

**LAWS AND  
ORDINANCES**

a section of the  
action program  
for highway safety

Report of the  
President's Committee for  
Traffic Safety

**TRAFFIC  
ACCIDENT  
RECORDS**

Report of the  
President's Committee for  
Traffic Safety

**EDUCATION**

**ENGINEERING**

**MOTOR VEHICLE  
ADMINISTRATION**

a section of the  
action program  
for highway safety

Report of the  
President's Committee for  
Traffic Safety

**POLICE  
TRAFFIC  
SUPERVISION**

MAR 29 1966



HIGHWAY SAFETY

**ACTION  
PROGRAM**

Introduction and Summary

**TRAFFIC  
COURTS**

**PUBLIC  
INFORMATION**

**RESEARCH**

**HEALTH, MEDICAL CARE  
AND TRANSPORTATION  
OF THE INJURED**

a section of the  
action program  
for highway safety

**ORGANIZED  
CITIZEN  
SUPPORT**

a section of the  
action program  
for highway safety

Report of the  
President's Committee for Traffic Safety

## *The Action Program . . .*

### **BASIC HIGHWAY SAFETY DOCUMENTS**

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The Action Program of traffic safety measures is composed of a series of eleven basic documents on traffic accident prevention. Titles of each document are listed below.

In this publication the philosophy of each document is summarized and the recommendations of each are consolidated.

The eleven basic documents, plus this consolidation, may be obtained from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C., 20402, priced as follows:

Laws and Ordinances	15¢	Traffic Courts	15¢
Traffic Accident Records	15¢	Public Information	10¢
Education	20¢	Research	15¢
Engineering	30¢	Health, Medical Care and	
Motor Vehicle Administration	15¢	Transportation of the In-	
Police Traffic Supervision	15¢	jured	15¢
		Organized Citizen Support	10¢

The President's Committee for Traffic Safety  
1711 H Street NW., Washington, D.C. 20006

Second Edition  
1966

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Washington, D.C., 20402 - Price 20 cents

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## THE CHALLENGE OF TRAFFIC ACCIDENTS

The purpose of this Introduction to the Action Program is *not* to frighten people—to make them timid about driving an automobile or walking across the street.

Its purpose is to direct attention to *proved* ways of making it *safer* to drive and to walk.

The need for using these proved ways is quite evident:

Every 13 minutes, some man, woman, or child is killed in traffic.

Every 18 seconds, somebody is injured seriously enough to be disabled beyond the day of the accident.

Financial losses pile up at a rate of \$15,000 per second, around the clock.

And, traffic becomes heavier every day: more drivers, more vehicles, more miles of travel—more chances of accidents.

Yet, the motor vehicle is indispensable to our daily living. As President Johnson has said:

“The automobile is a central feature of American life. It takes people to and from work. It is used to travel to friends and relatives. It carries us to places of recreation and beauty. It helps to expand the horizons of our daily life; and the ‘Sunday drive’ has become an American institution.”

This booklet is concerned with ways of making the use of the motor vehicle *safer*—ways of meeting successfully the challenge of traffic accidents.

## Highway Travel and Accident Trends

By 1972, the Interstate Highway System is due for completion. About 1/5 of all motor vehicle travel will be on these safer highways. But, other roads will have heavier traffic, too, especially city streets, with little increase in road space. A single year, by 1970, will have as much travel as 2 years in the early fifties.

Total accident exposure between 1964 and 1975 will increase about 50 percent—faster than travel rise. Adding more vehicles to the traffic stream has a multiplier effect on opportunities for collisions—unless we have greatly stepped-up safety programing.

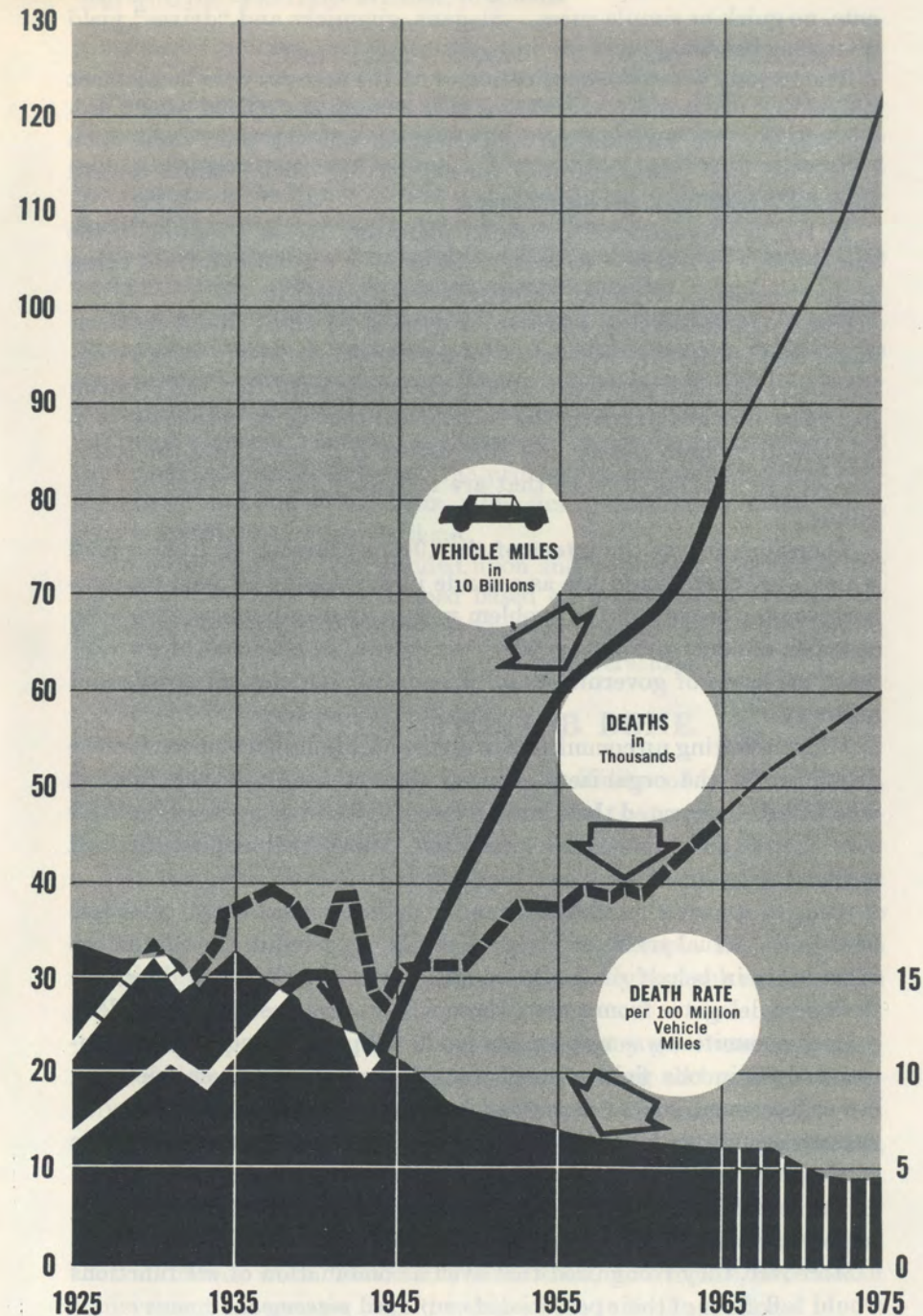
The following table shows travel and accident trends from the year 1925 to projected figures for 1975:

United States	1925	1946	1964	1975
<b>Highway usage:</b>				
Drivers licensed..... millions..	29	50	95.6	125
Motor vehicles registered..... do..	19.7	34.4	87.3	117
Highway travel				
billions of vehicle miles..	120	341	840	1,250
<b>Motor vehicle accidents:</b>				
Highway deaths.....	21,800	33,411	47,700	60,000
Highway deaths per 100 million vehicle miles traveled.....	18.2	9.8	5.7	4.8
Cost of highway accidents				
billions of dollars..	2.9	2.6	8.1	10

MILES & DEATHS

THE MOTOR VEHICLE AGE  
• Miles Travelled • Deaths • Death Rate

DEATH RATE



## THE FIRST REQUIREMENT: A PLAN

Traffic accidents can be greatly reduced. But, there are no shortcuts, no quick or simple cures. Slogans, gimmicks and "drives" yield no lasting benefit.

The remedy lies in the application of *all* the necessary traffic accident prevention measures *in accordance with a complete, official plan*. Responsibility for formulating and carrying out the plan rests upon public officials. Responsibility for supporting official efforts toward these ends rests upon private citizens.

In the development of an official plan, the Action Program is the best guide. It has been so recognized since it was brought into being at the President's Highway Safety Conference in 1946.

Under the leadership and encouragement of the Federal Government, that conference was called because traffic accidents were recognized as a national problem. It was also recognized that the problem had to be attacked primarily by each *State*: that is, by each State as a whole and by each county and city within it in providing the traffic accident prevention services that are necessary for the benefit of the public.

Therefore, it was the intent of the 1946 conference to draft a plan which each State could use as a guide in developing its own comprehensive plan to control the problem within its own borders, inasmuch as traffic accident prevention services concern all branches of government, all levels of government, all drivers, all vehicles, all streets and highways.

Thus, in setting up committees to do the highly important conference groundwork, the organizers enlisted those throughout the country who had demonstrated their knowledgeability and competence in their *own States* and their *own communities*. Many of them had attained national stature in their respective fields.

And, to assure that the conference deliberations would give full heed to the actual traffic safety problem as it existed in the States, the organizers, in behalf of the President, asked the States to designate their own delegates from among those who were closest to the problem.

Each committee was responsible for developing a report and recommendations in one field of traffic accident prevention: engineering, law enforcement, education, citizen support, et cetera.

Each committee knew that its own specialty was necessary to traffic safety, but knew also that no *single* accident prevention function could do the job alone—not engineering, nor police work, education, citizen support, nor any of the others, *alone*.

Moreover, they recognized that even a combination of *all* functions would fall short of their potential if employed *piecemeal*.

They realized that these functions can be most effective only when all of them are carried out on the basis of a *complete* plan, designed to deal with the *total* traffic accident problem.

## For Every State: A Guide

The committees presented their reports to the 1946 conference. Present were more than 2,000 men and women, from every State—both public officials and citizen leaders. These officials and citizens weighed the reports in the light of their own knowledge and experience, ratified them, and designated them the *Action Program*.

The *Action Program* was revised in 1949 and again in 1960 to utilize new knowledge. Its principles remain unchanged.

Thus, every State participated in building the *Action Program*. Every State can look to it as a guide—a master plan—in building its *own* accident prevention plan. From such a plan, the State can develop programs that will deserve the support of the public.

This is a normal concept in government in meeting a problem that confronts the people—whether the problem be air pollution, soil conservation, land use, or accidents. The first requisite is a master plan, clearly stating *what* has to be done.

Once the plan has been decided upon and published, a program for carrying it out can be developed based on standards determined by qualified technicians. Individual projects can then be determined on the basis of priority need and financial considerations.

## GETTING THE JOB DONE

Traffic safety is primarily the responsibility of public officials. Their duty is to develop the overall plan, and to carry out sound accident prevention programs in accordance with that plan.

The fact remains that they can't do what needs doing unless they have the organized support of informed citizens. Over the years, too much of this support has been lip service. People have failed to realize that, in a free country, officials can do only as much as the public will accept and support.

Official responsibility is divided among many governmental agencies—Federal, State, county and city; and among all branches—executive, legislative, and judicial.

Private support for the official activities is also broadly distributed, ranging from nationwide organizations to neighborhood groups.

In the light of this division of responsibility, the need for coordination of effort is immediately evident. Effective coordination assures that all forces work toward the same ends, and makes possible an achievement far greater than the sum of the individual efforts.

## Official Coordination

Coordination of governmental accident prevention programs can best be accomplished through a coordinating agency in each jurisdiction, plus the widest possible exchange of traffic safety information among all jurisdictions.

Thus the municipality, the county, and the State—and any other jurisdiction, such as a park district—would coordinate their own programs, and also cooperate with the others toward the achievement of overall coordination.

The coordinating organization may take various forms, but it should be established *officially*. This may be done initially, perhaps, by executive action, but ultimately it should be by statute or ordinance so that the coordinating organization is made an integral part of the governmental machinery.

A properly organized, financed and staffed traffic or safety commission can perform the function effectively. Many States, counties and cities may find that a committee structure is adequate for their needs—a coordinating committee of officials.

To be most useful, the coordination process must include these elements:

1. Active participation of the chief executive as chairman. When matters of particular importance are under consideration, he should preside in person.
2. A permanent secretary, whose duties include preparation of agenda, minutes of meetings, and reports.
3. Service of every department or agency head whose duties embrace traffic safety.
4. Regular monthly meetings in States and populous cities and counties. Quarterly meetings may suffice in smaller communities.
5. Preparation of an official traffic safety program keyed to Action Program objectives and based on needs revealed by pertinent surveys and reports.<sup>1</sup>
6. Appointment of subcommittees to carry out decisions.
7. A continuing record to determine progress and to indicate when a change of emphasis may be desirable.
8. Use of the official traffic safety program as the basis for seeking public support.

It should be noted that coordination in metropolitan areas may be complicated by agencies with traffic safety responsibilities in two or more jurisdictions. Formation of an areawide coordinating committee has proved to be a successful solution in these cases.

<sup>1</sup>The most widely used are the Annual Inventory of Traffic Safety Activities of the National Safety Council, the Pedestrian Appraisal Program of the American Automobile Association, and the National Driver Education Achievement Program of the Insurance Institute for Highway Safety.

## Legislative-Administrative Teamwork

A continuing necessity in the successful carrying out of traffic safety programs is the getting and analyzing of all the facts pertaining to the safety of traffic in the State or community concerned.

The administrator needs these facts to pinpoint his problems and to act intelligently to correct them. He needs facts to back up his requests for legislative support.

The legislator needs facts, because he is responsible for enacting the laws, including those that make the money available. He needs also to keep himself posted as to whether these laws continue to be adequate, and whether they are being properly administered.

Both the administrator and the legislator need the facts that are pertinent now, and also those that indicate what may be expected in the months and years ahead. Lack of these latter facts—and lack of understanding of their significance—has slowed progress in many States and communities.

The need, then, is for administrators and legislators to work together in developing the knowledge that will enable them best to serve the public interest.

A study plan pioneered by California in 1959 has been adapted in other States and is attracting increased attention. It adapts the techniques of fact-finding and long-range planning that have been applied so successfully in highway design and construction.

In essence: An interim legislative committee, in cooperation with the Governor, works with officials and with an advisory citizen committee, to appraise State laws and services related to the ownership and use of motor vehicles, and how they are being administered.

The objective is to determine if (1) the laws are adequate and flexible enough to meet current and emerging problems, and if (2) official agencies are equipped with adequate budget, authority, trained personnel and facilities. On the basis of information thus developed, inadequacies can be corrected. It is recognized that periodic reassessment of study findings will be necessary.

To protect motor vehicle laws against challenge because of misunderstanding, western legislators have recommended that every Legislature adopt a broad statement of legislative intent concerning functions of government relating to motor vehicle ownership and use. They acted as members of the 11-State Western Interstate Committee on Highway Policy Problems of the Council of State Governments.

As matters now stand, motor vehicle laws are frequently challenged in court because of differing interpretations of legislative intent. Adoption of the Committee's recommendation will eliminate the basis of such challenges.

## Teamwork in Official and Citizen Programs

It bears repeating that public officials, by themselves, can do only so much toward reducing traffic accidents. For this reason, representatives of citizen safety organizations are often named to membership in the official coordinating organizations. In any event, full coordination of activities should be established between the official traffic safety program and the program of public support.

### The Value of Conferences

The chief executive or administrative officer of each State, county, and sizable city should establish a highway safety conference as a continuing part of the accident-prevention program, to be held periodically—annually, if feasible and necessary.

Such a conference can serve a number of uses. Its participants should include both the officials with traffic safety responsibilities, and the public as represented by organizations and individuals. Perhaps its most important function is to gain a broader base of public understanding and support for the findings and actions of the officials' coordinating organization. It can also provide impetus to form and strengthen citizen safety organizations.

### State Assistance

State governments can and should supply a number of services to counties and cities to enable them to do a better job of accident prevention. These services include:

1. Providing traffic engineering assistance to local governments, particularly in rural counties and smaller communities.
2. Training local police.
3. Increasing State policing of rural counties and unincorporated places, such as villages.
4. Offering to review local traffic safety programs.
5. Furnishing adequate advice and assistance in accident-records maintenance and analysis.
6. Sponsoring more traffic safety conferences of citizens, enforcement personnel, and others.

### Qualified Personnel

In the quest for traffic safety and efficiency, one fundamental fact needs emphasis:

*No matter how good a program may be, the degree of success depends upon the availability of qualified people to administer it.*

Unfortunately, serious shortages in trained personnel have developed, and the situation will worsen with the burgeoning of traffic, and the necessity for ever-developing skills in dealing with it.

The need is urgent to increase and greatly improve professional education and inservice training of persons engaged in traffic work at all levels—administrators, supervisors, and specialist workers.

Years ago it may have been sufficient to give some employees a brief orientation in their jobs. Today, so many factors affect the safe and efficient movement of vehicles and pedestrians that individuals with traffic responsibilities require great knowledge and expertness to handle their assignments competently. They need to keep current on developments that will enable them to operate more effectively: new findings, new methods, new techniques.

Professional education and inservice training must be on a continuing basis with funds for it budgeted annually by States, counties, and cities. Only thus can the progressive upgrading of personnel performance be assured.

An increasing number of college short courses are becoming available; a few universities offer graduate professional courses; and an increasing number of States, counties, and cities are offering inservice training.

Instruction for specialized work in traffic safety is generally inadequate, however. Employers, national organizations, foundations, and others have the opportunity to sponsor and finance this training.<sup>2</sup> Their help is needed.

One of the most serious deficiencies is in the number of people of superior capabilities who are devoting their lives to street and highway safety. Recruitment is needed, beginning in the high schools, of young people of character and intelligence who will make careers of this work.

By enlisting the right people, giving them the education and job training they need, and assuring them of appropriate pay and reasonable job tenure, qualified personnel will be available to cope with the intricacy of the traffic problems that lie ahead.

## THE FUTURE—AND THE NEED FOR PLANNING

Hundreds of thousands of words have been written, forecasting what will take place in the United States during the sixties.

Out of all of these words, certain factors relevant to traffic safety may be counted as certainties:

Population will continue to climb.

Concentration of population in metropolitan areas will increase.

“Strip cities”—continuous urban areas, extending from scores

<sup>2</sup> Guidance in the development of training programs is available from the National Committee on Traffic Education and Training, sponsored by the Traffic Conference of the National Safety Council.

of miles to hundreds of miles along main highways—will grow in size and number.

When we tie these and other factors with the forthcoming huge growth in number of motor vehicles, drivers, and miles of travel, it is quite apparent that long-range planning is a positive necessity. The planning must provide not only for adequate streets and highways, but for their safe and efficient use.

## THE ACTION PROGRAM: SUMMARIES AND RECOMMENDATIONS

The Action Program is the most comprehensive guide to traffic accident prevention that has so far been developed.

It consists of separate sections on:

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

Following is a summary of each of these sections and the recommendations. The complete documents are available as indicated inside the front cover.

### Laws and Ordinances

Traffic laws and ordinances affect virtually everyone every day. They provide standards of motorist and pedestrian conduct, and serve as the legal framework for official action.

The growth of the traffic problem makes it continually more important for these laws and ordinances (1) to be based upon sound, realistic principles, and be clearly and explicitly stated; and (2) to be uniform throughout all States and communities.

These requirements are met by the "Uniform Vehicle Code" (for States) and the "Model Traffic Ordinance" (for municipalities), long recognized nationally as embodying the best in regulatory standards.

Every State has taken something from the Uniform Vehicle Code, but uniformity of motor vehicle laws still remains a goal rather than a reality.

Until uniformity is achieved, motorists and pedestrians will continue to be confused by differing rules in different localities.

Uniformity does not mean that every law on every aspect of traffic must be identical everywhere. It means that *similar* situations should get *similar* treatment.

Identical laws should apply to serious offenses, and to the "rules of the road" covering such matters as right-of-way, overtaking and passing, turning movements, stopping for school buses, pedestrian rights and duties, et cetera.

Greater uniformity has become imperative in standards for licensing and in laws covering registration, certification of title, financial responsibility, arrest procedures, accident reporting, and standards for vehicle equipment.

Coupled with the need for uniformity of laws is the need for reciprocal action by the States in administering these laws. With reciprocity, drivers cannot so readily violate in one State and find sanctuary in another. Congress has specifically authorized interstate compacts for reciprocal traffic safety programs.

Much of the advantage to be gained from uniform traffic laws and ordinances hinges upon the existence of strong, independent State departments of motor vehicles.

### RECOMMENDATIONS

1. State motor vehicle laws relative to rules of the road should be textually identical in all jurisdictions.

2. Laws relative to motor vehicle administration, accident reporting, registration and certification of title, driver licensing (including issuance of instruction permits), vehicle equipment, civil and criminal liability, proof of financial responsibility, and police authority must be adequate, comprehensive, and uniform in fundamental principles. It is desirable but not essential that they be textually identical.

3. In all cases, the "Uniform Vehicle Code" should continue to serve as the State legislative model.

4. The "Model Traffic Ordinance" should be utilized as a guide in the development by each State of its own model traffic ordinance for its communities. Enabling authority should be provided, where legally permissible and/or needed, for municipal adoption of the recommended State model "by reference."

5. Traffic signs, signals, and markings should conform to recommendations in the "Manual on Uniform Traffic Control Devices."

6. The Uniform Vehicle Code and Model Traffic Ordinance must be frequently and periodically reviewed, and revised if necessary, to make sure they reflect changing needs in traffic movement and highway safety. For these reasons, among others, continued opera-



tion of the National Committee on Uniform Traffic Laws and Ordinances is needed.

7. Research in the field of traffic laws and ordinances should be increased.

### Traffic Accident Records

Good accident records and effective accident-prevention programs are inseparable. Without the records—the accident facts—safety efforts are likely to be based largely on opinion and guesswork.

Collection and organization of the data is assigned normally to a State or city accident-records unit. This unit, and the functions it performs, are known as an accident records system.

The "Uniform Vehicle Code" calls for the State system to be part of the motor vehicle department. The "Model Traffic Ordinance" provides that the city system be in the police traffic division.

But the location is not as important as the assurance that the system be organized to serve the interests of all agencies with accident prevention responsibilities.

An accident records system must be a service agency; it cannot undertake accident prevention measures itself. But it must serve without being subservient. If the responsibility for accident records is assigned to an agency as an added burden, the full value of accident records will go unrecognized.

There are two distinct processes involved in accident factfinding—accident reporting and accident investigation. Accident *reporting* involves only the collection, by police, of readily obtainable facts at the time and scene of accidents. Accident *investigation* is a detailed inquiry into all available information pertinent to specific accidents.

Accident records personnel should be capable of performing numerous analyses above and beyond the usual periodic tabulations and summaries. At the same time, other agencies with traffic safety responsibilities, such as police enforcement, traffic engineering, education, and motor vehicle administration, should have skilled analysts who can use the records to learn more about their problems, and to determine what corrective action is needed.

Tremendous potential value lies in special studies of specific aspects of accidents, such as: age and sex of drivers in pedestrian accidents; violations by drivers of various age groups; drinking drivers, classified by times, places, ages, and actions; and the manner of collision on highways of various types. Far more of these special studies are needed than are conducted now.

The achievement of uniformity of reported information in all jurisdictions continues to be urgent. Standard, nationally endorsed report forms are available, as are standard city and State summary forms.

Without their use, nationwide summaries and comparisons between States will continue to present problems of incomplete data.

The wealth of information represented by accident records can have a pronounced effect on traffic safety, if it is used. In all too many instances, accident records have been compiled and maintained as *records* rather than as *aids* in the prevention of traffic accidents.

### RECOMMENDATIONS

It is recommended that:

1. Traffic accident records systems function actively in every State and city government, with each system, State or city, operated by a single central agency responsible for collecting and processing accident data. This will provide the widest possible base of accident information for study and analysis.

2. Accident data collection, reporting, and summarization practices be standardized to permit easy comparisons among geographic areas and result in improved compilations on a State and national basis.

3. Each State system (a) prescribe the required reporting forms for use by drivers, police, and others; (b) provide them; and (c) prepare necessary instructions on how to use them.

4. The State accident records system receive copies of all accident reports.

5. The city system forward to the State system copies of all regular summaries it prepares.

6. Driver reports of accidents include only information that can be furnished without bias.

7. Police reporting—as differentiated from police investigation—be simplified through use of existing standard forms that request only those types of information that can be gathered in a limited time.

8. Cities and States strive to obtain police reporting on all accidents. Achievement of full police reporting may well mean increases in the number of policemen assigned to accident reporting. This is justified because it will result in far more reliable information *about* accidents, which in turn will lead to far more reliable methods of *preventing* accidents.

9. Special-purpose forms be provided for use in investigating accidents. All records-system personnel and users of records information should be aware of the distinction between reported accidents and investigated accidents.

10. All the facts of a limited number of accidents be thoroughly investigated, the object being additional accurate information about true accident causation. It must be recognized that the data revealed in police *reporting* of accidents is necessarily limited to external cir-

cumstances and factors—which may or may not include the true causes of accidents.

11. Routine summaries prepared by accident records systems be simplified, standardized, and reduced in number—to the extent this can be done and still meet legal and administrative requirements. Recommended forms developed by the Committee on Uniform Traffic Accident Statistics would be used for these summaries.

12. The number and scope of special studies of accident causation be greatly increased. By reducing repetitive summarization of routine data in favor of increased attention to special studies, more meaningful use of accident information would be insured at little, if any, additional cost.

13. States and larger cities make increased use of electronic data-processing equipment and employ more research-oriented technicians.

14. Accident records systems make sure that accident data gets to those agencies with traffic safety responsibilities.

15. Records systems supplement activities listed above by:

a. Utilizing the manual, "Uniform Definitions of Motor Vehicle Accidents," for uniform terminology.

b. Reconciling traffic deaths with the records of the office of vital statistics on a periodic basis.

c. Exchanging with the record systems involved, information on in-State deaths resulting from out-of-State traffic accidents.

16. Accident records systems be provided with adequate funds and with personnel trained for competency. Supervisors should have attended an approved course in accident records.

17. Motor-fleet operators, Interstate Commerce Commission, U.S. Department of Health, Education, and Welfare, U.S. Bureau of Public Roads, other governmental units, insurance companies, and similar agencies that collect traffic accident information (other than State and city records systems) make fullest use of all available data in guiding traffic accident prevention programs, with information freely exchanged among all agencies dealing with accident records.

18. Further impetus be given to developing plans for national analysis of traffic accidents and national coordination of State-conducted special studies. The development of research projects should also be coordinated. Leadership toward this concept of national analysis might be assumed by the National Safety Council, Interstate Commerce Commission, U.S. Department of Health, Education, and Welfare, U.S. Bureau of Public Roads, and the Insurance Institute for Highway Safety.

19. The Committee on Uniform Traffic Accident Statistics expand its program of aid and guidance to supervisors of accident records systems by developing improved report forms and procedures, and by calling attention to exemplary accident records work.

20. Universities and colleges give consideration to development of recommended accident records courses as a part of their teaching service in the area of traffic administration.

## Education

The goals of traffic safety education are the building of responsible citizens and the conservation of human life. They have unprecedented significance today and for the years ahead.

Everyone has responsibilities in meeting the challenge. The initial obligation rests upon parents, for the child brings to school the attitudes he acquires at home. Major roles must also be played by the school, community agencies, and youth itself.

The problem is how to help young people develop lifelong patterns of intelligent thought, action, and attitudes that will manifest themselves in safe driving and walking—including the ability to deal with new situations as traffic conditions constantly change.

Traffic safety efforts in the elementary schools have been a noteworthy success. Today it is not a matter of finding new ways to increase the safety of elementary school children, but of wider application of what is already known.

This is similarly true in the secondary schools, where the great need is for extension of driver education and of other techniques for improving attitudes, knowledge, and skills needed for responsible traffic citizenship.

The schools have achieved a gratifying safety record in pupil transportation. More than 11,000,000 are transported every day in school buses or similar vehicles—safely. But emphasis must continue to be placed on vehicle maintenance, careful selection and adequate preparation of school bus drivers, and conscientious administration and supervision of the entire pupil transportation service.

In teacher preparation, the need today is twofold—increased safety emphasis in the colleges and universities, and intensified in-service (on-the-job) education of teachers in traffic safety fundamentals. Without these, both qualitative and quantitative improvement in traffic safety education at the elementary and secondary school levels will continue to be difficult.

Colleges and universities can contribute to traffic safety in additional ways. A critical need, which will not abate in the foreseeable future, is for specially prepared enforcement officers, traffic engineers, highway engineers, vehicle engineers, fleet supervisors, and numerous others who make day-to-day contributions to the safety and convenience of vehicular transportation.

Also by offering educational opportunities to various lay and official personnel, and through traffic safety institutes or similar spe-

cialized programs, the college and university can increase their traffic safety effectiveness.

## RECOMMENDATIONS

### *Elementary Education*

#### **Instruction**

1. State departments of education should prepare and periodically reexamine courses of study or general guides to safety (with sufficient stress on traffic problems) for elementary schools. Local teacher groups should formulate techniques and gather materials related to the guides. These should be evaluated periodically to assure their applicability to changing local conditions. The instruction program should include outlines and objectives, make full use of the positive approach, and include sample lessons for different age groups. The sample lessons should suggest appropriate teaching techniques and evaluative procedures.

2. Day-by-day instruction based on local priority needs will best benefit the community.

The school can provide practical examples of safety. Such experiences as riding the school bus, using "one way" school corridors and stairways, and riding bicycles in accordance with school regulations provide excellent bases for teaching traffic safety.

Traffic safety instruction should encourage the learner to probe for cause and effect. If a child is struck by a bicycle, the causes of the accident should be determined in order to prevent similar accidents.

3. Situations should be set up similar to the real problems most likely to be encountered and individual practice given in meeting them.

Opportunities should be provided for pupils in the early elementary levels to observe people as they cross the street, drive cars, etc. The pupils should also be given the opportunity to practice safe procedures as they dramatize and evaluate traffic situations.

Traffic safety education may be presented through pictorial and graphic means such as films, maps, diagrams, and charts. Each child might chart his route to and from school, community gatherings, and the like.

#### **Administration**

4. The State department of education should assign a full-time qualified person to supervise and coordinate safety education activities.

5. The local school authorities should assume the responsibility for establishing a safe school building and grounds.

Provision should be made for safe loading and unloading zones for buses and automobiles, bicycle paths and racks, properly guarded or fenced play areas, adequate space for children during fire drills and other emergency situations, and special precautions and facilities for the handicapped.

New schools should be located away from areas of heavy traffic if possible.

6. Superintendents of schools should assume responsibility for developing and maintaining a well-coordinated and effective program of safety education, and should assign a qualified person to this task.

#### **Pupil Activities**

7. Group activities emphasizing traffic safety should be encouraged, under teacher guidance.

Safety lends itself to group activity. Pupil clubs and groups can be encouraged to help in preventing accidents and eliminating dangerous practices, making attractive the idea of thoughtfulness for others, and influencing proper behavior.

Hiking clubs, bicycle clubs, excursion groups, and others—even though they are not organized primarily for traffic safety—can contribute to the program. The bicycle club, for example, might sponsor an inspection of its members' bikes in order to promote favorable attitudes toward safety in bicycling.

8. School safety patrols and school bus patrols should be established where surveys indicate a need, and where it is educationally sound to do so.

Although assistance in establishing, instructing, and supervising patrols is often given by organizations outside the educational field, the patrol is primarily an educational function and as such is a responsibility of school officials.<sup>4</sup>

9. School safety councils or committees should be established to provide opportunities for group safety activities, and to give pupils experience in working with adult safety groups.

10. School newspapers, posters, and bulletin-board displays should be utilized as traffic safety publicity tools.

#### **School, Home, and Community Relations**

11. There must be a close working relationship between school and nonschool groups in order to achieve the school's traffic safety goals.

The community should provide adequate protection of children at school crossings, the type of protection to be determined by the needs of the traffic situation as evaluated by competent traffic authorities in cooperation with school officials.

Parent-teacher and other home-school organizations should participate in the planning of school programs and lend effective support to them.

<sup>4</sup>The organization of safety patrols is outlined in *Policies and Practices for School Safety Patrols* (developed by a joint committee of six national organizations). National Commission on Safety Education, National Education Association, 1201 16th Street NW., Washington 6. D.C.

1. States should consider establishing the minimum legal age for obtaining a driver license at 18 years, except that students who have successfully completed a driver education course approved by the State department of education should be eligible at the age of 16. The ultimate goal should be a requirement that every beginning driver complete an approved course in driver education.

2. Driver education programs in the public schools should be adequately financed with local and State funds.

**Instruction**

3. School administrators should assure that the adequacy of their schools' instructional programs and practices is related periodically to local traffic-safety-education needs.

4. Driver education should be organized as a separate course within the curriculum:

Providing at least 30 hours of classroom instruction and 6 hours of practice driving instruction per student, and emphasizing State and local traffic rules and regulations.

Utilizing sound instructional materials, including one or more motor vehicles equipped with dual controls, adequately insured, and maintained in safe operating condition.

5. To the extent possible, traffic safety education should be correlated with courses presently offered.

**Administration**

6. School administrators should appoint a supervisor of safety education or a committee of teachers or other school personnel to serve as school safety coordinators.

7. The need for driver education should be explained to staff members and students, and authority for its conduct delegated to a qualified staff member.

8. Teachers and students should be apprised of safety resources available to schools.

9. Secondary schools should cooperate with colleges and universities in experimental and research activities designed to help determine the most effective and economical ways of providing traffic safety education, including driver education.

**Student Activities**

10. Student traffic safety conferences at all levels—community, county, State, regional, national—should be developed in accordance with sound educational principles and under the auspices of school officials and professional education organizations.

11. Administrators should encourage and supervise the development of school safety patrols, school bus patrols and student safety

organizations. Other student organizations should include safety emphasis in their programs.

**School, Home, and Community Relations**

1. The aims, functions, and scope of the school traffic safety education program are a community concern. Administrators should enlist the understanding and support of community groups having an interest in the school and in traffic safety and should work for general public approval and assistance.

13. Using school facilities, driver education courses should be provided for adults and for out-of-school youths in accordance with *Policies and Practices for Driver Education*.<sup>5</sup>

**Pupil Transportation**

**For State Educational Administrators**

1. Provide leadership in the development of a comprehensive safety program in pupil transportation.

2. Adopt uniform State standards for school buses which meet or surpass the national minimum standards as recommended by the National Conference on School Transportation.<sup>6</sup>

Standards adopted should be so enforced that no substandard or unsafe vehicles are permitted to operate. New vehicles should be required to meet these standards, and periodic inspection should be part of a State-sponsored program to keep vehicles in safe operating condition.

3. Establish or adopt standards and procedures for selection of reliable and qualified bus drivers, utilizing the recommendations of the National Conference on School Transportation<sup>7</sup> as a guide.

Applicants should be required to pass medical examinations and tests of knowledge and driving ability as they relate to school bus operation. Experience should be considered, but more important are the applicant's physical, moral, mental, and emotional qualifications.

4. Cooperate with other official agencies, such as the motor vehicle department and the highway patrol or police, in the enforcement of pupil transportation standards.

5. Where necessary, promote the enactment of uniform State laws that require special caution when passing school buses, such as those recommended in the *Uniform Vehicle Code*.

6. Sponsor institutes and courses of instruction for school bus drivers and maintenance personnel, coordinated by the State education agency to assure consistency in training; and assist local administrators in setting up their own instructional programs.

<sup>5</sup> National Commission on Safety Education, National Education Association, *Policies and Practices for Driver Education*.

<sup>6</sup> National Commission on Safety Education, National Education Association, *Minimum Standards for School Buses*.

<sup>7</sup> National Commission on Safety Education, National Education Association, *Selection, Instruction, and Supervision of School Bus Drivers*.

7. Encourage research to insure continual development of sound safety practices and programs in pupil transportation.

8. Encourage colleges and universities to include in school administration courses instruction in the administration and operation of pupil transportation programs.

#### **For Local Administrators**

9. Vest in one staff person definite responsibility for instructional programs for drivers and maintenance personnel.

10. Enforce the requirements of the State education authority regarding pupil transportation.

11. Provide facilities for handicapped children whose condition makes special transportation necessary.

12. Provide sufficient vehicles to avoid overloading and to limit the time that children spend on buses.

13. Develop, in line with State rules and regulations, detailed operating practices for the guidance of school bus drivers, including such items as: routing of buses to promote safe and economical transportation, establishment of a maximum speed limit to meet local conditions, and designation of safe loading and unloading zones.

14. Provide continuous supervision of operating and maintenance personnel.

15. Encourage the organization and operation of school bus patrols, using national recommendations<sup>8</sup> as a guide.

16. Provide the State supervisor of transportation with pertinent data on school transportation, including data on accidents to pupils being transported, so that safer and more effective programs of pupil transportation may be developed.

17. Seek the cooperation of community and parent groups in assuring safe pupil transportation.

#### **Teacher Education**

##### **Preservice Education**

1. In the basic professional courses, every teacher education institution should provide for study of safety education, with adequate attention devoted to *traffic* safety. A demonstration program should also be provided to give prospective teachers opportunities to observe and participate in effective traffic safety education to assist them in developing competencies in this area.

2. Teacher education institutions should be encouraged to offer a program for preparation of driver education teachers and safety education supervisors. Such programs should meet the standards outlined in *Policies and Practices for Driver Education*.<sup>9</sup>

<sup>8</sup> See footnote 4.

<sup>9</sup> See footnote 5.

3. Advanced study and research opportunities should be provided for graduate students, and research findings should be made widely available.

##### **Certification**

4. State departments of education should establish certification requirements for driver education teachers and safety education supervisors. Standards for certification should be equivalent to a minor field of study in the college curriculum.

##### **Inservice Education**

5. State, county, and local superintendents in cooperation with safety supervisors should organize inservice traffic safety education programs that emphasize: information about State and local traffic laws and ordinances, pupil transportation needs and practices, student accident-reporting methods, safety patrol requirements and procedures, the values of parent and police cooperation, and seasonal or newly created traffic problems.

6. Colleges and universities should assist with inservice traffic safety education programs by providing extension courses, workshops, seminars, and conferences.

7. Traffic safety education should be included in regularly scheduled State and regional teacher conferences.

8. Additional courses and special refresher meetings for teachers of driver education and safety should be provided at regional population centers. Refresher meetings may include visits to schools having outstanding safety education programs and an explanation and discussion of these programs.

9. Teachers should be encouraged to work on committees for the preparation and/or revision of courses of study in safety education, and participate in the guidance of safety patrols, bus patrols, student safety councils, bicycle clubs, safe-driving clubs, etc.

10. Teachers should be encouraged to join State and national driver- and safety-education teachers associations, and be permitted to attend and participate in association meetings and conventions.

11. Teachers should be encouraged to participate in community safety activities. It has been found, for example, that both teachers and police benefit from cooperation on bicycle instruction and inspection programs.

##### **Specialized College and University Education and Research**

Fulfilling all the recommendations listed below may tax the resources of a college or university, particularly the smaller institution. The need for specialized traffic safety education and research is so great, however, that each school should carry out as many of the following recommendations as possible:

## College Instruction

1. Conduct courses for present and prospective personnel of public and private agencies in such fields as:

Traffic engineering; motor vehicle fleet supervision; traffic law enforcement; highway engineering; safety education; safety supervision and safety administration; driver licensing procedures; accident recording, reporting, and statistical analysis; and driver education.

2. Provide additional instruction in these subjects through seminars, conferences, institutes, workshops, continuation courses, sequences of certificate courses, and correspondence courses.

3. Award scholarships and fellowship grants to individuals desiring advanced instruction in safety education.

4. Establish a separate educational unit—a safety bureau, institute or department—whenever possible and particularly if the institution offers courses and services in different phases of traffic safety. Such a unit provides excellent means for conducting courses, organizing and carrying out research activities, and offering consultative services.

5. Organize a safety-curriculum advisory committee, made up of representatives of the faculty, of industry, and of State and local public and private agencies. Such a committee can provide guidance and support for the institution, and thus assist it to contribute more importantly to traffic accident prevention.

6. Assure the most effective results from traffic safety programs by giving them *continuous* support. Administrative officers should keep their staff and student body apprised of the program's purposes. Institutions should, moreover, keep the public informed, and sufficient funds should be allocated for these efforts.

## College Traffic Safety Programs

7. The college administration, working in cooperation with faculty and student committees, should prepare a traffic safety program to safeguard members of the college community and those of the general public using college facilities. Responsibility for the program should be delegated to a coordinator of campus safety, who should have special preparation and competency in the safety field. The program would consider:

Construction and maintenance of proper roads, walks, parking areas, and the placement of signs and safety devices.

Development and application of rules and regulations to facilitate traffic flow and to protect pedestrians and bicyclists, including adequate supervision for field trips, especially in the event student automobiles are used.

Provision of driver education courses for those undergraduate students who did not have this instruction in high school.

## Engineering

The engineer's contribution to the safety and efficiency of highway transportation is basic and indispensable.

Highway, traffic, and vehicle engineers have been striving for years to provide roads, streets and sidewalks, operational controls, and vehicles that will enable people to reach their destinations safely. Their combined efforts are saving lives and preventing injuries and property damage.

The engineer's responsibility is to provide motorists and pedestrians with protection against hazards over which they have no control, such as the acts of other drivers and pedestrians, physical features of the highway and the vehicle, and uncontrolled or unrelieved congestion.

Three basic elements are involved: the driver, the vehicle, and the road. Engineering cannot make roads and vehicles fully fool-proof, nor proof against reckless or criminal acts. But to the extent that improvements in external conditions can influence driver performance and make human errors and misjudgments less likely and less hazardous, the engineering approach will continue to be successful.

## Highway Engineering

Engineers must be concerned, simultaneously, with making efficient use of existing facilities, building new ones, and planning those of the future.

Traffic safety begins with the location and design of the street and highway. Factors that must be considered include the volume, speed, size, and weight of the vehicles to be served, now and in the years ahead; the growth of population and its concentration in urban areas; and the changes in land use that will be prompted by the new facilities.

Sound engineering calls for enough lanes of sufficient width; adequate shoulders; easy curvature and sufficient sight distance; transition lanes of ample distance when the number of lanes in the highway increases or decreases; and many other elements.

The highest degree of transportation safety is provided by free-ways with controlled access, divided roadways, grade separations at intersections, and other modern design features.

These finest features of safe design are embodied in the 41,000-mile National System of Interstate and Defense Highways. Application of these design standards to other primary highways is equally necessary in many cases.

In the case of low-volume secondary roads, safety can be advanced—even with limited funds—by consistency in the design of cross section, alinement, and profile. Similarly, design improvements can facili-

tate the safe passage of major highway traffic through or around communities.

Good day-by-day maintenance also is important to safety. In areas where snow, ice, floods, or other hazard-producing conditions occur, the job includes readiness for emergency maintenance.

Provision of a wholly adequate transportation system, particularly in urban areas, will take a long time. But much can be done immediately to improve the safety and capacity of existing facilities by increased utilization of engineering knowledge.

### **Traffic Engineering**

The basic function of traffic engineering is to deal with traffic operations, using a variety of devices and techniques, such as signs and signals, parking restrictions, and one-way streets.

Traffic-engineering knowledge is also of immeasurable value in the broad planning that is essential if a community's transportation system is to provide the safety and service for which it is built. Traffic engineers are being consulted increasingly during the initial planning and design of new highway improvements.

For most of our roads and streets, major structural improvements will not be feasible in the near future. Reliance will have to be upon the most efficient possible use of what we have.

Inefficient street and highway operation—manifesting itself in delay, congestion, and disorder—contributes directly to highway accidents. Traffic engineering improvement programs should therefore include immediate remedial measures at locations of high accident exposure or major congestion, together with a long-range improvement plan.

Among the measures used effectively in improving safety and speeding traffic flow are coordination of traffic lights, channelization, redesign of intersections, utilization of reversible lanes or unbalanced flow (to conform with the direction of heaviest vehicle movement), establishment of through streets and one-way streets on the basis of thorough study, application of pedestrian controls—these, plus the use of the familiar signs and pavement markings.

These measures, wisely used, have proved their value. At the same time, unwise use of controls—especially unwarranted traffic signals or too-restrictive speed regulation—breed disrespect for traffic control devices and laws and frequently result in increased hazard.

### **Vehicle Engineering**

Safe and efficient operation has always been a major objective of the motor vehicle engineer. The self-starter, four-wheel brakes, safety glass, all-steel bodies, and sealed-beam headlighting are significant and dramatic milestones. Even more important are the steady

advances made in glazing and vision, handling characteristics, tire life and reliability, accelerating and braking ability, dealing with noise and vibration as causes of driver fatigue, and providing more comfort and protection of occupants.

Today's vehicle is fundamentally much safer than those of earlier years, but still more progress can be made—in design and in maintenance—to reduce accidents and their severity.

Factors requiring particular attention are vehicle handling, truck vibration and riding qualities, and the protection of vehicle occupants. Above all, any change contemplated in one component of a vehicle must continue to be considered not only in relation to the total vehicle, but to the highway transportation system as well.

Because most of the vehicle safety factors have been the subjects of intense investigations, it is usually necessary only to accelerate action rather than initiate new action.

While motorists participate only indirectly in vehicle design, there is much they can do to protect themselves. Seat belts offer a case in point. Automobile makers are marking the location of suitable anchorage for these belts, to facilitate installation. Motorists need only install and use them.

Vehicle maintenance is another example of self-protective action by motorists. No matter how much safety emphasis goes into vehicle design, the vehicle whose maintenance is neglected will become unsafe all too rapidly. Periodic vehicle inspection is of great value in this respect, because it forces vehicle owners into a certain amount of preventive maintenance.

### **RECOMMENDATIONS**

1. Planning for long-range transportation needs, as well as for traffic-operations research, should be expedited to develop sound approaches to the problems that are sure to accompany the traffic demands projected for the foreseeable future.

2. Engineers should strive to design streets, highways, and vehicles, and measures for their control, in order to minimize (1) accidents arising from human error and from deficiencies in driver and pedestrian performance, and (2) accidents more directly attributable to vehicle and highway defects.

3. Universities should be urged to intensify their education and training in the traffic safety aspects of highway and traffic-engineering curricula, particularly at the graduate level. More engineers must be available for traffic and safety work if maximum values are to be realized from the engineering approach.

4. Comprehensive urban planning is essential to the orderly development of today's rapidly expanding metropolitan areas. Planning of urban transportation facilities must be in harmony with the

total needs of the community in order to create a safe environment for traffic movement.

5. Each unit of government—local, State, and Federal—should pursue a program of highway and community improvement based on a farsighted plan geared to anticipated needs. It is imperative that all plans and programs be developed cooperatively and be coordinated among the many units of government involved.

6. Greater use should be made of the zoning power by local and State governments in order to preserve and enhance the efficiency and safety of highways.

7. Full information on the precise location of accidents, as well as on other roadway and traffic details which might have a bearing on accident causation, should be furnished to engineering agencies by police or other agencies responsible for accident records. That accident record information be strengthened as to quantity, basic uniformity, and quality is essential if its application to engineering decisions is to become more effective.

8. The limits of vehicle size and weight proposed by the American Association of State Highway Officials after ratification by the State highway departments are recommended for general adoption. These standards relate to safety of movement, and also are fundamental to the structural design and preservation of roadways and structures.

9. States, urban counties, and cities should give consideration to extended use of modern freeway design with full control of access on important traffic arteries. Full control of access practically eliminates head-on and angle collisions, and commonly reduces rear-end collisions by half.

10. In addition to access control, numerous other elements of modern highway design should be applied to future highway improvements. They include:

- a.* Adequate lane and shoulder widths.
- b.* Proper alinement and sight distance.
- c.* Flat side slopes and ditches.
- d.* Smooth-riding skid-resistant surfaces.
- e.* Divided roadways, with wide separating median areas.
- f.* Clear, accurate signing and marking, carefully coordinated with design conditions.
- g.* Adequate clearance of roadside objects.
- h.* Proper design and use of guardrails and median barriers.
- i.* Smooth-flowing exit and entrance at interchanges, with ample distance for weaving maneuvers.
- j.* Sufficient distance and warning for transitions, especially when the number of lanes of traveled-roadway width is reduced.
- k.* Appropriate attention to safety considerations when transit services are to be incorporated into highway design.

*l.* Incorporation of carefully planned controls, appropriate channelization, and adequate sight distances, for intersections at grade.

*m.* Driveway entrances designed and controlled to minimize possible conflict with traffic flow.

*n.* Roadway lighting at appropriate locations.

11. The street pattern in residential-area developments should be designed to avoid conflicts of local and through traffic. Maximum pedestrian and vehicular safety should be an objective of plans drawn for these areas.

12. Many hazardous miles of low-volume secondary roads should be systematically improved until their excessive accident rates are reduced to a practical minimum. Within limits of economic feasibility, modern standards should govern their cross section, alinement, and profile, and pavement surfaces should be stable and well maintained.

13. Programs of railroad-highway grade separation should be continued, and effective protective devices installed at crossings of lesser importance. Railroad crossings in expanding urban areas should receive continuing attention to prevent them from becoming safety hazards as vehicle traffic increases.

14. Research on electronic and other new devices, and their development, should be stepped up to provide for safer management of potentially hazardous traffic movements, to aid drivers in the guidance and control of their vehicles, and to devise new means for effective intercommunication on the highway.

15. The operating experience of competent traffic engineers should be regularly employed in the planning and design of new transportation facilities and in the formulation of overall transportation policy.

16. Competent traffic engineering units should be set up at local and State levels with adequate authority, personnel, and budget to plan and direct the efficient and safe operation of highway transportation facilities in their jurisdictions.

17. To assure drivers of clear and conspicuous travel directions, adequate warning of hazards, and understandable regulations that immediately affect traffic safety, the responsible highway and traffic authorities should make universal application of the latest standards for uniform traffic control devices. These standards are developed and endorsed in a manual prepared jointly by the American Association of State Highway Officials, the Institute of Traffic Engineers, the National Committee on Uniform Traffic Laws and Ordinances, the American Municipal Association, and the National Association of County Officials, and approved by the Federal Highway Administrator.



18. Safe maintenance should be a continuing concern of every street and highway agency. The adequacy of maintenance has a distinct effect on traffic safety. A well-trained maintenance force properly supplied, equipped, and directed is therefore a valuable safety asset.

19. Maintenance and construction employees of public agencies and public utilities, as well as contractors engaged in work within street and highway rights-of-way, should be instructed in and required to utilize safety precautions for protection of the highway user and themselves. Standard warning devices, signs, flashers, lane striping, barricades and signals, and properly trained flagmen are essential.

20. The automotive industry should continue its efforts to improve all elements of vehicle design having a bearing on safety. The relative importance of proposed vehicle changes should be assessed to insure that the items of greatest potential benefit are kept under attention. Greater effort is needed in—

*a.* Developing more rugged and effective equipment for defrosting and cleaning windshields and rear windows under severe weather conditions.

*b.* Standardizing the placement of instruments and controls, and advancing their functional design.

*c.* Implementing basic safety-design concepts, particularly those related to restraining devices, dissipation of impact energy, and the lessening of structural deformation in the passenger compartment.

*d.* Conducting collision research to establish criteria for structural design and to determine the effect of the forces involved on both restrained and unrestrained occupants.

*e.* Evaluating the safety aspects of various types of automatic controls.

*f.* Determining causes of commercial vehicle fires and means for alleviating these through vehicle design and operating procedures.

21. Driver fatigue should be reduced and comfort improved by the functional design of passenger-car bodies and truck cabs to provide more adequate seating, by the reduction of truck-cab noise and vibration, and by the provision of more durable exhaust systems.

22. Research on vehicle handling should be intensified with respect to—

*a.* Provision of maximum maneuverability compatible with driver-reaction and vehicle-response times.

*b.* Improving traction on low-friction surfaces.

*c.* Reducing vehicle response to road and aerodynamic disturbances.

23. Industry, highway-user groups, and the Government should intensify their research and development on brakes, to the end that—

*a.* The performance of truck brakes may more nearly approach that of passenger car brakes.

*b.* Practical antilocking devices of special benefit on slippery surfaces may be developed.

*c.* Metering devices may be produced to keep braking forces proportional to the load carried on each axle, whether the vehicle is loaded or unloaded.

*d.* In the event of partial brake failure on single unit vehicles, brakes may still operate on one axle.

*e.* Adequate braking or retarding capacity may be available for the descent of long grades and for stopping from high speeds.

24. Industry and public officials should cooperate in working out vehicle-performance requirements that will insure for commercial vehicles the proper relationship between design capacities of vehicle components and the gross loads as operated.

25. More emphasis should be placed on sound vehicle-maintenance practices, especially with respect to brake systems, lighting, visibility factors, steering mechanisms, and coupling devices of combination vehicles. Maintenance practices can be improved by seeking additional public support through public-information programs for enforcement of existing law provisions, more effective encouragement of preventive-maintenance programs by service stations and garages, and legislative establishment of periodic vehicle inspection.

26. Public officials and manufacturers of mobile homes and camping, boat, and utility trailers, and their component parts, should give increasing attention to the relationships between design gross load and gross load as operated, for such items as couplings, undercarriages, axles, wheels, hubs, tires and brakes; and between the gross weights of the towing and towed vehicles.

27. Standards developed by the National Commission on Safety Education should be used as minimum requirements in the acquisition and use of schoolbuses. Schoolbuses should be subjected to systematic maintenance and, at least twice a year, to complete inspection.

28. Organizations of shippers, motor carriers, and regulatory officials concerned with the transportation of commodities requiring special precaution, should develop means for realistic cooperation and frequent consultation. Regulations for the handling of such commodities should be kept consistent with technological advances and should reflect the lessons of accident experience.

## Motor Vehicle Administration

Motor vehicle administration comprises many regulatory activities related to vehicle usage, including driver licensing and driver improvement; vehicle registration, titling, and inspection; financial responsibility; and others of varying importance.

The most effective way of administering these activities is through establishment at the State level of an independent department of motor vehicles. This has been done by a number of States and the District of Columbia.

A serious problem is that funds and facilities available to most departments with motor vehicle responsibilities have not kept pace with the phenomenal increases in numbers of vehicles and drivers.

Driver licensing, one of the most important functions of motor vehicle administration, affects all motorists. Effective procedures weed out many unsafe drivers at the time they first apply for licenses.

Administrators also have discretionary power to suspend or limit a driver's license for various reasons—most of them involving the commission of unsafe and illegal acts.

An entire area within driver licensing, known as driver improvement, is directly related to traffic safety. It seeks to upgrade and maintain the driving ability and attitude of every licenseholder.

Driver-licensing procedures have been improving gradually over the years, but cost and administrative factors have often inhibited greater improvements. For instance, the extension of periodic driver reexamination to all drivers has not been possible, in part because motor vehicle administrators have generally lacked sufficient budget, facilities, and trained examining and clerical personnel.

The relationship of motor vehicle inspection to traffic safety is basic. Yet States requiring periodic vehicle inspection are still a minority, and only 25 percent of the Nation's vehicles are inspected annually or oftener.

Financial responsibility laws remove many irresponsible drivers from the roads, and provide a flow of accident reports that help determine accident prevention needs. Reporting requirements, however, should be made uniform. And interstate travelers should not have to be familiar with the widely varying regulations that now exist.

Registration and titling give authorities a quick means of taking a dangerously operated vehicle off the road: revoking or suspending the registration and requiring surrender of the license plates.

## RECOMMENDATIONS

1. Each State should have an independent department of motor vehicles with authority to administer all State laws and regulations relating to motor vehicles and drivers. This department should have comparable status with other major departments of State government.

2. The department of motor vehicles should have an adequate budget, modern facilities, and carefully selected, well-trained personnel to administer complex, technical programs according to highest standards, and should be organized on an integrated basis to take advantage of the efficiency and economy of centralized authority and administration. Continuing studies of current and future needs should be made and long-range plans adopted officially.

3. Unless it has been done recently, officials of each State should make a detailed comparison between State motor vehicle and traffic laws and the Uniform Vehicle Code. Special workbooks to facilitate the studies are available to responsible State officials.

4. State legislators and motor-vehicle administrative officials of each State should cooperate on a continuing basis to keep the motor-vehicle and traffic laws up to date, strengthen ineffective provisions, eliminate undesirable loopholes, and generally make their statutes conform as closely as possible to the Uniform Vehicle Code and other nationally recommended standards, as periodically revised. State motor vehicle officials should act as technical advisors to legislators when motor vehicle legislation is prepared and considered.

5. It is highly desirable that basic provisions of driver-license laws be uniform in all jurisdictions, based on nationally recommended standards. A State's driver-license laws should provide for:

(a) Centralized administration of licensing in the State motor vehicle department or driver-licensing agency.

(b) Examination of all new applicants for licenses.

(c) Authority to require reexamination of any driver, and particularly of drivers with bad records.

(d) A sound driver-improvement program.

(e) Mandatory revocation of a license by the department when the licensee commits certain specified acts.

(f) Discretionary suspension of a license by the department when the licensee's driving record warrants such action.

(g) The minimum age for drivers should be 18, except that for those applicants who have passed an approved student driver education course, the age should be 16, looking forward to the time when all driver license applicants shall have passed an approved driver education course as a prerequisite to the examination.

(h) Parental consent and responsibility for minors.

6. Enactment of a law requiring periodic inspection of all motor vehicles should be given high priority in every State that does not have such an official program. State-approved, privately owned, officially supervised stations should be supported as the most feasible and practical arrangement.

7. Each State motor vehicle department should establish and maintain on a continuing basis a public information program guided by a public information official who has had training and experience in this field.

8. Motor vehicle departments and other appropriate agencies should be supported in conducting research needed to develop improved standards and procedures in all areas of their responsibilities affecting traffic safety. Particular needs are for studies relating to driver attitudes; vision; the influence on driving of physical conditions such as epilepsy, heart ailments, and diabetes; and the effects of drugs. All such research should be conducted in cooperation with proper professional and technical specialists.

### Police Traffic Supervision

Police responsibility for safe and efficient traffic movement covers (1) traffic direction and control, (2) accident investigation, and (3) law enforcement.

If good work is done in the other phases of traffic safety—including legislation, education, highway and traffic engineering, driver licensing and vehicle inspection—police can be especially effective in controlling traffic and preventing accidents.

But traffic direction and control is becoming more demanding as traffic grows in volume and complexity. Officers should therefore have regular refresher training.

The necessity for efficient accident investigation and reporting also is clearly evident. Only with the facts about accidents can the police make intelligent plans to control them.

In the field of enforcement, greater attention needs to be given to upgrading both quantity and quality.

The quantity of enforcement required depends upon many factors, including size of area served, the kind of traffic, and the street or highway system.

Quantity also depends upon quality. Experience has shown that even a limited amount of enforcement, applied where it will do the most good, accomplishes more than a lot of enforcement applied indiscriminately. This knowledge has led to "selective enforcement," which is based on the fact that traffic accidents happen in recurring patterns.

Police tactics directly affect enforcement quality. The basic element is patrol, by marked or unmarked cars. Others include planned traffic checks, radar, aircraft, and chemical-test equipment. Whatever tactics are used, all officers should be kept informed as to the reasons for them.

Basically important is the choice of the right personnel, from top to bottom; and adequate training on a continuing basis.

Major obstacles to good enforcement include: (1) the "fix," (2) inadequate laws and ordinances, (3) lack of understanding of police objectives by the courts and the public, and (4) low officer morale.

### RECOMMENDATIONS

It is recommended that:

(1) Police agencies make every possible effort to apprise themselves of all proven information, techniques, and procedures relating to police traffic supervision, and make maximum effective use of them.

(2) Continued efforts be made to improve the quality of accident investigation and reporting, thus broadening the factual basis for enforcement planning.

(3) The measures of effective performance in enforcement be regularly reevaluated in the light of current accident experience.

(4) Enforcement tactics be constantly studied in relation to the requirements of the community in which they are applied.

(5) Intraorganizational communications be improved with respect to policies and procedures and tactics, to achieve maximum uniformity and consistency.

(6) Attention be given to the pedestrian problem in realistic proportion to its importance within the total traffic problem.

(7) Continued vigilance be applied to the problem of eliminating all manifestations of "fixing," to the end that enforcement is applied with complete impartiality and justice.

(8) Every effort be made to strengthen the relationship between the courts and police agencies, assuring uniformity and continuity throughout the enforcement process.

(9) Continuous attention be given to the selection and recruitment of able personnel as officers, and to those management factors that tend to maintain high officer morale.

(10) Facilities and opportunities for training be enlarged and improved, and training be made a regular major item in the annual budget of the department.

(11) Planning be made a primary continuing function in the organization and program of the department.

(12) Responsible research in the current problems of traffic policing be aggressively supported and participated in by police agencies.

(13) Police agencies cooperate and sustain contact with institutions and groups providing public information to the community, by direct participation and by furnishing information concerning the current traffic experience.

### Traffic Courts

Respect for traffic laws depends ultimately upon the effectiveness of the Nation's traffic courts. Judges and prosecutors create impressions that influence the citizen's attitude toward enforcement and toward the judicial system.

The court's principal goal is to implant the desire for voluntary observance of traffic laws. Attaining this goal requires appreciation of the rights of defendants and the public. It calls for top-grade performance by courts and police.

Detailed needs are set forth in the "National Standards for Improving the Administration of Justice in Traffic Courts," prepared by the American Bar Association.

These standards call attention to the necessity for competent judges and prosecutors, thoroughly grounded in traffic law, adequately paid, serving full time, and removed from politics as fully as possible.

Also pointed up in the standards is the importance of upgrading the status of traffic courts within the State judicial system, and providing dignified courtrooms.

Over the years, much progress has been made toward traffic court improvement—but not nearly enough. As a whole, these courts have been a weak point in the highway safety program. Lack of public interest, or political pressure, or both, have caused corrective action to lag.

A major problem for the courts has been the load imposed by the enormous increase in the number of violations: more than 2½ times as many in 1960 as in 1945. But there have been—and still are—weaknesses having no connection with the rising case load.

One of these is "violation for a price": simply forfeiting collateral and not having to go to court. A key recommendation of the National Standards is that all persons charged with moving violations (violations while the vehicle is in motion) must appear in court in person.

Other weaknesses include: frequent rotation of judges in and out of traffic courts, thus limiting acquaintance with the principles of traffic-court administration; the practice of some communities of looking to the traffic court as a source of revenue; inadequate follow-up on disregarded summonses; political pressure; and ineffective prosecution.

The younger driver—and the older one—present serious problems to the courts. Improvement of their skills and attitudes demands close cooperation between courts and driver-licensing authorities.

There is need also for greater use of drivers' records, so that repeat offenders may be identified.

Basically important to traffic court improvement is public recognition that (1) improvement in traffic courts improves enforcement generally; (2) traffic courts can be improved; and (3) citizen support is needed. A significant body of citizens must be so strongly in favor of better traffic courts that they generate active support from the executive and legislative branches.

### RECOMMENDATIONS

It is recommended that:

1. The National Standards for Improving the Administration of Justice in Traffic Courts be applied by every State and municipality.

2. All traffic courts be integral units of the judicial system of each State and, wherever necessary, a constitutional or legislative reorganization of courts for that purpose be undertaken.

3. The judges of traffic courts be selected on a nonpartisan basis under a method which should ensure high judicial qualifications, and that the judges serve full time, with adequate security as to tenure.

4. The highest judicial authority in each State appoint an administrator of State courts with duties specifically including supervision and administration of all courts trying traffic cases in that State. The Model Act for a State Court Administrator should be used as a guide.

5. Each State adopt, preferably through its highest judicial authority, uniform rules governing procedure in traffic cases. These should apply to all courts trying traffic cases.

6. The Model Uniform Traffic Ticket and Complaint be adopted on a statewide basis, and one copy serving as a report of conviction or disposition. All enforcement agencies within the State should be required to use the model form.

7. The salaries paid to traffic court judges and prosecutors be equal to those of trial courts of general jurisdiction.

8. The fee system for compensating judges and justices of the peace be eliminated, and in its place a salary system be provided.

9. All judges, whether lawyers or laymen, be subject to the Canons of Judicial Ethics and that adequate provisions be made for disciplinary action against judges where justified; and that the removal and retirement provisions of trial courts of general jurisdiction be made applicable to traffic courts.

10. Courts of Record status be provided for all traffic courts.

11. It be mandatory for all traffic court judges and prosecutors to attend annual judicial conferences, and that adequate provision be made for the payment by local, county and State governments of all expenses incurred in connection therewith.

12. Each State staff all courts fully with adequate judicial, prosecution, clerical, and administrative personnel.

13. All offenders charged with moving hazardous traffic violations be required to appear in court and answer the charge in person.

14. All State, county and local governments eliminate budgetary practices calling for an estimate of anticipated revenue from the handling of traffic cases. The actual revenue derived from traffic fines and forfeitures for the prior fiscal year should take the place of such estimates.

15. The American Bar Association continue to assume major responsibility for the national program to improve traffic courts and accelerate its activity in this behalf.

### Public Information

The success of traffic accident prevention programs depends in large measure upon citizen support. And the first step toward support is understanding. Therein lies the function of public information programs.

Public information is an integral part of the *Action Program*. But it is not the whole program, and can not be substituted for other essential accident-prevention measures.

What public information can do is develop understanding and support of civic leaders for all the elements of a balanced traffic safety program. This is an extremely worthwhile service.

For traffic safety information to be meaningful, it must deal with what is happening locally. How serious is the problem? Who is affected? What is the cost in money, lost time, transportation inefficiency, and curtailed production—in social problems, suffering and death?

The public must know how accidents can be avoided, and what is being done—or not being done—to prevent them.

Acceptance of individual responsibility is fundamental. But it must be recognized that appeals to the “better than average” driver or pedestrian have more chance of getting acceptance, because most individuals consider themselves better than average.

### RECOMMENDATIONS

It is recommended that—

1. Public information programs be directed toward:

(a) Telling the public the facts about traffic accidents—their number, where and how they occur, and why.

(b) Defining and explaining the measures which make up the Action Program, and encouraging support for them.

(c) Providing individual drivers and pedestrians with the information they need to protect themselves and others.

(d) Continually emphasizing the need for each individual to meet his personal responsibility.

(e) Utilizing special-emphasis programs when they are appropriate.

2. Public information be keyed to the specific traffic safety needs, and coordinated with the traffic safety programs, of the community and/or State.

3. Programs be continuous, not spasmodic.

4. Public information programs utilize the techniques of timeliness, newsworthiness, human appeal, and reader interest which have been so successfully developed by the media of public information.

5. Public officials with traffic responsibilities make all pertinent facts about traffic safety continuously available to the public, cooperating with the media of public information and interested supporting organizations.

6. Owners and management of magazines, newspapers, and other publications; of motion-picture producing and distributing companies; of radio and television stations and networks; and of outdoor advertising, graphics, and other media, join in organized efforts to disseminate information in support of the Action Program, cooperating actively with each other and with public officials and interested organizations.

7. All organizations supporting the highway safety program carry on public-information and public-education activities to the full limit of their resources, cooperating with public officials, with the media of public information, and with one another.

8. All agencies and organizations employ competent, professional personnel to promote highway safety through all public information channels.

### Research

Research is an orderly way of seeking answers through procedures which can be repeated by other trained persons.

The answers are not dependent upon the wishes of the researcher, and the opportunities for others to repeat and scrutinize completed research provides a built-in “correction factor” which makes it likely that any errors will eventually be detected.

It is unrealistic to expect that research will eventually identify “the basic cause” of accidents in a dramatic breakthrough, because there isn’t any such thing as a basic single cause, although a variety of accidents may have common factors.

*Accidents occur as a result of a complex combination of a variety of factors.* Through research, a great deal can be learned about the

varied factors which, singly and in combination, contribute to accidents.

The objectives of traffic safety research are both the prevention of accidents and the reduction of the severity of accidents which do occur.

Research can strengthen the *Action Program*. It can point out critical accident situations requiring attention. It can develop new techniques for preventing accidents. It can evaluate the results of programs. It can demonstrate which of several alternative methods is most effective or economical.

Progress in traffic accident prevention in the past has been achieved by doing many obvious things. Common sense provided suitable answers to the fairly simple questions.

Today, the rate of improvement in traffic accident experience is diminishing. It is no longer easy for administrators, legislators, and designers to judge whether proposed new action will have much or any effect on traffic accidents.

Continued progress in accident reduction, therefore, calls for more and better research. Otherwise, we will reach a point where new technology will not be able to cope with the advancing complexity of the traffic problem.

### RECOMMENDATIONS

In light of the preceding discussion, the following actions are recommended:

1. Develop interdisciplinary accident-prevention research facilities on a national basis. College and university transportation and accident prevention centers throughout the Nation also should be encouraged to bring the full force of their resources to bear on the problem. Further, encourage appropriate research in all major departments of State and city governments having responsibilities or competencies related to highway safety.

2. Develop guides reviewing available research findings in specific areas and containing suggestions for the application of this knowledge by administrators of traffic safety activities.

3. Establish specialized programs for training in accident prevention research in regional centers and universities and elsewhere throughout the country.

4. Increase public and private grants and contracts for basic and operational research. Increase support for pilot and exploratory studies, and lengthen the period of support for substantial research undertakings. Experimental use of career grants to establish investigators also is desirable.

5. Conduct periodic reviews of progress in highway safety research.

6. Mechanize selected accident-prevention libraries to facilitate the increasingly complex problem of storage and information retrieval.

7. Systematically review military and other research dealing with

man-machine systems, for findings having possible relevance to highway safety.

8. Determine how to achieve fuller application of what is now known about the prevention of traffic accidents.

9. Stimulate interdisciplinary research, since traffic accident reduction is a highly complex problem.

10. Disseminate information about research results in order to develop improved public appreciation and support of the need for new knowledge and of its value in application.

### Health, Medical Care, and Transportation of the Injured

No aspect of highway safety is of greater importance or less clearly defined than measures to assess the health status of the person authorized to operate a motor vehicle.

The task is complicated by the lack of knowledge concerning the effect of many medical conditions on the individual's capacity to operate a motor vehicle safely. Furthermore, reporting of medical findings which may impair ability is hampered in many localities by the threat of litigation for the person making such a report.

Nevertheless, the increasing number of new drivers and the aging of others, as well as the growing public awareness of the importance of human factors in the driving task, require greater attention to this subject.

The presence of certain pathological processes or conditions should raise a presumption of unfitness to drive.

The driver should be required to submit evidence of his functional capacity if he has a medically definable physical condition or process, that may be objectively identified, that results in loss of ability to control his vehicle safely.

### Alcohol and Drugs

Although few aspects of the highway accident problem have been more thoroughly investigated than the contribution of alcohol, there is considerable ignorance and misinformation as to the nature and magnitude of that contribution.

There is considerable need for the education of many enforcement personnel, not only with respect to the effects of alcohol, but also with respect to the other medical conditions that can mimic its effects.

There is also need for public education as to the problems involved, and the possibilities for reducing accidents by modifying the drinking patterns that are related to both pedestrian and driver accidents.

Improvements are necessary in patrol observation and in the examination of drivers arrested in connection with drinking driving offenses.

Research is greatly needed to provide information which will lead to the most efficient employment of community resources in dealing with the drinking driver and drinking pedestrian problems.

## Medical Care and Transportation of the Injured

Great numbers of persons have lost a leg, foot, arm or hand due to an injury. It is likely that many might have been spared the loss if better first aid emergency care and transportation had been provided.

The overall goals of emergency care and transportation are *timeliness* and *adequacy*.

Attainment of these goals requires (1) adequate recruitment and training programs for ambulance personnel; (2) increased research in the improvement of equipment and the rendering of emergency care; (3) well organized, properly staffed and adequately equipped emergency services in hospitals; and (4) improved coordination and communication among groups providing emergency care (ambulance personnel, the health professions, hospitals and the public).

Training of a large segment of the population in first aid can save lives and prevent the aggravation of injuries.

## RECOMMENDATIONS

### Health Aspects of Driver Licensing

1. Validated criteria for determining fitness to drive should be developed on the basis of those physiopathological conditions which, in expert medical opinion, may result in loss of ability to control a vehicle safely.

2. Pending development of such criteria, a driver should be required to submit evidence of his functional capacity if he has a medically definable physical condition or process which may give rise to a lapse of consciousness, loss of postural control, or loss of vision while driving.

3. Medical advisory boards, under the auspices of State health agencies, should be established with the assistance of State medical societies to consider and adopt specific recommendations and procedures controlling the denial or revocation of a driving license based on medical reasons.

4. Questions relating to health aspects of the driver should be evaluated by appropriately qualified representatives of medical societies and boards of health, working with licensing, enforcement and judicial agencies.

5. Denial, suspension or revocation of licensure on medical grounds should be permitted only after it has been established that the driver has an impairment which affects his driving ability, and that such an impairment is not being compensated for by vehicle design, prosthetic devices, appropriate medical care, or enforceable limitations on driver use of the vehicle.

6. Selective case-finding should be established to discover the obviously infirm or otherwise handicapped, or those who have been reported as unfit to drive.

7. Pre- and post-sentencing psychiatrically-oriented clinics should be established to operate along with enforcement and judiciary personnel.

8. Further research should be directed toward the nature and extent of relationships between driving mishaps and physical, psychological and sociological factors.

### Alcohol and Drugs

9. The provisions of the Uniform Vehicle Code should be adopted as minimum standards by all jurisdictions with relation to blood alcohol concentrations.

10. There should be routine use of the Alcohol Influence Report Form<sup>9</sup> in the examination of drivers apprehended in connection with drinking driving offenses.

11. More standardization should be brought about in the collection of breath and body fluids in drinking driver cases.

12. *All* principals involved in *all* fatal accidents—i.e., *all* pedestrians and *all* drivers—should be routinely subjected to (a) analyses for alcohol and drugs, and (b) a toxicological examination by qualified medical examiners where user of drug is suspected.

13. Training programs for enforcement personnel should be expanded with respect to the effects of alcohol and the use of standard methods of enforcement, and also with respect to the other medical conditions that can mimic the effects of alcohol.

14. Educational programs should be established, directed to the problems pertaining to alcohol and driving and drugs and driving, and to the administration and enforcement of the laws in these fields. The programs should be geared, respectively, to the needs of (a) medical and ancillary personnel, (b) legislators, enforcement personnel, and judiciary, and (c) the general public, including teen-agers and others learning to drive.

15. Minimum standards should be established for the qualification and certification of examiners, laboratories, and equipment used in drinking-driver offenses.

16. Protection against litigation should be provided, by legislation where required, for those physicians and others who cooperate with enforcement personnel in connection with drivers apprehended in cases involving alcohol use.

17. Warning labels, intelligible to their handlers and users, should be carried by drugs capable of producing effects which may increase highway risks.

18. Further research should be undertaken in the fields of—

(a) The contributions of alcohol and other drugs as causes of accidents.

<sup>9</sup> Prepared by the Committee on Alcohol and Drugs of the National Safety Council.

- (b) What categories of drugs should, if used, serve as criteria for the denial of a license.
- (c) The use of community resources to reduce the role of alcohol in driving and pedestrian accidents.

### Emergency Care and Transportation

19. Consideration should be given to establishing a national accreditation system as a means of determining minimum standards for personnel, equipment, and vehicles.

20. Criteria should be developed for determining (a) what constitutes a good ambulance service, and (b) what constitutes an adequately equipped hospital emergency service.

21. Hospital emergency departments, insofar as practical, should be guided by the standards of the American College of Surgeons.

22. Each community or region should establish a central dispatch station to which all calls for emergency care would be directed. This would include calls for ambulance transportation and rescue squad operations. The central station would dispatch appropriate personnel and equipment from the units nearest the accident.

23. Public education programs should be directed to (a) the use of a universal symbol of emergency medical identification to denote the need for special medical attention, (b) the most effective means of calling for an ambulance, and (c) the valid functions performed by an ambulance service.

24. Efforts should be made to train a large segment of the public in first aid.

25. The Model Ordinance or Statute Regulating Ambulance Service<sup>10</sup> should be used as a guide to improved, uniform service.

26. The Uniform Vehicle Code should be implemented strictly to improve the transportation of the injured.

27. Further research should be devoted to—

- (a) Procedures and equipment in emergency care and transportation.
- (b) Ways and means of paying for good ambulance services.
- (c) Medical facts to be used in support of more safely designed motor vehicles.

### Organized Citizen Support

Two basic requirements for traffic accident prevention are public awareness of the problem and action for its solution. These requirements can best be met with the help of a fully representative citizen traffic safety organization.

The great need in each State and community is to mobilize all

<sup>10</sup> Sponsored by the American College of Surgeons, the American Association for the Surgery of Trauma, and the National Safety Council.

groups into a unified working force, coordinated by the citizen traffic safety organization. The objective is the development of public understanding of citizen responsibilities for (1) safe, legal, and considerate personal conduct in traffic, and (2) support for public officials in their administration of traffic control programs.

A fully representative citizen organization is best able to study the total traffic problem and to:

1. Conduct organized educational campaigns to inform the public about the accident problem, major traffic safety needs, and the official program; to encourage each citizen to accept his responsibility for his own and others' safety; and to support official action.
2. Cooperate with public officials in the building of sound traffic safety programs.
3. Provide means for voluntary coordination of public support projects by the many interested groups.
4. Maintain continuity of action in behalf of traffic safety during changes of administration.

An organized program aimed at the total problem has maximum appeal to officials, businessmen, and the general public, and hence is most likely to produce results.

The foremost requirement of a successful organization is top leadership. The organization must be communitywide, nonprofit, and non-political, and must establish and follow sound programs, with professional guidance. It needs competent staff and adequate budget. It should periodically appraise its organization and operations to determine whether it is, in fact, set up to meet community needs and is actually doing so.

The citizen group must decide whether to limit its efforts to traffic safety, or to cover several or all fields of safety. If a multipurpose organization is contemplated, nontraffic activities should not divert energy from the traffic program, but rather should strengthen and reinforce it.

The usefulness of citizen safety organizations is increasingly recognized as the numbers and quality of such groups continue to rise throughout the country.

### RECOMMENDATIONS

It is recommended that:

1. Chief executives of States and municipalities encourage the establishment and strengthening of citizen organizations, and take leadership in determining accident prevention needs, developing official programs based upon the *Action Program*, and establishing priorities for action.



2. Civic and business leaders take the initiative in establishing State and community citizen traffic safety organizations or in strengthening existing ones. In this effort, they may be able to utilize communitywide organization, such as chambers of commerce. They should obtain professional assistance from the outset.

3. Officials present their programs to citizen traffic safety organizations through conferences or by other means, thus facilitating determination by the citizen groups of priorities for support.

4. Citizen groups of all types—service clubs, parents associations, fraternal organizations, unions, et cetera—

(a) Expand their accident prevention activities and join forces in States and communities to bring their combined potential into action through a citizen traffic safety committee, council, commission, or similar organization.

(b) Follow the basic principles of organization and programing which experience has shown to be most effective.

(c) Develop action programs that apply to the specific needs of their respective States and cities in line with the recommendations of the national *Action Program* for traffic safety.

(d) Encourage the States and communities they serve to participate in the "Annual Inventory of Traffic Safety Activities," "Pedestrian Appraisal Program," "National Driver Education Achievement Program," and other vital activities, and to cooperate in the full study and implementation of the recommendations of these inventories and appraisals.

5. Business and industrial firms give increased emphasis to off-the-job safety programs for their employees.

6. Educational institutions and other qualified agencies conduct more intensified research which can be utilized by citizen organizations in the planning and execution of their programs.

**THE ACTION PROGRAM**  
is a Guide to ALL  
*Necessary Traffic Accident  
Prevention Services for  
the Benefit of the Public*

*these services concern All . . .*



**ALL BRANCHES OF GOVERNMENT**

*Legislative • Executive • Judicial*



**ALL LEVELS OF GOVERNMENT**

*State • County • City • Federal*



**ALL DRIVERS**



**ALL VEHICLES**



**ALL STREETS AND HIGHWAYS**

*The provision of these services is the primary responsibility of each state*

## A REMINDER . . .

. . . There is no single solution to the traffic accident problem.

. . . Only through a balanced program supported by the public can the desired results be produced.

. . . The elements of a balanced approach are the sections of the Highway Safety Action Program listed on the inside front cover.