traffic records relating to accidents collected hereunder shall be open to the public in a manner which does not identify individuals.

VI. The program shall be periodically evaluated by the State and the National Highway Safety Bureau shall be provided with an evaluation summary.

ALCOHOL IN RELATION TO HIGHWAY SAFETY

INTRODUCTION

General description

This standard requires each State to develop and implement, as a minimum, a three-part program relating to persons driving while

under the influence of alcohol. These three portions relate to: (1) Maximum limits on blood-alcohol concentration, either as an absolute or a presumptive limit; (2) "Implied consent" authority, with adequate procedural safeguards; (3) A program to measure alcohol present in bodies of drivers and pedestrians involved in fatal accidents, and in drivers involved in accidents fatal to others.

Background

"Every witness who testified before the committee expressed deep and growing concern regarding the incidence of impairment by alcohol in relation to highway accidents. Though it is, on the basis of present information, impossible to state how many accidents were in fact the result, or even in part the result, of the driver's or the pedestrian's consumption of alcohol, the statistics do indicate clearly that alcohol is a factor present to some degree in about 50 percent of all accidents. This is a serious problem, and a perplexing one. Its alleviation and control will be extremely difficult, but its magnitude precludes its evasion * * *"—Report No. 1700, House of Representatives, 89th Congress, second session, July 15, 1966, p. 26.

Purpose

To broaden the scope and number of activities directed toward reducing traffic accident loss experience arising in whole or in part from persons driving under the influence of alcohol.

Basis for the standard

Uniform Vehicle Code.

Chemical Tests and the Law, Robert L. Donigan, the Traffic Institute, Northwestern University, Evanston, Ill., 1966.

Reports of Committee on Medico-Legal Problems, American Medical Association.

Report of Committee on Alcohol and Drugs, National Safety Council.

Report of Committee on Tests for Intoxication, National Safety Council.

Action on Advisory Committee recommendations

The Advisory Committee recommended that the blood-alcohol concentration legally defining "intoxication" should be set no higher than 0.10 percent by weight. The Secretary accepted this recommendation because extensive research clearly indicates that the ability of all individuals to operate motor vehicles safely is impaired when their blood-alcohol concentration equals or exceeds 0.10 percent by weight. The provision relating to the blood-alcohol concentration was rewritten to establish the 0.10 percent as a maximum, and to allow States to set lower limits, if desired.

The Committee also recommended minor clarifications in phrasing, which were adopted.

ALCOHOL IN RELATION TO HIGHWAY SAFETY

HIGHWAY SAFETY PROGRAM STANDARD

Each State, in cooperation with its political subdivisions, shall develop and implement a program to achieve a reduction in those

traffic accidents arising in whole or in part from persons driving under the influence of alcohol. The program shall provide at least that:

I. There is a specification by the State of the following with respect to alcohol-related offenses:

A. Chemical test procedures for determining blood-alcohol concentrations.

B. (1) The blood alcohol concentration, not higher than 0.10 percent by weight, which define the terms "intoxicated" or "under the influence of alcohol," and

(2) A provision making it either unlawful, or presumptive evidence of illegality, if the blood-alcohol concentration of a driver equals or exceeds the limit so established.

II. Any person placed under arrest for operating a motor vehicle while intoxicated or under the influence of alcohol is deemed to have given his consent to a chemical test of his blood, breath, or urine for the purpose of determining the alcohol content of his blood.

III. To the extent practicable, there are quantitative tests for alcohol:

A. On the bodies of all drivers and adult pedestrians who die within 4 hours of a traffic accident.

B. On all surviving drivers in accidents fatal to others.

IV. There are appropriate procedures established by the State for specifying:

A. The qualifications of personnel who administer chemical tests used to determine blood, breath, and other body alcohol concentrations.

B. The methods and related details of specimen selection, collection, handling, and analysis.

C. The reporting and tabulation of the results.

V. The program shall be periodically evaluated by the State, and the National Highway Safety Bureau shall be provided with an evaluation summary.

PERIODIC MOTOR VEHICLE INSPECTION

INTRODUCTION

General description

This standard requires each State to have a system of periodic inspection of all vehicles registered in the State, at least once a year, or an experimental, pilot, or demonstration program approved by the Secretary of Transportation.

It does not specify whether the stations must be State-operated, State-licensed, or a combination. This determination is left to the States.

Background

"We will obviate the value of every program element involved in this effort if State safety programs do not include vehicle inspection requirements * * *."—Report No. 1700, House of Representatives, 89th Congress, second session, July 15, 1966, page 12.

"* * * For example: We know today that only 21 States have legislation requiring periodic inspection of vehicles. General experience indicates that vehicles inspected are more often than not deficient in components that are important to safety."—Report No. 1302, U.S. Senate, 89th Congress, second session, June 23, 1966, page 6.

Purpose

To increase, through periodic vehicle inspection, the likelihood that every vehicle operated on the public highways is properly equipped and is being maintained in reasonably safe working order.

Basis for the standard

Motor Vehicle Inspection Guide—Parts I and II, American Association of Motor Vehicle Administrators and Auto Industries Highway Safety Committee, 404 Madison Bldg., Washington, D.C. 20005.

"Relationship of Motor Vehicle Inspection to Accident Mortality," Robert C. Buxbaum, M.D. and Theodore Colton, ScD, Journal of the American Medical Association, July 4, 1966.

A Report on Current Information Measurement and Research, Albert J. Mayer and Thomas F. Hoult, Wayne State University, Detroit, Mich.; January 1963.

Report on an Evaluation of Motor Vehicle Inspection, Coverdale and Colpitts, Consulting Engineers, 120 Wall Street, New York, N.Y. 10005, April 1967.

Recommendations of numerous organizations.

Existing practice in selected States.

Action on Advisory Committee recommendations

The Advisory Committee recommended that a State be permitted an experimental, pilot or demonstration program in lieu of annual inspection of all vehicles, if the program is approved by the Secretary. The Secretary accepted this recommendation under the statutory authority to waive standards for the purpose of evaluating new or different highway safety programs instituted on an experimental, pilot, or demonstration basis. An important condition for granting waiver will be that plans for a demonstration program include adequate provisions for assessing the effectiveness of the requested alternative approach.

The Advisory Committee also recommended that the name of the inspector and the mileage or odometer reading of each vehicle be recorded at the time of inspection. The Secretary accepted this recommendation because the information would be of value in administering and evaluating the program.

The Advisory Committee also recommended that annual summaries of inspection records include tabulations by make and model of vehicles. The Secretary accepted this recommendation because the information will be of value to the national highway safety program, to motor vehicle manufacturers, and to the public.

The Advisory Committee also adopted the following resolution with respect to inspection procedures:

"It is the sense of the National Highway Safety Advisory Committee that inspection procedures inaugurated by the States shall be submitted to the Secretary for consideration. The Committee urges that in the event such procedures are not approved by the Secretary, no State shall be penalized for any deficiencies discovered until said State shall have a minimum of 2 years to take corrective action."

The Secretary is taking this resolution under advisement.

PERIODIC MOTOR VEHICLE INSPECTION

HIGHWAY SAFETY PROGRAM STANDARD

Each State shall have a program for periodic inspection of all registered vehicles or other experimental, pilot, or demonstration program approved by the Secretary, to reduce the number of vehicles with existing or potential conditions which cause or contribute to accidents or increase the severity of accidents which do occur, and shall require the owner to correct such conditions.

I. The program shall provide, as a minimum, that:

A. Every vehicle registered in the State is inspected either at the time of initial registration and at least annually thereafter, or at such other time as may be designated under an experimental, pilot, or demonstration program approved by the Secretary.

B. The inspection is performed by competent personnel specifically trained to perform their duties and certified by the State.

C. The inspection covers systems, subsystems, and components having substantial relation to safe vehicle performance.

D. The inspection procedures equal or exceed criteria issued or endorsed by the National Highway Safety Bureau.

E. Each inspection station maintains records in a form specified by the State, which include at least the following information:

1. Class of vehicle.
2. Date of inspection.
3. Make of vehicle.
4. Model year.
5. Vehicle identification number.
6. Defects by category.
7. Identification of inspector.
8. Mileage or odometer reading.

F. The State publishes summaries of records of all inspection stations at least annually, including tabulations by make and model of vehicle.

II. The program shall be periodically evaluated by the State and the National Highway Safety Bureau shall be provided with an evaluation summary.

MOTOR VEHICLE REGISTRATION

INTRODUCTION

General description

This standard calls for a program of vehicle registration which would identify the owner of each vehicle. Information on make, model year, and type of body would be obtained. A procedure for keeping up-to-date records is also required.

Background

"* * * It is obvious that a single, central motor vehicle registration and titling system in each State designed to fully and accurately describe each vehicle and its owner is essential as a control mechanism in any safety program.

"In a society as extremely mobile as ours, the need to be able rapidly to identify vehicle ownership is paramount. Some States have

no titling system at all, and vehicle registration is limited to license plate numbers assigned to named individuals. Others have fairly comprehensive central, cross-referenced, registration and titling systems. Expanded and set up electronically, such a system would make it possible to identify a vehicle by as simple a process as the license number or as remote a process as, perhaps, its color and one or more of its exterior design characteristics. Vehicle registration is an indispensable tool to investigation and law enforcement."—Report No. 1700, House of Representatives, 89th Congress, second session, July 15, 1966, pages 11 and 12.

Purpose

I. To provide a means of identifying the owner and type, weight, size, and carrying capacities of every vehicle licensed to operate in the State, and to make such data available for traffic safety studies and research, accident investigation, enforcement, and other operational uses.

II. To provide a means for aggregating ownership and vehicle information for: (a) accident research; (b) planning and development of streets, highways, and related facilities; and (c) other operational uses.

Basis for the standard

General practice in the States.

Policies of the American Association of Motor Vehicle Administrators.

Action on Advisory Committee recommendations

The Advisory Committee recommended the adoption of the standard with editorial amendments which were accepted by the Secretary.

MOTOR VEHICLE REGISTRATION

HIGHWAY SAFETY PROGRAM STANDARD

Each State shall have a motor vehicle registration program, which shall provide for rapid identification of each vehicle and its owner; and shall make available pertinent data for accident research and safety program development.

I. The program shall be such that every vehicle operated on public highways is registered and the following information is readily available for each vehicle:

A. Make.
B. Model year.
C. Identification number (rather than motor number).
D. Type of body.
E. License plate number.
F. Name of current owner.
G. Current address of owner.
H. Registered gross laden weight of every commercial vehicle.

II. Each program shall have a records system that provides at least the following services:

A. Rapid entry of new data into the records or data system.
B. Controls to eliminate unnecessary or unreasonable delay in obtaining data.

C. Rapid audio or visual response upon receipt at the records station of any priority request for status of vehicle possession authorization.

D. Data available for statistical compilation as needed by authorized sources.

E. Identification and ownership of vehicle sought for enforcement or other operation needs.

III. This program shall be periodically evaluated by the State, and the National Highway Safety Bureau shall be provided with an evaluation summary.

HIGHWAY DESIGN, CONSTRUCTION, AND MAINTENANCE

INTRODUCTION

General description

This standard requires that existing streets and highways be maintained in a condition that promotes safety. It also requires that new highways and reconstructed highways must meet approved safety standards. Precautions shall be taken to protect passing motorists as well as highway workers from accident involvement at highway construction sites.

Background

"There are, however, a great many things we can do in highway design, maintenance, and construction to improve their contribution to safety.

"We can require that all new construction and reconstruction, regardless of where it is, be built to no less than Federal-aid primary design standards, even if this does mean building fewer miles, and we can require that those primary geometric design standards be substantially raised * * *

"We can require that median barriers and guardrails be constructed of impact absorption materials that return cars with the least possible damage to positions parallel to traffic, and we can require that this be done immediately. We can also start replacing the present impact-dangerous barriers and guardrails with the improved types * * *.

"We can require that maintenance standards and practices be high enough to keep highways up to original construction standards."—Report No. 1700, House of Representatives, 89th Congress, second session, July 15, 1966, p. 15.

Purpose

To assure: (a) that existing streets and highways are maintained in a condition that promotes safety, (b) that capital improvements either to modernize existing roads or to provide new facilities meet approved safety standards, and (c) that appropriate precautions are taken to protect passing motorists as well as highway workers from accident involvement at highway construction sites.

Basis for the standard

"A Policy on Geometric Design of Rural Highways" and "A Policy on Arterial Highways in Urban Areas," American Association of State Highway Officials.

Recommended Practices for Subdivision Streets; Institute of Traffic Engineers.

USASI D12.1—American Standard Practice for Roadway Lighting.

Part V of USASI D6.1—Manual of Uniform Traffic Control Devices for Streets and Highways.

Policy and Procedure memoranda and relevant publications of the Bureau of Public Roads.

Relevant policies and publications of the American Association of State Highway Officials.

Action on Advisory Committee recommendations

The Advisory Committee recommended the adoption of this standard without amendment.

HIGHWAY DESIGN, CONSTRUCTION, AND MAINTENANCE

HIGHWAY SAFETY PROGRAM STANDARD

Every State in cooperation with county and local governments, shall have a program of highway design, construction, and maintenance to improve highway safety. Standards applicable to specific programs are those issued or endorsed by the Federal Highway Administrator.

I. The program shall provide, as a minimum that:

A. There are design standards relating to safety features such as sight distance, horizontal and vertical curvature, spacing of decision points, width of lanes, et cetera, for all new construction or reconstruction, at least on expressways, major streets and highways, and through streets and highways.

B. Street systems are designed to provide a safe traffic environment for pedestrians and motorists when subdivisions and residental areas are developed or redeveloped.

C. Roadway lighting is provided or upgraded on a priority basis at the following locations:

1. Expressways and other major arteries in urbanized areas.

2. Junctions of major highways in rural areas.

3. Locations or sections of streets and highways having high ratios of night-to-day motor vehicle and/or pedestrian accidents.

4. Tunnels and long underpasses.

D. There are standards for pavement design and construction with specific provisions for high skid resistance qualities.

E. There is a program for resurfacing or other surface treatment with emphasis on correction of locations or sections of streets and highways with low skid resistance and high or potentially high accident rates susceptible to reduction by providing improved surfaces.

F. There is guidance, warning, and regulation of traffic approaching and traveling over construction or repair sites and detours.

G. There is a systematic identification and tabulation of all rail-highway grade crossings and a program for the elimination of hazards and dangerous crossings.

H. Roadways and the roadsides are maintained consistent with the design standards which are followed in construction, to provide safe and efficient movement of traffic.

I. Hazards within the highway right-of-way are identified and corrected.

J. There are highway design and construction features, wherever possible, for accident prevention and survivability including at least the following:

1. Roadsides clear of obstacles, with clear distance being determined on the basis of traffic volumes, prevailing speeds, and the nature of development along the street or highway.

2. Supports for traffic control devices and lighting that are designed to yield or break away under impact wherever appropriate.

3. Protective devices that afford maximum protection to the occupants of vehicles wherever fixed objects cannot reasonably be removed or designed to yield.

4. Bridge railings and parapets which are designed to minimize severity of impact, to retain the vehicle, to redirect the vehicle so that it will move parallel to the roadway, and to minimize danger to traffic below.

5. Guardrails, and other design features which protect people from out-of-control vehicles at locations of special hazards such as playgrounds, schoolyards, and commercial areas.

K. There is a post-crash program which includes at least the following:

1. Signs at freeway interchanges directing motorists to hospitals having emergency-care capabilities.

2. Maintenance personnel trained in procedures for summoning aid, protecting others from hazards at accident sites, and removing debris.

3. Provisions for access and egress for emergency vehicles to freeway sections where this would significantly reduce traveltime without reducing the safety benefits of acess control.

II. This program shall be periodically evaluated by the State for its effectiveness in terms of reductions in accidents and their end results, and the National Highway Safety Bureau shall be provided with an evaluation summary.

TRAFFIC CONTROL DEVICES

INTRODUCTION

General description

This standard requires that traffic control devices—signs, signals, markings, etc.—on all streets and highways shall be uniform in design and application. Existing devices are to be upgraded, and where engineering studies determine that new devices are required, such devices are to be installed, all in conformance with standards for uniformity. The standard provides that there is to be a program of inspection, maintenance, and repair of traffic control devices. Furthermore, the standard calls for a program of establishing speed zones based on engineering and traffic investigations.

Background

"Traffic control devices, signs, and signals on all highways and streets should be uniform, and standards should be continually re-

viewed and upgraded."—Report No. 1700, House of Representatives 89th Congress, second session, July 15, 1966, page 19.

"The value of uniformity is clear in such matters as uniform signs and signaling devices * * *"—Report No. 1302, U.S. Senate 89th Congress, second session, June 23, 1966, page 5.

Purpose

To assure the full and proper application of modern traffic engineering practice and uniform standards for traffic control devices to reduce the likelihood and severity of traffic accidents.

Basis for the standard

USASI Standard D6.1.

Manual on Uniform Traffic Control Devices for Streets and Highways, American Association of State Highway Officials.

Manual for Signing and Pavement Marking of the National System of Interstate and Defense Highways, American Association of State Highway Officials.

Existing policies and practices of selected States and the Bureau of Public Roads.

Action on Advisory Committee recommendations

The Advisory Committee recommended the adoption of this standard without amendment.

TRAFFIC CONTROL DEVICES

HIGHWAY SAFETY PROGRAM STANDARD

Each State, in cooperation with its county and local government, shall have a program relating to the use of traffic control devices (signs, markings, signals, etc.) and other traffic engineering measures to reduce traffic accidents.

I. The program shall provide, as a minimum, that:

A. There is a method:

1. To identify needs and deficiencies of traffic control devices.

2. To assist in developing current and projected programs for maintaining, upgrading, and installing traffic control devices.

B. Existing traffic control devices on all streets and highways are upgraded to conform with standards issued or endorsed by the Federal Highway Administrator.

C. New traffic control devices are installed on all streets and highways, based on engineering studies to determine where devices are needed for safety. Such devices conform with standards issued or endorsed by the Federal Highway Administrator.

D. There are programs for preventive maintenance, repair, and daytime and nighttime inspection of all traffic control devices.

E. Fixed or variable speed zones are established, at least on expressways, major streets and highways, and through streets and highways, based on engineering and traffic investigations.

II. This program shall be periodically evaluated by the State and the National Highway Safety Bureau shall be provided with an evaluation summary.

IDENTIFICATION AND SURVEILLANCE OF ACCIDENT LOCATIONS

INTRODUCTION

General description

This standard requires each State, in cooperation with county and other local governments, to have a program for identifying and improving high accident locations and maintaining a survey of the locales with high accident rates to evaluate adequacy of the improvement.

Background

"* * * such uniform standards shall include, but not be limited to * * * surveillance of traffic for detection and correction of high or potentially high accident locations * * *"—Highway Safety Act of 1966, 23 U.S.C. 402(a).

Purpose

To identify specific locations or sections of streets and highways which have high or potentially high accident experience, as a basis for establishing priorities for improvement, selective enforcement, or other operational practices that will eliminate or reduce the hazards at the location so identified.

Basis for the standard

Policies and procedures followed by the Bureau of Public Roads and the State highway departments in conducting a program for the detection and correction of high accident locations on the Federal-aid highway system.

Action on Advisory Committee recommendations

The Advisory Committee recommended that records pertaining to high accident locations should not be made public. The Secretary did not accept this recommendation because such a restriction upon public availability of traffic accident information would not be in the public interest.

IDENTIFICATION SURVEILLANCE OF ACCIDENT LOCATIONS

HIGHWAY SAFETY PROGRAM STANDARD

Each State, in cooperation with county and other local governments, shall have a program for identifying accident locations and for maintaining surveillance of those locations having high accident rates or losses:

I. The program shall provide, as a minimum, that:

A. There is a procedure for accurate identification of accident locations on all roads and streets.

1. To identify accident experience and losses on any specific sections of the road and street system.

2. To produce an inventory of:

a. High accident locations.

b. Locations where accidents are increasing sharply.

c. Design and operating features with which high accident frequencies or severities are associated.

3. To take appropriate measures for reducing accidents.

4. To evaluate the effectiveness of safety improvements on any specific section of the road and street system.

B. There is a systematically organized program:

1. To maintain continuing surveillance of the roadway network for potentially high accident locations.

2. To develop methods for their correction.

II. The program shall be periodically evaluated by the State and the National Highway Safety Bureau shall be provided with an evaluation summary.

CODES AND LAWS

INTRODUCTION

General description

This standard requires a State to achieve uniform rules of the road in all its jurisdictions and to have a plan for the adoption of motor vehicle laws and codes consistent with those of its neighbor States.

Background

"* * * basic motor vehicle codes and traffic ordinances should be made uniform throughout the Nation. The laws in the field are literally a jungle of confusion. There is a vast array of changing and and conflicting traffic laws and control systems as we drive from State to State * * *. This situation not only makes it impossible for the driver to know what the law is, but it encourages him to ignore the law."—Report No. 1700, House of Representatives, 89th Congress, second session, July 15, 1966, page 19.

Purpose

To eliminate all major variations in traffic codes, laws, and ordinances on given aspects of highway safety among political subdivisions in a State, to increase the compatibility of these ordinances with a unified overall State policy on traffic safety codes and laws, and to further the adoption of appropriate aspects of the rules-of-the road section of the Uniform Vehicle Code.

Basis for the standard

Uniform Vehicle Code.

Existing policies and practices of selected States.

Action on Advisory Committee recommendations

The Advisory Committee recommended adoption of the standard without amendment.

CODES AND LAWS

HIGHWAY SAFETY PROGRAM STANDARD

Each State shall develop and implement a program to achieve uniformity of traffic codes and laws throughout the State. The program shall provide at least that:

I. There is a plan to achieve uniform rules of the road in all of its jurisdictions.

II. There is a plan to make the State's unified rules of the road consistent with similar unified plans of other States. Toward this end, each State shall undertake and maintain continuing comparisons of all State and local laws, statutes, and ordinances with the comparable provisions of the rules of the road section of the Uniform Vehicle Code.[1]

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[1] Uniform Vehicle Code, revised 1962. National Committee on Uniform Traffic Laws and Ordinances, 525 School Street, SW., Washington, D.C.

TRAFFIC COURTS

INTRODUCTION

General description

This standard requires that convictions for moving traffic violations be reported to the central traffic records system, and recommends appearance in court for certain offenses.

Background

"The States must reappraise and revise their traffic court systems. Traffic courts should be a regularly established part of the State judicial system, with fulltime judges and staffs, assigned quarters, and operating procedures which insure reasonable availability of court services for alleged offenders. No traffic court or any of its personnel should be financially dependent upon any fee system, fines, costs, or other revenue resulting from processing violations of motor vehicle laws, and strict accounting procedures regarding collection of fees, fines, and costs hould be instituted."—Report No. 1770, House of Representatives 89th Congress, second session, July 15, 1966, p. 19.

Purpose

To provide prompt impartial adjudication of proceedings involving motor vehicle laws.

Basis of the standard

Recommendations of the American Bar Association.
Existing policies and practices of selected States.

Action on Advisory Committee recommendations

The Advisory Committee recommended adoption of the standard with minor changes which were accepted by the Secretary.

TRAFFIC COURTS

HIGHWAY SAFETY PROGRAM STANDARD

Each State in cooperation with its political subdivisions shall have a program to assure that all traffic courts in it complement and support local and Statewide traffic safety objectives. The program shall provide at least that:

I. All convictions for moving traffic violations shall be reported to the State traffic records system.

II. Program recommendations: In addition the State should take appropriate steps to meet the following recommended conditions:

A. All individuals charged with moving hazardous traffic violations are required to appear in court.

B. Traffic courts are financially independent of any fee system, fines, costs, or other revenue such as posting or forfeiture of bail or other collateral resulting from processing violations of motor vehicle laws.

C. Operating procedures, assignment of judges, staff, and quarters insure reasonable availability of court services for alleged traffic offenders.

D. There is a uniform accounting system regarding traffic violation notices, collection of fines, fees, and costs.

E. There are uniform rules governing court procedures in traffic cases.

F. There are current manuals and guides for administration, court procedures, and accounting.

EMERGENCY MEDICAL SERVICES

INTRODUCTION

General description

This standard requires the development of a comprehensive and integrated State plan for emergency services to be provided on a uniform, coordinated, and prompt basis.

Background

The Highway Safety Act reflects the importance of emergency services by requiring that the highway safety program standards include coverage of emergency services.

"When accidents occur, it is essential that every available resource be mobilized to save lives, lessen the severity of injuries, and protect property, and restore movement of traffic. An essential part of the State safety program should be the development of emergency facilities system. This will require the advice and services of experts and personnel in medicine, law, engineering, communications and law enforcement, at a minimum."—Report No. 1700, House of Representatives 89th Congress, second session, July 15, 1966, page 19.

Purpose

To provide an emergency care system that will:

Provide quick identification and response to accidents.

Sustain and prolong life through proper first aid measures, both at the scene and in transit.

Provide the coordination, transportation, and communications necessary to bring the injured and definitive medical care together in the shortest practicable time, without simultaneously creating additional hazards.

Basis for the standard

"Accidental death and disability: The Neglected Disease of Modern Society."

National Academy of Sciences, National Research Council, 1966.

Recommendations of the American College of Surgeons.

Armed Forces techniques, equipment and advanced first aid training.

Experience from selected States.

Action on Advisory Committee recommendations

The Advisory Committee recommended that this standard should be amended to encourage the general public to take first aid courses. The Secretary accepted this recommendation because in most cases many other motorists reach an accident scene before regular emergency equipment manned with trained personnel. If such motorists have a basic knowledge of first aid, valuable time in providing essential assistance can be gained.

EMERGENCY MEDICAL SERVICES

HIGHWAY SAFETY PROGRAM SERVICE

Each State, in cooperation with its local political subdivisions, shall have a program to insure that persons involved in highway accidents receive prompt emergency medical care under the range of emergency conditions encountered. The program shall provide, as a minimum, that:

I. There are training, licensing, and related requirements (as appropriate) for ambulance and rescue vehicle operators, attendants, drivers, and dispatchers.

II. There are requirements for types and numbers of emergency vehicles including supplies and equipment to be carried.

III. There are requirements for the operation and coordination of ambulances and other emergency care systems.

IV. There are first aid training programs and refresher courses for emergency service personnel, and the general public is encouraged to take first aid courses.

V. There are criteria for the use of two-way communications.

VI. There are procedures for summoning and dispatching aid.

VII. There is an up-to-date, comprehensive plan for emergency medical services, including:

A. Facilities and equipment.

B. Definition of areas of responsibility.

C. Agreements for mutual support.

D. Communications systems.

VIII. This program shall be periodically evaluated by the State and the National Highway Safety Bureau shall be provided with an evaluation summary.

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