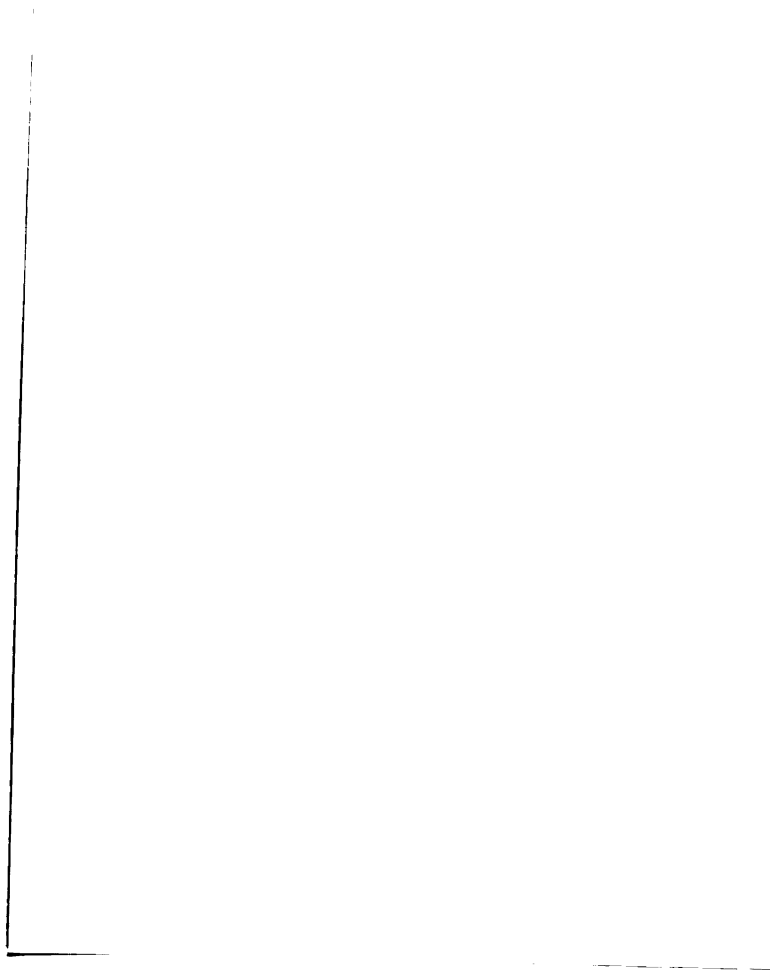


EVOLUTION OF THE MICHIGAN HIGHWAY
SAFETY PROGRAM --
A STUDY IN POLICY FORMULATION

Thesis for the Degree of M. S.
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ABSTRACT

EVOLUTION OF THE MICHIGAN HIGHWAY SAFETY PROGRAM-- A STUDY IN POLICY FORMULATION

By

James Lisle Duncan

Since approval of the National Highway Safety Act of 1966 there have been efforts in the fifty states to manage or coordinate traffic safety activities. Yet, the Federal departments and agencies, with thousands of employees and world wide missions requiring these employees to drive millions of miles each year, do not have coordinated traffic safety programs.

This study was undertaken to gain further insight into state highway safety management and the conditions effecting the formulation of policy in state agencies. To serve as a research guide for this study, a hypothesis was stated that Federal and state levels of government have developed similar patterns and procedures in the decision-making process concerned with traffic safety due to the passage of the National Highway Safety Act of 1966.

To the writer's knowledge the study represents the first such attempt to research state highway safety management. An evolution study of the Michigan Highway Safety

Program since 1966 was conducted in the Michigan Office of Highway Safety Planning (OHSP) to gain understanding of policy formulation within a state management agency. In addition to data gathered in the Michigan OHSP, an extensive library research was conducted, requests for information were dispatched to most of the major agencies working in highway safety throughout the Nation, and requests for data pertaining to other state programs were made to selected governor's representatives/coordinators.

The Department of the Army was selected as the Federal agency to be examined due to the author's experience within the department. Highway safety policy formulation procedures in the U.S. Army were discussed to serve as a means of comparison with state highway safety management.

Data concerning the selected highway safety programs was used to develop a highway safety management organization and a system that may possibly be more responsive to traffic safety problems. The model would invest management with sufficient authority to administer an effective program, place emphasis upon public relations, and make extensive use of the committee system.

It was concluded that the data collected supported the hypothesis. However, Federal agencies are guided by the National Highway Safety Standards, but management of their various efforts does not exist.

The following is a summary of the conclusions concerning the establishment of traffic safety policy in Michigan:

1. The tenure of the Michigan OHSP has not been established due to absence of statutory authority.

2. The governor has displayed an awareness of the traffic safety problem in the state and in the activities to reduce the problem.

3. The State Safety Commission created by law but placed under the OHSP has dual loyalties, one to previous efforts and the second to current programs.

4. Recent actions by the state legislature indicates that that body is not yet fully aware of the state's traffic issues and the provisions of Federal law.

5. Inadequate data in local jurisdictions affected the initial formulation of policy.

6. Experience of the OHSP staff was a condition effecting establishment of policy.

7. Federal standards were used by Michigan to determine what action was needed, and not necessarily to measure compliance with Federal policy.

The following is a summary of recommendations made to the U.S. Army:

1. Staff responsibilities should be assigned and appropriate committees established at Headquarters, Department of the Army to serve as the basis for development of a traffic safety program.

2. An evaluation of current highway safety activities should be conducted.

3. Based upon the assessment, a U.S. Army highway safety program stating objectives and assigning responsibilities should be promulgated.

4. Data currently collected within the U.S. Army pertaining to traffic safety should be placed into a report format for use in planning by all commands.

5. Study the feasibility of formally establishing a joint service highway safety coordinating committee.

6. Greater use should be made of field testing proposed highway safety policy and alternatives through pilot projects prior to issuing a service-wide directive.

Conclusions concerning highway safety management in general and recommendations for further research were made.

EVOLUTION OF THE MICHIGAN HIGHWAY SAFETY PROGRAM--

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By

James Lisle Duncan

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TABLE OF CONTENTS

	Page
ACKNOWLEDGEMENTS	ii
LIST OF FIGURES	v
LIST OF APPENDICES	vi
 Chapter	
I. INTRODUCTION	1
Statement of the Problem	3
Theoretical Framework	9
The Hypothesis	11
Methodology	14
Definition of Terms	18
II. REVIEW OF THE LITERATURE	20
Organization, Administration and Management	21
Highway Safety Program Management	25
Military Publications	27
History of Federal Involvement in Highway Safety	28
Planning--Programming--Budgeting	33
III. THE MICHIGAN HIGHWAY SAFETY PROGRAM	43
Michigan Highway Safety Efforts Prior to 1966	43
Michigan Office of Highway Safety Planning	48
Program Evaluation and Development	57
The State Highway Safety Plan	61
Summary	66
IV. STATE HIGHWAY SAFETY ORGANIZATIONS	70
Description of Organizations	71
Toward a More Responsive Organization	86

Chapter	Page
V. CURRENT ORGANIZATION OF UNITED STATES ARMY TO ESTABLISH AND IMPLEMENT HIGHWAY SAFETY POLICY	90
Department of the Army Organization	90
Data Gathering	98
Summary	101
VI. CONCLUSIONS AND RECOMMENDATIONS	103
Conclusions	103
Recommendations Applicable to the U.S. Army	107
Recommendations for Further Research	109
SELECTED BIBLIOGRAPHY	111
APPENDICES	120

LIST OF FIGURES

Figure		Page
1.	Relationships of PPBS Structural Members . . .	37
2.	Michigan Office of Highway Safety Planning, Department of State Police	53

LIST OF APPENDICES

Appendix	Page
A. Federal Highway Safety Laws	120
B. Experience Survey Conducted in Michigan OHSP .	130
C. Highway Safety Program Structure Matrix Constructed for use in the U.S. Army . . .	138
D. Chronology of Significant Events Selected to Illustrate Federal Involvement in Highway Safety	140
E. Recapitulation of Highway Safety Program Standards	143
F. Chronology of Michigan Highway Safety Program from 1966 to 1970	151
G. Michigan Acts, Proposed Acts, and Executive Orders	155
H. Biographical Information on Principal Michigan OHSP Staff	163
I. Recapitulation of Selected Highway Safety Projects	167
J. Michigan Highway Safety Program Cumulative Functional Costs	177
K. Selected State Highway Safety Acts	180
L. Recommended U.S. Army Staff Responsibilities for Highway Safety	187

CHAPTER I

INTRODUCTION

Development of plans and programs to govern the production and output of large corporations and the corner candy store have been accepted as a must for years. A military commander may devote weeks or months to a battle plan and many Americans spend the long winter months planning the annual summer vacation, but it was not until September 9, 1966 that President Lyndon B. Johnson signed Public Law 89-564, the Highway Safety Act of 1966, requiring each State and Territory to develop a coordinated highway safety plan. This Act is presented in part in Appendix A. Thousands of people had lost their lives or received injury as a result of a highway accident prior to September 9, 1966.

The need for coordinated planning in highway safety had been recognized long before the Highway Safety Act of 1966 was approved. Maxwell Halsey, former Executive Secretary of the Michigan State Safety Commission, stated the following in a 1953 study on the organization, administration and programming necessary in State traffic safety efforts:

To provide a state with resources necessary to deal with modern traffic problems, it is essential to have a state safety organization of state governmental agencies; a state public support organization of associations; an operating plan of coordination and a systematic arrangement for planning and programming. This requires a detailed knowledge of organizations, their abilities and limitations of the relationship between them as well as an understanding of the causes of accidents and the types of practical programs most likely to be effective. It requires also a knowledge of public relations, public acceptance, and public support.¹

The Highway Safety Act of 1966 requires each State to have an approved highway safety program, for the Governor of the State to be responsible for administration of the program, and for local jurisdictions of the State to conduct highway safety programs in accordance with the National Highway Safety Standards.² Unknown man-years of effort and millions of dollars have been expended to develop and manage State programs.

This study will be an examination of one such effort, the State of Michigan Highway Safety Program. The Michigan Program is managed by the Michigan Office of Highway Safety Planning (OHSP) within the Department of State Police.

¹Maxwell Halsey, State Traffic Safety: Its Organization, Administration and Programming (Saugatuck: Eno Foundation for Highway Traffic Control, 1953), p. xi.

²U. S. Superintendent of Documents, Public Law 89-564--The Highway Safety Act of 1966 (Washington, D.C.: The Superintendent, 1966). Public Law 89-564 and The Highway Safety Act of 1966 are used interchangeably throughout the paper.

There are requirements for research in all areas concerned with highway traffic safety, but there is a noticeable absence of research and study into the organizations that are presently managing the highway safety efforts across the United States.

Statement of the Problem

The Problem

The Highway Safety Act of 1966 charged the States to initiate action in a much neglected area. However, the Act and subsequent National Highway Safety Program Standards promulgated under provision of the Act do not apply directly to the Federal departments and agencies at the present time. All Federal departments and agencies have been requested to offer support to the National Highway Safety Act as current programs are revised.³

Federal departments and agencies cannot ignore the need for planning and programming in highway safety. This thesis will address itself to the need for highway safety planning in Federal departments and agencies. The Federal level of government faces the identical dilemma that the States were confronted with prior to 1966 of conducting a highway safety effort that is not planned, programmed or coordinated. Federal departments and agencies are conducting

³U. S. Department of the Army, Office The Provost Marshal General, Memorandum, Subject: "Establishment of the Motor Vehicle Traffic Supervision Branch," October 3, 1969. (Typewritten)

projects that will enhance their highway safety efforts, but these efforts do not have a central, coordinated direction.

A subcommittee of the Motor Vehicle and Traffic Safety Division of the Federal Safety Council did not begin to study the extent to which the National Highway Safety Standards promulgated under the Act are directly applicable to Federal agencies until late 1970. The subcommittee report will not go to the Federal safety Council until 1971; which is five years after the Highway Safety Act of 1966 became law.⁴ Even after the recommendations are accepted by the Federal Safety Council and presented to the Federal departments as suggested action or guidance, there is an absence of policy and organization within the Federal departments to act upon the recommendations.

Rather than generalize this study to all Federal departments the author being a member of the Department of the Army has selected that department to be used in comparison to the Michigan Highway Safety Program and Office of Highway Safety Planning. The Department of the Army is typical of most Federal departments in that it does not have a coordinated highway safety program or policy directing that such a program be established. No

⁴Based on personal correspondence between Mr. Bradford M. Crittenden, Associate Director, Traffic Safety Programs, National Highway Safety Bureau, and the writer.

staff agency in the department has responsibility for formulating highway safety policy for the Army.

The problem simply stated is that the Army and all of the other Federal departments continue to manage highway safety efforts in the same uncoordinated manner that the states began to discount in early 1967 as a result of the Highway Safety Act. Two recently revised Army regulations have been published and represent an improvement in the highway safety effort, but these documents do not represent a program or policy for the coordinated management of highway safety throughout the Department.^{5,6}

Meaningful progress has been accomplished by the U.S. Army pertaining to motor vehicle supervision and highway safety, but the Army and the other Federal departments have much to learn through the study of a state highway safety program such as Michigan's and the forces and issues confronting the state in the formulation of policy.

Importance

Progress has been made by the U.S. Army in the last four to five years, but the absence of planned action could have an adverse effect upon these meaningful accomplishments.

⁵U.S. Department of the Army, Army Regulation 190-5, Military Police: Motor Vehicle Traffic Supervision (Washington: Government Printing Office, 29 September 1970).

⁶U.S. Department of the Army, Army Regulation 385-55, Safety: Prevention of Motor Vehicle Accidents (Washington: Government Printing Office, 21 July 1970).

Specifically, the study of state highway safety policy formulation is very timely for the U.S. Army Military Police Corps, the law enforcement arm and service of the Army. The Corps has a major role in Army highway safety that is discussed in greater context in Chapter V; however, the planning and programming of this role has not progressed in the last three or four years at a pace comparable with state and local police agencies under direction of policy formulated in accordance with the Highway Safety Act of 1966.

Two fellow Military Police Corps officers, Majors Charles A. Hines and Scott M. Tippin, recently concluded in a joint thesis concerned with the preparation of military police officers to perform police traffic supervisory functions that the curriculum for officers at the U.S. Army Military Police School (USAMPS) needs to be revised toward a more functional presentation. They found that military police officers were not being adequately prepared to manage the functional areas of responsibility assigned to the Corps. Additionally, there is a definite requirement for officer instruction presented at USAMPS to concentrate on management, especially planning, programming and budgeting.⁷

⁷Charles A. Hines and Scott M. Tippin, "A Functional Analysis of Traffic Instruction Presented to United States Army Officers Attending The Military Police Corps Officer Advance Course" (unpublished Master's Thesis, Michigan State University, 1970), p. 261.

If the Military Police Corps needs to improve management functions associated with its traffic mission what better place to commence than at Headquarters, Department of the Army. However, as the States have demonstrated there must be a coordinated effort of all agencies concerned with highway safety. Therefore, this study will attempt to offer information concerning highway safety management for the use of all Department of the Army staff agencies. It is extremely important that Headquarters, Department of the Army and the Army service schools revise highway safety policy and instructional areas in a coordinated effort. If a revision in service school instruction is to be meaningful then the agencies responsible for promulgating policy must initiate appropriate actions and revisions to current policy to form a basis or official guide for instruction.

Limitations of the Study

The military organization and the various means employed by the military to effect policy place certain limitations on this study. Few civilian jurisdictions have identical command and staff levels or functions as the Army; however, the military influence is present in many of the larger civilian public safety and police organizations.

This study is also limited primarily to an examination of management and policy formulation. The cost of the Federal and Michigan programs has been examined, but limited primarily to the study of cost effectiveness and

how highway safety management uses funding data to plan and administer the program. The reason for this limitation is that the Department of the Army as a separate Federal department must program and project costs for highway safety in the Departmental Budget submitted to Congress, rather than request funds from the Department of Transportation. Under current law Federal departments and agencies are not receiving grant-in-aids from the National Highway Safety Bureau.

Another restriction of the study is that a model state highway safety organization has not been designed. The Department of Transportation and other agencies have issued guidelines for establishing state programs and plans. However, organized effort in highway safety has taken place only recently and experimentation with various organizational structures, plans, programs and related systems is being conducted continually.

This continuous change and innovation in highway safety program management placed another restriction on the study. The writer considered only those efforts in the Federal and Michigan programs occurring prior to the initiation of the study, unless the Federal or State innovation or revision was of such a nature to have a direct impact or relation to the conclusions and recommendations presented in Chapter VI.

A fifth limitation of the study is that the results of the research, especially Chapter VI, will be focused

primarily toward Army organization in the Continental United States, including Alaska and Hawaii. Due to treaties and Status of Forces Agreements (SOFA) concerning the United States Army in foreign states certain policies must be modified by the major commander concerned. Certain aspects of this study and the conclusions reached may apply to overseas commands, but the requirements of the host nation must be considered in each case.

Theoretical Framework

Summer and O'Connell have stated that policy theories are dangerous in that they overemphasize a single part of the system, and further, no scheme or theory can be applied to decisions regarding the total policy systems.⁸ However, theory is needed in the study of policy formulation to guide research in identifying relationships. The following factual statements are presented to illustrate relationships between Federal and state levels of management responsible for policy formulation. The framework is specifically focused toward highway safety management, while remembering that basically these managers formulate policy that is future oriented and designed to meet an objective or set of objectives.⁹

⁸Charles E. Summer, Jr. and Jeremiah J. O'Connell, The Managerial Mind (Homewood, Ill.: Richard D. Irwin, Inc., 1964), pp. 4-8.

⁹W. V. Owen, Modern Management: Its Nature and Functions (New York: The Ronald Press Co., 1958), pp. 308-309.

1. Federal and state agencies with responsibilities for formulating policy are created either through statute or executive order.

2. Agencies in Federal and state governments have certain common characteristics in that: most are directed by an appointed official, they are dependent upon a legislative body for operating funds, and they are accountable to a chief executive for accomplishing assigned activities.

3. State agencies that administer the various Federal grant-in-aid programs were created to satisfy a requirement of a Federal code or regulation, and report to a Federal agency that has overall policy formulation responsibilities for the entire grant-in-aid programs.

4. State agencies responsible for administering Federal grant-in-aid programs are required to utilize Federally created management tools or guidance in formulating policy.

5. These state agencies follow a management process similar to that used in Federal agencies of selecting goals, determining alternatives to be used in reaching the goals and evaluating the alternatives in terms of effective production.

6. The National Highway Safety Program Standards serve as a guide not only to state agencies, but to agencies at all levels of government in developing highway safety programs.

7. Due to standards established by Federal legislation certain patterns can be identified as causing similar relationships in the formulation of policy or the decision-making process in the Federal and state levels of highway safety management.

The above statements serve to demonstrate that Federal and state agencies are guided by various and similar processes in the formulation of policy. Each agency goes through a process of identifying the problem, selecting alternatives to a solution of the problem and selecting the most appropriate alternative to solve the issue.¹⁰ These agencies go through a process commonly known in the military as the decision-making process. Most governmental or public agencies establish policy through this process.

The Hypothesis

The author recently completed a two-year assignment as an action officer in the Military Police Operations Branch, Military Police Plans and Operations Division, Office of The Provost Marshal General, Department of the Army. The Military Police Operations Branch has staff responsibility for drafting policy and advising the Provost Marshal General on those functions and actions concerned

¹⁰Fremont J. Lyden, George A. Shipman and Robert W. Wilkinson, Jr., "Decision-Flow Analysis: A Methodology for Studying the Public-Making Process," Comparative Administrative Theory, ed. by Preston P. LeBreton (Seattle: University of Washington Press, 1968), pp. 155-156.

with military police law enforcement operations both on and off the Army installation. One of the functional areas assigned to the branch is motor vehicle and traffic standards.¹¹ The writer was directly responsible or indirectly associated with many of the projects conducted by the branch pertaining with the motor vehicle and traffic standard functional area. Therefore, the writer is familiar with the recent actions accomplished and activities conducted by the Department of the Army concerning highway safety. Experiences of the past two years are the basis for the following contention.

Hypothesis

Based upon the above theoretical framework the following hypothesis is stated:

The National Highway Safety Act of 1966 has caused certain patterns and procedures to emerge that have created similar policy formulation processes in highway safety management at the Federal and state levels of government.

These policy establishing processes have been placed into motion by state planning and coordinating offices or commissions, which the Federal departments and agencies have not tailored their staffs into a model capable of coordinating these processes. Research into the patterns and procedures of the policy formulation processes in one of these state agencies may produce sufficient data

¹¹U.S. Department of the Army, Office of the Chief of Staff, Chief of Staff Regulation 10-40, Organization and Functions: Office of The Provost Marshal General (Washington: The Adjutant General, May 7, 1970), p. 3.

to support the above hypothesis through the development of a model staff structure for coordinating and planning the policy formulation process pertaining to highway safety at the Federal level. As previously stated the state agency selected for study is the Michigan Office of Highway Safety Planning and the Federal agency selected for comparison will be the Department of the Army.

This study did not use measures that could quantify causal inferences, but the variables listed below have been identified as possible necessary and sufficient conditions to the establishment of state highway safety policy. This study will identify how the independent variables acted as contributory conditions to the formulation of highway safety policy in Michigan.

The dependent variable has been identified as the formulation of Michigan highway safety policy through the decision-making processes in the Michigan Office of Highway Safety Planning.

The following variables have been identified as having an effect upon the establishment of Michigan highway safety policy:

1. Attitude of the Governor and the executive branch of government toward highway safety,
2. Attitude of State legislature toward highway safety,
3. Support local jurisdictions have given to highway safety,

4. Previously established highway safety policy,
5. Experience in highway safety of the individuals in the Michigan Office of Highway Safety Planning responsible for drafting policy,
6. Results of assessment reports on current State highway safety activities,
7. Requirements of Federal laws, standards or policies concerning highway safety activities in the State,
8. Time allotted for establishment of policy.

Methodology

This study was designed to be primarily exploratory in nature with some methods of the descriptive design being employed in collection of data from files and records. Due to the absence of literature in the field of highway safety management emphasis was given to the experience survey as a means of data collection.

First, this section outlines some of the basic assumptions made prior to collection of the data. Secondly, it presents the various methods employed to gather the data within the above research designs.

Basic Assumptions

The Department of the Army currently does not have a single staff agency responsible for the overall coordination or supervision of highway safety. This fact was the basis for the following assumptions:

1. A planned highway safety effort will be undertaken by the Army in the future.

2. The methods of assessing and developing a highway safety program in Michigan could be employed by the U.S. Army.

3. Federal departments and agencies will be required in the future to formally establish highway safety programs for highways and traffic operations within Federally administered areas.

Gathering the Data

The data was gathered from four primary sources:

1. Extensive research of theoretical and empirical studies on highway safety management, and administrative and management theory.

2. Written requests to selected major agencies concerned with highway safety in the United States.

3. Written requests to a limited number of states for information concerning their highway safety programs.

4. A study of files and documents, and interviews with selected personnel in the Michigan Office of Highway Safety Planning.

Research of Studies.--This was actually the first phase of the research effort, and was supplemented by information received from the agencies concerned with highway safety. Material available on highway safety program management is limited due to the absence of emphasis

at all levels of government until 1966. What publications have been written proved to be of considerable assistance in developing methods of data gathering. An important aspect of this research was the examination of selected volumes concerning decision making, programming, planning, administrative and management theory. Although none of these volumes were concerned directly with highway safety management, the theories expounded by the various authors can be applied to all levels of governmental and business management.

Requests to Selected Agencies.--Written requests for information and materials concerning highway safety management were forwarded to twenty-nine of the national, state and private institutions or agencies that are among the leading organizations working in the field of traffic safety. A total of twenty-seven responses were received. These requests included various Federal departments or agencies concerned with highway safety and traffic problems. As previously stated this phase of the research was combined with the library research and actually confirmed the limited information available concerning highway safety program management. What information was received was pertinent and provided in some instances additional sources of data.

Requests to State Representatives.--Written requests for information were dispatched to governor's representatives or coordinators in twenty-five states and the District of

Columbia. This limited selection was based on sampling of various state highway safety agencies. A total of twenty-two replies were received. This part of the research effort was conducted to gain further insight into the various methods of managing a highway safety program. The information requested were copies of state highway safety plans, acts or executive orders pertaining to highway safety and other documents that may be considered unique or of assistance in planning and managing the state program. The information received varied from several documents or volumes to a letter attempting to explain that each state has peculiar problems and how these problems were solved were not relevant to this study. The writer considers this phase of the research effort extremely important since a model state highway safety program does not exist and this effort could provide the basis for further research and possible development of such a model in the future. Additionally, this phase was necessary to develop additional references and sources for possible use by highway safety agencies.

Michigan Office of Highway Safety Planning.--The empirical research effort was devoted to a study and review of files, documents, reports and unstructured experience surveys or interviews with personnel in the Michigan Office of Highway Safety Planning. The study of the files, documents and reports provided, in some detail, information on initial efforts, assessment of highway safety activities,

program evaluation and projects funded by Federal grants-in-aid. This study was supplemented by an experience survey through informal discussions concerning topics such as personnel requirements, program management and liaison with operational levels. The questions posed by the writer and the responses received and used in the preparation of this study are presented in Appendix B. Additionally, the author had the opportunity to visit some of the projects being funded and managed through the Office of Highway Safety Planning. Although these visits were limited they provided the author with further understanding of the liaison and evaluation problems that may arise in managing a state highway safety program.

Definition of Terms

Headquarters, Department of the Army (HQDA)

This headquarters is the executive branch of the department and is located in Washington, D. C.

Army Field Commands

All of the various commands and components of the Department of the Army other than HQDA defined above.

Army Staff

That portion of the HQDA staff located in Washington, D. C. and presided over by the Chief of Staff.

Assimilative Crimes Act

This Federal act permits commanders of installations under Federal jurisdiction in the United States to supplement

United States codes by assimilating as Federal criminal law the criminal law of the state in which the installation is located.

OHSP

The Michigan Office of Highway Safety Planning.

Program Manager

The state official responsible for management of the state's highway safety program. This term and governor's representative are used interchangeably throughout the study.

Comprehensive Highway Safety Program

The combined legislative, organizational, operational and financial multiyear plan submitted by a state to the U.S. Department of Transportation in accordance with the requirements of the Highway Safety Act of 1966, 23 USC 402 (b) (1).

Grants-in-aid

Federal funds made available to the states under the provisions of the Highway Safety Act of 1966 to be used to initiate highway safety projects to satisfy the objectives of the National Highway Safety Standards.

NHTSA

The National Highway Traffic Safety Administration created by the Highway Safety Act of 1970 to replace the National Highway Safety Bureau.

CHAPTER II

REVIEW OF THE LITERATURE

The literature research was concentrated into six subject areas as follows:

1. Administrative and management functions
2. Highway safety program management
3. Military publications
4. Federal involvement in highway safety
5. Planning, programming and budgeting
6. Material from limited sampling of state highway safety programs

The author is not aware of a similar study being conducted into the evolution of a highway safety program and the formulation of policy that administers and manages the program. Research of literature revealed there has been little written on the subject of highway safety program management. The primary effort in the field has resulted from private research funded by the U.S. Department of Transportation and literature produced and published by the Department. As stated above the review of literature on administration and management offered the necessary

background to gain an insight to the study of policy formulation in state highway safety programs. Much of the literature in highway safety program management is based upon the extensive and numerous volumes that have been written on management of organizations and programs, even though these volumes are concerned with business and industry management.

The first five categories of literature will be reviewed in this chapter. The sixth, material concerning highway safety programs from selected states, is presented in Chapter IV. This approach was considered appropriate since a similar study does not exist and the maximum benefit of the information can be derived by reviewing state plans and literature in larger context, and after a detailed examination of the Michigan Program.

Organization, Administration and Management

The writer found an unlimited selection of literature concerning the administrative process and management techniques. This selection was limited to some of the works that had an application to the intent of this study.

This thesis is concerned with the evolution of the Michigan OHSP and a description of how the organization functions and formulates policy. Simon has stated some guidelines for describing an organization, which the author found helpful. He warns of pitfalls in this type of study by not giving sufficient attention to the organizational details of coordination, communication, the

exercising of authority and training of personnel to perform tasks; especially the influence of training on decentralization of authority within the various levels of organization. One must avoid relying on a mere functional or organization chart type description if sufficient understanding and analysis of the organization is to be accomplished.¹

It has already been established that highway safety is a large and important enterprise concerned with the protection of human lives. Prior to the passage of the Highway Safety Act of 1966 those states that had any organized effort in the field normally had one individual responsible for coordinating and managing the program. He was often fortunate to have clerical staff. Fortunately this weakness in highway safety was recognized. Planning in an area as varied as highway safety requires dispersion of functions.²

Newman has established five basic processes of administration the executive and his staff can follow in the management of a program. Similar, if not identical, administrative processes were used by the National Highway Safety Bureau and the various states in developing highway safety programs. These processes are:

¹Herbert A. Simon, Administrative Behavior: A Study of Decision-Making Process in Administrative Organization (New York: The Free Press, 1965), pp. 37-38.

²William H. Newman, Administrative Action: The Techniques of Organization and Management (Englewood Cliffs: Prentice-Hall, Inc., 1963), p. 124.

1. Planning. To determine what is to be done.
2. Organizing. To group into administrative units the functions necessary to carry out the plans, and the definition of the relationship among various individuals in the units.
3. Assemble resources. Arrange for the use of personnel, funds and other necessary services.
4. Supervise. To carry out the day-to-day guidance of operations.
5. Control. Assure the results of the operation conform as near as possible to the plan.³

Adherence to the above processes may not necessarily guarantee the success of the program, but the absence of one of these processes can almost guarantee a weak or unsuccessful program. Some plans are constructed so perfectly that the program is almost an automatic success, while others are so weak success may never be realized even if each recommendation is fully completed.⁴ However, as Le Breton has so aptly stated, "Perhaps even more disastrous than a poor plan is no plan at all. At least a poor plan might be discovered once its shortcomings are discovered . . ."⁵ This theory certainly has application to the intent of this thesis.

Regardless of how well management has developed organization and assigned functions the success of a program depends upon the strength of the guiding plan. It may be said that the actual direction a plan takes depends upon how the various objectives are stated by the planners.

³Ibid., p. 4.

⁴Preston Le Breton and Dale A. Henning, Planning Theory (Englewood Cliffs: Prentice-Hall, Inc., 1964), p. 14.

⁵Ibid.

Charles L. Hughes recognized this need when he said, "An objective well stated is at least half the answer to reaching it."⁶

Simply stating an objective will not necessarily mean the wheels and cogs of organization will function smoothly and without conflict. Often a well-stated objective will conflict with other or lesser objectives. In drafting a plan this thought should be kept in mind. To reduce the possibility of disparity between objectives the following can be accomplished:

1. Provide adequate policy and procedure to cover all significant areas.
2. Obtain approval of the plan at a high level.
3. Furnish policy rules-guidance for all levels.⁷

Various articles concerning the planning, programming and budgeting system were studied due to the required application of the system by the various states in submitting programs to the Department of Transportation. Because PPBS is employed by Federal departments and agencies the writer will present a review of this research other than to mention the system is used by highway safety program managers in carrying out the objectives of their programs.

Finally, the purpose of this thesis is to recommend a change in a large organization. The recommendation

⁶Charles L. Hughes, Goal Setting: Key to Individual and Organizational Effectiveness (American Management Association, 1965), p. 29.

⁷LeBreton, op. cit., p. 88.

of action, especially in a large and complex organization such as the Army, often receives what Ginzberg describes as "avoidance reaction." The individual responsible for acting upon a recommendation will often see the logic involved, but cannot convince himself to act.⁸

Highway Safety Program Management

Highway safety efforts certainly existed prior to the passage of the Highway Safety Act of 1966. What the Act accomplished was the placing of these efforts or activities at the state level under an organized coordination system. The Governor is responsible for the state program and this responsibility is managed or coordinated by the Governor's highway safety representative or manager.

Peat, Marwick, Livingston and Company in a study conducted for the Department of Transportation defined the mission of highway safety management as ". . . the introduction of significant new activities and the achievement of higher and more explicit levels of performance among existing activities."⁹ The purpose of the state manager should not be construed as tearing down the old structure and completely building a new effort from the ground up.

⁸Eli Ginzberg and others, Effecting Change in a Large Organization (New York: Columbia University Press, 1958), p. 30.

⁹Peat, Marwick, Livingston and Company, Highway Safety Management Guidelines for State Governments, U.S. Department of Transportation Publication No. H8 800 048 (Springfield, Virginia: Clearinghouse, June 1968), p. 3.

The manager has the difficult task of bringing the various activities together into a coordinated effort for the overall good of highway safety within the state.

The Peat, Marwick, Livingston study was not intended to develop a model or single approach to highway safety program management, but offered managers a document by which a common approach to the issue could be undertaken. The study developed in part a proposed program structure, which identified program components and the activities or operations that must occur within these component areas. These components were further placed under human, vehicle, roadway and comprehensive system support groups. Five administrative activities were identified as being sequential in nature and formed the second element of the program structure. These activities are entry phase, operating phase, crash phase, review phase and system diagnostic phase.¹⁰

This program structure was presented as a method for the highway safety manager to gather all the diversified activities into organized arrangement. A functional matrix was created using the program structure to be used by the NHSB and the states in:

1. assigning responsibilities,
2. assessment of highway safety activities,
3. determine activity relationships and coordinate activities, and
4. organize plans, reports and procedures.¹¹

¹⁰ Ibid., p. 11.

¹¹ National Highway Safety Bureau, Highway Safety Program Manual, Volume O, Planning and Administration (Washington: U.S. Department of Transportation, January 1969), pp. 9-11.

The author has revised the above matrix and substituted terminology used in the U.S. Army. Reasoning for this revision was that the NHSB matrix used terms that could be misleading if placed in a military environment and the program activity titles did not actually reflect the activity occurring. An example of the revised matrix is attached in Appendix C.

After the various states had established an operating office to manage the highway safety effort the National Highway Safety Bureau contracted with the Automotive Safety Foundation (ASF) to conduct regional seminars to furnish state officials with information that would be of assistance to them in developing and managing the state program. Out of these seminars a publication entitled Highway Safety Program Management was prepared by ASF concerned with three main issues: organization, coordination and safety programs.¹² These seminars and the subsequent publication were among the first efforts to address the topic of highway safety program management. The publication continues to be one of the few reference documents regarding this type of program management.

Military Publications

The Department of the Army does not have regulations or manuals that have the purpose of establishing or

¹²Carlton C. Robinson, Highway Safety Program Management (Washington: Automotive Safety Foundation, August 1968), p. 2.

coordinating a total highway safety program effort. Current regulations and manuals may be considered deficient in certain areas or in the need of updating, but collectively they represent what could be considered a framework for building a coordinated highway safety effort for the Army. The identical issues that existed in the various states prior to 1966 can be seen through a review of Army literature concerned with traffic safety. The writer does not intend that this statement be considered a criticism, because the policy documents of the Army in the field do represent some outstanding efforts on the part of their drafters; however, the Army continues to operate without comprehensive coordination of efforts.

History of Federal Involvement in Highway Safety

When examining a state highway safety program it is necessary to become familiar with why such a program came into existence through the use of Federal law. The Federal Government became involved or showed an interest in highway safety as early as 1924 when then Secretary of Commerce Herbert Hoover convened the National Conference on Street and Traffic Safety. It was not until 1946 when President Truman convened the third National Conference that an Action Program was produced, which was later adopted by the President's Committee for Traffic Safety

in 1954.^{13,14} A chronology of significant events surrounding the involvement of Federal Government in national highway safety is enclosed in Appendix D.

The Action Program

The Action Program and subsequently the President's Committee on Traffic Safety recognized the need for each state to have a program for traffic safety. It was recognized that certain elements should be a part of each state's program. These elements comprised the various sections of the Action Program and were as follows:

- Laws and Ordinances
- Traffic Accident Records
- Education
- Engineering
- Motor Vehicle Administration
- Police Traffic Supervision
- Traffic Courts
- Public Information
- Research
- Health, Medical Care and Transportation of
the Injured
- Organized Citizen Support¹⁵

It is interesting to note the similarity between these sections and the existing National Highway Safety Standards.

¹³U.S. Department of Transportation, First Annual Report to Congress, September 9, 1966 to December 31, 1967 on the Administration of the Highway Safety Act of 1966 (Washington: Government Printing Office, March 1, 1968), p. 1. The Department is hereafter referred to as DOT.

¹⁴The President's Committee for Traffic Safety, Highway Safety Action Program: Introduction and Summary, 2d. ed. (Washington: Superintendent of Documents, 1966). The Committee is hereafter referred to as The President's Committee.

¹⁵Ibid., pp. 9-11.

The Baldwin Amendment

The tempo of Federal interest in traffic safety increased between 1958 and 1965. Congress passed several bills which were devoted primarily to motor vehicle safety. Two significant actions were taken by Congress in 1965 which paved the way for the passage of the Highway Safety Act of 1966. First, the Subcommittee on Executive Reorganization of the Senate Committee on Government Operations issued a report titled The Federal Role in Traffic Safety which examined Federal efforts in highway safety and stated the need for centralized control of the various functions.

Second, Public Law 89-139, an Amendment to the Federal-Aid Highway Act of 1965 (the so-called Baldwin Amendment), provided for each state to develop a voluntary highway safety program.¹⁶ This law, presented in part in Appendix A, did not have a penalty clause, which made it prostrate from the beginning, but the law did provide planners in the executive and legislative branches of the Federal Government, a foundation upon which the Highway Safety Act of 1966 was built.

The Highway Safety Act of 1966

The President signed the Highway Safety Act on September 9, 1966, and the Act as Public Law 89-564 became a part of the total vehicle and highway safety program.

¹⁶DOT, op. cit., pp. 2-5.

The other or second part is Public Law 89-563, the National Traffic and Motor Vehicle Safety Act.¹⁷

In addition to the National Highway Safety Program Standards the total program includes:

1. The establishment of performance standards for motor vehicles and equipment placed on motor vehicles.
2. Research and development, initially concerned with four major areas.
 - a. Support activities to assist the states in establishing programs.
 - b. Support to the states in establishing and operating uniform traffic safety activities.
 - c. Developmental programs necessary to support the broad range and variety of activities being administered by the National Highway Safety Bureau.
 - d. The safe performance of new and used motor vehicles.
3. The administration, issuance of procedures and approval of requests for Federal grant-in-aid funds by the states.¹⁸

The National Highway Safety Standards promulgated in accordance with PL 89-564 were intended to be sufficiently broad to be applicable both to state and local conditions. The intent of the Standards is to state "what is to be done" and not necessarily "how to do it." The Standards were prepared and developed from the following sources:

¹⁷ Superintendent of Documents, U.S. Government Printing Office, Public Law 89-563, The National Traffic and Motor Vehicle Safety Act of 1966 (Washington: The Superintendent, 1966).

¹⁸ U.S. Department of Transportation, National Highway Safety Bureau, Report on Highway Safety Program Standards (Washington: Government Printing Office, 1968) pp. 2-3.

1. Published research reports
2. Draft standards prepared by the Bureau of Public Roads to administer PL 89-139 (the Baldwin Amendment)
3. The Action Program from the President's Committee for Traffic Safety
4. Recommendations from the Public Health Service
5. National Safety Council Inventories
6. Solicited and unsolicited recommendations by groups and individuals
7. Programs and publications of national organizations such as the American Association of Motor Vehicle Administrators, International Association of Chiefs of Police, Institute of Traffic Engineers and the American Bar Association.

After wide dissemination of the drafts, the National Highway Safety Standards were published and released on June 27, 1967.¹⁹ A recapitulation of the current sixteen standards, stating the requirements and purpose of each respective standard area, is presented in Appendix E.

In addition to the provision for highway safety standards the Highway Safety Act of 1966 established certain other statutory requirements. These were that the governor of each state would be responsible for the administering of the state's program; that at least 40 per cent of all Federal funds be expended at the local levels,

¹⁹Ibid., pp. 33-38.

and each state was required to have an approved program by December 31, 1968.²⁰

Planning--Programming--Budgeting

The Planning, Programming and Budgeting System (PPBS) is the creation of the Rand Corporation and was first accepted by Secretary of Defense Robert McNamara for use in the Department of Defense (DOD). Mr. McNamara is remembered as a forceful advocate of centralization. He questioned for the first time of having identical or similar functions performed by more than one agency.

PPBS develops tendencies in management favoring (1) centralization, (2) change in traditional means, and (3) a greater awareness on the part of executives of what is happening in an organization.

PPBS is required to be used in the Department of Transportation (also by all other Federal departments and agencies) and this requirement has caused the department to structure their programs in such a manner that state highway safety management now use the system in preparing reports and data destined for input to the federal level. Therefore, it is necessary to examine the structure and processes of PPBS as a management system and how it is used in state highway safety management.

²⁰ Superintendent of Documents, Government Printing Office, Public Law 89-564 (Washington: The Superintendent, 1966). This Law was amended by Public Law 91-605, Title II, Highway Safety Act of 1970, which is presented in part in Appendix A.

Elements of PPBS

Greenhouse has stated there are basically two ingredients of the PPB System. These elements are (1) a single concept that each organizational agency is accountable to the head of that organization, and (2) the framework of PPBS consist of eight terms, none of which are unique, but the terms are used differently in the PPB context. These terms are: objectives, programs, program alternatives, outputs, progress measurements, inputs, alternative ways to do a given job, and systems analysis.²¹

Federal agencies are now held accountable to executive management, and ultimately the President, for producing the most desirable output from a program. Greenhouse has stated that product delivery or output to the American people is now the focus of Federal Government due to the application of PPBS. Federal agencies no longer are charged with giving merely administrative support to the President's policies, but these agencies now must bring all the related elements together to produce the outputs desired by the American public.²²

This PPB concept of accountability again points to an issue previously mentioned concerning elimination of redundancy and the tendency to centralize similar agency

²¹Samuel M. Greenhouse, "The Planning-Programming-Budgeting System: Rationale, Language, and Idea-Relationships," Public Administration Review, Vol. 26, No. 4, p. 271.

²²Ibid., p. 272.

activities. Management can now obtain a grasp on the question: What are we producing and how effective are the means?

The structural members of PPB are so interdependent that the following discussion will not attempt to examine each member separately, but discuss the terms as they relate to each other to form the body of PPBS and broadly address the relationships of the eight main structure members as they might be applied to state highway safety management.

Upon completion of an assessment of the state highway safety efforts the highway safety manager would then formulate program objectives to be achieved, which Greenhouse described as the apex term of PPBS.²³ These objectives are the basis for what will become the official State Comprehensive Highway Safety Program. This document represents a coordinated approach to the overall problem of highway safety, rather than having each state agency separately pursuing a goal in highway safety. Objectives may be either short or long range in nature. Finally, the objectives were formulated using the National Highway Safety Program Standards as yardsticks to measure current activity or needs in the state concerning highway safety.

During the period that objectives are being formulated the highway safety manager begins to identify and plan program alternatives that can be instituted to reach

²³Ibid.

the objectives. He must answer what and how are the best methods to accomplish the objectives.

The manager can now develop a comprehensive program document or plan, which will state the objectives and how the state plans to work toward that objective.

Now that we have begun to place together the PPBS structure members the illustration of their interdependency is presented in Figure 1.

The highway safety manager is also confronted with the decision of selecting alternate program elements to meet a desired goal. These alternate program elements are the product of a continuous program evaluation process. Evaluation enables him to determine simply if he is accomplishing the job and if not, what measures must be taken to reach the objective. Additionally, the manager is constantly evaluating man hours and cost of a project or stated in the terminology of PPB the inputs to accomplish an objective. Evaluation enables him to adjust the inputs, programs or goals necessary to achieve the desired output. The outputs of a highway safety program are simply stated safer streets and highways for the automobile drivers of the state to utilize.

The final member of the PPBS structure illustrated in Figure 1 is systems analysis. Greenhouse found that many individuals tend to regard PPB and systems analysis as the same. PPBS is not the same as systems analysis.²⁴

²⁴Greenhouse, op. cit., p. 276.

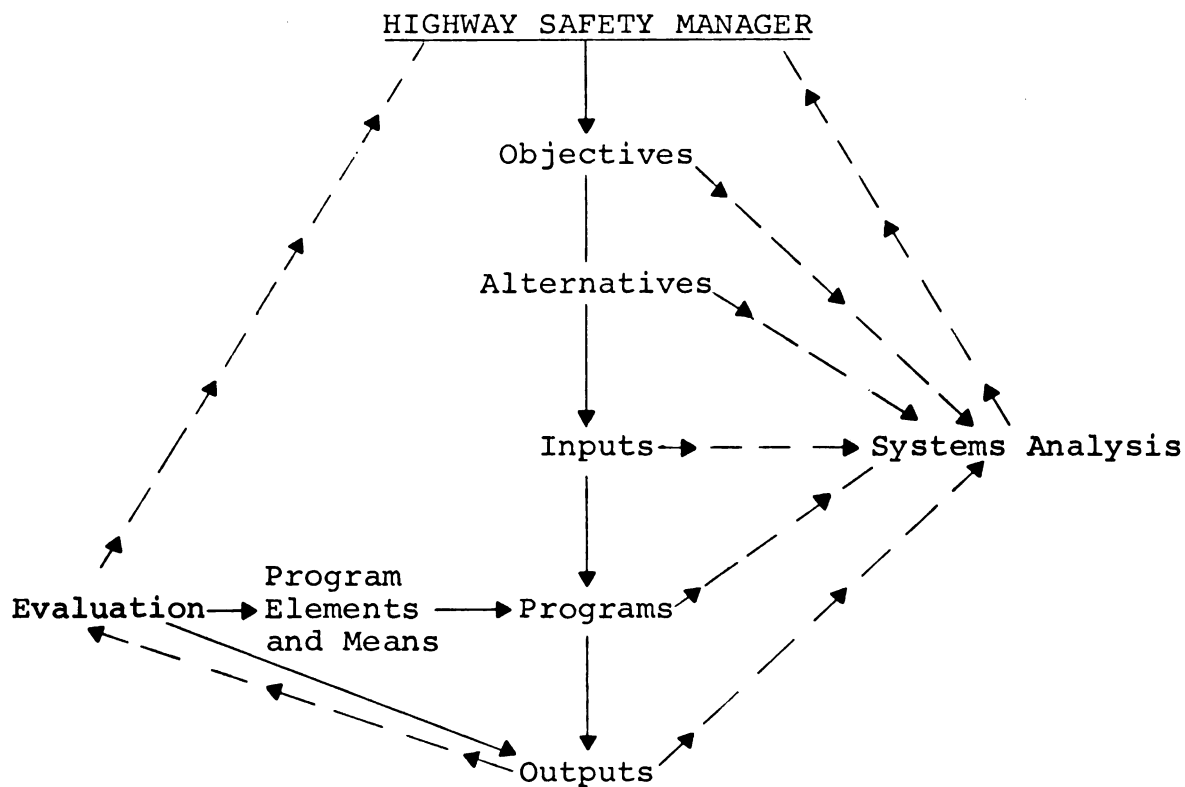


Figure 1.--Relationships of PPBS Structural Members.

← — — ← Feedback Data to be Used by Manager in Decision-Making Process.

Systems analysis has a relationship to PPBS through the application of benefit-cost analytical techniques to each of the seven structural members and providing this information to the highway safety program manager to assist him in making decisions concerned with changing the state program as necessary.

The Dilemma of the State Program Manager

The state highway safety program manager is confronted with a dilemma through the use of PPBS at the state level of government. The use of PPB System was made mandatory for all Federal departments and agencies in 1965. It is only reasonable that PPBS be used by Federal departments in administering Federal grant-in-aid programs to the various states.

Consequently the state program manager finds himself in the dilemma of using the PPB System to satisfy Federal reporting requirements and still being required to employ the traditional annual budgetary system of management employed by most of the state governments.

He is confronted with the situation of preparing programs and budgets for submission to the Federal Government using the broad and multi-year projection approach required by PPBS which will be discussed in larger context later, and meeting the state government procedural requirements of preparing, submitting and justifying his annual budget. State budgets continue to utilize the specific or

"line item" approach and avoid the use of broadly stated program requirements.

The Annual Highway Safety Work Program

Planning, programming and budgeting functions in highway safety have recently undergone revision due to the institution of the Annual Highway Safety Work Program (AHSWP) procedures.²⁵ First, a brief discussion of procedures prior to the AHSWP.

Previously, states simply projected what funds they planned to spend in each Standard or functional area of the National Highway Safety Program and NHSB budgeted according to this projection. The states went through each process or structural member of the PPB System, but a description of the work to be accomplished and the resources to be used over a multi-year period was a loosely defined process. To receive a grant-in-aid state or local officials submitted a request to the program manager stating the type of project, the need for it and estimated cost of various items. These were processed and forwarded to the NHSB. Upon approval the state program manager would be notified and in turn, he notified the appropriate jurisdiction.

²⁵National Highway Safety Bureau, Highway Safety Program Manual, Volume 103, Annual Highway Safety Work Program (Washington: U.S. Department of Transportation, July 1970), p. A-2. Hereafter referred to as NHSB, AHSWP.

Now, the states are required to submit a document as they have before, known as the State Comprehensive Highway Safety Program (a multi-year document) and the AHSWP describing the work, resources and goals for a program year toward the implementation of the comprehensive multi-year program.²⁶ The state program manager must integrate local needs with state requirements to form a consolidated plan. Aggressive planning and communication with the state and local agencies will be required in order to properly program and budget for future projects.

The Federal Government has withdrawn from the business of approving each project submitted by the various states. Once the AHSWP has been approved by NHSB the state program manager and his staff constitute the approving authority for the various state and local project requests for Federal grants-in-aid.

The format of the AHSWP consists of four decision documents, (1) AHSWP Agreement, (2) Program Summary, (3) Program Analysis and (4) the Subelement Plan.

AHSWP Agreement.--This is simply an agreement between the state and the NHSB which obligates the state to implement the AHSWP, specifies how the grants-in-aid will be paid, and a contract binding the Federal Government to reimburse the state for the Federal share of program costs. The Federal Government is obligated to the

²⁶Ibid., pp. A-1, A-2.

state for the total amount specified in the agreement; however, provisions have been made for the adjustment of the AHSWP under certain circumstances.²⁷

Program Summary.--This summary is a listing of program costs for each Federal Standard area or program element. Under each element are the various subelements, which will be discussed in more detail in the following paragraph. This document represents a broad overview of what the state has programmed concerning the work to be accomplished and the resources required to do the work. Additionally, the NHSB used this document as a broad means of reviewing the state's efforts to determine if adjustments should be made in the state program to meet the National Standards.²⁸ This illustrates the concept of accountability and the tendency of centralization in the PPB System. Even though the states are given greater latitude in determining work and the approval of funds the NHSB now has the capability of reviewing the overall program effort rather than measuring production effectiveness through the review of separate projects or tasks.

Program Analysis.--The analysis is actually a narrative providing a summary of the AHSWP. It tells what planning occurred and what rationale were used in the

²⁷NHSB, AHSWP, op. cit., p. IV-1.

²⁸Ibid., p. IV-2.

programming; the relationship between the AHSWP costs and the overall priorities established in the multi-year state plan and the degree of participation by the various jurisdictions in the state, to include expenditure of funds.²⁹ Again, what the Federal management is interested in obtaining is not the "nuts and bolts," but the description of how the entire state highway safety machine is functioning.

The Subelement Plan.--A subelement actually tells what is to be done and the various tasks or activities outlining how the subelement will be accomplished. The Subelement Plan (SEP) document is the basic planning instrument of the AHSWP. It illustrates what has been accomplished, what is programmed to be accomplished during the current year and projects the cost of continuing subelement activities for at least the next two fiscal years. The SEP is not only the end product of past PPB efforts, but provides highway safety management with the steps required to plan, control, monitor, report and evaluate the progress of the overall program.³⁰

²⁹Ibid., pp. IV 2-3.

³⁰Ibid., p. IV-3.

CHAPTER III

THE MICHIGAN HIGHWAY SAFETY PROGRAM

This chapter will present the various processes conducted in the State of Michigan to establish highway safety policies after the Highway Safety Act of 1966 was signed into law by the President. Patterns and decision-making processes will be examined through a chronology or evolution as stated in the title of this thesis. While the evolution of Michigan Highway Safety Program may be outlined in clear or distinct stages, there was actually considerable overlap of the various steps in the formulation of policy. This overlap is common to any organization that has incorporated the planning, programming and budgeting system into its management process.

A chronology of significant events having an impact on the decision-making process pertaining to development of the State of Michigan Highway Safety Plan is presented in Appendix F.

Michigan Highway Safety Efforts Prior to 1966

The State of Michigan, in comparison to other states, has displayed initiative and progress in traffic safety.

Interest groups such as the automotive industry have placed Michigan ahead of most states in the field of traffic safety. Michigan's automotive interest groups provided leadership in creating the Automotive Safety Foundation in 1938, which evolved into a prominent national organization that recently combined with the National Highway Users Conference and the Auto Industries Highway Safety Committee to form the Highway Users Federation for Safety and Mobility.

Michigan State Safety Commission

Act 188, Public Acts of 1941, State of Michigan created the Michigan State Safety Commission.¹ This commission was one of the initial efforts among the various states to bring agencies of state government concerned with highway safety together for the purpose of coordinating their various activities.

The statute provides that the commission membership will be composed of the Governor (honorary chairman), the secretary of state, the superintendent of public instruction, the state highway commissioner, and the commissioner of state police. The duty of the commission is to coordinate and plan traffic and highway safety programs in Michigan, and to cooperate in highway safety and safety

¹Michigan Secretary of State, Michigan Vehicle Code and Related Laws Concerning Ownership and Use of Vehicles on the Streets and Highways (Lansing: Speaker-Hines and Thomas, Inc., 1968), p. 238.

education efforts with the Federal and local jurisdictions.²
The act is attached in Appendix G.

The commission's success as a coordination and public relation means for highway safety in Michigan cannot be discounted. Success as an action agency however, rested with the political persuasiveness or statutory power of the governor and other commission members. The commission as a body was not invested with the power or funds to cause action, and even though its creation was a positive approach toward improved highway safety in the state, the commission minus authority was not adequately responsive to the overall issue.

Concern of the Governor and Executive Branch

Guidelines or directives concerning the establishment of highway safety policy generally emanate from the governor's office. This section will examine the interest given to traffic safety by Michigan's Governor and his effect on the direction of the overall effort.

George Romney left the position of president of one of the nation's automobile manufacturing firms to become Governor of Michigan. His Special Messages on Traffic Safety to the Legislature give evidence that he brought certain values concerning highway and vehicle safety from the automotive industry into the executive offices. Governor Romney believed that Michigan as the automotive

²Ibid.

capital of the world should set the example as a model traffic and vehicle safety state.³

Examination of Governor Romney's messages to the Legislature on traffic safety reveals certain key recommendations pertaining to the state's program. Certain of these key recommendations have been acted upon by the legislature, while others remain today as unresolved issues.

Key recommendations in the 1964 "Special Message to the Legislature on Traffic Safety" were as follows:

1. Reactivation of the Highway Traffic Safety Center at Michigan State University.
2. Increase the budget of the State Safety Commission to provide for additional staff and to meet current needs of the state.
3. Research to improve the driver licensing examination pertaining to rules of the road and physical qualifications of the applicant.
4. Increase the manpower authorizations for the State Police.
5. Obtain data on cost, supervision, regulation and effectiveness of a periodic motor vehicle inspection system.
6. Compare the Michigan Motor Vehicle Code to the Uniform Vehicle Code and prepare a study with appropriate recommendations for revision.⁴

All of the above recommendations were acted upon, and the only issue remaining under consideration today is periodic motor vehicle inspection.

³State of Michigan, Governor George Romney, "Special Message to the Legislature on Traffic Safety" (Lansing: Office of the Governor, January 24, 1966), p. 7.

⁴State of Michigan, Governor George Romney, "Special Message to the Legislature on Traffic Safety" (Lansing: Office of the Governor, January 16, 1964), pp. 3-9.

The Governor's interest continued and in 1964 the Special Commission on Traffic Safety (SCOTS) was appointed to study Michigan's traffic accident prevention efforts. The SCOTS produced over one hundred recommendations concerned with such subjects as traffic laws, budgets, traffic law enforcement and records, driver education, highway engineering, vehicle safety and research programs in accident prevention.⁵

In 1966, prior to the Highway Safety Act of 1966, the Governor recommended to the legislature the following:

1. Improve and expand driver education in the public schools.
2. Improve driver licensing activities, to include the establishment of a state operated licensing system.
3. Improve means available to traffic law enforcement agencies and enact an implied consent law for the state.
4. Identify, study and improve accident prone locations on the state's highways.
5. Finally, the Governor again expressed his desire for an annual, compulsory motor vehicle inspection.⁶

Governor Romney's recommendations to the state legislature from 1964 to 1966 became the initial framework for future highway safety policy formulation and gave direction to the state's approach of action pertaining to the Highway Safety Act of 1966. It would not be feasible in the

⁵State of Michigan, Governor George Romney, "Special Message to the Legislature on Traffic Safety" (Lansing: Office of the Governor, January 27, 1965), pp. 3-4.

⁶State of Michigan, "Special Message to the Legislature on Traffic Safety (January 24, 1966), pp. 2-7.

context of this study to determine why certain of these recommendations were accomplished and others remain under consideration. The purpose of this section has been to give some insight into highway safety policy prior to 1966. How that policy effected the decision-making process in creating the Michigan Highway Safety Program in accordance with Public Law 89-564 will be discussed below.

Michigan Office of Highway Safety Planning

The Highway Safety Act of 1966 requires that the governor of each state shall be responsible for the conduct of the state highway safety program. Most of the states developed management organizations which are similar in structure and purpose. The Governor of Michigan created the Office of Highway Safety Planning and appointed its executive director as his representative and coordinator for the state highway safety program and related activity.

This section will be a discussion of the organization of the Michigan Office of Highway Safety Planning to include the initial or interim appointments, problems encountered in forming the office, present organization structure, and proposed plans concerning future organization structuring.

Initial Organization Issues

Prior to creating the Office of Highway Safety Planning the Governor of Michigan had to take immediate

action to satisfy the requirements of the Federal legislation (PL 89-564). The Director of State Police was appointed on an interim basis as Michigan's Highway Safety Coordinator. Governor Romney desired a permanent coordinator/representative to administer Michigan's traffic safety program, rather than assign the task to an existing agency as an additional function.⁷

The 74th Legislature of the State of Michigan passed two acts which authorized the Governor to take necessary action regarding the Highway Safety Act of 1966. Act 213 of the Public Acts of 1967, approved on July 10, 1967, authorized the Governor to take action to obtain Federal funds and take other necessary actions concerning highway safety programs in the state.⁸ The second bill was Act 267 of the Public Acts of 1967, approved by the Governor on July 19, 1967, which appropriated the initial funds necessary to establish a state traffic safety programs.⁹ All of Act 213 and Act 267, presented in part, are enclosed in Appendix G.

The Governor appointed a full-time coordinator/representative for highway safety in September of 1967.

⁷State of Michigan, Governor George Romney, "Special Message to the Legislature on Traffic Safety" (Lansing: Office of the Governor, February 28, 1967), p. 2.

⁸Michigan, Act No. 213 of the Public Acts of 1967 (Enrolled House Bill No. 2239), 74th Legislature, State of Michigan (July 10, 1967).

⁹Michigan, Act No. 267 of the Public Acts of 1967 (Enrolled House Bill No. 2229), 74th Legislature, State of Michigan (July 19, 1967).

The Office of Highway Safety Planning was ordered into the structure of the Executive Offices by the Governor and placed under the Bureau of Planning and Program Development.

Section 207 of Public Law 89-564 required that a report presenting the estimated cost of carrying out the provisions of the Act would be presented to Congress not later than January 10, 1968.¹⁰ Estimated cost from the states was to be a part of that report. Therefore, the newly appointed Executive Director of the Office of Highway Safety Planning was confronted with the first variable effecting his formulation of highway policy. Michigan had only three months to accomplish what were known as the Federal Project 207 Objective Studies. Additionally, sufficient guidance from the Federal level had not filtered down to the states and the OHSP had to form a working committee of people with sufficient background and expertise in the various functional areas covered by the National Highway Safety Standards.¹¹ State-wide traffic safety studies were employed in formulating policy, but the absence of local data caused management and decision-making aids to be incomplete.

It has been illustrated above that the Governor was personally aware of the traffic safety issues

¹⁰ Superintendent of Documents, Public Law 89-564, p. 7.

¹¹ Statement by Noel C. Bufe, personal interview, August 1970.

confronting the State and he had a grasp upon the means needed to initially reduce these problems. However, the need for Federal legislation to force coordination of traffic safety efforts in the states was recognized. In Michigan the various local and state administrators and police officials were aware of traffic safety problems, but as these issues affected operations within their own departments or local jurisdictions. State and local officials did meet through the medium of the State Traffic Safety Commission, but there was not a requirement for coordination. There was little or no interaction with the local jurisdictions.¹² The Federal Highway Safety Act caused the state agencies to develop action projects at the local levels. The newly formed OHSP was confronted with the initial problem of bridging the lines of communications between the state and local levels in order for action to occur and create input or information that was required to develop program objectives.

The task of communicating with the state and local levels of government and establishing effective coordination between these levels was the first issue of any magnitude confronting the newly appointed Executive Director of the OHSP. He had to point out to the various groups and agencies in the State that there was a need for action and that the newly created OHSP was not created to absorb

¹²Ibid.

a recognized function of that group or agency. But while the executive director was assuring agencies he was not attempting to take their function or power from them, he had the problem of gaining sufficient accreditation to accomplish the job assigned to the OHSP.

Finally, the OHSP was plagued with the usual deficiency of a new organization, which was the problem of adequate manpower to accomplish the job in the allotted time.¹³ Most newly created organizations experience the same dilemma. The Executive Director of the OHSP would not begin to receive his staff until several weeks after his appointment by the Governor.

Current Organization

The Michigan OHSP evolved into the present organizational structure illustrated in Figure 2.¹⁴ This is the staff organization that has the responsibility for planning and programming the overall Michigan highway safety effort.

Specific functions of the executive director and the three deputy directors are as follows:

¹³Bufe, personal interview, August 1970.

¹⁴Current and future organization structure of the Michigan OHSP are those reflected at the time data were gathered for this study. The author feels it necessary to mention that changes in organizational structures in highway safety management are constantly being revised. This is due to the recent creation of the field and constant experimentation by management to develop an optimum organization to perform the assigned functions and responsibilities in the most efficient manner.

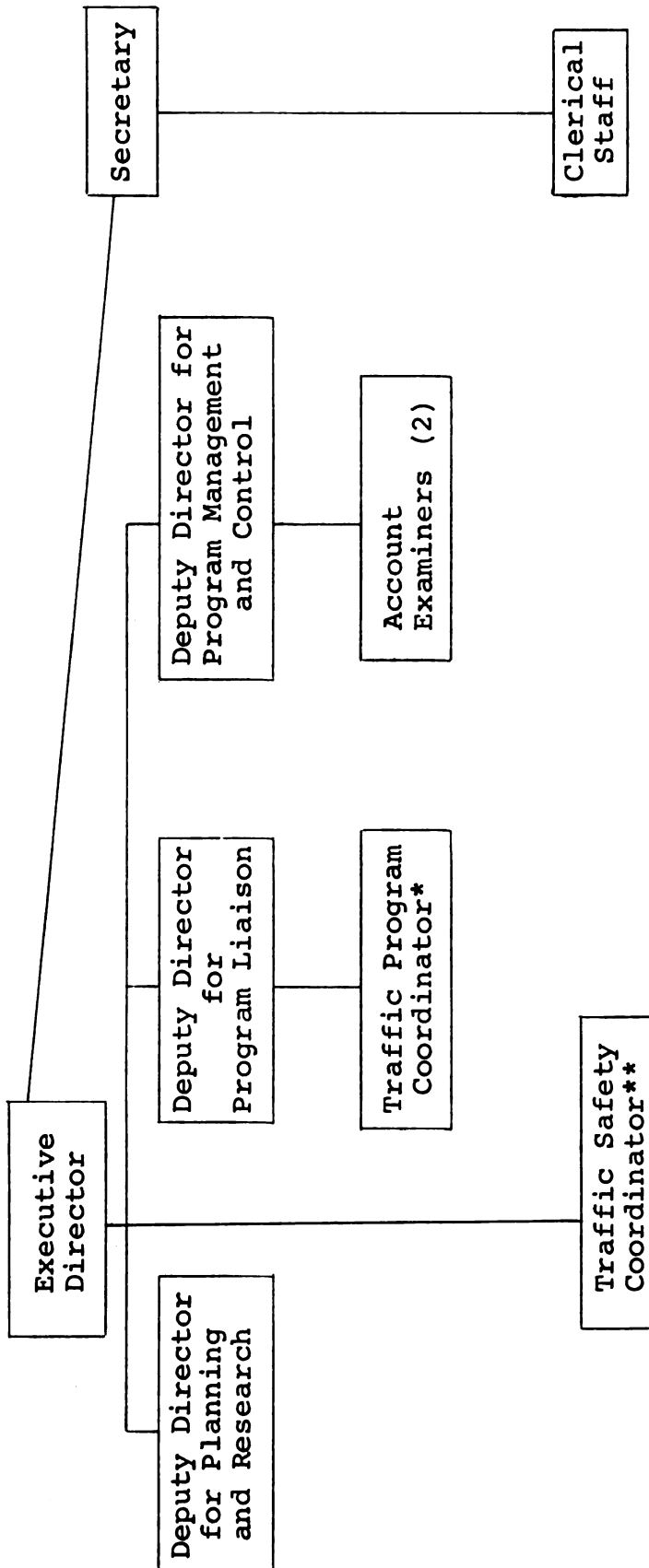


Figure 2.--Michigan Office of Highway Safety Planning, Department of State Police.

*Uniformed position filled by a Sergeant, Michigan State Police.

**Also serves as Executive Secretary to State Safety Commission.

Executive Director.--The director is responsible for the administration of the Michigan Highway Safety Program in accordance with the Federal Highway Safety Act of 1966, the National Highway Safety Standards promulgated by the Department of Transportation, and the laws of the State of Michigan.

Deputy Director for Planning and Research.--This deputy director is responsible for guiding the research and development efforts of the OHSP. Based upon the results of the research projects and the data gathered he is to prepare plans for the implementation of more effective traffic accident countermeasures.

Deputy Director for Program Liaison.--Through liaison efforts at all levels this deputy director is responsible for advising the executive director on matters concerned with content of the State's Highway Safety Program. He is responsible for establishing the coordination necessary to develop traffic safety projects necessary to meet the objectives of the State Program.

Deputy Director for Finance and Control.--This deputy director is responsible for the finance, budget and audit systems employed by the OHSP and he serves as advisor to the executive director pertaining to Federal grants-in-aid and state funds designated for highway safety efforts.¹⁵

¹⁵Michigan Office of Highway Safety Planning, State of Michigan Highway Safety Plan (Lansing: The Office, October 15, 1968), p. III-1.

The OHSP performed its functions within the Executive Office of the Governor until April 1969 when it was transferred to the Department of State Police.¹⁶ A copy of Executive Order 1969-3 which created the Office of Highway Safety Planning within the Department of State Police is enclosed in Appendix G.

The fact that the OHSP has been created by executive order rather than statute creates a degree of uncertainty and its effect upon the OHSP staff to adequately formulate policy cannot be discounted. Requirements for statutory recognition have been recognized and an attempt to gain this recognition was defeated in the 1970 Michigan Legislature. This defeat was a result of the Governor's veto of a labor union sponsored bill that would have permitted commercial drivers to hold two driver licenses. The Governor vetoed the bill on the safety aspects involved since commercial drivers could accumulate penalty points on two licenses and become a safety hazard on the roadways.¹⁷ The labor union lobby managed to influence sufficient legislators to defeat Senate Bill 1486 which would have created a highway safety advisory committee and given

¹⁶State of Michigan, Executive Office of the Governor, Executive Order 1969-3, Creating the Office of Highway Safety Planning and Designating the Governor's Highway Safety Program Representative (Lansing, April 18, 1969).

¹⁷Jack I. Green, "Governor Vetoes Bill," Traffic Safety Government Bulletin (Lansing, July 20, 1970), Vol. 4, No. 28.

statutory authority to the OHSP. A copy of the defeated bill is presented in Appendix G.

Projected OHSP Organization

If one can identify a key element of a comprehensive state traffic safety program it could possibly be public relations. Responsiveness to program needs is gained only by convincing the state and local agencies of the requirements for action. Future reorganization or intraoffice functional realignment in the Michigan OHSP will be in the area of public relations.

The OHSP public relations program is not as strong as it should be at the present time. The executive director of the office believes that each staff member should share some of the responsibility for the overall public relations effort, but a staff member needs to be assigned primary responsibility for the program. Highway safety programs require an enormous amount of public information and the "selling" job at the local levels must be continuous. Future reorganization plans include the assignment of the public relations responsibility to the Executive Secretary of the State Traffic Safety Commission.¹⁸

Presently each staff member has some responsibility for evaluation of certain projects, but the day to day business often makes an in-depth evaluation impossible. The OHSP recognizes the requirement and is attempting to

¹⁸Bufe, personal interview, August 1970.

justify a program analyst position. This position would give the office a person devoted full time to the assessment of routine and pilot (experimental) type projects.¹⁹

Investment of statutory authority in the OHSP will also create certain revisions in the processes used to formulate policy due to the creation in the same statute of a highway safety advisory committee. This role currently performed by the State Traffic Safety Commission is not as responsive as it should be to the State's Program developed under Federal guidance, because there is an absence of local representation.

Program Evaluation and Development

Utilization of the planning, program and budget system by management requires that considerable attention or emphasis be given to program evaluation. In order to plan and program the budget management must not only know where they are going, but how efficient the job has been accomplished. This section will examine the initial and current assessment efforts of traffic safety in Michigan and the effect of these efforts upon the establishment of highway safety policy.

The problems identified as a result of the initial assessment effort of highway safety in Michigan and the alternatives selected to reduce these problems will be discussed in the following section on program objectives.

¹⁹Statement by Ronald L. Bos, personal interview, October 1970.

Initial Program Evaluation

Originally, the OHSP used forms provided by the NHTSB to assess highway safety activities in Michigan. These forms did not provide sufficient data for use at the state level since they were designed to measure state efforts against the Federal standards.²⁰

The OHSP called upon various specialists in areas covered by the Federal program standards. The use of specialists was required to complete the evaluation in the limited time allotted by the Federal level, and supplement the data gathered through use of the forms. Another key factor in conducting and completing the original assessment in the short time allotted was the experience brought to the OHSP by various members of the staff.²¹ The credentials and experience of the executive director and three deputy directors serving in the OHSP during the original assessment is illustrated through the biographical sketches attached in Appendix H. These four people brought experience from the fields of law enforcement, engineering, education and accounting to the OHSP. In addition to these four primary fields they had also received training, formal education or job experience in management, business administration and alcohol studies.

²⁰ OHSP, State of Michigan Highway Safety Plan, p. IV-1.

²¹ Bufer, personal interview, August 1970.

The initial assessment, conducted during the summer and fall of 1968, was performed in haste in order to program Federal funds prior to the end of fiscal year (FY) 1969. Initial efforts were not thorough, especially at the local jurisdictions, but Michigan faced the dilemma of programming funds or losing them at the close of the fiscal year.²²

If a single function had to be identified as having the greatest affect upon formulation of the Michigan Highway Safety Program it should be evaluation. Assessment should bring new insight and establish a fresh direction for the program. The Executive Director of the OHSP realized the need for state and local levels to identify with the program. Initial assessment efforts did consider previous evaluations such as the National Safety Council Inventories, but the OHSP felt it necessary to make the initial assessment a product of the new program and to get people at all levels in the state involved in order for them to identify with the new program.^{23,24}

²²Ibid.

²³Bufe, personal interview, August 1970.

²⁴The National Safety Council (NSC) conducted an appraisal of the status and needs for the Michigan highway safety effort in 1966. The report was titled, "Appraisal of Highway Safety Programs. Michigan--Status and Needs." Many of the recommendations made by the NSC in 1966 became objectives in the 1968 State of Michigan Highway Safety Plan.

Current Program Evaluation

Highway safety program management does not have an instrument at the present that furnishes the data needed to actually determine project effectiveness. Management is currently using methods that have become accepted as a means of evaluation, but the methods may not be considered adequate. Many of the methods of evaluation can tell management that a project is not exceeding programmed funds and the project manager is keeping and preparing the required files or reports. Highway safety management needs data that can tell if a project is accomplishing the goal of reducing traffic accidents and the loss of life.

In Michigan the evaluation process is hampered by the absence of an effective evaluation instrument and highway safety data, especially at the local levels.²⁵ This problem is not unique to the State of Michigan.

Requests for Federal grants-in-aid made to highway safety management in Michigan exceed programmed funds. The issue now is not spending the Federal funds, but where to allocate them for the greatest improvement.²⁶ The need for an evaluation instrument and data at the local level cause management to initiate certain projects without knowing effectiveness in reaching an objective.

²⁵ Statement by Frank De Rose, personal interview. August 1970.

²⁶ Ibid.

Michigan OHSP must presently rely heavily upon the experience of liaison personnel in the sixteen functional areas in gathering evaluation data. Insufficient experience in a particular area on the part of these personnel will also produce insufficient evaluation data. In an effort to improve the evaluation process and develop a highway safety data base, the OHSP has entered into a contract with the Highway Traffic Safety Center, Michigan State University, to design and test a self-assessment instrument of a jurisdiction's traffic safety efforts.²⁷ In addition, the Highway Safety Research Institute, the University of Michigan, is conducting a study into the project evaluation system to develop an evaluation document for use by the staff of OHSP.²⁸

The State Highway Safety Plan

Upon completion of the initial evaluation of highway safety activities in Michigan, the OHSP prepared the comprehensive Michigan Highway Safety Plan. Approval of the plan by the governor and subsequently by the U.S.

²⁷ Highway Traffic Safety Center, "A Project to Design and Test a Questionnaire for Self-Assessment of a Jurisdiction's Highway Safety Program" (East Lansing: Michigan State University, 1970). (Mimeographed.)

²⁸ William T. Pollack and David K. Damkot, "Highway Safety Project Evaluation System: Interim Report, Specific Project Evaluation Recommendations" (Ann Arbor: Highway Safety Research Institute, University of Michigan, June 30, 1970). (Mimeographed.)

Department of Transportation established a policy document that would guide the state's highway safety efforts.²⁹

The stated purpose of the Michigan plan is:

To provide a comprehensive state wide highway safety policies plan designed to reduce deaths, injuries and property damage resulting from traffic accidents, developed in accordance with the highway safety needs and objectives of the State of Michigan and the requirements of the National Highway Safety Standards, utilizing all available resources.³⁰

Objectives

The goal of the Michigan Highway Safety Program could be simply stated as the prevention of the injury or death of people on the state's highways. However, an objective or purpose has been stated for each standard area in the State's Plan. These objectives are identical or similar to the purposes stated for each of the Federal standards. Purposes of the Federal standards can be found in Appendix E, Recapitulation of Highway Safety Program Standards.

Each of the objectives have been assigned a priority of immediate, intermediate and long range, while seven of the program standard area objectives have been

²⁹Michigan was notified on 30 December 1969 that its highway safety plan had received final approval. Provisional approval was given on 6 May 1969. Based on correspondence between F. C. Turner, Federal Highway Administrator, U.S. Department of Transportation, and Governor William G. Milliken, 30 December, 1969.

³⁰OHSP, State of Michigan Highway Safety Plan, p. I-1.

included in each of the three categories.³¹ The objectives are the basis for future activity within the state program framework. Finally, objectives insure that state and local agencies progress in a coordinated effort to reduce loss of life due to traffic accidents.

Selected Alternatives

It appears to be simple enough to examine the program assessment and in light of the stated objectives select alternatives to serve as means to reach the program objectives. But the current system of management in Michigan and most of the other states create a dilemma for the coordinator. The state program coordinator generally functions within accepted staff agency limitations and does not become operational, except as it pertains to the use of program funds. The best alternative to assist in reaching an objective is not always available to the program coordinator. As an example the coordinator may decide that alternative X would assist the state in reaching the objective of improved driver education; however, the alternative is controlled by the state department of education and the department will not agree to the use of X at this time. The coordinator must now turn to other alternatives and the objective possibly suffers a setback. However, it should be remembered that the Governor as the

³¹OHSP, State of Michigan Highway Safety Plan, pp. V-1--V-2.

official ultimately responsible for policy decisions can intervene to influence the selection of program alternatives.

Alternatives specified in the Michigan Plan are listed under each program standard area. Various alternatives stated have been employed since the plan was published, while others continue to be projected for future use.

Research of the project files in the OHSP was conducted to gain further insight and understanding of the types of tasks undertaken in various alternatives. In addition, a study of policy formulation in the Michigan Highway Safety Program would not be complete without a review of the various projects for which the OHSP is responsible for monitoring and assessing. A recapitulation of the data gathered on selected highway safety projects is enclosed in Appendix I. The data is presented only to offer insight and is not an evaluation.

Distribution and Projection of Funds

Funding patterns and budgeting procedures in a Federal agency are not necessarily the same as those used in a state agency. Those state agencies managing Federal grants-in-aid are required to plan and program the budget request submitted to the Federal level and justify their budget before a legislative body. Federal and state agencies share common ground in regard to these procedures; however, remaining funding practices may not be identical.

Additionally, practices employed by the states to receive Federal funds would not apply to Federal agencies establishing a highway safety program, because each Federal department programs and requests its own funds and would not necessarily receive them from another Federal department. Based on these facts the author did not conduct an in-depth examination of the mechanics of funding in the OHSP.

Data was gathered to illustrate how Michigan has programmed the distribution of funds and programmed the cost of projects in the various functional areas. An area with low distribution or programmed funds does not necessarily mean that area's projects are all assigned low priorities. The Codes and Laws functional area offers an excellent example. The Management Report of January 6, 1970, projects total project costs in this area of \$13,500. Yet, this area includes the project to review and compare the Michigan Vehicle Code with the Uniform Vehicle Code, which is considered as one of the more important or high priority projects in the overall program.

Data illustrating distribution of highway safety funds and programmed project funds are enclosed in Appendix J. The data concerning programmed (approved) funds will also give some indication of the magnitude of a state's highway safety program in respect to the Federal and state funds approved and expended.

Summary

Highway safety program management has only recently been established in the field of management. Program managers and their deputies are being drawn from such professional areas as criminal justice, engineering, business and education.

Formulation of policy by program management in Michigan's OHSP has been influenced by certain conditions or variables. The following is a summary of the above data and conclusions based upon the conditions affecting establishment of highway safety policy in Michigan.

1. Michigan OHSP was created originally by verbal order of the Governor and subsequently by executive order, which causes its incumbency to be uncertain pending statutory recognition and authority.

2. The Governor did display a personal interest and supported highway safety activities prior to 1966 and after establishment of the Michigan Highway Safety Program.

3. The fact that the State Safety Commission was created by law, yet placed under the OHSP by the Governor, has affected the relationship and identity with the current highway safety program. The Commission has certain responsibilities required by law and working relationships established prior to the current program, which will continue until absorbed by the OHSP through statutory provision.

4. Approval of a dual license concept for commercial drivers and failure to act on the proposed bill giving statutory recognition to the State's highway safety program management organization by the State legislature gives some indication that legislators are not fully aware of the provisions of the National Highway Safety Program Standards and the Michigan Highway Safety Program. Action or the absence of action by the legislature has affected the formulation of Michigan highway safety policy.

5. Local jurisdiction's highway safety data base was inadequate during the formulation of initial policy documents, which meant much of the initial policy was based upon data not including factual local level research.

6. Experience of the OHSP staff was a material condition in the decision-making process that yielded initial policy for the Michigan Highway Safety Program. A balance of the various professions related to highway safety should be sought in selecting principal staff members.

7. The initial assessment of highway safety activities in Michigan was conducted to determine what had been accomplished and what actions were required. Results of the assessment were compared against the National Highway Safety Standards not to determine compliance, but to identify objectives to be established and the appropriate alternatives required to satisfy these objectives.

8. Requirements of Federal law and guidance did serve as conditions to influence formulation of highway safety policy in Michigan. The Highway Safety Act of 1966 is faulted by most of the states as not allowing sufficient time to conduct research concerning estimated cost of projected requirements. State highway safety management contends that additional time would have allowed in-depth research resulting in more meaningful results for the Federal and state levels. Additionally, state management argues that Federal guidance concerning the Standards and initial assessments was established in haste to meet requirements of the Act, which resulted in initial Federal policy guidance being inadequate. This caused state managers to rely considerably upon the assistance and recommendation from specialists within the state. The results were well coordinated and planned state programs, but not necessarily within the intent of Federal policy, causing the NHSB to request additional evaluation and revision from the states in their original assessments and funding projections.

From the data compiled upon formulation of Michigan highway safety policy within the framework of the governor's representative/coordinator system the following conclusions are made concerning the current system:

1. The governor's representative/coordinator should be a full-time job and not assigned as another duty to the head of an existent department or agency. Highway

safety management will evolve into a separate management specialty and as the use of our highways increases so will the demand for specialists in this field increase.

2. Program management needs sufficient authority to follow through with the decision-making process. Under the current system state management is placed in a dilemma of attempting to gain sufficient coordination means to accomplish their job, while assuring existing agencies it is not their intent to assume their functions.

3. The state highway safety office or agency should be placed at a level in the structure of state government with existing separate departments or agencies. Program managers will continue to be impotent until they have authority to work with departmental level officers as equals rather than a subordinate of another department executive.

4. Highway safety program managers need to employ the committee system, both executive and working levels, to the maximum extent possible from the program's inception. Membership of these committees should include people from all jurisdictions and occupations other than the highway and traffic fields.

The following chapter will be an examination of other state highway management organizations. Conclusions made above will be compared to the data presented in the following chapter.

CHAPTER IV

STATE HIGHWAY SAFETY ORGANIZATIONS

This chapter represents a review of literature and data received from selected governor's representatives or coordinators. The author dispatched requests to twenty-six representatives or coordinators for copies of state highway safety plans, copies of laws or executive orders governing program management, and any other documents governing highway safety policy formulation. As previously stated a total of twenty-three program managers responded; however, only twelve coordinators forwarded sufficient data to permit an examination and description of their organizations in this study.

Data presented in the previous chapter on the establishment of policy concerning the Michigan Highway Safety Program gives emphasis to the purpose of the Federal and state highway safety program which is coordination of activities and systems to produce a comprehensive, planned and programmed effort. Prior to presenting the data on state highway safety organizations, responsible for coordination of activities, it seems appropriate to quote

Barnard's definition of a formal organization: ". . . a formal organization (is) a system of consciously coordinated activities or forces of two or more persons."¹

The remainder of this chapter will be devoted to a description of the selected state organizations and a discussion of a model organizational structure that may appear in the future due to recent expressed dissatisfactions with the present governor's representative system.

Description of Organizations

Descriptions of the following organizations are offered to give further insight as to how some state highway safety organizations were formed and the various structures in existence throughout the nation.

Arizona

The Arizona State Legislature passed enabling legislation and gave authority to the governor to take necessary actions required by the Highway Safety Act of 1966. The governor designated the Arizona Highway Department as the responsible agency for administering the State's program. Additionally, the governor created a Traffic Safety Coordinating Council which meets as required to review policy and recommendations. The working body of this council is an Executive Committee of eight individuals experienced in highway safety. The governor's coordinator

¹Chester I. Barnard, The Functions of the Executive (13th ed.; Cambridge: Harvard University Press, 1970), p. 73.

relies on the Committee for advice and assistance in developing local projects.²

The coordinator and his staff are under the jurisdiction of the State Highway Department, but with reporting channels established directly to the Executive Offices of the Governor. A staff assisting the coordinator consists of an assistant coordinator, administrative assistant, project auditors and clerical support.³

Arkansas

The Arkansas General Assembly in 1967 passed legislation, subsequently approved by the governor, which gave the governor authority to administer and coordinate the state highway safety activities and to appoint a Coordinator of Public Safety within the Office of the Governor. An advisory committee to assist in the formulation of policies was created and is comprised of members from the Highway, Police, Health, Education, Revenue and Judicial Departments.⁴

In addition to the advisory committee the coordinator is assisted in program policy formulation by a

²Arizona Governor's Highway Safety Coordinator, Highway Safety Program Submission for the State of Arizona (Phoenix: Arizona Highway Department, October 1968), pp. 3-8.

³Ibid., pp. 4-8.

⁴Arkansas Coordinator of Public Safety, Highway Safety Program Submission for the State of Arkansas (Little Rock: Office of the Coordinator, October 1968), pp. 1-5.

program manager for state projects, a program manager for local projects and a fiscal manager.⁵

California

All elements and responsibilities of the California Highway Safety Program were authorized and created by a Senate Bill enacted in the 1967 California Legislature. The governor was given overall program responsibility with authority to delegate that responsibility to the Secretary of Business and Transportation.⁶ Chapter 5 of the Senate Bill amending the State Motor Vehicle Code is presented in Appendix K.

To implement responsibilities of the legislation the Secretary of Business and Transportation created the Office of the Transportation Safety Coordinator. The Coordinator is responsible to the Secretary for administering the program. Staff assistants to the coordinator and their functions are as follows:

Assistant for Program Planning and Projects.--

Responsible for overall planning in regard to the comprehensive program and assistance to state and local agencies in project planning and submission.

⁵ Ibid., pp. 2-3.

⁶ California Office of Transportation Safety Coordinator, Highway Safety Program Submission for the State of California (Sacramento: Business and Transportation Agency, October 1968), p. 3.

Assistant for Financial Administration.--Responsible for project funding, accounting, records and general administration.

Assistant for Research Advisory Services.--Determines value and effectiveness of California efforts in comparison to reports on nationwide research.

Assistant for Public Support Programs.--Responsible for the statewide highway safety public information program.⁷

Extensive use of committees has been made to assist in policy formulation. These committees are the Highway Safety Coordinating Committee composed of representatives from state, county and local agencies to assist in developing the state plan and both state and local projects; the California Highway and Transportation Research Council, which ties university research responsibilities to the state program, and the Governor's Committee on Traffic Safety composed of citizens appointed by the Governor to advise him on traffic safety.⁸

Delaware

While one of the nation's smallest states in total land area, Delaware was the first state to have its Highway Safety Plan approved by the Secretary of the Department of Transportation.⁹ The office of Federal-State Highway

⁷Ibid., pp. 3-4. ⁸Ibid.

⁹Based upon personal correspondence between Mr. John Kramedas, Highway Safety Coordinator, State of Delaware, and the writer, September 4, 1970.

Safety Coordinator was established by executive order in 1967, but in 1969 a new governor moved into the state capital of Dover. This necessitated a new executive order and a reappointment of the governor's coordinator/representative. The Office of Federal-State Highway Safety Coordinator was recently transferred from the Executive Department to the Department of Public Safety. This transfer occurred as a result of the State establishing a cabinet form of government.¹⁰

The governor's coordinator is assisted by a deputy coordinator and an administrative secretary. The office did not have a fiscal officer or auditors assigned as of September 1970. A Highway Safety Committee exists unofficially in the organizational structure and acts in an advisory capacity to the coordinator. Mayors of five major towns, at the request of the governor's coordinator, did form highway safety coordination committees to work with the state office in developing overall needs and projects.¹¹

Georgia

The Georgia General Assembly enacted in 1967 the Georgia Highway Safety Coordination Act (Act No. 477)

¹⁰ Delaware Office of the Federal-State Highway Safety Coordinator, Highway Safety Program Submission for the State of Delaware (Dover: Office of the Coordinator, September 1969), pp. 3-4.

¹¹ Ibid., pp. 4-10.

granting the governor authority to administer the State's program, and creating within the Executive Department the Office of Coordinator of Highway Safety.¹² A copy of this Act is included as a part of this paper in Appendix K.

The coordinator, responsible to the governor for the entire program, is assisted by the following principal staff members:

Highway Safety Program Manager.--The program manager is responsible for the development of projects, program goals, procedures and guidance for use by state and local agencies, and evaluation projects.

Grant Project and Fiscal Officer.--The fiscal officer is responsible for audits, program fiscal records and preparation of required fiscal reports.

Roadway Aspects Manager.--This position is required to be filled by a qualified civil engineer with experience in traffic engineering. He is responsible to coordinate and supervise projects within the areas of highway design, construction and maintenance; traffic control devices, identification and surveillance of accident locations and traffic records.¹³

¹²Georgia Office of the Coordination for Highway Safety, Highway Safety Program (Atlanta: Office of the Coordinator, September 1968), p. 1.

¹³Ibid., pp. 5-6.

In order to involve state and local agencies the governor created by executive order the Governor's Traffic Safety Advisory Committee and the Traffic Safety Coordinating Committee. The advisory committee comprised of representatives from state departments, the legislature and local jurisdictions was created to advise the governor in development of the state program and highway safety projects. The coordinating committee was created as the means of insuring coordination and a constant flow of communication between the Office of the Coordinator, and state and local agencies.¹⁴

Illinois

Examination of the Illinois organization for highway safety provides insight into another different method of management for a state program. The Illinois Legislature gave statutory authority to the governor to take the necessary actions to establish a state program and established by law the Governor's Official Traffic Safety Coordinating Committee. Committee membership consists of the state department or agency heads having responsibilities or interest in traffic safety. The governor further appointed the Director of the Department of Public Works and Buildings as his ex officio representative for highway safety. The director has given staff responsibility for administering and supervising the state program to the

¹⁴Ibid., pp. 8-14.

Traffic Safety Section of the Bureau of Traffic in the Division of Highways. Fiscal matters and records are the responsibility of the Bureau of Fiscal Management, Division of Highways.¹⁵

Missouri

A Division of Traffic Safety was originally established in 1967 by executive order in the Department of Revenue and transferred by executive order in 1969 to the Executive Branch of state government. The Director of Highway Safety, appointed by the governor, is responsible for supervising and directing the state program and acts as the chairman of the Governor's Coordinating Committee for Traffic Safety. The committee's function is similar to those discussed above which is to assure close coordination between the various state and local agencies responsible for the development of the comprehensive state plan.¹⁶

In addition to the director the following staff members comprise the positions within the Division of Traffic Safety:

¹⁵ Illinois Department of Public Works and Buildings, Highway Safety Program State of Illinois, with 1969 Addendum (Springfield: The Department, September 1968), pp. 1-10.

¹⁶ Missouri Division of Traffic Safety, The Governor's Highway Safety Program for the State of Missouri (Jefferson City: The Division, September 1969), pp. 1-12.

Economist.--Assists the director as the office manager and in development of projects within the state.

Regional Coordinator.--Advises the director in development of state and local projects, coordinates activities of state and local agencies, and prepares evaluation reports on the various projects.

Public Information Officer.--Assists the director in preparing and coordinating the public information and relations efforts to support the state program.

Project Fiscal Officer.--Assists the director in managing and maintaining all fiscal matters and records, and supervising the project auditors.¹⁷

New York

New York utilizes the committee system as the primary means to establish policy and guide the highway safety program. The governor created by executive order an Interdepartmental Traffic Safety Committee composed of department heads concerned with traffic safety, which serves as the governor's representative. The governor's secretary was appointed chairman of the committee. The above executive order also authorized a staff to perform the day-to-day functions for the committee. Responsibility for these staff services was assigned to the Department of Motor Vehicles. The Commissioner of the Department of Motor

¹⁷ Ibid.

Motor Vehicles organized a Division of Highway Safety Program Coordination and appointed a director, assistant director and clerical staff to perform the functions of liaison, public relations, secretarial, fiscal and program development services for the Committee.¹⁸

New York has established a policy requiring all local jurisdictions to create highway safety coordination boards in order to be eligible to participate in the grant-in-aid program. This policy provision applies to all cities and towns over 50,000 in population and all counties not wholly a part of a city or town. A total of 90 such jurisdictions have been identified in the State of New York.¹⁹ This provision was provided by a law amending the governor's executive order.

Oklahoma

Data provided by Oklahoma offers insight into an unusual organizational structure. The State Legislature enacted a law giving the governor responsibility for the state's program and authority to appoint a full time representative for highway safety. Additionally, the enabling legislation created a Governor's Advisory Committee for Highway Safety. However, the legislature did not

¹⁸ New York InterDepartmental Traffic Safety Committee, Highway Safety Program Submission for the State of New York (Albany: Division of Highway Safety Program Coordination, October 1968), pp. 1-12.

¹⁹ Ibid., pp. 6-12.

authorize a staff for the governor's representative. As of August, 1970, the governor had not issued an executive order to establish a state highway safety agency. Absence of executive or legislative action has limited the governor's representative authority in coordinating program activities and hiring specialists in such specialty fields as fiscal management and project liaison/development. The requirement for organizational authority and means to appropriate operational funds to support program administration and management was listed as the first priority of the state program.²⁰

Oregon

In 1967 the Oregon Traffic Safety Commission was established as a statutory agency with the governor serving as chairman. All state agencies having a functional role in traffic safety were represented on the commission. However, in a unique move the state legislature revised the 1967 law as it pertained to commission membership. The legislature enacted a new statute, subsequently approved by the governor, stating that the commission would be comprised of five members appointed by the governor and selected from citizens of the state outside of the formal government organization. The commission has the total

²⁰ Oklahoma Governor's Representative for Highway Safety, State of Oklahoma Highway Safety Program Submission (Oklahoma City: The Governor's Representative, Office of the Governor, September 1969), pp. 1-9.

planning and administration responsibility of the Oregon highway safety program.²¹

The executive secretary of the commission, appointed by the governor, acts as the governor's representative and coordinator for highway safety activities in the state. A staff has been authorized to assist the executive secretary in such areas as liaison and coordination, public information and relations, and fiscal matters pertaining to the program activities.²²

Virginia

The Virginia Highway Safety Division came into being as a result of legislation enacted in 1968 to administer the state's traffic safety activities in accordance with the Highway Safety Act of 1966 and to absorb the functions of the Governor's Highway Safety Committee administered by the Department of State Police. In addition to creating the division the law provided for an eleven member Highway Safety Commission, which meets monthly to review policies and projects pertaining to the state's program. Commission members are appointed by the governor and have experience in one of the areas of traffic safety.²³

²¹Oregon, Oregon Laws 1969, An Act Relating to the Traffic Safety Commission, Sec. 1. ORS 484.520 (1969).

²²Ibid.

²³"The Virginia Highway Safety Divisions First Year," Traffic Digest and Review (March, 1970), pp. 1-5.

The staff assigned to the Virginia Highway Safety Division represents the largest full time organizational structure reviewed by the writer. The director is assisted by a deputy, six highway safety program coordinators, public information director, a fiscal officer, auditor and a clerical staff. It is evident that Virginia has placed considerable emphasis on program liaison to the local jurisdiction. To assist the director and his staff in formulating policy there have been established a Coordinating Committee representing all principal state departments concerned with traffic safety, and an Advisory Committee comprised of the 135 chairmen from local highway safety commissions throughout the state.²⁴

Wisconsin

Examination of the data on the Wisconsin Office of Highway Safety Coordination offers insight into management means and organization to coordinate state highway safety activities. The office was established by statute in the Executive Offices of the Governor and the coordinator was assigned responsibility by the same law to advise and assist the governor in matters concerned with highway safety. In addition, the statute created an advisory committee on state highway safety to assist the governor and the coordinator in their assigned functions.

²⁴Virginia Highway Safety Division, Highway Safety Division First Annual Report 1968-1969 (Richmond: The Division, 1969).

The committee is comprised of fifteen members of which five are members of the state legislature, five are state officials and five are citizens appointed by the governor.²⁵ In order to illustrate more completely the duties and functions of officials and organizations involved in the Wisconsin Highway Safety Program the statute referred to above is attached in Appendix K.

The coordinator has created certain specialized or technical committees to assist his office in policy formulation. Technical committees were formed in areas such as public information and community support and for each Federal highway safety standard. To complement the committee system Wisconsin has developed a system of political subdivision coordinators, assisted by local coordinating committees, to maintain communications with the state office. Political subdivisions are defined as counties or cities with a population of 150,000 or more. Local agencies forward project applications through the city or county coordinator to the state level.²⁶ Through the means of the political subdivision system all levels of government become involved in the state program.

The state coordinator is assisted in the performance of his functions by a staff organized in three

²⁵Wisconsin, Laws of 1967, Chapter 292, Sec. 2 (January 10, 1968).

²⁶Wisconsin Office of Highway Safety Coordination, Governor's Comprehensive Highway Safety Plan (Madison: The Office, September 1968), pp. 1-12.

principal areas of: (1) political subdivision activities, (2) financial analysis, and (3) research and planning.²⁷

Summary

The above discussion of state organizations and agencies offers some understanding as to the various means employed to manage highway safety activities below the federal level. The discussion of the above state organizations was limited by the data made available to the author through state plans and statutes.

Four of the organizations reviewed were created by law. In the course of conducting research for this study, the writer discovered that all four of these agencies and the state programs managed by them are considered among the more progressive efforts currently being conducted by the states. All of these states, California, Georgia, Virginia and Wisconsin, have highway safety coordination offices, committees and their functions established by law. It could only be an assumption based on the data available, but the strength of these state's agencies lies in the fact that all have statutory authority, there are no doubts as to their purpose and functions and all are assigned to the executive branch of government or a transportation department to which the governor delegated his authority and responsibility. In each of these states the governor's representative or coordinator has sufficient

²⁷Ibid., p. 5.

authority established by law to follow through with decisions pertaining to policy formulation, which is necessary for any management organization to effectively plan and program their budget.

Toward a More Responsive Organization

Congress and the U.S. Department of Transportation have recently indicated some dissatisfaction with the current governor's representation system employed in state highway safety management.²⁸ It is becoming more evident that organizational revision will occur in the near future in current state highway safety management agencies.

The following discussion will not attempt to present an organization to satisfy the requirements of all the various states, but briefly outline some general means that states may employ to develop a more responsive system to coordinate and "direct" state highway safety activities.

An Organizational Model

Above all other requirements a state agency managing highway safety activities needs to be established by statute and this same statute should state the general functions assigned to the agency. Further, responsibility for these functions should be assigned to the executive offices or an official of cabinet or department rank. These measures

²⁸"Other Changes," Status Report, Vol. 5, No. 17 (October 1, 1970), p. 2.

are necessary in order that action may be directed by the responsible official when state funds are involved.

There appears to be a definite trend among the various states toward creating a transportation department or agency. Functions such as highway safety will be transferred to these newly created transportation agencies, as well as other departmental functions relating to traffic or vehicle safety. These agencies will be organized similar to the federal model. It was stated above that personnel for these new agencies will come from the organizations presently involved in traffic safety. As the state transportation agencies are formed the highway safety functions will be performed by a separate bureau or division.

In addition to the official responsible for the overall operation of the highway safety agency the following represents a possible staff organization based on the data reviewed pertaining to current highway safety management organizations:

1. State and Local Liaison and Project Evaluation
Section
2. Planning, Research and Development Section
3. Public Information Section
4. Fiscal Management and Audit Section
5. Administrative Section
6. Secretarial and Stenographer Support

Planning, research and development is an area not receiving adequate attention currently at the state level. This area needs the attention of a full time staff, and formation of a formal means, possibly by NHTSA, for states to exchange research and development data. Finally, the administrative section was included to perform many of the routine day-to-day administrative, reporting and filing matters in order to allow principal staff members more time to devote to their liaison, evaluation and public relations functions.

To assist state highway safety management in developing policy, provisions should be made through law for advisory and coordinating committees. The necessity for a committee system was repeatedly illustrated above. In order for the committee to be responsive and not simply a rubber stamp to approve policy formulated by state highway safety management, members should be selected from people at both state and local levels that are knowledgeable or experienced in areas relating to highway safety. Committee membership should also be aware of the highway safety issues confronting their state.

Finally, examination of the data related to state highway safety management organization presented in this and previous chapters illustrates the importance that needs to be given to involvement of local officials and agencies in formulating program policy. Local jurisdictions should be encouraged to establish traffic safety coordinating committees, with continuous communication to officials

responsible at the state level for the formulation policy. If state program management is to succeed in its effort to develop the local jurisdiction highway safety data base, then the local jurisdiction should be organized so that all the various segments of information are coordinated into meaningful and relevant highway safety data pertaining to the community.

CHAPTER V

CURRENT ORGANIZATION OF UNITED STATES ARMY TO ESTABLISH AND IMPLEMENT HIGHWAY SAFETY POLICY

This chapter will describe the organizational structure in the United States Army which has the responsibility to establish and implement highway safety or motor vehicle traffic supervision policy. The following discussion will not be a detailed explanation of Army organization, but merely a broad overview to offer some insight and understanding of the decision-making process at Headquarters, Department of the Army and how the various subordinate levels implement established policy. Additionally, this study recommending change would be incomplete without an examination of the organization to which the recommendations are directed.

Department of the Army Organization

The Department of the Army is actually divided into two parts: (1) Headquarters, Department of the Army (HQDA) and (2) Army field commands. Headquarters, Department of the Army includes the executive part of the Department and dispersed agencies performing national headquarters

functions. The Army field commands includes the remainder of the Department exclusive of the national Headquarters.¹

Headquarters, Department of the Army is further divided into the Office of the Secretary of the Army and the Army Staff. The Secretary of the Army assisted by the Deputy Secretary and the various Assistant Secretaries, is responsible to the Secretary of Defense to conduct the affairs and business of the Army. The Army staff, headed by the Chief of Staff, gives professional and technical assistance to the civilian Secretary and his assistants. It is Headquarters, Department of the Army that establishes policy for the Army and directs the implementation of this policy normally through Army regulation or order. The remainder of this chapter will be a discussion of those elements of the Army Staff and Army field commands responsible for highway safety and how policy is established in this area and placed into operation.

Responsibilities

There are various members of the Army General and Special Staffs that have responsibilities to develop and provide policies and support programs concerning highway safety. These agencies are as follows:

1. Deputy Chief of Staff for Personnel
2. Deputy Chief of Staff for Logistics

¹U.S. Department of the Army, Army Regulation 10-5, Organization and Functions: Department of the Army (Washington: Government Printing Office, 31 July 1968), p. 1-1.

3. Chief of Engineers
4. The Surgeon General
5. The Judge Advocate General
6. Chief of Information
7. The Provost Marshal General

The Deputy Chief of Staff for Personnel is responsible for the development and administration of decentralized safety management, which is actually performed for the Deputy Chief of Staff for Personnel by the Army Director of Safety. The Deputy Chief of Staff for Logistics is responsible for programs for land transportation, movement control and all related transportation services required for the movement of persons and things. The Chief of Engineers is responsible for all engineer services and planning for the Army. The Surgeon General becomes concerned with highway safety through his responsibility for emergency medical services. The Judge Advocate General has a very important and key responsibility in providing legal advice to the Army Staff and in exercising staff supervision of all legal proceedings in the Army. The Chief of Information is responsible for all matters pertaining to public information plans and programs, which is a vital element of a highway safety program.²

The Provost Marshal General has staff responsibility for motor vehicle accident investigation, traffic control

²Ibid., pp. 2-7 to 2-17.

and traffic law enforcement.³ Additionally, The Provost Marshal General has been given responsibility for motor vehicle traffic supervision; maintaining liaison and coordinate with appropriate Army Staff agencies, other military departments, national and state traffic agencies in matters pertaining to motor vehicle traffic supervision and traffic safety, and to maintain liaison with the Department of Transportation regarding the National Highway Safety Standards and other traffic safety programs applicable to the Army.⁴ Due to this fact provost marshals at all levels are considered by their commanding officer as his "expert" or staff agency responsible for matters concerning highway safety. Although The Provost Marshal General and provost marshals at the various levels may not be the agencies responsible for actually performing all the tasks associated with highway safety, such as emergency medical services, or erecting permanent traffic control devices, it is the provost marshal that has the inherent overall responsibility for the traffic safety program of the U.S. Army command or installation.

Establishment of Policy

The need to establish new directives or revise current policy documents occurs when it is directed or the

³Ibid.

⁴U.S. Department of the Army, Army Regulation 190-5, Military Police: Motor Vehicle Traffic Supervision (Washington: Government Printing Office, 29 September 1970), p. 1-3.

responsible staff agency head deems the requirement necessary as a result of advancement or changes taking place in the area. Once the action has begun to establish policy or develop a program for the Department of the Army the directive or regulation is written in draft form and coordinated with all interested staff agencies for their comments or concurrence. This is not a simple process and can mean many frustrating hours for the officer responsible for preparing and staffing the action paper.

In order for a regulation or directive to be published and become a policy establishing document the concurrence of all interested Army Staff agencies must be received. It is often necessary for the Secretary of the Army or the Chief of Staff to approve a draft regulation or directive, especially when new policy affecting the Army is being established.

The officer assigned the task of preparing a policy document in highway safety finds there are many areas and programs with which he must become familiar. As an example, one of the most important for the officer is the subject of state primacy in various areas of highway safety and motor vehicle administration. Care must be taken not to encroach upon the primacy of the states in areas such as driver licensing, vehicle registration and implied consent. So in considering how the Army may draw upon the expertise of the State of Michigan, and other states, to organize and establish programs to assure

compliance with the National Highway Safety Standards, the fact that the various states have primacy in certain areas can not be ignored.

When a draft regulation or directive has received the necessary approvals or concurrences it is printed and distributed to be implemented. Regulations concerning motor vehicle traffic supervision are normally distributed to all subordinate levels to include the installation commander, who is assisted by his staff in implementing the policy promulgated by Headquarters, Department of the Army.

Implementation of Policy

Subordinate to Headquarters, Department of the Army are the seven Major Army Field Commands and the six Army components of unified commands. Subordinate to these thirteen major commands are field armies or activities which are composed of installations, areas or organizations.

When a new or revised regulation concerning motor vehicle traffic supervision is received at each level the command provost marshal has certain responsibilities to assure that his commander and each subordinate headquarters properly implements the policy prescribed in the Army regulation. Usually a supplement to the Army regulation is prepared to assure that local agreements, treaties or special requirements peculiar to the area will be adhered to by each subordinate command or activity.

The actual operator or individual responsible for implementation of the motor vehicle traffic supervision policy is the installation or separate organization provost marshal. He is the staff officer responsible for preparing the installation traffic regulation or code. Each installation traffic regulation has provisions peculiar to itself due to status of forces agreements or treaties overseas and the so-called "Assimulative Crimes Act" in the United States. Therefore, it is almost impossible to write a uniform traffic regulation for military installations, and another reason why Headquarters, Department of the Army must issue broad and flexible policy guidance.

It is at the installation level that a highway safety policy or program receives the actual field test or evaluation. The necessity for modification or complete revision is determined from evaluations of installation provost marshals and through inspections or visits from higher headquarters. This practice is a weakness or delay in the current method of establishing policy and guidance. The Army rarely uses a pilot or test model to evaluate a highway safety program. It is not contended that the practice of field evaluations be discontinued, but there is a definite need to establish pilot programs at selected installations and assess the program prior to promulgating policy that affects the Department of the Army.

Inter-Service Study Group

Currently in existence is an informal group composed of representatives from legal, law enforcement, personnel and safety activities in the Army, Navy, Air Force, Marine Corps and Defense Supply Agency. This group does have a limited degree of influence on the establishment of motor vehicle traffic supervision and highway safety policy within DOD.

Objectives of the group are:

1. Develop military directives, policies and procedures in support of effective traffic supervision including highway safety.
2. Promote state legislation governing military drivers and their dependents.
3. Develop proposed Congressional legislation to support military programs.
4. Provide a medium for military support of national and state highway safety programs, to include the National Highway Safety Standards.
5. Provide a medium for the resolution of problem areas involving civil jurisdictions, other federal agencies, etc.⁵

These objectives give the impression that the Inter-Service Study Group activities are such that the need for this study may be questioned. The Group acts as a forum

⁵Based on personal correspondence between Mr. William Brown, Directorate of Security Police, U.S. Department of the Air Force, and the writer, September 10, 1970.

and brings those within the military departments involved in highway safety together to discuss mutual problems. However, the group is strictly informal and without a charter. Neither the Department of Defense nor the various military departments have granted formal recognition to the group. If the action officer attending the meetings cannot convince his superior of the necessity for adopting a group proposal, it dies as quickly as it was born.

Committees or commissions similar to the Inter-Service Study Group in their purpose and scope existed in some of the states prior to the Highway Safety Act of 1966, but in a majority of the cases these bodies did not have the support of the executive branch of government to effectively administer state highway safety activities. The public relations value of the Inter-Service Study Group cannot be denied, but the Group lacks authority, speaks for no department officially, and depends upon the personalities of individual members to accomplish actions. If a forum such as the Inter-Service Study Group is to be effective then the support of an official with sufficient authority is necessary.

Data Gathering

During the course of research for this study the author frequently heard the expression, "We are not getting sufficient data at the present time to make the evaluations

necessary to administer the program properly." Several Army agencies or commands collect fragments of accident data peculiar to their needs, but this information was never consolidated into a useful and meaningful format.

The author recalls one particular incident that occurred during the two years he was assigned to the Office of the Provost Marshal General. A member of Congress made a request to the Army concerning a particular type of accident data, which most persons automatically assumed that someone on the Army Staff had collected. However, much to the embarrassment and consternation of the Army Staff the Congressman's seemingly simple request could not be responded to accurately because the information was not available.

Provost Marshal Activities Report

A recent revision of Army Regulation 190-46, Provost Marshal Activities, may preclude incidents of the type described above. This regulation governs policy concerning the preparation of the Quarterly Provost Marshal Activities Report. The report provides data concerning U.S. Army confinement operations, physical security and crime prevention surveys, crimes of violence, traffic law enforcement and all other Army law enforcement activities. The Traffic Law Enforcement Section of the report now

contains data formerly maintained by most commands, but never before consolidated into useable form.⁶

The reports are consolidated at various designated commands and forwarded to OTPMG. The Traffic Law Enforcement section contains the following information:

1. Driving and moving violations on the Roadway
2. Use of intoxicants and/or Drugs within Item 1.
3. Traffic Fatalities
4. Use of Intoxicants and/or Drugs within Item 3.
5. Traffic Injuries
6. Use of Intoxicants and/or Drugs within Item 5.
7. Total Vehicle Accidents Investigated
8. Vehicle Accidents (Property damage of \$100 or more)
9. Vehicle Accidents (Property damage less than \$100)
10. Total Privately Owned Vehicles (POV) Registered
11. Total POV Licensed (Overseas Commands)
12. Driving Privileges Suspended or Revoked⁷

Automatic Data Processing Systems

Accomplishments have been made in the U.S. Army concerning development of automatic data processing programs for law enforcement and traffic safety. The Military Police Management Information System (MPMIS) has been recognized as a major system in the Army Management Information System Plan. Final development and operation of the system is projected for late 1972 or early 1973.

The MPMIS consist of five sub-systems, one of which is entitled the Law Enforcement Reporting Sub-system. When

⁶U.S. Department of the Army, Army Regulation 190-46, Provost Marshal Activities (Washington: Government Printing Office, May 2, 1970), pp. 4-5.

⁷Ibid.

this Sub-system is operational additional information concerning traffic safety activities and requirements will be available on a rapid retrieval basis. The various reports currently planned to be elements of the Sub-system are as follows:

1. Monthly Vehicle Registration Roster
2. Selected Vehicle Report
3. Quarterly Registration Report
4. Traffic Violation Location Report
5. Traffic Violations Day Report
6. Traffic Violations Summary
7. Accident Identification Summary
8. Quarterly Accident Summary
9. Accident Profile Reports.⁸

Summary

Assigned staff responsibilities and the basis for a Department of the Army highway safety program presently exist, but these various activities are not coordinated into a comprehensive effort. This chapter serves to illustrate that federal departments are continuing to administer highway safety activities similar to the uncoordinated efforts that existed in the various states prior to 1966.

⁸Based on personal correspondence between Mr. Lynwood Snellings, Chief, Management Support Branch, Office of The Provost Marshal General, U.S. Department of the Army, and the writer, August 17, 1970.

Management tools such as the informal Inter-Service Study Group and the MPMIS automatic data system are in existence, but planning has not occurred which would result in these aids and others being adapted into a coordinated traffic safety program.

Present methods of establishing highway safety policy are cumbersome and actions are often the result of crisis reaction. A means for the meaningful exchange of data that could result in more responsive Department of the Army policy has not been established. Previous chapters have discussed the necessity for a constant flow of information between all levels if effective highway safety policies are to be created.

CHAPTER VI

CONCLUSIONS AND RECOMMENDATIONS

Preceding chapters of this study have presented data on the variables influencing the formulation of state highway safety policy, a limited selection of the management organizations currently existing, and a prototype highway safety management organization based upon a comparison of the organizational data. The following is a summary of conclusions based upon the data, recommendations to the U.S. Army for developing a coordinated traffic safety program, and recommendations for further research pertaining to state highway safety management.

Conclusions

Considerable man-hours and funds have been committed by Federal, state, and local governments to improve traffic safety since approval of the Highway Safety Act of 1966. The main purpose of this study was to examine through empirical research the highway safety management organization in a state and determine if the patterns and procedures employed by the state organization in formulating policy could be used by a federal department. It was not

the intent of this study to distract from the advancements made by federal agencies in highway safety.

It is concluded that sufficient evidence has been presented to support the hypothesis and represent the necessity for federal departments to establish a means to manage their traffic safety activities and efforts.

The hypothesis stated in the first chapter of this report served as a guide in the conduct of research and the type of data compiled. It has been illustrated that federal agencies and state governments do base their traffic safety activities upon the guidance contained in the National Highway Safety Standards; however, federal agencies are only encouraged to voluntarily support the Standards, while the states are required to do so or be penalized through a reduction of federal support to their highway programs. Federal agencies are only beginning to study application of the Standards to their highway safety efforts, and appropriate action has not been undertaken in the federal departments to develop officially sanctioned and coordinated traffic safety programs. State governments have formulated comprehensive highway safety programs and despite charges of not being responsive the governor's representative system is providing management or coordination of the various activities where none existed before.

The research was primarily exploratory in nature due to the almost total absence of studies conducted into

the management of state highway safety programs. Data gathered caused the author to reach certain major conclusions concerning the state of the art as it exists in highway safety management. These major conclusions are as follows:

1. In order to have coordinated activities in traffic safety the respective jurisdiction should recognize the requirement for establishing a permanent and separate management organization. Discussion of a model organization in Chapter IV was sufficiently broad to permit application to the federal or state levels, with only some modifications possibly in the fiscal staff.

2. Highway safety programs need the active support and continuing approval of the state governor or federal department head. It is evident that involvement of the chief executive can simplify the policy formulation process by eliminating doubt as to desired direction and goals of the traffic safety program. A coordinated program would be incomplete without the participation of management personnel responsible for ultimate establishment of policy.

3. There needs to be active involvement of management at all levels, especially those responsible for approving policy, in the various phases and elements of the program. It is extremely important that management at the local levels or jurisdictions become actively involved

as a means of developing the previously weak or absent local traffic safety data base.

4. Constant communication by all levels associated with operation of the program and vigorous public relations activities are a part of the foundation necessary to support a progressive state program. This would be accomplished through field liaison by the highway safety program management staff, use of coordination committees with membership from all jurisdictional levels, and a public information program advertising the issues, what has been accomplished and what is projected.

5. There cannot be a responsive traffic safety program when responsibility for it is assigned to an existing agency as a secondary or additional function without creating an organization to administer the program. Highway safety activities have increased in number and require the expertise of specialist pertaining to planning and evaluation, that attempts by staffs not trained or specifically organized for management of traffic safety will result in an ineffective effort.

6. Research and development into highway safety efforts needs to be expanded at the state and local levels. Means for widely disseminating data upon pilot projects should be created in order that all states and subordinate jurisdictions may benefit from the various research efforts.

7. State highway safety management needs to be invested with the authority or appropriate means necessary

to determine and select the alternatives for reaching an objective. Presently, management is often denied the use of an alternative and must select secondary means as interim measures until the primary alternative becomes available.

8. Evaluation of the highway safety program activities should be the key element of the management system. Evaluation needs to tell management if the planning, programming and budgeting are properly meeting established objectives. However, if there can be considered a weak link in the management process it should be evaluation. This is not due to inefficiency of management, but the need for additional data at local jurisdictions and a reliable and valid means of evaluating activities.

Recommendations Applicable to the U.S. Army

Based upon the findings of this report the following recommendations for action by the U.S. Army are made:

1. Staff responsibilities pertaining to development of a U.S. Army Traffic Safety Program and an appropriate coordination committee should be established at Headquarters, Department of the Army through a Chief of Staff memorandum or regulation. Department of the Army staff agencies identified in Chapter V should be assigned responsibilities, with one of the agencies designated as office of primary interest or executive agent for the Secretary of the Army regarding traffic safety activities.

A recommended assignment of staff responsibility for efforts regarding the sixteen areas of the National Highway Safety Standards is contained in Appendix L.

2. Field commands subordinate to Headquarters, Department of the Army should be assigned the responsibility of conducting an evaluation of current highway safety activities using the National Highway Safety Standards as yardsticks throughout the process. Sufficient time, planning and guidance are essential for a thorough assessment.

3. Using the assessment data establish a Department of the Army comprehensive highway safety program assigning command and staff responsibilities and stating objectives through promulgation of an Army regulation. This regulation should include provisions for establishment of highway safety coordination and advisory committees at each command level. Provisions should be made to include in the membership of advisory committees personnel (commissioned and enlisted) that are not directly concerned with the day-to-day operation of the traffic safety program as a means to create further public awareness of the traffic problem.

4. Traffic safety statistical information received by The Provost Marshal General should be placed into a report format and widely disseminated for use by commanders in managing their highway safety activities. Caution should be exercised not to base efforts upon such a report,

but to use the data as another means of identifying problem areas and establishing program objectives.

5. Conduct a feasibility study into the establishment of a joint service highway safety coordination committee officially sanctioned and charted by the Secretary of Defense. Such a study should be performed with all the uniformed services participating. The experience of the current Inter-Service Study Group could be used in creating a model framework for the committee.

6. Alternatives selected as means to satisfy objectives and reduce identified problems in highway safety should be field-tested through pilot projects prior to issuing Department of the Army policy directing command implementation.

Recommendations for Further Research

The following general recommendations are made concerning further research into highway safety program management:

1. Comparisons are needed of the various types of highway safety management organizations to determine their effectiveness, particularly those offices created by statute versus those created by other means.

2. There is definitely a need for additional research into the policy formulation process in state highway safety management. Ample theory as to how states should manage their programs has been published, but empirical data

concerning the actual functioning of the management process is devoid.

3. Evaluation of highway safety projects was identified as the critical element of the management process, yet further research into this area is needed to develop reliable and valid instruments that will assist in assessing activities as well as creating a data base.

4. Further study is required into how aware the general public is of the traffic safety dilemma, and what means are effective in a coordinated public relations program of creating an awareness and understanding of the problem. Presently highway safety is considered just another problem and will continue to be so until public support is developed.

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APPENDIX A

FEDERAL HIGHWAY SAFETY LAWS

FEDERAL HIGHWAY SAFETY LAWS

The Baldwin Amendment in Public Law 89-139 placed Federal governmental machinery into motion, which resulted in approval of the Highway Safety Act of 1966, Public Law 89-564. Those sections of Public Law 89-139 and Public Law 89-564 pertaining to the scope of this report and pertinent sections of Public Law 91-605 amending PL 89-564 are quoted below.

Public Law 89-139
89th Congress, S. J. Res. 81
August 28, 1965

JOINT RESOLUTION

To amend the Federal-Aid Highway Act of 1956 to increase the amount authorized for the Interstate System for the fiscal year ending June 30, 1967, to authorize the appointment of such amount, and for other purposes.

Resolved by the Senate and House of Representatives
of the United States of America in Congress assembled, . . .
.

Sec. 4. (a) Chapter 1 of title 23 of the United States Code is amended by adding at the end thereof the following new section:

"After December 31, 1967, each State should have a highway safety program, approved by the Secretary, designed to reduce traffic accidents and deaths, injuries, and property damage resulting therefrom, on highways on the Federal-aid system. Such highway safety program should be in accordance with uniform standards approved by the Secretary

and should include, but not be limited to, provisions for an effective accident records system, and measures calculated to improve driver performance, vehicle safety, highway design and maintenance, traffic control, and surveillance of traffic for detection and correction of high or potentially high accident locations."

(b) The analysis of chapter 1 of title 23 of the United States Code is amended by adding at the end thereof the following:

"135. Highway safety programs."

Approved August 28, 1965.

Public Law 89-564
89th Congress, S. 3052
September 9, 1966

AN ACT

To provide for a coordinated national highway safety program through financial assistance to the States to accelerate highway traffic safety programs, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled.

TITLE I - HIGHWAY SAFETY

Sec. 101. Title 23, United States Code, is hereby amended by adding at the end thereof a new chapter:

"Chapter 4. - HIGHWAY SAFETY

"Sec.

"401. Authority of the Secretary.

"402. Highway safety programs.

"403. Highway safety research and development.

"404. National Highway Safety Advisory Committee.

"Sec. 401. Authority of the Secretary

"The Secretary is authorized and directed to assist and cooperate with other Federal departments and agencies, State and local governments, private industry, and other interested parties, to increase highway safety.

"Sec. 402. Highway safety programs

"(a) Each State shall have a highway safety program approved by the Secretary, designed to reduce traffic accidents and deaths, injuries, and property damage resulting therefrom. Such programs shall be in accordance with uniform

standards shall be expressed in terms of performance criteria. Such uniform standards shall be promulgated by the Secretary so as to improve driver performance (including, but not limited to, driver education, driver testing to determine proficiency to operate motor vehicles, driver examinations (both physical and mental) and driver licensing) and to improve pedestrian performance. In addition such uniform standards shall include, but not be limited to, provisions for an effective record system of accidents (including injuries and deaths resulting therefrom), accident investigations to determine the probable causes of accidents, injuries, and deaths, vehicle registration, operation, and inspection, highway design and maintenance (including lighting, markings, and surface treatment), traffic control, vehicle codes and laws, surveillance of traffic for detection and correction of high or potentially high accidents locations, and emergency services. Such standards as are applicable to State highway safety programs shall, to the extent determined appropriate by the Secretary, be applicable to federally administered areas where a Federal department or agency controls the highways or supervises traffic operations. The Secretary shall be authorized to amend or waive standards on a temporary basis for the purpose of evaluating new or different highway safety programs instituted on an experimental, pilot, or demonstration basis by one or more States, where the Secretary finds that the public interest would be served by such amendment or waiver.

"(b) (1) The Secretary shall not approve any State highway safety program under this section which does not--

"(A) provide that the Governor of the State shall be responsible for the administration of the program.

"(B) authorize political subdivisions of such State to carry out local highway safety programs within their jurisdictions as a part of the State highway safety program if such local highway safety programs are approved by the Governor and are in accordance with the uniform standards of the Secretary promulgated under this section.

"(C) provide that at least 40 per centum of all Federal funds apportioned under this section to such State for any fiscal year will be expended by the political subdivisions of such State in carrying out local highway safety programs authorized in accordance with subparagraph (B) of this paragraph.

"(D) provide that the aggregate expenditure of funds of the State and political subdivisions thereof, exclusive of Federal funds, for highway safety programs will be maintained at a level which does not fall below the average level of such expenditures for its last two full fiscal years preceding the date of enactment of this section.

"(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 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.

"(2) The Secretary is authorized to waive the requirement of subparagraph (C) of paragraph (1) of this subsection, in whole or in part, for a fiscal year for any State whenever he determines that there is an insufficient number of local highway safety programs to justify the expenditure in such State of such percentage of Federal funds during such fiscal year.

"(c) Funds authorized to be appropriated to carry out this section shall be used to aid the States to conduct the highway safety programs approved in accordance with subsection (a), shall be subject to a deduction not to exceed 5 per centum for the necessary costs of administering the provisions of this section and the remainder shall be apportioned among the several States. . . . After December 31, 1968, the Secretary shall not apportion any funds under this subsection to any State which is not implementing a highway safety program approved by the Secretary in accordance with this section. Federal aid highway funds apportioned on or after January 1, 1969, to any State which is not implementing a highway safety program approved by the Secretary in accordance with this section shall be reduced by amounts equal to 10 per centum of the amounts which would otherwise be apportioned to such State under section 104 of this title, until such time as such State is implementing an approved highway safety program. Whenever he determines it to be in the public interest, the Secretary may suspend, for such periods as he deems necessary, the application of the preceding sentence to a State. Any amount which is withheld from apportionment to any State under this section shall be reapportioned to the other States in accordance with the applicable provisions of law.

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 "(e) Uniform standards promulgated by the Secretary to carry out this section shall be developed in cooperation with the States, their political subdivisions, appropriate Federal departments and agencies, and such other public and private organizations as the Secretary deems appropriate.

"(f) The Secretary may make arrangements with other Federal departments and agencies for assistance in the preparation of uniform standards for the highway safety programs contemplated by subsection (a) and in the administration of such programs. . . .

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"Sec. 403. Highway safety research and development

"The Secretary is authorized to use funds appropriated to carry out this section to carry out safety research which he is authorized to conduct by subsection (a) of section 307 of this title. In addition, the Secretary may use the funds appropriated to carry out this section, either independently or in cooperation with other Federal departments or agencies, for (1) grants to State or local agencies, institutions, and individuals for training or education of highway safety personnel, (2) research fellowships in highway safety, (3) development of improved accident investigation procedures, (4) emergency service plans, (5) demonstration projects, and (6) related activities which are deemed by the Secretary to be necessary to carry out the purposes of this section.

"Sec. 404. National Highway Safety Advisory Committee

"(a) (1) There is established in the Department of Commerce a National Highway Safety Advisory Committee, composed of the Secretary or an officer of the Department appointed by him, who shall be chairman, the Federal Highway Administrator, and twenty-nine members appointed by the President, no more than four of whom shall be Federal officers or employees. The appointed members, having due regard for the purposes of this chapter, shall be selected from among representatives of various State and local governments, including State legislatures, of public and private interests contributing to, affected by, or concerned with highway safety, and of other public and private agencies, organizations, or groups demonstrating an active interest in highway safety, as well as research scientists and other individuals who are expert in this field.

.. . . .
 "(b) The National Highway Safety Advisory Committee shall advise, consult with, and make recommendations to, the Secretary on matters relating to the activities and functions of the Department in the field of highway safety.
 .. .

Sec. 103. Section 307 of title 23, United States Code, is amended . . . by adding at the end of such section the following new subsection:

"(d) As used in this section the term 'safety' includes, but is not limited to, highway safety systems, research, and development relating to vehicle, highway, and driver characteristics, accident investigations, communications, emergency medical care, and transportation of the injured."

TITLE II - ADMINISTRATION AND REPORTING

Sec. 201. The Secretary shall carry out the provisions of the Highway Safety Act of 1966 (including chapter 4 of title 23 of the United States Code) through a National Highway Safety Agency (hereinafter referred to as the "Agency"), which he shall establish in the Department of Commerce. . . .

Sec. 202. (a) The Secretary shall prepare and submit to the President for transmittal to the Congress on March 1 of each year a comprehensive report on the administration of the Highway Safety Act of 1966. . . .

(b) The annual report shall also contain such recommendations for additional legislation as the Secretary deems necessary to promote cooperation among the several States in the improvement of highway safety and to strengthen the national highway safety program.

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Sec. 204. The Secretary of Commerce shall make a thorough and complete study of the relationship between the consumption of alcohol and its effect upon highway safety and drivers of motor vehicles, in consultation with such other government and private agencies as may be necessary. Such study shall cover review and evaluation of State and local laws and enforcement methods and procedures relating to driving under the influence of alcohol, State and local programs for the treatment of alcoholism, and such other aspects of this overall problem as may be useful. The results of this study shall be reported to the Congress by the Secretary on or before July 1, 1967, and shall include recommendations for legislation if warranted.

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Sec. 207. In order to provide the basis for evaluating the continuing programs authorized by this Act, and to furnish the Congress with the information necessary for authorization of appropriations for fiscal years beginning after June 30, 1969, the Secretary, in cooperation with the Governors or the appropriate State highway safety agencies, shall make a detailed estimate of the cost of carrying out the provisions of this Act. The Secretary shall submit such detailed estimate and recommendations for Federal, State, and local matching funds to the Congress not later than January 10, 1968.

Sec. 208. This Act may be cited as the "Highway Safety Act of 1966."

Public Law 91-605
91st Congress, H. R. 19504
December 31, 1970

AN ACT

To authorize appropriations for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

Be it enacted by the Senate and House of Representa-
tives of the United States of America in Congress assembled.
.....

TITLE II

SHORT TITLE

Sec. 201. This title may be cited as the "Highway Safety Act of 1970."

HIGHWAY SAFETY

Sec. 202. (a) Section 201 of the Highway Safety Act of 1966 (80 Stat. 735) is amended to read as follows:

"Sec. 201. (a) There is hereby established within the Department of Transportation a National Highway Traffic Safety Administration (hereafter in this section referred to as the 'Administration'). The Administration shall be headed by an Administrator who shall be appointed by the President, by and with the advice and consent of the Senate, and shall be compensated at the annual rate of basic pay of level III of the Executive Schedule in section 5314 of title 5, United States Code. There shall be a Deputy Administrator of the National Highway Traffic Safety Administration who shall be appointed by the Secretary of Transportation, with approval of the President, and who shall be compensated at the annual rate of basic pay of level V of the Executive Schedule in section 5316 of title 5, United States Code. The Administrator shall perform such duties as are delegated to him by the Secretary. On all matters pertaining to the design, construction, maintenance, and operation of highways, the Administrator shall consult with the Federal Highway Administrator.

"(b) (1) The Secretary shall carry out through the Federal Highway Administration those provisions of the Highway Safety Act of 1966 (including chapter 4 of title 23, United States Code) for highway safety programs, research, and development relating to highway design, construction and maintenance, traffic control devices, identification and surveillance of accident locations, and highway-related aspects of pedestrian safety.

"(2) The Secretary shall carry out, through the Administration, all other provisions of such Act (including

chapter 4 of title 23, United States Code) for highway safety programs, research and development not specifically referred to in paragraph (1) of this subsection.

"(c) The Secretary is authorized to carry out the provisions of the National Traffic and Motor Vehicle Safety Act of 1966 (80 Stat. 718) through the Administration and Administrator authorized by this section.

"(d) All provisions of law enacted before the date of enactment of the Highway Safety Act of 1970 which are consistent with this section as amended by such Act of 1970 are hereby repealed to the extent of such inconsistency."

.....
 (c) Subsection (c) of section 402 of title 23, United States Code, is amended by striking out beginning in the second sentence thereof "as Congress, by law enacted hereafter," and all that follows down through and including the period at the end of the third sentence thereof and inserting in lieu thereof the following: "75 per centum in the ratio which the population of each State bears to the total population of all the States, as shown by the latest available Federal census, and 25 per centum in the ratio which the public road mileage in each State bears to the total public road mileage in all States. For the purposes of this subsection, a 'public road' means any road under the jurisdiction of and maintained by a public authority and open to public travel. The annual apportionment to each State shall not be less than one-third of 1 per centum of the total apportionment."

(d) The first sentence of subsection (d) of section 402 of title 23, United States Code, is amended by striking out the period at the end thereof and inserting in lieu thereof a comma and the following: "and except that the aggregate of all expenditures made during any fiscal year by a State and its political subdivisions (exclusive of Federal funds) for carrying out the State highway safety program shall be available for the purpose of crediting such State during such fiscal year for the non-Federal share of the cost of any project under this section without regard to whether such expenditures were actually made in connection with such project."

(e) Section 402 of title 23, United States Code, is amended by adding at the end thereof the following new subsection:

"(h) Except in the case of those State safety program elements with respect to which uniform standards have been promulgated by the Secretary before December 31, 1970, the Secretary shall not promulgate any other uniform safety standard under this section unless at least 90 days prior to the effective date of such standard he shall have submitted such standard to Congress."

.....

HIGHWAY SAFETY PROGRAMS

Sec. 203. (a) Section 402 (b) (1) (A) of title 23, United States Code, is amended by striking out the period at the end thereof and inserting in lieu thereof the following: "through a State agency which shall have adequate powers, and be suitably equipped and organized to carry out, to the satisfaction of the Secretary, such program."

(b) The amendment made by subsection (a) of this section shall take effect December 31, 1971.

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Approved December 31, 1970.

APPENDIX B

EXPERIENCE SURVEY CONDUCTED IN MICHIGAN OHSP

EXPERIENCE SURVEY CONDUCTED IN THE MICHIGAN OHSP

The following represents the principal questions and responses of the experience survey conducted in the Michigan Office of Highway Safety Planning. Respondents are not identified in this appendix.

1. In organizing the Highway Safety Planning Office what were some of the major obstacles or issues that had to be overcome prior to becoming a functioning agency?

Already established in the State were certain groups that had responsibilities for planning and these groups had to be assured there was a need for action. There was the problem of gaining sufficient authority to do the job. There were also manpower and staffing problems. The big issue was selling why this matter of highway safety needs specialized attention.

2. What was the state of highway safety in Michigan at the time the Office of Highway Safety Planning was organized?

Michigan has always been one of the more progressive states. However, we were not out to reinvent the wheel and did not want everyone to drop out of the business. Excellent work had been accomplished in Michigan. The State was in good shape in certain areas and in others it was in poor condition--substantial progress had not been made in some Standard areas.

3. As you began to establish objectives did you request the other state departments to perform specific functions to assist in meeting goals?

We formed a working committee. We had only three months to accomplish the Base Year and the Federal Project 207 Objective Studies.

4. What literature or other devices were of the greatest benefit in establishing and conducting planning for the State Program?

There wasn't sufficient information especially from the Federal level. We had to depend on people with expertise and background in the various functional areas.

5. In order to effectively operate and manage the State Program what are the type of reports or information needed?

We actually need more input and evaluation of each project. There is a big requirement for an effective reporting system and for this system to be used to relate progress and establish objectives for the future. Presently we are receiving four types of input: (1) fiscal audits, (2) program evaluation, (3) quarter reports on projects, and (4) monthly project costs. Additionally, I serve on the State Crime Commission, which is helpful because the program manager needs to diversify and not develop "tunnel vision." I receive information indirectly in this manner.

6. Reflecting back on your past experience, if you had to do it all over again would you do it any differently?

Depends on the latitude given and the resources available. During the original organization I was without a staff. We would definitely need a more thorough assessment process. I would make more use of the committee system. Of course we know more now than we did in 1968. Being originally under the executive offices did offer advantages, but there are stronger advantages of being placed under an operational department--the department has resources and facilities that make the job much easier.

7. In assessing highway safety in the State what yardsticks did you use other than the Federal Highway Safety Standards?

We had a short time period to conduct the assessment. The office called upon experts in traffic safety and utilized their experience. In addition, we completed the assessment forms furnished by the National Highway Safety Bureau and based on the Standards. Also, knowledge and experience of the staff was a key factor in conducting the assessment.

8. Did assessments of highway safety in Michigan by agencies outside of the State government structure assist in the establishment of program objectives?

We attempted to use outside assessments. The National Safety Council Inventory was of some use; however, we tried to make the assessment our own product. We wanted to make the program look fresh and like a new effort. Federal guidance was as helpful as anything we had. There is a need to have people to identify with their own product and something different is needed to do this. The Army should be careful in this respect when developing a program--there is a need for new insight.

9. How often are assessments of the Program planned?

No specific requirement at the present, but would like to update plan each year based on activity of the previous year. We are now having an assessment document drawn up by the MSU Highway Traffic Safety Center. This document will require and give a fresh assessment and evaluation.

10. Is the plan actually reducing highway accidents in Michigan?

This is one of the very important charges; however, we can't really evaluate. There has been an improvement--we are meeting the objectives in specific cases, such as, the Breathalyzer Program; it could be doing a real good job, but not reducing fatals and accidents. Objectives are not to reduce rates, but to prevent the loss of people.

11. What is the current state of the highway safety public relations and information effort?

The program is not as good as it should be. The Traffic Safety Commission, placed under this Office by Executive Order, has been charged with the Public Relations Program, but certain complications have stalled the program somewhat. Public relations is an important and vital part of the overall program--each key staff member should have some public relations and information responsibility.

12. Prior to the organization of the Office of Highway Safety Planning were the administrators, police and other highway safety personnel aware of the magnitude of the traffic safety dilemma and the measures needed to reduce the impact of traffic accidents?

They were, but each in his own department. These officials got together at the State Traffic Safety Commission, but there was little interaction. Previously there was no requirement for interaction or to work with the local communities. The Federal Act forced the issue by making the Governor responsible for total highway safety in the State. Without the law little local level action would take place.

13. Do operational level personnel have a satisfactory understanding and knowledge of the purpose and requirements of the National Highway Safety Standards?

Not really. We still take copies of the Standards to hand out to groups we speak before. To some groups the Standards still appear to be new to their frame of reference. Some individuals in key positions don't know what they are. There will always be a continuous sell job-- people at the local level are not really aware of the program. I still attend meetings and find myself associated with my former job at the State Law Enforcement Officers Training Council or the Crime Commission. Highway safety takes an enormous amount of public information.

14. What in-service training have staff members attended since coming to the Office of Highway Safety Planning?

Everyone needs exposure to management objectives, through schooling. All key personnel in the office have had PPBS training. You need personnel that have had exposure in dealing with people. You have to be able to sell--you can assess, but you have to sell or convince people that what you are selling is better than what they have. I have kept everyone active in professional organizations and associations, such as, education, health, police, engineering, etc. This brings a greater dimension to the job and keeps them in contact with their counterparts in the field. Schooling is a further dimension, staff members are permitted to go to school. The approach in this area needs to be positive, encourage participation in outside technical organizations. In addition, this brings recognition to the individual, the State and the organization. We need to be stronger in highway safety than anyone else in the State. Credentials need to be extremely heavy to get the job done.

15. Had worthwhile research and development taken place in the State concerning highway safety prior to the 1967 to 1968 time frame?

Yes, but each department would do its own R and D.

16. Are the reports submitted to the National Highway Safety Bureau creating changes or revision in methods of operation or management of the Federal Program?

The reports are of such volume that the Bureau possibly has difficulty in reviewing them. The only method of effecting change is to identify specific problems and correspond directly concerning the matter.

17. Do all State agencies involved in highway safety tasks receive funds or management direction from the Office of Highway Safety Planning?

Only in those areas where a Federal program is involved. There is only coordination and suggestion given concerning a problem that occurs outside a Federal sponsored project.

18. What difficulties were experienced in balancing and coordinating the State's resources for the greatest overall effectiveness?

Federal money was made available before sufficient planning. If funds weren't expended then they were lost. So we had to act too fast in the beginning.

There is also a need for a resource allocation system to determine which function is the most effective. The problem now is where do we spend the money for the greatest improvement? We are now flooded with applications but not enough money. No one really knows how to evaluate a traffic system to determine its reduction on traffic fatalities. The highway safety data base is incomplete and this problem is universal in all states. The basic information to effectively conduct a program is not present in the various local communities.

19. Where are the local levels putting their emphasis in highway safety?

Police traffic services and traffic enforcement, driver education and emergency medical services.

20. Are funds going primarily into hardware?

No, money is going mainly into hiring of personnel and training. Departments are adding equipment and personnel to use the equipment, but on a percentage basis the commitment to personnel exceeds equipment. However, it appears hard for communities to retain personnel after equipment has been purchased. In many cases it depends on the functional area. The emphasis in driver education has been on hardware, because the personnel were already on board.

21. How much time is actually devoted to maintaining liaison with the local jurisdictions?

Seventy-five per cent of our time is devoted to legislation, meetings with operational personnel, serving on committees, etc. The remainder is devoted to general office administration.

22. In projects that are deficient, are there factors that commonly appear as contributing to this deficiency?

Assignment is a problem. How do you keep a man happy if he is bored or dissatisfied? Police get bored with traffic and they feel they should be shifted. Also, people do not really know what is going on in the traffic field. There are some real problems in generating interest. There is a general absence of records and documentation of work on a project, and an absence of adequate traffic safety data.

23. What is the general status of the Michigan motorcycle safety efforts?

We have a law now requiring use of helmets and glasses or windshields. However, there is not a motorcycle driver education program which is needed. The State is conducting two pilot programs in Warren and Pontiac. We would like to make motorcycle safety part of the regular Driver Education Program and have the program funded through legislation. Most schools are including an hour or so in motorcycle driver safety in their normal education programs, but there is a need for an actual road practice program.

24. How many law enforcement officers have been trained in the use of the Breathalyzer?

The program was initiated in September 1967. A total of 1715 officers have been trained since that time. There are currently 1304 officers certified and active in the program. The 477 funded by the Federal grant-in-aid project are included in these totals.

25. Has a survey been completed concerning debris, hazard control and cleanup procedures?

No. This program has a low priority in the overall plan. Michigan currently has a law requiring that the wrecker operator must clean the accident scene. Further assessment may show that the State may not need additional effort above what we have presently.

26. Do you consider current data available to evaluate projects adequate?

No. There is not enough basic data available, such as population, mileage driven, road counts, population projections, etc. We need more cost effectiveness data, which may be remedied by the University of Michigan study being conducted to develop an evaluation instrument. We really need more basic data.

27. What measures are you taking to improve the research and development effort within OHSP?

OHSP is attempting to justify a program analyst position. This would give us an individual devoted full time to the R and D effort.

APPENDIX C

HIGHWAY SAFETY PROGRAM STRUCTURE MATRIX CONSTRUCTED
FOR USE IN THE U.S. ARMY

HIGHWAY SAFETY PROGRAM STRUCTURE MATRIX CONSTRUCTED FOR USE IN THE U.S. ARMY

Human						
Vehicle						
Highway						
System Support						
Program Factors	Training, Administration, Developmental	Enforcement	Medical and Engineering	Adjudication and Inspection	Research and Evaluation	
Program Activities						

APPENDIX D

CHRONOLOGY OF SIGNIFICANT EVENTS SELECTED TO
ILLUSTRATE FEDERAL INVOLVEMENT IN
HIGHWAY SAFETY

CHRONOLOGY OF SIGNIFICANT EVENTS SELECTED TO
ILLUSTRATE FEDERAL INVOLVEMENT IN
HIGHWAY SAFETY¹

<u>Date</u>	<u>Event</u>
1924	National Conference on Street and Highway Safety.
1937	Second National Conference on Street and Highway Safety--produced report entitled <u>Guides to Traffic Safety</u> .
1946	Third National Conference on Street and Highway Safety--produced the Action Program for Highway Safety.
1954	President's Committee for Traffic Safety established.
1956	Special Subcommittee Health and Safety of House Committee on Interstate and Foreign Commerce--produced H. Res. 357 - Traffic Safety: Investigation of Highway Traffic Accidents.
1958	Public Law 85-684, concerned with Interstate Compacts for Traffic Safety.
1959	House Committee on Public Works studied the Federal Role in Highway Safety.
1960	Public Laws 86-660, 87-359 concerned with Registration of Auto Licenses Revocations.

¹U.S. Department of Transportation, First Annual Report to the Congress, On the Administration of the National Highway Safety Act of 1966, March 1, 1968
(Washington: Government Printing Office, 1968).

- 1962-1963 Subcommittee of House Committee Interstate and Foreign Commerce produced H. Res. 133 entitled, "Establishment of a National Accident Prevention Center."
- 1965-1966 Senate published report entitled, "The Federal Role in Traffic Safety."
- 1966 Public Law 89-563, National Traffic and Motor Vehicle Safety Act of 1966, Public Law 89-564, Highway Safety Act of 1966, and Public Law 89-670, an Act to Establish a Department of Transportation.
- 1969 Promulgation of National Highway Safety Standards.

APPENDIX E

RECAPITULATION OF HIGHWAY SAFETY

PROGRAM STANDARDS

RECAPITULATION OF HIGHWAY SAFETY

PROGRAM STANDARDS¹

Highway Safety Program Standard 4.4.1, Periodic Motor Vehicle Inspection

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 reasonable safe working order.

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.

Highway Safety Program Standard 4.4.2, Motor Vehicle Registration

Purpose

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 use.

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.

¹National Highway Safety Bureau, Highway Safety Program Manual, Volumes 1-16 (Washington: U.S. Department of Transportation, 1969).

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.

Highway Safety Program Standard 4.4.3, Motorcycle Safety

Purpose

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

Standard

For the purpose 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.

Highway Safety Program Standard 4.4.4, Driver Education

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.

Standard

Each State, in cooperation with its political subdivisions, shall have a driver education and training program.

Highway Safety Program Standard 4.4.5, Driver Licensing

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.

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.

Highway Safety Program Standard 4.4.6, Codes and Laws

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.

Standard

Each State shall develop and implement a program to achieve uniformity of traffic codes and laws throughout the State.

Highway Safety Program Standard 4.4.7, Traffic Courts

Purpose

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

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.

Highway Safety Program Standard 4.4.8, Alcohol in Relation to Highway Safety

Purpose

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

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.

Highway Safety Program Standard 4.4.9, Identification and Surveillance of Accident Locations

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.

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.

Highway Safety Program Standard 4.4.10, Traffic Records

Purpose

To assure that appropriate data on traffic accidents, drivers, motor vehicles, and roadways are available to provide:

I. A reliable indication of the magnitude and nature of the highway traffic accident problem on a national, State, and local scale;

II. A reliable means for identifying short-term changes and long-term trends in the magnitude and nature of traffic accidents;

III. A valid basis for:

- A. The detection of high or potentially high accident locations and causes
- B. The detection of health, behavioral and related factors contributing to accident causation
- C. The design of accident, fatality, and injury counter-measures
- D. Developing means for evaluating the cost effectiveness of these measures
- E. The planning and implementation of selected enforcement and other operational programs

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.

Highway Safety Program Standard 4.4.11, Emergency Medical Services

Purpose

To provide an emergency care system that will:

- I. Provide quick identification and response to accidents.
- II. Sustain and prolong life through proper first aid measures, both at the scene and in transit.
- III. 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.

Standard

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.

Highway Safety Program Standard 4.4.12, Highway Design,
Construction and Maintenance

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.

Standard

Every State in cooperation with county and local governments shall have a program of highway design, construction, and maintenance to improve highway safety.

Highway Safety Program Standard 4.4.13, Traffic Control
Devices

Purpose

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

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.

Highway Safety Program Standard 4.4.14, Pedestrian Safety

Purpose

To emphasize the need to recognize pedestrian safety as an integral, constant and important element in community planning and all aspects of highway transportation and to insure a continuing program to improve such safety by each State and its political subdivisions.

Standard

Every State in cooperation with its political subdivisions shall develop and implement a program to insure the safety of pedestrians of all ages.

Highway Safety Program Standard 4.4.15, Police Traffic Services

Purpose

To reduce the deaths and injuries by improving police traffic services in all aspects of accident prevention programs and police traffic supervision, post accident procedures to aid crash victims and to bring those responsible for the accidents to justice.

Standard

Every State in cooperation with its political subdivisions shall have a program to insure efficient and effective police services utilizing traffic patrols; to enforce traffic laws; to prevent accidents; to aid the injured; to document the particulars of individual accidents; to supervise accident cleanup and to restore safe and orderly traffic movement.

Highway Safety Program Standard 4.4.16, Debris Hazard Control and Cleanup

Purpose

To provide for the assignment of official responsibilities, and for the planning, training, coordination and communications necessary to assure the recognition, reporting, and prompt correction of conditions or incidents that constitute potential dangers; that incident sites are restored to a safe condition; and that traffic movement is expeditiously resumed.

Standard

Each State in cooperation with its political subdivisions shall have a program which provides for rapid, orderly, and safe removal from the roadway of wreckage, spillage, and debris resulting from motor vehicle accidents, and for otherwise reducing the likelihood of secondary and chain-reaction collisions, and conditions hazardous to the public health and safety.

APPENDIX F

CHRONOLOGY OF MICHIGAN HIGHWAY SAFETY PROGRAM
FROM 1966 TO 1970

CHRONOLOGY OF MICHIGAN HIGHWAY SAFETY PROGRAM
FROM 1966 TO 1970

<u>Date</u>	<u>Event</u>
September 9, 1966	President Johnson signs Public Law 89-564, the Highway Safety Act of 1966, requiring each state to have an approved highway safety program.
February 28, 1967	Governor Romney in a Special Message on Traffic Safety to the Legislature of Michigan announces that the Director of State Police will serve as Highway Safety Coordinator on an interim basis.
July 10, 1967	Act Number 213, Public Acts of 1967, State of Michigan was approved by Governor Romney. The Act authorized the Governor to take necessary actions to secure benefits under the Federal Highway Safety Act of 1966. One of the governor's initial actions was to verbally order the Office of Highway Safety Planning into existence under the Bureau of Planning and Program Development in the Executive Offices of the Governor.
July 19, 1967	Act Number 267, Public Acts of 1967 was approved authorizing appropriations for the state Executive Offices including the Office of Highway Safety Planning.
September 17, 1967	Mr. Noel Bufe appointed as Governor Romney's Representative and Coordinator for Michigan's Highway Safety Program.

July-October, 1968	Assessment of current Michigan Highway Traffic Safety Program was conducted.
October 15, 1968	The State of Michigan Highway Safety Plan is dispatched to the National Highway Safety Bureau, U.S. Department of Transportation in accordance with Section 402, Title 23, United States Code.
April 18, 1969	Governor Milliken transfers, by Executive Order, the highway safety function from the Executive Office of the Governor to the Department of State Police and orders the establishment of the Office of Highway Safety Planning in the Department of State Police. Additionally, he ordered that the functions of the OHSP and the State Safety Commission be combined.
May 6, 1969	The U.S. Department of Transportation gives provisional approval of the Michigan Highway Safety Plan.
December 30, 1969	Mr. F. C. Turner notifies Governor Milliken that the Michigan Highway Safety Plan had received final approval.
February 3, 1970	Governor Milliken in his Special Message to the Legislature on Traffic Safety and Transportation recommended enactment of legislation to create a Michigan Highway Safety Advisory Committee. The Committee would assume responsibilities of State Safety Commission and advise in the development of the State Highway Safety Program.
March 25, 1970	A bill (Senate Bill No. 1486) to create the Michigan Highway Safety Advisory Committee was introduced and eventually passed by the Senate.

June 13, 1970	NHSB threatens to withhold ten per cent (approximately twenty million dollars) of Federal funds if Senate Bill 1518 authorizing truck drivers to possess two driver licenses becomes law.
June 26, 1970	Legislature ignored NHSB warnings and passed trucker license bill.
July 20, 1970	Governor Milliken vetoed Senate Bill 1518 based on safety aspects alone.
August, 1970	House adjourns without taking final action on Senate Bill 1486 to create the Highway Safety Advisory Committee.

APPENDIX G

MICHIGAN ACTS, PROPOSED ACTS, AND
EXECUTIVE ORDERS

MICHIGAN ACTS, PROPOSED ACTS, AND
EXECUTIVE ORDERS

Those Acts creating the Michigan State Safety Commission, authorizing the Governor to take necessary actions concerning highway safety (Public Act 213), appropriating initial funds for highway safety in the State (Public Act 267), the Executive Order creating the Office of Highway Safety Planning in the Department of State Police, and the proposed bill that would have given statutory authority to the Office of Highway Safety Planning are quoted below.

Michigan State Safety Commission

AN ACT to create the Michigan state safety commission for the promotion of greater safety on the public highways and other places within the state of Michigan; to study traffic conditions; to investigate and eliminate menaces to public safety; to form the Michigan safety council and appropriate moneys therefor.

(Act 188, P.A. 1941)

The People of the State of Michigan enact:

256.561 Michigan state safety commission, members.
(MSA 9.1704)

Sec. 1. There is hereby created the Michigan state safety commission, hereinafter called the commission, which shall be composed of the following officials ex officio:

The governor, who shall be honorary chairman, the secretary of state, the superintendent of public instruction, the state highway commissioner, and the commissioner of the state police. The members of the commission shall receive no additional compensation for service on said commission. Said commission shall have no authority, power or duties now vested in any other department or departments of state government.

256.562 Same; meetings, purpose. (MSA 9.1705)

Sec. 2. It shall be the duty of said commission to hold meetings at least once during each calendar month hereafter, at such places as it may determine, to consult and cooperate with all departments of state government in regard to traffic safety, to promote uniform and effective programs of safety on streets and highways; to interchange information among the several departments of the state government for more effective safety conditions; to cooperate with officials of the United States government and with local governments in regulating highway traffic, and to encourage safety education in the state of Michigan.

256.563 Same; employees, offices and equipment.
(MSA 9.1706)

Sec. 3. Said commission is authorized to employ an executive secretary, an assistant executive secretary, and such personnel as shall be reasonably necessary to carry out the purposes of this act. The state board of auditors shall provide said commission with suitable offices and equipment.

Act No. 213
Public Acts of 1967
Approved by Governor
July 10, 1967
STATE OF MICHIGAN
74th LEGISLATURE
REGULAR SESSION OF 1967
ENROLLED HOUSE BILL No. 2239

AN ACT to authorize the governor to take action necessary to secure the benefits available under the federal highway safety act of 1966.

The People of the State of Michigan enact:

Sec. 1. The governor shall have the responsibility but not the obligation to assure the full benefits available to this state under the federal highway safety act of 1966, and in so doing, cooperate with federal and other state agencies to effectuate the purposes of that act. The governor shall be responsible for the highway safety

programs of this state: Provided, That the acceptance and use of federal funds commits no state funds and places no obligation upon the legislature to continue the purposes for which the funds are made available.

This act is ordered to take immediate effect.

Act No. 267
Public Acts of 1967
Approved by Governor
July 19, 1967
STATE OF MICHIGAN
74th LEGISLATURE
REGULAR SESSION OF 1967
ENROLLED HOUSE BILL NO. 2229

AN ACT to make appropriations for the legislature, the judiciary, the executive, the department of attorney general, the department of state, the department of treasury, the department of administration, the department of civil service, the department of civil rights and certain state purposes related thereto for the fiscal year ending June 30, 1968; to provide for the expenditure of such appropriations; to provide for the disposition of fees and other income received by the various state agencies; and to declare the effect of this act.

The People of the State of Michigan enact:

Sec. 1. There is appropriated for the legislature, the judiciary, the executive, the department of attorney general, the department of state, the department of treasury, the department of administration, the department of civil service, the department of civil rights and certain state purposes related thereto as herein set forth, from the general fund of the state for the fiscal year ending June 30, 1968, the sum of \$79,945,737.00, or as much thereof as may be necessary for the several purposes in the following respective amounts:

.....	
Traffic safety coordination	\$ 100,000.00
Less federal funds	50,000.00
Subtotal	\$ 50,000.00
(Traffic safety information program not to exceed \$25,000.00)	
.....	

STATE OF MICHIGAN
Executive Office * Lansing
EXECUTIVE ORDER
1969 - 3

CREATING THE OFFICE OF HIGHWAY SAFETY PLANNING
AND DESIGNATING THE GOVERNOR'S HIGHWAY
SAFETY PROGRAM REPRESENTATIVE

WHEREAS, the Congress has enacted the Highway Safety Act of 1966, as amended, requiring Michigan to establish a highway safety program designed to reduce traffic accidents and deaths, injuries and property damage resulting therefrom; and

WHEREAS, Act 213 of the Public Acts of 1967 authorizes the Governor to take action necessary to secure the benefits available under the federal Highway Safety Act of 1966; and WHEREAS, the Federal Highway Safety Act of 1966 requires that the Governor of the State be responsible for the administration of the Michigan highway safety program; and WHEREAS, the highway safety program has been administered within the Executive Office of the Governor and for reasons of administrative efficiency, the functions performed in this program should be administered within one of the principal departments of the state; and

WHEREAS, there is a need for a unified effort by state and local governments to halt the tragedy of highway accidents; THEREFORE, I, William G. Milliken, Governor of the State of Michigan, pursuant to the authority vested in me by the Constitution of the State of Michigan and by Act 213 of the Public Acts of 1967 do hereby transfer the highway safety program function from the Executive Office of the Governor to the Department of State Police, and order the establishment of the Office of Highway Safety Planning to be located in the Department of State Police.

I hereby designate the executive director of the Office of Highway Safety Planning as the official representative of the Governor for the administration of the Michigan Highway Safety Program under the Highway Safety Act of 1966 and do hereby order the Director of the Department of State Police to combine the functions of the Office of Highway Safety Planning and the staff functions of the Michigan Safety Commission.

Among the functions and responsibilities of the Office shall be the following:

1. To provide, through use of all available resources, a comprehensive statewide highway safety plan to reduce traffic accidents and deaths, injuries and property damage resulting therefrom, developed in accordance with the highway safety needs and objectives of the State of Michigan and the requirements of National Highway Safety Standards.

2. To apply for and accept grants from the federal government under the provisions of the Highway Safety Act of 1966 and to expend or approve for expenditure such grants in a manner consistent with the Constitution and laws of the State of Michigan.
3. To apply for and accept grants from any public or private source for use in highway safety programs and to expend such grants in a manner consistent with the Constitution and laws of the State of Michigan.
4. To administer a highway safety grants program to state departments and local units of government according to the rules, regulations and procedures established under the Highway Safety Act of 1966 and the laws of the State of Michigan.
5. To assist in the coordination of the highway safety program of all state departments and agencies, local units of government, and private agencies.

From and after the effective date of this order, all records, property, personnel and unexpended balances of appropriations, allocations, and other funds used, held, employed, available or to be made available to the Office of Highway Safety Planning, are transferred to the Department of State Police.

Given under my hand and the Great Seal of the State of Michigan, this eighteenth day of April in the year of Our Lord, one thousand nine hundred sixty-nine, and of the Commonwealth one hundred thirty-third.

s/ WILLIAM G. MILLIKEN

Governor

BY THE GOVERNOR:

s/ JAMES M. HARE

SECRETARY OF STATE

SENATE BILL No. 1486

March 25, 1970, Introduced by Senator Fleming and referred to the Committee on State Affairs.

A bill to create the highway safety advisory committee for the promotion of greater safety on the public highways; and to create a central statewide coordinating agency for planning and execution of highway safety programs.

THE PEOPLE OF THE STATE OF MICHIGAN ENACT:

Sec. 1. (1) The highway safety advisory committee, hereinafter called the committee, is created, composed of the governor, the secretary of state, the superintendent of public instruction, the director of the department of state highways, the director of state police, the director of the department of public health, the director of the department of commerce and 6 members appointed by the governor with the advice and consent of the senate to serve at his pleasure.

(2) The governor shall appoint the chairman and vice-chairman of the committee and shall appoint such highway safety task force groups as he deems advisable to aid, advise and assist the committee in carrying out its purposes. The members of the committee and task force groups shall receive no additional compensation for service on the committee and task force groups. The committee and task force groups shall have no authority, power or duties now vested in any other department of the state.

Sec. 2. (1) The committee shall hold meetings at the call of the chairman but not less than 6 times during each year at such places as it may determine. The committee shall consult and cooperate with all departments of the state in regard to traffic safety; promote uniform and effective programs of safety on the streets and highways; interchange information among the several departments for more effective safety conditions; cooperate with officials of the United States and local governments in regulating highway traffic and encourage safety education in the state.

(2) To assist the governor in fulfilling the provision of Act No. 213 of the Public Acts of 1967, being section 247.841 of the Compiled Laws of 1948, the committee shall advise in the establishment of priorities for the state's highway safety program and recommend criteria for the screening and approval of projects submitted by eligible jurisdictions and agencies making application for federal participation in highway safety programs.

Sec. 3. The office of highway safety planning is created in the department of state police. The office shall be headed by an executive director who shall be the secretary to the committee. The office shall:

(a) Provide, through use of all available resources, a comprehensive statewide highway safety plan to reduce traffic accidents and deaths, injuries and property damage resulting therefrom, developed in accordance with the highway safety needs and objectives of the state and the requirements of national highway safety standards.

(b) Apply for and accept grants from the federal government under the provisions of the highway safety act of 1966 and expend or approve for expenditure such grants in a manner consistent with the laws of the state.

(c) Apply for and accept grants from any public or private source for use in highway safety programs and expend such grants in a manner consistent with the laws of the state.

(d) Administer a highway safety grants program to state departments and local units of government according to the rules and procedures established under the highway safety act of 1966 and the laws of the state.

(e) Assist in the coordination of the highway safety programs of all state departments and agencies, local units of government and private agencies.

(f) Encourage the development and implementation of local highway safety planning activities.

(g) Plan and organize statewide public information and public support in traffic safety education efforts.

(h) Continually study statewide highway safety activities to identify shortcomings and determine needed improvements.

(i) Assist in the organization and servicing of local citizen safety councils.

(j) Consult with the chairmen of the appropriate senate and house of representatives committees and other members of the legislature on highway safety matters.

Sec. 4. The executive director may employ deputy directors and other personnel and shall be provided with appropriate facilities needed to carry out the purposes of this act.

APPENDIX H

BIOGRAPHICAL INFORMATION ON PRINCIPAL
MICHIGAN OHSP STAFF

BIOGRAPHICAL INFORMATION ON PRINCIPAL

MICHIGAN OHSP STAFF

The following biographical data represents the experience and credentials of the principal staff members of the Michigan OHSP during the period of time that initial policy was formulated. Experience of these individuals had a causal relationship upon the formation of policy.

Executive Director

The Executive Director was a graduate of the School of Police Administration, Michigan State University, and first became employed as a security investigator for the J. L. Hudson Company in Detroit, Michigan. He served a 33 month tour of duty with the U.S. Air Force assigned as the base law enforcement officer of an USAF base in France. Upon return from the overseas duty, he rejoined the J. L. Hudson Company and held an office manager's position before devoting full time to a Ford Foundation Research project conducted jointly with Wayne State University where he was attending as a graduate student, and the Youth Bureau of the Detroit Police Department.

He later joined the Planning Research Staff of the St. Louis, Missouri Metropolitan Police Department as a research assistant and subsequently held the positions of procedures analyst and administrative assistant to the secretary of the Board of Police Commissioners.

In 1964, he became a management consultant with the Highway Safety Division of the International Association of Chiefs of Police (IACP) in Washington, D.C. Additionally, he served as a member of the faculty of American University School of Police Administration, assisting in curriculum development and instruction in traffic and

police administration courses. During this time he had extensive exposure with the various national agencies, committees, and associations concerned with highway safety.

In 1966, he was appointed Executive Secretary of the Michigan Law Enforcement Officers Training Council. He was responsible for the initial development and establishment of the Council's program. During September of 1967, he assumed the position of Executive Director of Michigan's Office of Highway Safety Planning.

Deputy Director for Planning and Research

The Deputy Director for Planning and Research had been employed in the Traffic Division in the Traffic Research Section, Michigan Department of State Highways, for nine and one half years in various levels, assuming the position of Section Head in 1963. During this experience, he worked on and supervised a wide range of research projects concerned with highway development and safety.

He graduated from the University of Detroit in 1952 with a BS degree in civil engineering. After a year in the U.S. Air Force, he attended graduate school at Michigan State University from September, 1953 to June, 1956. During this period, he received Master's Degrees in Business Administration and in Civil Engineering. In addition, he served as a part-time instructor in the Civil Engineering Department of MSU from January, 1955 to June, 1956, and in September, 1956 he received a full time appointment as instructor in the Department. In 1958 he accepted a position in the Traffic Research Section of the Michigan Department of State Highways.

He joined the staff of the Michigan OHSP in January, 1968.

Deputy Director for Program Liaison

The Deputy Director for Program Liaison graduated from Bemidji State College in 1951 and received a Masters Degree in Safety and Driver Education from Michigan State University in 1962. He had attended the Yale University Summer School of Alcohol Studies, the Midwest Institute of Alcohol Studies, and the International Intercollegiate School of Alcohol Studies.

Prior to joining the Michigan OHSP in February, 1968, he was serving as a consultant with the Michigan Department of Education. Before joining the Department of Education in 1965, he had served as Education Director for the Michigan State Board of Alcoholism. Between 1956 and 1960 he was chairman of the Department of Driver Education in the Pontiac Public Schools.

Deputy Director for Program Management and Control

The Deputy Director for Program Management and Control came to the OHSP in April of 1968 with considerable background in public and governmental accounting and administration. He had held the position of Assistant Administrative Manager with the Michigan Division of the Federal Bureau of Public Roads. Immediately prior to that he was Director of Accounting for the South Dakota State Highway Department. His experience also included public accounting as well as service on the staff of the South Dakota Auditor General.

APPENDIX I

RECAPITULATION OF SELECTED HIGHWAY SAFETY PROJECTS

RECAPITULATION OF SELECTED HIGHWAY SAFETY PROJECTS

A total of twelve projects representing efforts in twelve of the sixteen Federal Standards are reviewed below. Certain of the various projects are unique in that they are original or pilot type programs, which could be used as models for similar efforts in the State of Michigan or by agencies outside the State, if final evaluations indicate the projects met their objectives successfully and merit continuation.

The cost figures given represent the estimated actual total of the Federal grant-in-aid and the State or local jurisdiction matching funds to complete or initiate the project. A significant fact is that local governments are giving highway safety efforts enough priority to continue funding the project after Federal participation has ended.

Driver Education

Demonstration Four Phase Driver Education Program

The applying agency for this project is the School District of the City of Pontiac. The project is currently scheduled for the period 1 May 1968 to 30 June 1971 at a total estimated cost of \$714,209.00.

The goals of this project are as follows:

1. To provide every student and eligible adult the opportunity to enroll in a driver education course.
 2. To offer a specialized program for physically handicapped students and adults, and traffic law violators.
- Organize a program that will develop skills, knowledge and attitudes in the student toward his obligations to all others using the highways.

The project is being developed in four phases. The first phase consisted of an evaluation of existing programs, planning and initiation of the pilot program and facility plans for a proposed new high school building. The second phase is a continuation of the pilot program and completion of facility plans. The third phase will be the full implementation of the program and the fourth phase will be the continuation of the program in the new school facility.¹

Driver Licensing

Re-examination for Operator License Renewal

This project is being conducted by the Office of Driver and Vehicle Services, Michigan Department of State. The project is presently scheduled from February 14, 1969 to June 30, 1971 at a total estimated cost of \$222,506.00.

The goals of the project are as follows:

1. Develop a battery of questions which will prompt licensees to up-date and elevate their thinking concerning traffic laws, conditions, emergency situations and present the individual with an honest appraisal of his limitations and capabilities.
2. Validate and evaluate examination questions.
3. Collect information on the costs of administering tests.

Results today have validated the requirements for automated techniques and written re-exams at time of license renewal. One of the greatest costs incurred in this program is the training of personnel to use automatic data processing equipment.²

¹Application for Highway Safety Project Grant in files DE 68-3-001, and DE 68-3-002, Michigan Office of Highway Safety Planning.

²Application for Highway Safety Project Grant in files DL 69-1-001 and DL 69-1-002, Michigan Office of Highway Safety Planning.

Codes and Laws

Comparative and Recodification Study of State Motor Vehicle Code

This project is being conducted by the Michigan Department of State. The current schedule for the project is from October 1, 1968 to September 30, 1970, at a total cost of \$13,500.00.

The objectives of this project are:

1. Compare the Michigan Vehicle Code to the Uniform Vehicle Code.
 2. Reorganize the chapters of the Michigan Vehicle Code in a similar fashion to those of the Uniform Vehicle Code.
 3. Include enabling provisions in the Michigan Vehicle Code for the Federal Highway Safety Program Standards.
 4. Revise Michigan Vehicle Code to include recent administrative regulations, legal decisions, and opinions.
 5. Prepare draft legislation to incorporate revisions in all chapters of the Michigan Vehicle Code to achieve comparable uniformity with Uniform Vehicle Code.
- The Michigan Vehicle Code has not been revised since 1949. Legislative Acts regarding the motor vehicle laws in Michigan has caused a certain degree of fragmentation resulting in difficulty in applying the Code. The project is designed to eliminate the various disparities in the traffic codes, laws, and ordinances covered by the Michigan Vehicle Code so as to cause the Code to be a more usable document. This project has been given a high priority in the overall Michigan Program and it is anticipated that it will compliment other aspects of the Michigan Highway Safety Program.³

Alcohol in Relation to Highway Safety

Michigan Alcohol and Highway Safety Project

This project is being conducted by the Michigan Law Enforcement Officers Training Council. The project is currently scheduled from March 15, 1969 to March 15, 1972, at a total cost of \$224,400.00.

³Application for Highway Safety Project Grant in file CL 69-1-001, Michigan Department of Highway Safety Planning.

The objectives of this project are:

1. Train sufficient police operators of the Breathalyzer in order that an operator can be made available at any time and location required.
2. Certification by the Michigan Department of Public Health as competent operators all police officers that complete the Breathalyzer course.
3. Conduct one-week Breathalyzer operator courses as required to train sufficient police officers.
4. Evaluation of the Program results.

Michigan's experience since November 2, 1967 with the so-called "Implied Consent Law" has demonstrated significant changes in the arrests and convictions for drunken driving when compared to similar periods of time over previous years. The Michigan Secretary of State reports a 74 percent increase in convictions for drunk driving from 1967 to 1968. During 1967, there were 7,000 individuals convicted of drunken driving as compared to 12,223 in 1968, the first year in which the so-called "Implied Consent Law" was implemented. Every effort will be made to continue this project in order to train sufficient personnel to meet the attrition rate and to maintain high quality and standards in the chemical test program.⁴

Identification and Surveillance of Accident Locations

Traffic Accident Analysis for Cities and Counties

This is another project being conducted by the Michigan Department of State Highways to identify and reduce accident locations on the State roadways. The project is scheduled to be conducted from April 1, 1969 to April 1, 1972 at a total estimated cost of \$82,500.00.

In order to reduce accident concentration this project is offering traffic engineering field services to city and county jurisdictions. The goal of the project is to take corrective traffic engineering to their local jurisdictions that do not have full or part time engineering service available.

The Department of State Highways is using data furnished by the Department of State Police to conduct an analysis of traffic accidents to determine causing factors

⁴Application for Highway Safety Project Grant in File AL 69-1-001, Michigan Office of Highway Safety.

and appropriate methods to improve traffic engineering. Most local jurisdictions have identified a definite need for traffic engineering to reduce traffic accidents and this need has been given a high priority in most local programs.⁵

Traffic Records

County-Wide Traffic Records System

The Data Processing Department, Oakland County, has initiated this project currently scheduled from March 1968 to March 1971 at a total estimated cost of \$266,800.00.

The project has been given immediate and long range objectives as follows:

Immediate.

1. Conduct training in traffic accident investigation and use of traffic records.
2. Incorporate law enforcement, highway condition and maintenance requirements and traffic control information into the Data System.
3. Permit communities to expedite and improve traffic safety and accident studies.
4. Develop an abbreviated accident report form for use in minor property damage accidents.

Long Range.

1. Serve as an accident report repository for the county.
2. Retain information necessary to complete accident summaries requested by national and State authorities.
3. Retain in the System all information now included on the official State Accident Report Form.

The county-wide Traffic Data Center is providing print outs to law enforcement officials concerning accident data and programs are being included to enable the study of specific locations for identification and surveillance projects. This project has received national recognition as an outstanding pilot project in the Standard area of Traffic Records and is being used to provide background information for similar projects in other States.⁶

⁵Application for Highway Safety Project Grant in file IS 69-3-001, Michigan Office of Highway Safety Planning.

⁶Application for Highway Safety Project Grant in files TR 68-2-001 and TR 68-2-002, Michigan Office of Highway Safety Planning.

Emergency Medical Services

Washtenaw County Emergency Medical Services

This project was conducted by the Washtenaw County Health Department and completed on May 1, 1970 at a total cost of \$132,600.00.

Washtenaw County initiated the project to provide radio communication with all emergency vehicles, to permit ambulance attendants to give hospital emergency rooms advanced notice of impending arrivals and for doctors to give attendants suggested emergency procedures or treatment in severe cases or during long trips to emergency facilities.⁷

Highway Design, Construction and Maintenance

Traffic Safety Needs Study

The City of Southfield is conducting this study at an estimated cost of \$50,000.00. The study is to determine the following:

1. Status of traffic safety and street capacity on major streets of Southfield.
2. The short and long range measures which can be implemented to determine the safe and efficient flow of traffic through the year 1990.

The study will include an inventory of the major roadway network, an analysis of accident records and actions necessary to reduce high volume accident locations, forecast traffic volumes for the year 1990, and the development of a program of roadway improvements. This project was one of the initial studies in Michigan to assess the highway safety requirements at the local community level, and will be used to furnish background and experience for similar efforts by other communities in the State.⁸

⁷Application for Highway Safety Project Grant in file EM 69-3-001, Michigan Office of Highway Safety Planning.

⁸Application for Highway Safety Project Grant in file CD 69-1-001, Michigan Office of Highway Safety Planning.

Pedestrian Safety

Pedestrian Traffic Safety

The City of Lansing Police Department is expanding the current scope of pedestrian traffic training. Emphasis is being placed on the expansion of the School Safety Program in the lower grades, extending the School Safety Program into the high schools, and initiation of new pedestrian safety projects. The project is presently scheduled from July 1, 1969 to June 30, 1972 at a total estimated cost of \$586,200.00.

The population of the City of Lansing is estimated at 135,000 and there are 435 miles of streets and alleys in the 33.27 square miles of the city. There are approximately 36,300 students enrolled in Lansing's fifty-six schools. The elementary school age group comprise sixty-one percent of the total school enrollment and this group is the primary target of the Program. Federal participation in the Program has permitted expansion to include all pedestrians in the community.

Various facets of the project include:

1. The training and supervision of school crossing guards.
2. Initiation of a workshop for school safety patrol members.
3. Initiation of a special kindergarten training program involving crossing of streets.
4. Special programs to reach the adult pedestrian.
5. The publication of pedestrian safety news bulletins and posters.

This project has been highly successful and is currently serving as a model for other communities and cities.⁹

Police Traffic Services

Expansion of Use of VASCAR for Traffic Enforcement

This project was conducted by the Department of State Police and Federal participation terminated on June 3, 1970. The total cost of the project was placed at \$170,561.00.

⁹Application for Highway Safety Project Grant in file PS 69-5-001, Michigan Office of Highway Safety Planning.

The Department purchased one hundred VASCAR (Visual Average Speed Computer and Recorder) speed measuring devices for use throughout the State.

VASCAR is a mechanical device capable of measuring the speed of a moving vehicle, in a specific time, between two selected points. During 1967 the Michigan State Police made 271,949 traffic arrests, of which 32.8 percent were for speeding. However, quarterly speed surveys conducted between April 1967 and April 1968 indicated that on two lane rural highways 16.5 percent of all passenger vehicles exceeded the speed limit of sixty-five miles per hour, and 57 percent of all commercial vehicles exceeded the fifty miles per hour speed limit.

The Department of State Police conducted its own training program consisting of sixteen classroom hours and fifty-six hours of field training with the VASCAR units. The State Police are continuing to conduct the project evaluation and cost effectiveness.¹⁰

Flint Police Traffic Services

The Police Division of the Flint Department of Public Safety is conducting a project to establish a full time Selective Enforcement Unit at an approximate cost of \$2,854,000.00. The primary goals of the project are as follows:

1. To obtain increased public contact. This is not meant to contact through summary acts only, but contact through education of the driving public.
2. To further voluntary public compliance with the traffic laws.
3. Improve accident investigation procedures.
4. Conduct an analysis of traffic violations and accidents which is to correlate to the nature and quantity of traffic law enforcement.¹¹

The police officers for the Selective Enforcement Unit were recruited and trained as a unit rather than being transferred from other elements of the Department. Another purpose of the project was to determine the advantages that could be derived from such a training program and the utilization of police officers with the same or consistent

¹⁰ Application for Highway Safety Project Grant in file PT 69-1-001, Michigan Office of Highway Safety Planning.

¹¹ Application for Highway Safety Project Grant in file PT 69-21-001, Michigan Office of Highway Safety Planning.

training.¹² Additionally, various items of equipment necessary for a Selective Enforcement Unit were purchased with the project funds.

Final evaluation or determination of the cost effectiveness and feasibility of conducting further projects of this nature have not been made as of the writing of this study. This project has excellent potential for further research and study in the field of Police Traffic Services.

Debris Hazard Control and Cleanup

Citizens Band Radio Hazard Detection and Reporting Network

This project was conducted by the City of Detroit from July 1, 1967 to June 30, 1970 at a total cost of \$84,000.00. The project was conducted to test the use of Citizens Band Radio as a reporting medium and on-road communication concerning traffic hazards and emergencies.

This project was originally sponsored for the City of Detroit by the Transportation Research Division of General Motors Corporation with all costs being paid by General Motors. In December 1968, General Motors withdrew from the project; however, the City of Detroit desired additional information to develop quantitative proof that a Citizens Band Radio System would be effective for reporting hazardous road conditions. The Division of Research of Wayne State University was contracted to compile data during the Federal grant-in-aid period of the project. The project entailed the operation of a Citizens Band Radio Base Station to monitor calls from Citizen Band operators reporting traffic emergencies. Approximately fifty percent of all calls received by the base station were reports of disabled vehicles, hazardous road conditions, debris on the road, flooding or icing conditions, malfunctioning traffic control devices and other incidents having an effect on traffic safety.¹³

¹²Memorandum for file from Mr. Frank De Rose, Jr., July 31, 1969, Subject: "Project PT 69-21-001, Flint, Michigan," in file PT 69-21-001, Michigan Office of Highway Safety Planning.

¹³Application for Highway Safety Project Grant in file DC 69-1-002, Michigan Office of Highway Safety Planning.

APPENDIX J

MICHIGAN HIGHWAY SAFETY PROGRAM CUMULATIVE
FUNCTIONAL COSTS

MICHIGAN HIGHWAY SAFETY PROGRAM CUMULATIVE FUNCTIONAL COSTS¹

<u>Functional Area</u>	<u>Funds Approved</u>	<u>Funds Expended</u>
Planning and Administration	\$ 885,168.41	\$ 484,918.07
Periodic Motor Vehicle Inspection	140,200.00	72,387.45
Motor Vehicle Registration	70,820.76	70,820.76
Motorcycle Safety	---	---
Driver Education	6,802,564.93	1,390,863.41
Driver Licensing	17,371,905.00	267,704.52
Codes and Laws	75,000.00	13,522.04
Traffic Courts	---	---
Alcohol in Relation to Highway Safety	1,519,869.00	549,012.64
Identification and Surveillance of Accident Locations	232,330.00	66,559.24
Traffic Records	6,198,574.22	3,560,913.21

178

¹Michigan Office of Highway Safety Planning, "Quarterly Fiscal Report-Cumulative Functional Costs," as of September 30, 1970.

<u>Functional Area</u>	<u>Funds Approved</u>	<u>Funds Expended</u>
Emergency Medical Services	\$ 512,691.00	\$ 330,281.04
Highway Design, Construction, and Maintenance	47,100.00	30,535.58
Traffic Control Devices	254,248.79	92,552.56
Pedestrian Safety	2,603.205.00	989,725.56
Police Traffic Services	25,108,911.00	10,409,849.54
Debris Hazard Control and Cleanup	84,000.00	79,949.58
Grand Total	\$61,907,338.11	\$18,409,605.20

APPENDIX K

SELECTED STATE HIGHWAY SAFETY ACTS

SELECTED STATE HIGHWAY SAFETY ACTS

The following state statutes, quoted in whole or in part, represent the authority given to the governors and their representatives to conduct highway safety activities in the States of California, Georgia and Wisconsin.

California

CHAPTER 5. CALIFORNIA TRAFFIC SAFETY PROGRAM

Added Ch. 1492, Stats. 1967. Effective Aug. 28, 1967, by terms of an urgency clause.

Establishment and Scope of Program

2900. There shall be established in this state, the California Traffic Safety Program, which shall consist of a comprehensive plan in conformity with the laws of this state to reduce traffic accidents and deaths, injuries, and property damage resulting therefrom. Such program shall include, but not be limited to, provisions, to improve driver performance, including, but not limited to, driver education, driver testing to determine proficiency to operate motor vehicles, driver examinations and driver licensing, and, to improve pedestrian performance. In addition such program shall include, but not be limited to, provisions for an effective record system of accidents, including injuries and deaths resulting therefrom; accident investigations to determine the probable causes of accidents, injuries, and deaths; vehicle registration, operation, and inspection; highway design and maintenance including lighting, markings, and surface treatment; traffic control; vehicle codes and laws; surveillance of traffic for detection and correction of high or potentially high accident locations; and emergency services.

Added Ch. 1492, Stats. 1967. Effective Aug. 28, 1967. Urgency measure.

Preparation, Administration, Approval of Program

2901. The California Traffic Safety Program shall be prepared by the () Secretary of the Business and Transportation Agency. The Governor shall be responsible for the administration of the program, and shall have final approval of all phases of the program, and may take all action necessary to secure the full benefits available to the program under the Federal Highway Safety Act of 1966, and any amendments thereto.

Added Ch. 1492, Stats. 1967. Effective Aug. 28, 1967. Urgency measure.

Amended Ch. 138, Stats. 1969. Effective No. 10, 1969.

The 1969 amendment added the italicized material and deleted the following at the point indicated:
"Administrator of Transportation."

Delegation of Power

2902. To the maximum extent permitted by federal law and regulations and the laws of this state, the Governor may delegate to the ()¹ Secretary of the Business and Transportation Agency any power or authority necessary to administer the program, and the ()² secretary may exercise such power or authority once delegated.

Added Ch. 1492, Stats. 1967. Effective Aug. 28, 1967. Urgency measure.

Amended Ch. 138, Stats. 1969. Effective No. 10, 1969.

The 1969 amendment added the italicized material and deleted the following: ¹"Administrator of Transportation"
²"administrator"

Advisory Committee

2903. The Governor may establish an Advisory Committee on the California Traffic Safety Program which shall consist of various officials of state and local government and other persons who are interested in the establishment of a comprehensive program of traffic safety in this state including, but not limited to, representatives of agriculture, railroads, the Institute of Transportation and Traffic Engineering of the University of California, the motor vehicle manufacturing industry, the automobile aftermarket equipment servicing and manufacturing, industry, automobile dealers, the trucking industry, labor, motor vehicle user organizations, and traffic safety organizations.

Added Ch. 1492, Stats. 1967. Effective Aug. 28, 1967. Urgency measure.

Local Programs

2904. The California Traffic Safety Program shall include a local traffic safety program designed to encourage the political subdivisions of this state to establish traffic safety programs consistent with the objectives of the California Traffic Safety Program.

Added Ch. 1492, Stats. 1967. Effective Aug. 28, 1967. Urgency measure.

Report to Legislature

2905. On or before the fifth legislative day of the 1968 legislative session and each year thereafter, the Governor shall submit a report to the Legislature through such interim committee or committees as may be designated by legislative resolution. Such report shall include a detailed presentation of the California Traffic Safety Program, a statement concerning the progress made in implementing the program and recommendations concerning possible legislative action deemed necessary or desirable to implement the program.

Added Ch. 1492, Stats. 1967. Effective Aug. 28, 1967. Urgency measure.

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Georgia

SENATE BILL #85

CREATING OFFICE OF COORDINATOR OF HIGHWAY SAFETY
(ACT NO. 477, APPROVED APRIL 18, 1967)

A BILL

To be entitled an Act to enact the Highway Safety Coordination Act of 1967; to declare the public policy of this state in regard to highway safety; to provide that the Governor shall be the chief administrator of a comprehensive program of highway safety; to create the office of Coordinator of Highway Safety; to provide for a coordinator, his appointment, duties and responsibilities; to grant certain powers to the Governor in connection with his responsibility as chief administrator of the State's highway safety programs; to authorize various counties and municipalities to contract and exercise other powers which might be necessary in order that they might participate in certain highway safety programs; to designate the Governor as the appropriate official to accept funds for highway safety programs; to repeal conflicting laws; and for other purposes.

BE IT ENACTED BY THE GENERAL ASSEMBLY OF GEORGIA:

Section 1. This Act shall be known as, and may be cited as, the "Highway Safety Coordination Act of 1967."

Section 2. It is the public policy of this State in every way possible to reduce the number of traffic accidents, deaths, injuries and property damage through the formulation of comprehensive highway safety programs. The Governor, as the Chief Executive and highest elected official of this State, is hereby invested with the power and authority to act as the chief administrator in the formulation of such programs of highway safety.

Section 3. There is hereby created within the Executive Department of the State government, and immediately under the supervision of the Governor, the Office of Coordinator of Highway Safety. A qualified Coordinator shall be appointed by the Governor, and he shall serve at his pleasure. The Coordinator shall advise with and assist the Governor in the formulation, coordination and supervision of comprehensive State and local highway safety programs to reduce traffic accidents, deaths, injuries and property damage within this State. The Coordinator, acting under the direction and supervision of the Governor, shall also advise with and assist the various departments and agencies of State Government concerned with highway safety programs. He shall coordinate and review, cooperatively, the programs developed by the various local political subdivisions, for the purpose of assisting them in the preparation of their highway safety programs to insure that they meet the criteria established for such programs by the appropriate State and Federal authorities.

Section 4. The Governor is authorized to provide and designate for the use of the Coordinator such space as shall be necessary to quarter the Coordinator and his staff. The Coordinator is authorized to employ and secure the necessary staff, supplies and materials to carry out the provisions of this Act, subject to the approval of the Governor.

Section 5. The Governor is hereby authorized and granted the power to contract and to exercise any other powers which may be necessary in order to insure that all departments of State Government and local political subdivisions participate to the fullest extent possible in the benefits available under the "National Highway Safety Act of 1966" and all subsequent amendments thereto and similar Federal programs of highway safety. The Governor shall formulate standards for highway safety programs for political subdivisions to assure that they meet criteria of the National Highway Safety Agency, and shall institute a reporting system for the local political subdivisions to report the status of their programs to the State.

Section 6. The Governor, acting for and in behalf of the State of Georgia, is authorized to cooperate with, and participate in, the programs of all Federal, State, local, public and private agencies and organizations in order to effectuate the purposes of this Act.

Section 7. The governing authorities of the various counties and municipalities are empowered to contract with the State, Federal, and other local, public and private agencies and organizations and exercise other necessary powers to participate to the fullest extent possible in the highway safety programs of this State, the provisions of the "National Highway Safety Act of 1966" and all subsequent amendments thereto and similar Federal programs of highway safety.

Section 8. The Governor is hereby designated the appropriate State official to accept and administer any funds which shall be made available to the State of Georgia and its various political subdivisions for the purpose of carrying out a comprehensive highway safety program.

Section 9. All laws and parts of laws in conflict with this Act are hereby repealed.

Wisconsin

STATE OF WISCONSIN

Assembly Bill 1103

Date Published: January 10, 1968

CHAPTER 292

LAWS of 1967

SECTION 2. 14.234 of the statutes is created to read:

14.234 OFFICE OF STATE HIGHWAY SAFETY CO-ORDINATION.

(1) Creation. There is created in the executive office of the governor an office of state highway safety, headed by a state highway safety coordinator, who shall be the principal executive officer responsible for the execution of the duties and functions assigned to the office, and the necessary staff employees. The office shall co-ordinate the highway safety activities of the various agencies of state government; evaluate and make recommendations to the governor with respect to program proposals submitted by state agencies and political subdivisions for federal and state funds in conjunction with the federal highway safety program; advise the governor on matters relating to highway safety and the implementation of the federal highway safety program in this state; and assist governmental units and private organizations in the planning and execution of programs relating to highway safety.

(2) Co-ordinator. The co-ordinator shall be appointed by the governor outside the classified service with the advice and consent of the senate, and shall serve at the pleasure of the governor. He shall have at least 5 years experience in fields relating to highway safety and shall be appointed on the basis of recognized interest, administrative ability, training and experience in and knowledge of problems and needs in the field of highway safety.

(3) Staff. The co-ordinator shall appoint under the classified service, and supervise and train the staff necessary for performing the duties of the division.

(4) Advisory committee. An advisory committee on state highway safety is created to confer with the co-ordinator on matters of highway safety and with respect to the functions of the state highway safety co-ordinator and to advise the co-ordinator and the governor on such matters. The committee shall meet with the co-ordinator at least once each quarter. The committee shall consist of 15 members of which 5 members shall be citizens appointed by the governor and 5 members shall be state officers appointed by the governor, part of whose duties shall be related to transportation and highway safety. Three members shall be members of the assembly highways committee, appointed by the speaker of the assembly. Two members shall be members of the senate highways committee, appointed by the president pro tempore of the senate. The appointments shall be for staggered 3-year terms expiring May 1 of odd-numbered years. Citizen members of the advisory committee shall receive no compensation for their services, but shall be reimbursed for their actual and necessary expenses incurred in the performance of their duties as members of the committee.

(5) Departments and employes to co-operate. Every department, its officers and employes, shall co-operate with the co-ordinator in those matters relating to his functions.

(6) Information; reports; recommendation. The co-ordinator shall furnish all information requested by the governor or by any member of the legislature, and make all reports required of him by statute. The co-ordinator shall prepare and submit to the governor and the legislature an annual report relating to the implementation of the comprehensive highway safety program in this state. This report shall include but not be limited to:

(a) Current statistical information on motor vehicle accidents, injuries and deaths and their related causation factors.

(b) The implementation of highway safety performance standards promulgated by the state or federal government.

(c) A general accounting of all state or federal funds expended in implementing the comprehensive highway safety program.

(d) Recommendations for additional legislation, programs and funds necessary for the effective implementation of a comprehensive highway safety program.

APPENDIX L

RECOMMENDED U.S. ARMY STAFF RESPONSIBILITIES
FOR HIGHWAY SAFETY

RECOMMENDED U.S. ARMY STAFF RESPONSIBILITIES
FOR HIGHWAY SAFETY

This appendix offers a graphic recommendation for assignment of highway safety responsibilities to the Headquarters, Department of the Army Staff. Assignment of responsibilities for subordinate levels should be identical to those of the Army staff if at all possible. Responsibility has been categorized as primary (X), secondary (O) and public relations/information interest (I). An aggressive public relations effort is needed to support the entire program; however, certain areas have been identified as requiring added emphasis. Certain areas such as driver licensing, and codes and laws have more than one staff agency with primary responsibility due to mission assignments peculiar to the U.S. Army. An example of one such assignment is the chief of logistics' responsibility for licensing government vehicle drivers, while the provost marshal is responsible for issuing privately owned vehicle operator licenses in certain overseas commands.

The following is an explanation of Army staff agency abbreviations used: Deputy Chief of Staff for Personnel (DCSPER), Deputy Chief of Staff for Logistics

(DCSLOG), Chief of Engineers (CENG), The Surgeon General (TSG), The Judge Advocate General (TJAG), The Provost Marshal General (TPMG), and Chief of Information (CINFO).

RECOMMENDED U.S. ARMY STAFF RESPONSIBILITIES FOR HIGHWAY SAFETY

Standard Area	Army Staff Agency						
	DCSPER	DCSLOG	CENG	TSG	TJAG	TPMG	CINFO
Periodic Motor Vehicle Inspection		O				X	I
Motor Vehicle Registration						X	I
Motorcycle Safety	O					X	I
Driver Education	X	O				O	I
Driver Licensing		X			O	X	I
Codes and Laws	O				X	X	I
Traffic Courts	O				X	O	
Alcohol in Relation to Highway Safety	O			O		X	I
Identification and Surveillance of Accident Locations			X			O	
Traffic Records	O	O			O	X	
Emergency Medical Services				X			I
Highway Design, Construction and Maintenance		O	X				
Traffic Control Devices			X			O	
Pedestrian Safety						O	I
Police Traffic Services	X					X	I
Debris Hazard Control and Cleanup			X			O	

X - Primary Responsibility

I - Public Relations Interest

O - Secondary Responsibility

MAY 12 1971