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EXHIBITS—Continued

HEARING DAYS

FEDERAL ROLE IN TRAFFIC SAFETY

(Pursuant to S. Res. 56, 89th Cong.)

MONDAY, MARCH 22, 1965

U.S. SENATE,
SUBCOMMITTEE ON EXECUTIVE REORGANIZATION
OF THE COMMITTEE ON GOVERNMENT OPERATIONS,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:45 a.m., in room 1318, New Senate Office Building, Senator Abraham Ribicoff (chairman), presiding.

Present: Senators Ribicoff, Simpson, and Montoya.

Also present: Jerome Sonosky, staff director, and Constance Greess, chief clerk.

Senator RIBICOFF. The Subcommittee on Executive Reorganization will begin its hearings on the Federal role in traffic safety.

And I would like to make a short statement.

STATEMENT OF HON. ABRAHAM RIBICOFF, U.S. SENATOR FROM THE STATE OF CONNECTICUT

Senator RIBICOFF. Today we begin a long-range series of hearings on the role of the Federal Government in the field of traffic safety. We intend to examine and review from top to bottom those agencies—both public and private—Federal, State, and local—which direct and support the Nation's traffic safety efforts.

Two main points stand out clearly after an examination of the existing situation.

VAST EXTENT OF TRAFFIC SAFETY "ESTABLISHMENT"

First, the vast extent of the so-called traffic safety establishment. It extends from the local police station to community safety councils to State traffic safety commissions and to the White House itself. In the Federal Government alone some 16 separate agencies have some traffic safety responsibility or role. The key Federal agencies will be testifying in this opening round of hearings. We will examine the efficiency, economy and interagency coordination aspects of these various programs. We will endeavor to establish exactly what the present Federal role in traffic safety is, how much is expended to support it, how it might duplicate and overlap, and how it might be improved.

CARNAGE CONTINUES DESPITE SAFETY CAMPAIGNS

The second main point is that despite the efforts of the past—despite massive safety campaigns both public and private—the awful carnage on our roads and streets continues and worsens.

There is no doubt that since the invention of the internal combustion engine we have practiced an unbelievable form of national self-destruction.

In the past minute 20 accidents have taken place. One-half hour from now three Americans will be dead who right now are alive. And for every half hour of this day and the days to follow three more human beings will lose their lives on our Nation's roads and streets.

The preliminary 1964 National Safety Council statistics, which try in hard cold numbers to describe our annual toll of suffering, misery, and death resulting from our highways, show that we have again set a record. As a result of traffic accidents which occurred in 1964, 47,800 people have already died, and before the records are closed the total is expected to exceed 48,000 which is 10 percent more than 1963 fatalities which numbered 43,400. What is even more significant is that the deaths per 100 million miles traveled rose from 5.3 in 1962 to 5.5 in 1963 to 5.7 in 1964. If the current increase in the traffic fatality rate continues, deaths will rise to 100,000 a year by 1975.

We are spending more than $1 billion to assure the safety of the three men who will occupy the space capsule that goes to the moon. This is as it should be. Their safety is of prime importance. But one wonders about a Nation that is willing to expend $1 billion to get three men to the moon but is seemingly unwilling to expend even one one-hundredth of that amount to protect its 190 million citizens from death or injury on our roads and streets.

Having stated the traffic safety problem, the question becomes, first, what are we doing about it, and second, what can we do about it?

ROLE OF FEDERAL GOVERNMENT IMPORTANT

I think it is time we took a close look at the role of the Federal Government in this field. The manner in which the Federal Government is carrying out its responsibility is of vital importance to the overall national effort to reduce traffic accidents. It can lead and give proper direction—or it can foot-drag and stagnate. We will determine if the latter now exists and make certain the former becomes a reality.

There has been a lot of talk, for a long period of time. Now is the time for responsible and positive action nationwide.

Our first witness is our colleague, Senator Gaylord Nelson, of Wisconsin. I welcome Senator Nelson for his deep and vital interest in this entire subject, not only as a Senator, but as one of the Nation's outstanding Governors who had a chance of seeing this problem close up, and who as a Governor took a leading role to try to protect the people of Wisconsin. Since Gaylord Nelson has been with the U.S. Senate, he has kept his interest in this field and has made many constructive suggestions.

We welcome Senator Gaylord Nelson as the first witness before our committee.

STATEMENT OF HON. GAYLORD NELSON, U.S. SENATOR FROM THE STATE OF WISCONSIN

Senator NELSON. Mr. Chairman, I will read, if the chairman will permit, part of my statement, and ask that the balance be included in the record. I have a matter pending subsequent to this one, and I know that you have some distinguished witnesses here appearing before you today. So it may be helpful if I just read part of this statement.

Senator RIBICOFF. Without objection, your entire statement may appear in the record.

Senator NELSON. I appreciate the opportunity of appearing before you this morning. I am interested in the subject, as I know many hundreds of thousands of people across this Nation are. I did not do anything very effective about the question of highway safety as Governor of my State. But the chairman of this committee did achieve a national reputation for his work in highway safety in Connecticut.

STATISTICS ON TRAFFIC INJURIES AND DEATH

I think most of us are familiar with the statistics.

The automobile ranks as one of the four leading causes of death in the United States. While millions of dollars are spent on cancer and heart research, two other major killers, we continue to ignore these dramatic statistics:

Over 47,800 people were killed on our Nation's highways last year.

Approximately 4.8 million people were injured in automobile accidents last year.

In the critical age group of 5 to 29, the automobile was the No. 1 killer.

An American's chances of escaping injury in a car crash during the whole of his lifetime is no better than 50–50, as estimated by one expert in the January issue of American Trial Lawyers.

Approximately 50 times as many people died in auto accidents as died in airplane accidents last year.

The U.S. Air Force loses more of its men in auto accidents each year than in aircraft accidents.

The figures are appalling, yet the slaughter goes on. What is being done to protect the millions of Americans whose lives are directly affected by the automobile?

Progress has been slow, but there is at least some indication of possible action. The Senator from Connecticut, Mr. Ribicoff, deserves our congratulations for conducting these hearings. His proposal to review the Federal Government's role in accident prevention should receive universal support. The problems of poor highway construction, confusing signs and traffic markings, inadequate driver licensing programs, and mechanical failure of the automobile all deserve attention. They certainly contribute to the high death rate on our highways.

PROPOSED EXTENSION OF NEW FEDERAL SAFETY STANDARDS

Several weeks ago I introduced a bill which would extend the new Federal safety standards for Government automobiles to all cars manufactured for, sold, or shipped in interstate commerce. We now know how to write safety standards for 60,000 publicly owned cars. The purpose of this measure is to give the benefit of such safety standards to the public as a whole.

This proposal will establish a number of required safety features. Among these are collapsible steering wheels, shoulder harness safety belt anchors, specific types of safety glass, smog-removing exhaust systems, standardized transmission controls to avoid confusion, and uniform bumper heights.

These new features have been tested, proven effective, and will be available in Government-purchased cars by 1967. Installation of these features will be of great benefit. And there are other steps which will increase our ability to deal with this problem.

PROPOSAL FOR DEVELOPMENT OF PROTOTYPE SAFETY CAR

A second proposal would authorize and provide funds to the Federal Government to develop and test a prototype safety car.

Both the Liberty Mutual Insurance Co. and the engineering department of the University of Minnesota have developed "safety cars" with encouraging results. Some who have studied such designs contend that the adoption of special safety features could save as many as 640,000 lives over the next 15 years. I intend to introduce a bill to authorize safety car research in the near future.

The need for Federal action in this area has been clearly demonstrated. We have the opportunity, the technological know-how, and the manpower to eliminate one of the greatest hazards to the motorists and the public as a whole.

As this committee studies the role of the Federal Government in traffic safety programs, I hope they will consider consolidating these responsibilities under one Federal agency and recommending sufficient authority to act effectively to reduce the unnecessary slaughter on our highways. If we are to make any progress in traffic safety and accident prevention, we must have an efficient and well-coordinated program.

Thank you, Mr. Chairman.

(The complete prepared statement of Senator Nelson follows:)

EXHIBIT 1

STATEMENT PREPARED BY SENATOR GAYLORD NELSON

Mr. Chairman, today automobile accidents are a major and increasingly serious hazard to the public. The automobile ranks as one of the four leading causes of death in the United States. While millions of dollars are spent on cancer and heart research, two other major killers, we continue to ignore these dramatic statistics:

Over 47,800 people were killed on our Nation's highways last year.

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The figures are appalling, yet the slaughter goes on. What is being done to protect the millions of Americans whose lives are directly affected by the automobile?

Progress has been slow, but there is at last some indication of possible action. The Senator from Connecticut, Mr. Ribicoff, deserves our congratulations for conducting these hearings. His proposal to review the Federal Government's role in accident prevention should receive universal support. The problems of poor highway construction, confusing signs and traffic markings, inadequate driver licensing programs, and mechanical failure of the automobile all deserve attention. They certainly contribute to the high death rate on our highways. I introduced legislation to protect the consumer from faulty tires by requiring minimum safety standards and a system of quality grading and labeling.

These approaches to traffic safety problems attempt to get at part of the problem. They deserve consideration. But there is more to be done. We must direct our attention to another fundamental matter: the unsafe construction of cars themselves.

Forty-three percent of the people who die in auto accidents die under survivable conditions, according to the estimate of Elmer Paul, of the U.S. Public Health Service Accident Prevention Bureau. Their accidents have many causes, but their deaths have one: the unsafe nature of the car itself.

This means that almost one-half of our total highway fatality rate is unnecessary and could be eliminated by simple reconstruction of the vehicle.

It is only realistic to acknowledge that as long as the human being is in control of the vehicle, accidents will occur. Our attention must therefore be focused on reducing injury after the original impact has occurred. This concept is often referred to as safety during the "second collision"—the collision not only of the car in the accident, but of the occupant of the car with the interior of his own vehicle.

Dr. James Malfetti of the safety project at Columbia University recently stated: "We design cars and roads and then tell the driver to adapt himself to them as best he can. We should start the other way around. Let us first find out what the driver's capacities are and then build cars and roads to fit them."

How to achieve safety in the "second collision" is a concept which has been studied by the experts. Serious research has been going on for over a decade. There is agreement that the present construction of most cars hampers the driver's ability to avoid accidents. This results in the actual causation of accidents. Beyond this, there is a consensus that the construction of cars contributes to unnecessary injuries and deaths after the original impact.

The findings of such groups as the crash injury research project at Cornell University, the Institute of Transportation and Traffic Engineering of the University of California, the University of Minnesota, the University of Michigan Medical School, Harvard University, Wayne State University, the American Association for Automotive Medicine, and the U.S. Public Health Service are important contributions to the field of safety research. These expert groups have shown that:

If cars were built so that protection could be provided for the head alone, at least one out of five people who are now dying in auto accidents would be saved.

If cars were built with seat and shoulder belts which hold people in the car in an accident, thousands of lives would be saved. If a person is thrown from the car, the chance of death is five times as great.

If cars were built with only three basic changes, occupants could probably survive any crash up to 35 miles per hour—and statistics show that 87 percent of all accidents occur at impact speed of 35 miles per hour or below. The three basic changes are: shoulder harnesses; doors which will stay closed in a crash; and collapsible steering shafts.

What do these statistics mean in practical language? Simply, that if we take action now to make cars themselves safer, the frightening number of deaths and injuries occurring on our highways can be dramatically reduced.

The need for changes is obvious. But one factor impedes progress in this area. That factor is the conviction in Detroit that "safety doesn't sell." It is the stylist who reigns supreme in the automobile industry, not the safety and engineering experts.

The slightest mention of safety standards seems to cause panic in the automobile industry and I can understand their concern about ill-considered regulation. But, there is no intent to propose impractical or unreasonable standards. The industry will be consulted at each step of the way. This is a matter of great public concern. The purpose of the proposed legislation is to find a way to reduce the death toll on the highways.

Last year a very important step toward safety regulation of the automobile industry was taken when the Congress passed legislation authorizing the drafting of minimum safety standards for federally purchased automobiles.

Several weeks ago I introduced a bill which would extend the new Federal safety standards for Government automobiles to all cars manufactured for, sold, or shipped in interstate commerce. We now know how to write safe standards for 60,000 publicly owned cars. The purpose of this measure is to give the benefit of such safety standards to the public as a whole.

This proposal will establish a number of required safety features. Among these are: collapsible steering wheels, shoulder harness safety belt anchors, specific types of safety glass, smog removing exhaust systems, standardized transmission controls to avoid confusion, and uniform bumper heights.

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As this committee sudies the role of the Federal Government in traffic safety programs, I hope they will consider consolidating these responsibilities under one Federal agency and recommending sufficient authority to act effectively to reduce the unnecessary slaughter on our highways. If we are to make any progress in traffic safety and accident prevention, we must have an efficient and well-coordinated program.

Senator RIBICOFF. Thank you.

I have one or two questions for you, Senator.

MARKETING OF AUTOMOBILE TIRES

I have your recent statement before the Federal Trade Commission on the marketing of automobile tires. It is a very impressive statement. Without objection, I would like to have it made part of the record.

(The statement follows:)

EXHIBIT 2

REMARKS BY SENATOR GAYLORD NELSON BEFORE THE FEDERAL TRADE COMMISSION ON THE MARKETING OF AUTOMOBILE TIRES, JANUARY 13, 1965

Mr. Chairman, I want to thank the Federal Trade Commission for this opportunity to present testimony on tire safety. The Federal Trade Commission is to be commended for conducting this hearing.

In the last year the need for action in this area has received important recognition from a variety of groups: State and Federal legislators, the industry, the press, and the private consumer. This interest is climaxed today with these hearings. A consensus has emerged, I think, that some constructive action must be taken to protect the life and the pocketbook of the consumer.

The rising fatality rate on our highways can no longer be ignored. Just last week the National Safety Council, in an announcement that is becoming all too familiar, reported that more people had been killed on our highways over the

recent New Year's weekend than ever before. The 1964–65 figure of 474 surpasses the previous alltime high for a 4-day New Year's weekend of 409 in 1956–57. This is a substantial increase and one that is not confined to holiday weekends. In December the council reported that deaths for the first 10 months of 1964 numbered 39,250, an 11-percent increase over the same period in 1963 and an alltime high. Beyond this, at least 1.4 million people suffered injuries that disabled them beyond the day of the accident in the first 10 months. The attack on this problem must be made on a number of fronts. This is one of them.

The correlation between tire failure and traffic accidents has been proven. Turnpike and thruway studies of emergency road service calls show that about 20 percent are because of tire trouble. The National Safety Council reports that in 1962 tire failure accounted for 7 percent of all highway fatalities. For the same year the council also reported that in their safety check program 7.9 percent of all tires checked were defective.

The evidence speaks for itself. We know that bald, worn, overloaded, or shoddily made tires cause accidents. We know that safe tires can save our lives. Unfortunately, however, we have no standards for judging how safe and durable a tire is.

The problem is twofold: We do not have accurate information on tire safety and the consumer has no way to appraise existing hazy and contradictory information.

A set of minimum safety standards should be applied to all tires so that the consumer will be protected from inadequate tires and so that he can have an idea of the quality and safety features of the product he is buying.

Mr. A. J. White, director of motor vehicle research of New Hampshire, has done a great deal of research in this area. "It is generally accepted," he states, "that approximately 3 percent of all tires manufactured are substandard and will fail prematurely. * * * Tire research already has greatly improved tire life, safety, and vehicle stability. Enough is known about tire design to improve almost every tire safety property further."

Also needed is a system of grading or labeling to guide the consumer in comparing one brand with another and to clarify the present confusion of tire nomenclature.

In January 1964 Senator Humphrey's Subcommittee on Retailing, Distribution, and Marketing Practices issued a report on the automobile tire industry, recommending the introduction of such a system of quality rating in the tire industry. I quote from this report:

"The currently used complex methods of naming different brands or lines of tires is misleading and confusing to the public. The FTC 'Tire Advertising Guide' proscribes misleading terminology in advertisements, yet it does not provide for an objective standard of quality rating to be applied to all tires. Such a standard is needed as the average buyer is not equipped to rate the quality of tires. A system whereby tires are rated according to Government standards of safety, endurance, general quality, and construction, such as is done in the meat industry, would let the consumer know exactly what he is buying. Your subcommittee recommends that a system of quality rating would be in the interest of safe transportation and should be enacted."

I would like to briefly review some of the recent actions taken in this area to further prove the general and widespread concern over tire safety. A great deal of credit must go to the New York State Joint Legislative Committee on Motor Vehicles and Traffic Safety and its former chairman, Senator Edward Speno. The legislation prepared by this committee and by former Congressman Kenneth Roberts, of Alabama, in the House has done much in bringing this problem to the fore. I have also submitted legislation in this area.

Contrary to the popular feeling that there is no public interest in this problem, Mrs. Esther Peterson, Special Assistant to the President for Consumer Affairs, informs me that her office daily receives many complaints about faulty tires and misleading advertising. In a letter to me, Mrs. Peterson said: "The continuing number of traffic fatalities proves the need for further investigation of tires and some positive action to protect the consumer from any shoddy tire construction and deceptive tire advertising. * * * The public wants and has a right to know that what they are buying is safe." Mr. Chairman, I would like to insert a copy of Mrs. Peterson's letter in the record of this hearing.

Further proof of the existence of this problem is evidenced in the response I received following the introduction of my safe standards tire bill in the last session of Congress. In addition to letters from private citizens with personal

complaints, I received endorsements from purchasing agencies throughout the country. I would like to quote from several of these letters.

The National Association of Purchasing Agents:

"* * * it is very gratifying to know that someone 'at the top' is interested in automobile tire standards. This is certainly one of the bigger headaches of the purchasing agent for a large municipality such as the city of Houston and we shall have our eyes upon the progress of this bill."

The California Association of Public Purchasing Officers:

"You have our wholehearted support and that of many other purchasing organizations throughout the country."

City Purchasing Agency for Milwaukee, Wis.:

"I heartily applaud your announced program to set certain standards on automobile tires to improve the safety and reduce the appalling death rate on the highways. * * * The National Institute of Government Purchasing, the Wisconsin Association of Public Purchasers, and this buying agency heartily endorse and back your program for some adequate standards in the tire industry. * * * With many confusing terms and claims by the manufacturers of tires, the consumer has been in a quandary, especially the public buyers, for whom I am speaking, who are in an endless search to get specifications covering their tire requirements so that they can purchase these intelligently and competitively."

Mr. Chairman, I think I should call attention to one more group which has been instrumental in this area, the National Tire Dealers & Retreaders Association. This organization, a trade group of approximately 3,400 tire dealers, has worked tirelessly for improvement of tire safety and has continually reaffirmed its support of uniform safety standards for tires. Dr. Warren W. Leigh, NTDRA marketing consultant, said recently that "The tire industry spends altogether too much time juggling tire names, qualities, and prices. It should wake up, establish some quality standards, and get away from the eternal higgling and bargaining."

In response to various pressures exerted on it the industry, through the Rubber Manufacturers Association, issued last July a set of minimum tire safety standards which became effective January 1, 1965. To enforce these standards the association has contracted with an independent testing agency to conduct tests at random on the more than 900 tires which have been certified by the RMA.

I am pleased to see the industry moving forward in this area but at the same time I am disturbed by the reception these new standards have received. Their adequacy has been questioned by many experts in the field.

The National Tire Dealers & Retreaders Association, at its annual conference in September, passed a resolution acknowledging the RMA standards but calling them "inadequate to prevent the marketing of automobile tires and truck tires of undersized outside diameter, low quality, and questionable safety. * * *"

In reply to a request from me as to the effectiveness of the new standards, the Department of Commerce points out that many of the tests included in the Federal specifications for tires developed over 10 years ago are not part of the RMA standards. This raises a number of serious questions. But specifically it shows that the standards are not adequate because they have been formulated on superficial evidence. The Department maintains that "an extensive program of testing and evaluating would be needed to produce complete and reliable data on the numerous types and quality levels of tires now available to the public." I would like to insert this letter in the hearing record.

These are technical questions and it would seem we must rely to a great extent on the opinions of experts in forming our judgments. And in this case the experts do not seem to be satisfied.

Howard Freas, Commissioner of the Interstate Commerce Commission, which is presently engaged in drawing up new tire regulations for commercial vehicles, stated the problem well recently: "Safety is a public concern which must be accorded a precedence wholly apart from an economic distinction between private and for-hire carriers; it cannot be left wholly to self-regulation by the industry, no matter how enlightened its interest."

I trust these hearings will provide the basis for drafting sound legislation. It would seem to me that any useful legislation would at least require minimum safety and performance standards and a system of grading or labeling.

LACK OF INFORMATION TO THE PUBLIC ON TIRE SAFETY

Senator RIBICOFF. What concerns me is the lack of availability of this type of information to the public. My understanding is that the Federal Trade Commission has held a series of hearings on tire safety and has compiled a massive amount of information. To your knowledge, has this information on the safety factors of tires been made available to the public and to consumers' groups?

Senator NELSON. The Federal Trade Commission did conduct extensive hearings. The record, I understand, is to be a matter of public information. It is open for public inspection. It would be expensive to print it. I have asked one of the members of my staff to read the record, which I understand to be approximately 1,000 pages. I am going to read it myself. A very reliable and distinguished reporter came into my office about a week ago and said that the statistics demonstrated in those FTC hearings were shocking. I think that it ought to be printed and made available for study by the Members of Congress, and made available for studies by the public. I understand, without having talked with the Chairman of the Federal Trade Commission, that the printing problem is one of cost.

Senator RIBICOFF. Do you think both as a Member of Congress and as a member of the public that there is any justification for a Federal agency to develop information, which may affect the lives and safety of our people, and then not have it made available to the public? Don't you think that the Federal Trade Commission should make the results readily available to the Congress and the members of the press and the public as a whole?

Senator NELSON. I think if the report has any value at all, it ought to be printed and made available for the public and the Members of the Congress. And as I said, I understand it to be a rather impressive report in terms of the statistics submitted on tires. I am going to look at it, and if it is necessary to make some moves in Congress in order to get funds for the Federal Trade Commission to be able to print it, then I think we ought to initiate it in Congress.

Senator RIBICOFF. I want to commend you for the work you are doing in this field. I intend at a later hearing, when the members of the Federal Trade Commission are before this committee, to find out why this information, which is of value, should not be made available to the public.

Senator NELSON. As to the Federal Trade Commission, a member of my staff who sat in on the hearings and others to whom I have spoken about it thought that the hearings were very well conducted and very fruitful, with fine expert testimony from many people all over the Nation. And therefore, I would be strongly inclined to the view that we ought to have printed reports of those hearings.

I thank you, Mr. Chairman.

Senator RIBICOFF. Thank you very much, Senator Nelson.

Our next witness is Postmaster General Gronouski.

We welcome you here, Mr. Gronouski.

You are responsible for operating probably the largest fleet of automobiles and trucks in the country. My understanding is that your Department operates 88,000 motor vehicles.

Postmaster General GRONOUSKI. That is right, sir.

Senator RIBICOFF. You may proceed.

STATEMENT OF HON. JOHN A. GRONOUSKI, POSTMASTER GENERAL; ACCOMPANIED BY RICHARD J. MURPHY, ASSISTANT POSTMASTER GENERAL FOR PERSONNEL; GEORGE C. NIELD, OFFICE OF RESEARCH AND ENGINEERING; AND EDWARD B. LANDRY, DIRECTOR OF SAFETY AND HEALTH

Postmaster General GRONOUSKI. Thank you Mr. Chairman.

I didn't bring this group with me to outnumber the committee, as much as it may look that way. Rather, Mr. Richard Murphy, Assistant Postmaster General for Personnel, directly to my left, Mr. George Nield of our Office of Research and Engineering, and Mr. Edward Landry, our Director of Safety, are with me because they are most intimately involved in our highway safety program, and I thought perhaps you might want to direct some question to the technicians in our Department.

Certainly, it is a pleasure for me to have the opportunity to appear before the committee this morning. As Postmaster General, my primary responsibility is moving the mail. But I have other responsibilities, too, which cannot be subordinated to efficiency.

As the head of one of the world's largest civilian work forces, I have a solemn commitment to the safety and well-being of our nearly 600,000 employees.

And, as the head of an organization which is in closer contact with the American people than any other agency of Government, I have a similar commitment to all of our citizens.

TRAFFIC SAFETY IS OF VITAL CONCERN

Certainly, one area of vital concern to me is that of traffic safety. As you noted earlier, we operate one of the largest fleets of motor vehicles in the country. This fleet consists of approximately 88,000 Government and privately owned vehicles, driven by 133,000 postal employees and traveling more than 1.1 billion miles each year.

In addition, we have more than 22,000 star route contract vehicles traveling another 450 million miles per year.

Further, we estimate that postal employee families own more than 300,000 motor vehicles. These, too, come under the scope of our concern.

In other words, traffic safety is our business. It is a problem which cannot be ignored. As President Johnson has said, the staggering death toll on the highways "is clearly a major national problem. The rising cost in life and property must be reversed. I am convinced that a significant national effort is called for."

MOTOR VEHICLE ACCIDENT PREVENTION PROGRAM IN POST OFFICE DEPARTMENT

To meet these responsibilities and challenges, the Post Office Department has a motor vehicle accident prevention program. This program is supervised by a staff of professional safety engineers who plan, develop, and evaluate the Department's accident prevention needs and advise me on required actions.

We have adopted a continuing program of safety requirements in vehicle maintenance.

We have adopted a stringent qualification and licensing program for our drivers, administering driving tests, requiring physical examinations, and examining the driving records of all applicants.

For the safety of children who might be playing near our trucks, we have installed a specially designed mirror to improve front view vision at bumper level. Some 25,000 city delivery vehicles have been equipped with these mirrors, and another 15,000 are in the process of being equipped. In addition, we have installed backup buzzers in 15,289 vehicles. These are buzzers that warn anyone behind the vehicle when it starts backing up. As a result, child fatalities in fiscal year 1964 were reduced 64 percent from the previous year—from 14 to 5.

We now conduct a special orientation and training program for drivers of our right-hand-drive trucks.

To stimulate driver-safety awareness and safety competition among postal units, we have, for the past 10 years, participated in the national fleet contest.

In order to encourage suggestions and recommendations from our employees, we have set up joint labor-management safety and health committees at more than 550 of our larger post office installations.

For our postal employee families, we provide information on safe motor vehicle operations through off-the-job safety programs, and we encourage participation in community safety programs.

And, finally, we initiated, in October of 1962, a seat belt program and proceeded immediately into engineering modifications to install belts in all of our postal vehicles, with the exception of the right-hand, sit-stand vehicle which required the development of a specially designed restraining device suitable to that vehicle. Right now, 37,400 of our vehicles have been equipped with seat belts.

SEAT BELT PROGRAM—CONTRACT WITH GENERAL MOTORS CORP. FOR RESEARCH

I think perhaps I should expand a little on this seat belt program, inasmuch as the chairman of this committee has indicated a specific interest in it.

The installation of these seat belts was based on the best engineering information available, but we were not satisfied that this information was adequate. In other words, we proceeded to provide some measure of protection for our drivers, even though we knew that further improvement could be made. The problem was that there has been very little research done in the area of seat belts for trucks, particularly for trucks equipped with special seats such as we use.

And so, we entered into a research contract last November with the General Motors Corp. to test, under impact conditions, the type of belts we had already installed. The results so far show the wisdom of that move, for GM's research people have already uncovered flaws in several of our belt installations—flaws which are now being corrected.

I understand the concern of the chairman over our having to pay for a research project that might well be considered part of the industry's responsibility. But the fact is that such research had not been conducted and we felt that the safety of our drivers justified going

ahead with it ourselves. Undoubtedly we could have waited for industry to get around to it, but I do not like to think of the lives that might have been lost in the interim.

A further consideration was the testing of our little mailsters. Since these are manufactured by small business concerns around the country, it is unreasonable to expect General Motors—or any other automotive firm—to test them for safety factors at their own expense. And it is significant to note that one of the seat belt flaws uncovered by GM was in the mailster.

REDUCTION OF URBAN MOTOR VEHICLE ACCIDENTS

These, then, are a few of the steps that we have undertaken in our overall safety program. As a result, we have been able to reduce our urban motor vehicle accident rate from 130 accidents per million miles driven in 1953 to 30 in 1964. This represents a solid accomplishment and we are proud of it.

However, we know full well that there is still room for improvement. I think, on the national level, we should improve physical and mental driver licensing standards, intensify our safety research programs increase our support of driver education programs, encourage wider exchange of driver records among law enforcement agencies, and provide for better exchange of highway safety research data. I might say that we have under study right now a psychological testing program such as I remember when I was an Air Force Cadet in the early 1940's in connection with prospective aircraft pilots. We would use this test to weed out the relatively small proportion of drivers who tend to have a very high proneness for accidents before they ever get behind the wheel. We have not completed this study yet. There is some concern about using these kinds of psychological tests. I think they are well worth developing, particularly in an agency such as ours with 133,000 employees actually driving vehicles. We have not come to any conclusion on it yet, but we are working on it at this time.

NATION'S FIRST TRAFFIC SAFETY STAMP

I might also add that in terms of the national highway safety picture we have been very impressed by various organizations around the country interested in traffic safety who have asked us to help focus national attention on the Nation's traffic safety effort. On September 3, in Baltimore, just before the Labor Day weekend, we will have the first day of issue ceremony for the issuance of the Nation's first traffic safety stamp. Because of the many who are interested in traffic safety this appears to be a fruitful use of our commemorative stamp program.

PROPOSAL TO LEASE CARS TO PROVIDE TO RURAL CARRIERS

One other thing that we are doing will depend upon some legislation this year. We have 31,000 rural carrier routes where the rural carrier supplies his own car. In such cases we have no direct control over the safety features of the cars themselves. And so, we are proposing this year, to introduce bills in the Congress, to convert this driver-owned car program to a lease program, where the Government leases the cars and provides them to the rural carriers.

Now, this has implications beyond safety—especially financial implications. But from the point of safety, let me point out that something like 5 percent of these 31,000 cars are over 10 years old. In addition, that about 1,500 to 2,000 of them are in the very small car category, and one of the safety problems is that rural carriers go off and on the highway frequently but many lack the power to move back down the highway as fast as the rest of the traffic.

Senator RIBICOFF. How do these contracts work with rural independent mail carriers? Are they paid on a per mile basis in addition to salaries?

Postmaster General GRONOUSKI. Yes, by statute, the rural carrier gets 12 cents a mile, or $4.20 a day, whichever is higher, for providing the automobile and for full maintenance, gas, oil, et cetera. Under the proposal that we are about to introduce to the Congress, we would contract out for this fleet, either through the GSA or through private industry, depending on which comes up with the best offer. We would provide, among other things, a fleet of cars that has an average of 2 years, none of which will be over 3 years old. These cars will be equipped with all of the safety features that the GSA is planning to put into effect 2 years hence. These are the safety features referred to by Senator Nelson in his testimony.

As I say, there are many implications to this besides safety. But I think it is worth mentioning in terms of the correlation that has been developed between the age and size of the car and the safety factors involved.

EXHIBIT 3

POST OFFICE DEPARTMENT RURAL CARRIERS: PLAN OF PROPOSED CAR EQUIPMENT

Proposed Car

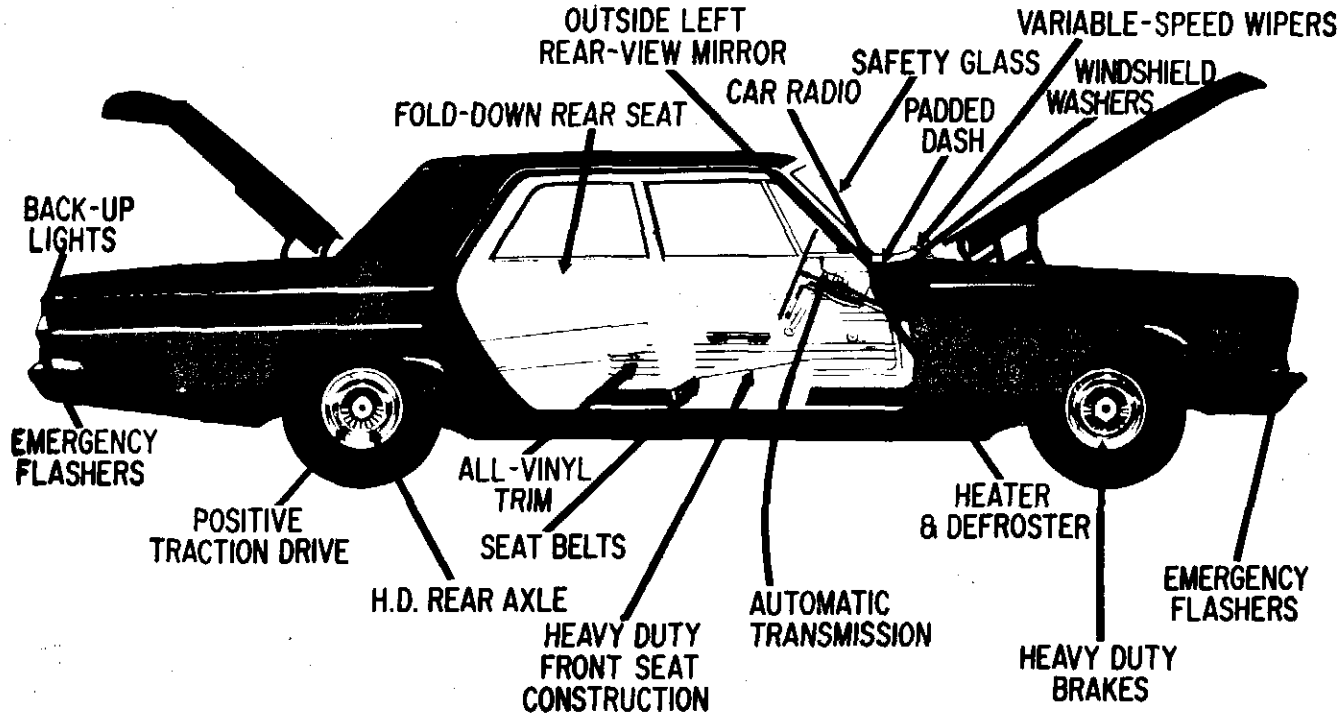
To meet the service, safety, and comfort requirements of our rural carriers a standard size car with this equipment is planned:

Automatic Transmission
Heater and defroster
Windshield Washers
Variable speed wipers
Outside left rear view mirror
Positive crank case vent
Snow tires (winter periods)
Seat belts
Positive traction differential
Heavy duty brakes
Heavy duty rear axle
Emergency flasher
Heavy duty front seat
All vinyl trim
Heavy duty shock absorbers
Padded dash
Fold flat rear seat

This car and its equipment meets or exceeds the safety requirement planned by the General Services Administration insofar as cars with such equipment are currently in production. The G.S.A. requirements pertain to the 1967 model year and the only items not now included are design changes such as standard bumper height.

Of special importance is the provision of heavy duty equipment. Heavy duty brakes mean longer brake wear, greater safety, and less servicing. Heavy duty axles and transmissions mean less "down-time" -- the time in which a vehicle is out of service for repairs. Positive traction differentials will enable the driver of an ordinary sedan to drive the car out of a mud or ice situation which otherwise would cause it to become immobile. The purpose behind this special equipment is to reduce down-time and to keep the cars operating at their maximum capability. Chart #4 highlights the particular items to be included.

PROPOSED BASIC VEHICLE-RURAL CARRIERS



Postmaster General GRONOUSKI. These are some of the things that we are doing. And certainly we, as a Department, welcome the focus that your committee is placing on this full area of traffic safety. We believe that such a focus and spotlight can help us in our self-improvement efforts.

We are developing some comprehensive material relating to our safety program which will be available for the record in a few days, and we will submit this material to your committee.

EXHIBIT 4

POST OFFICE DEPARTMENT SAFETY PROGRAM: COMPREHENSIVE MATERIAL RELATING THERETO

I. Highlights

---23% reduction in total fleet frequency rate in past 4 years (19.7 down to 15.1)
---The Department's accident rate has shown an overall improvement while there has been a national upward trend. However, the previously excellent rural frequency rate has shown a 19% increase in the past two years (1.38 up to 1.64)

II. POD Motor Vehicle Experience vs. National Motor Vehicle Experience

---Deaths:

		1964	1963	Change
National -				
	No. Deaths	47,800	43,565	10% increase
	Rate	5.7	5.4	5.5 increase
Postal -				
	No. Deaths	36	38	5% decrease
	Rate	3.1	3.4	8% decrease

---POD motor vehicle experience vs National Safety Council Fleet Contest participants. Postal accident rate close to matching performance of the better truck fleets:

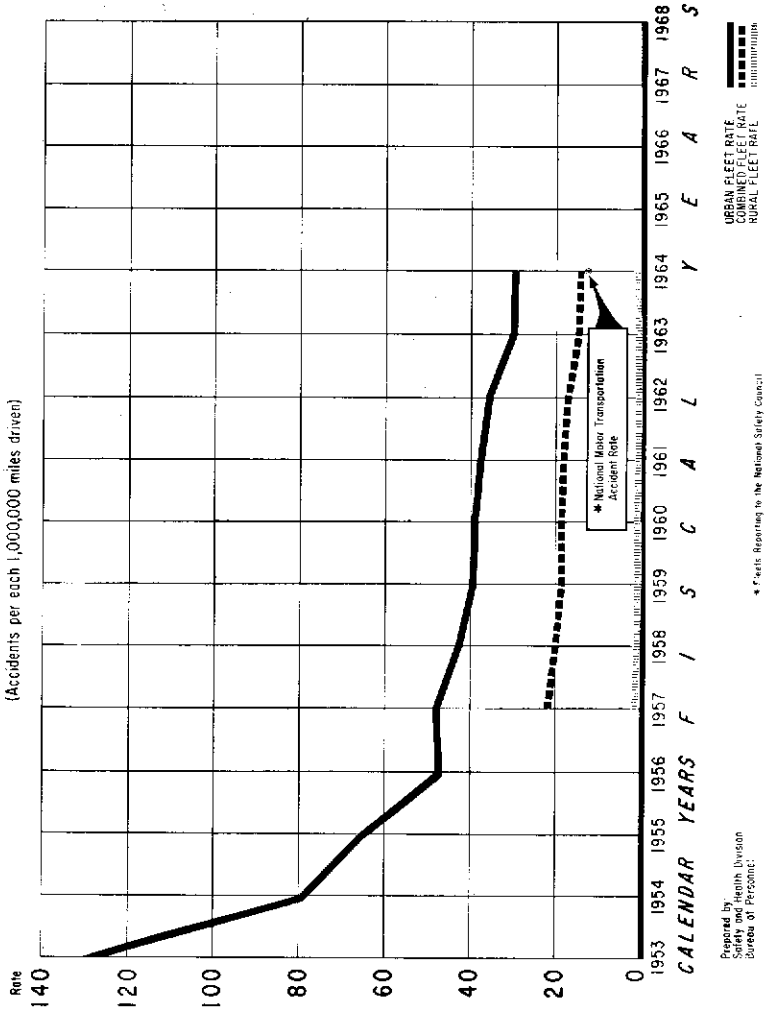
National fleet average.....12.74
Post Office Department average..15.15

III. POD Motor Vehicle Accidents and Frequency Rates

	No. Accidents		Frequency		
Year	City	Rural	City	Rural	Combined
1957	18,111	791	48.7	1.83	22.4
1958	17,586	762	43.3	1.56	20.5
1959	17,988	766	40.2	1.51	19.6
1960	19,034	823	39.9	1.55	19.7
1961	19,092	846	38.6	1.50	18.9
1962	18,233	771	36.6	1.38	18.0
1963	16,175	862	30.9	1.49	15.5
1964	16,325	992	30.2	1.64	15.1

Footnotes:

a. Accident frequency rates represent number of accidents per million miles travelled. Death rates represent number of deaths per 100 million miles travelled.
b. National death rates from data of National Vital Statistics Division and the U. S. Bureau of Public Roads (Calendar Year basis).
c. All postal data based upon postal fiscal year statistics
d. National Safety Council data for period 7-1-63 to 6-30-64


U.S. POST OFFICE DEPARTMENT
MOTOR VEHICLE ACCIDENT RATES
(Accidents per each 1,000,000 miles driven)
Rate
140
120
100
80
60
40
20
0
1953 1954 1955 1956 1957 1958 1959 1960 1961 1962 1963 1964 1965 1966 1967 1968
CALENDAR YEARS FISCAL YEARS
* National Motor Transportation Accident Rate
URBAN FLEET RATE
COMBINED FLEET RATE
RURAL FLEET RATE
Prepared by
Safety and Health Division
Bureau of Personnel
* Rate Reported to the National Safety Council

POST OFFICE DEPARTMENT FLEET

I. Vehicles:

Government-owned vehicles	47,015
Types -	
Right hand drive trucks	14,099
One ton trucks	14,876
Mailsters	11,379
Ford Couriers	2,005
Two & one-half ton trucks	1,660
Trailers	1,086
Miscellaneous trucks	948
Five ton trucks	507
Tractors	455
Leased vehicles	9,706
Rural carrier vehicles	31,058
Total	85,781

II. Miles Travelled:

Total	1,142,931,602

III. Drivers:

City Carriers	76,898
Rural Carriers	32,851
Special Delivery Messengers	4,668
Garage & Shop Personnel	7,833
Other (Supervisors, etc.)	11,359
Total	133,609

Footnote: Postal fiscal year 1964 data.

SEAT BELTS

Background Information

Seat belts have been recommended as the most practical means of accomplishing an immediate reduction in fatal and serious injuries resulting from motor vehicle accidents.

Research:

A Cornell University Automotive Crash Injury Research Project has, in the past six years, carefully studied 20,000 automobile wrecks. Results showed that you are 60% safer using a seat belt in case of accident and that 5,000 lives could be saved annually if seat belts were used nationwide. You are 50% less likely to be killed when not thrown out of a vehicle contrary to some opinions heard.

National Support:

Seat belts are being endorsed by such national organizations as the National Safety Council, the American Medical Association, the Federal Safety Council, the American Society of Safety Engineers, the Automotive Safety Foundation and the U. S. Public Health Service, among others.

Federal Action:

The Secretary of Labor on September 28, 1960 sent to all Agency heads, with his endorsement, the following recommendation:

"The Federal Safety Council recommends that seat belts meeting requirements of Federal Specification JJ-B-185 be installed in accordance with Federal Standard 119 and be used in all federally-owned motor vehicles except those vehicles where the use of this safety device is clearly impracticable or inadvisable for demonstrable reasons."

Post Office Department Action:

During February and March 1962, the Post Office Department ran a feasibility study covering six locations wherein 293 seat belts were installed and used on all types of postal vehicles during all types of service. The results showed that seat belts were practical on all types of postal vehicles, with some modifications. The use of seat belts was found to be practical where movement for any appreciable distance was involved.

On August 31, 1962, a commitment was made by the Postmaster General to the Secretary of Commerce, as Chairman of the Interdepartmental Highway Safety Board, for the equipping of the approximately 44,000 government-owned postal vehicles by the end of F.Y. 1963. A Postal Bulletin notice to implement this program was issued October 11, 1962 covering the installation and use of the seat belt.

With the installation of seat belts on increasing numbers of postal vehicles, obtaining the cooperative use of the belts by our drivers will gain importance if the benefits of this safety device are to be realized by all concerned.

Postal Employee Organizations' Endorsement and Support:

Employee Organizations' have participated in the development of the Post Office Seat Belt Program from it's beginning. Organization representatives participated in Departmental and Regional Conferences on the Feasibility Study and reviewed the recommendations that resulted. Some quotes are listed below to indicate this support and to aid in obtaining use of the belts by our drivers as the belts are installed on postal vehicles.

"We believe that your program is most sensible and will provide within a reasonable time this facility (seat belts), the need of which has been proven by tests."....Roy M. North, Legislative Representative, National Association of Postmasters.

"Let me hasten to say that I agree with everything you are attempting to do and we are encouraging our people to cooperate in every possible way. I think it is a wonderful step in the right direction for safety in this ever-increasing operation in post offices but more especially on the streets."....Roy B. Kremers, Secretary-Treasurer, National Association of Letter Carriers.

"We have received the proposed issuance on the subject of seat belts and concur wholeheartedly with its content."....Donald N. Ledbetter Secretary and Editor, National Association of Postal Supervisors.

"This office is in total agreement with the contents of your memoran dated September 5, 1962, on the above mentioned (Seat Belts - Motor Vehicle) subject."....Ashby G. Smith, President, National Alliance of Postal Employees.

"As you know, I am personally in favor of seat belts, which will reduce accident fatalities and serious injuries to our employees. I have read this proposal and there is nothing I can add as you have covered it completely in your instructions."....E. C. Gibson, Secretary and Legislative Director, National Federation of Post Office Motor Vehicle Employees.

POD-GMC RESEARCH CONTRACT
Contract #RE 10-65, November 10, 1964-November 10,1965

I. Background:

The application and use of seat belts as an effective restraining device to reduce injuries to occupants of motor vehicles has been substantially documented by the Automotive Crash Injury Research of Cornell University and others. National support and acceptance for seat belts has been given by the American Medical Association, the Department of Health, Education and Welfare, the National Safety Council and the American Society of Safety Engineers.

II. Action within Federal Government:

In 1960 increasing Federal agency activity in support of the use of seat belts in government operations resulted in many agencies taking action to install and require the use of seat belts by government drivers.

III. POD Policy:

Early in 1962 the Department ran a seat belt feasibility usage test at 6 post offices wherein 293 vehicles (all types) were equipped with seat belts. The results showed that seat belts were practical for use in postal operations and on all types of postal vehicles, with some modifications. The Department's Policy on seat belt installation and use was issued in the Postal Bulletin of October 11, 1962. All government-owned postal vehicles will be equipped with an appropriate restraining device.

IV. Seat Belt Installation in Postal Vehicles:

The initial seat belt installations were based on the systems that had been developed and tested for passenger cars. However, approximately 95% of the 47,000 postal trucks have pedestal or sit-stand type of seats. There has been almost no work done to develop and test restraint systems appropriate to the particular types of seating used in postal vehicles.

V. Purpose of Research:

It was designed to provide the Department with data to: (a) evaluate restraint systems presently installed in postal vehicles, (b) to determine design criteria for restraint systems most applicable to the type of seating used in postal vehicles, and (c) determine improvements in the interior design of the vehicle driver compartment to minimize injury under collision conditions.

VI. Application:

Interim results of tests have already disclosed a defect in the method of seat belt installation in one type of vehicle. Steps are already being taken to correct this problem which would not have been disclosed except under dynamic impact testing. The evaluations of a specially designed lap-shoulder strap with inertia reels as an integral part of the restraint system for use in the Department's sit-stand vehicles will provide a determination of the effectiveness of such a system. The urgency of determining these conditions does not permit us to wait until normal research work produces such information.

INFORMATION service

POST OFFICE DEPARTMENT

USE ZIP Washington, D. C. 20260 STerling 3-3100 Ext. 500

FOR RELEASE SUNDAY,
JANUARY 24, 1965

PHILATELIC RELEASE NO. 3

Postmaster General John A. Gronouski today announced time and place for first day of issuance for these commemorative postage stamps:

Appomattox, Civil War Centennial series, Appomattox, Virginia, April 9.

Magna Carta, Jamestown, Virginia, June 15.

Salvation Army, New York, N.Y., July 2

Herbert Hoover, West Branch, Iowa, August 10.

Traffic Safety, Baltimore, Maryland, September 3.

All stamps are of 5-cent denomination. Designs of these forthcoming stamps will be announced later.

The Coast Guard commemorative postal card will be first issued August 4, in Newburyport, Massachusetts. Newburyport is the "birthplace" of the Coast Guard, established by Congress in 1790. The first cutter was built and equipped there at a cost of $1,000 and was manned by four officers, four mariners and two apprentice seamen.

The Appomattox commemorative is the fifth and final in the Civil War Centennial series that began in 1961 with the Fort Sumter stamp. Shiloh was commemorated in 1962, followed by the Battle of Gettyburg in 1963 and the Battle of the Wilderness last year.

The Magna Carta stamp will be issued in Jamestown, Virginia, in conjunction with an observance planned by the Magna Carta Commission of Virginia, which the Lord Chief Justice of England, Lord Parker, plans to attend. The stamp marks the 750th anniversary of the Great Charter, a document that has come to be revered as the basis for trial by jury, due process of law, habeas corpus and other foundations of British and American Law. Jamestown is the site of the first permanent English settlement in America.

The Salvation Army stamp is to be first issued in New York City, national headquarters of the 100-year old world-wide organization. This unique organization operates more than 3,000 welfare organizations, including 31 general hospitals, 70 clinics, 367 hostels for homeless men and women, 38 maternity hospitals, 145 children's homes, 870 day schools, 115 camps and 51 residence hotels.

The Herbert Hoover commemorative is to be first issued in West Branch, Iowa, birthplace of the 31st president and comes out on his 91st birthday anniversary. Both Mr. and Mrs. Hoover are buried at West Branch and the Herbert Hoover Presidential Library is there.

A stamp urging Traffic Safety is to have a first day ceremony in Baltimore, where several years ago the Safety First Club of that city put nation-wide emphasis on the stamp campaign. The Traffic Safety stamp will point attention to the goals of the President's Committee for Traffic Safety.

POST OFFICE DEPARTMENT MOTOR VEHICLE SAFETY PROGRAM OUTLINE

I. Policy: Protect life, prevent injuries and death; promote efficient and economical use of vehicles; reduce costs due to injuries, damage to equipment, and interruptions to operations; reduce tort claims against the government; and improve public and employee relations.

II. Qualification of Postal Drivers: by
- ---driver physical requirements
- ---review of past driving experience
- ---road testing
- ---issuance of government operator's permit

III. Driver Improvement: by
- ---initial orientation training*
- ---periodic driving experience evaluation for skill upgrading through remedial training programs*
- ---accident review board function to educate drivers on accident prevention techniques
- ---safe driving educational and technical materials

IV. Awards Programs:
- ---Safe Driver Award (recognizing individual driver performance)
- ---National Fleet Contest (to stimulate group competition between post office fleets)
- ---Regional Director's Award (to recognize group performance)

V. Accident Statistics and Analysis:
- ---accident reporting at local, regional, departmental levels
- ---serious accident investigations and reports
- ---accident data studies for program planning, development and evaluation

VI. Vehicle Safety Requirements:
- ---vehicle design improvements through specification review for integration of safety requirements

VII. Vehicle Safety Maintenance:
- ---Department's preventative maintenance program interlaced with safety features
- ---driver responsibility for safety check-out (POD Label 70) before taking out vehicle
- ---National Vehicle Safety-Check Program participation

VIII. Traffic Planning:
- ---one factor considered in lay-out of post office building grounds, access roads, and parking areas is definite planning for safe movement of vehicular traffic.

* Driver Safety Training Time: In general only the requirements for the type and degree of training has been specified. The training time to be determined by the installation. The notable exception to this general policy is in the February 13, 1965 Bureau of Operations instruction for RHD Sit-stand Vehicles. The training time is established as follows: 2 hours orientation, 2 hours vehicle familiarization, 2 hours controlled driving practice, 2 hours traffic driving, 8 hours minimum on-the-job training....total training time 16 hours.

POD MOTOR VEHICLE SAFETY PROGRAM HIGHLIGHTS

July 1953 - Department Motor Vehicle Accident Committee formed to study and recommend (1) improvements in accident reporting, investigating and claims processing, and (2) establish a motor vehicle safety program.

Early 1954 - Selection and employment of an experienced safety engineer in each of the 15 regions.

June-September 1954 - Twenty-five classes held throughout country to train 793 postal employees as driver instructor-examiners. The 40-hour courses were conducted under direction of American Automobile Assn. and Institute of Public Safety, Pennsylvania State College.

May 1955 - First Post Office participation in National Vehicle Safety-Check Program in cooperation with Inter-Industry Committee for Traffic Safety.

July 1955 - All 86,000 postal vehicle operators and 30 local post office fleets enrolled in National Safety Council's Safe Driver Award program and National Fleet Contest, respectively. This participation has grown so that in F.Y. '64, 126,890 drivers and more than 600 fleets were enrolled.

October 1955 - P.M. 762 issued covering complete motor vehicle safety policy and program provisions. This was first comprehensive POD issuance setting forth a department-wide motor vehicle accident prevention program.

December 1955 - The decision to change the color of postal vehicles from the single olive drab color to red, white and blue was principally motivated as a technique to improve the motor vehicle accident experience. The new color combination provided a higher level of visability, a greater degree of contrast to the highway surroundings during daylight hours of operation and a sharp outline at night due to the red retro-reflective banding of the vehicle. A comparative study conducted the last three months of 1955 indicated the red, white and blue vehicles were involved in 27% less accidents than the olive drab vehicles.

1956 - Continued refinement of basic programs previously initiated. Enlarged the Department's participation in national community safety programs such as "Slow Down and Live" and "Child Safety." Initiated the compilation of motor vehicle accident statistics on a Department-wide basis.

1957 - Initiated safety training in accident prevention for 450 full and part time postal safety personnel.

1958 - Launched publication of the Postal Service Safety Newsletter for distribution to 35,000 supervisors. This is the Department's only exclusive safety educational media of communication between headquarters management and the postal supervisor.

To stimulate improved motor vehicle fleet safet performance on a regional basis the "Regional Director's Award for Superior Accomplishment in Motor Vehicle Safety" was initiated.

1959 - Special emphasis program on reduction of Mailster accident experience initiated.

1960 - Goals established for 1960-61 National Fleet Contest participants to obtain improved motor vehicle performance.

December 1961 - Seat Belt Feasibility Study initiated to determine practicability on postal vehicles in line with national campaign.

Safety requirements in vehicle design became an actively increasing issue.

October 1962 - Department's seat belt policy issued.

Vehicle Modification Orders issued for installation of seat belts in 25 different models of vehicles having standard type seats; i.e., passenger car type seats, high and low pedestal type seats, etc. Research and development undertaken to design a suitable restraining device (combination lap belt and shoulder strap using an inertia reel system) for use in right hand drive sit-stand vehicles.

1963 - Vehicle Modification Order issued for installation of reflective disc (Pot Lid) mirrors on 20,000 postal vehicles to reduce incidence of child accidents. The installation of these front view mirrors plus intensified driver training on the child hazard problem plus increased windshield glass area (on later model trucks) has resulted in significant reduction of fatal child accidents.

1964 - Joint Labor-Management cooperation program for accident prevention instituted.

CONSIDERATION OF SAFETY REQUIREMENTS IN VEHICLE MAINTENANCE

The Department's preventative maintenance program provides for a complete integration of safety requirements. Technical maintenance information identifies care and service of vehicle components through prescribed lubrication and preventative maintenance operations so as to forestall vehicle defects which could result in an unsafe vehicle.

Scheduled maintenance procedures provide for the specific visual and/or operating examination of vehicle components. Many of the items checked are those which would be normal to the regular motor vehicle safety inspections required by a majority of the states.

Each of our postal vehicles are equipped with a POD Label 70, "Safety Check Before Operating Vehicle." It is the driver's responsibility to examine all safety items before operating the vehicle and to report any deficiencies to his supervisor for immediate repair.

In addition all drivers are trained to report any defects occurring to the vehicle during daily operation for immediate corrective action.

SAFETY CHECK BEFORE OPERATING VEHICLE

VISUAL

Check all tires.
Check for body and fender damage.
Check under vehicle for oil, grease or water leaks.
Check oil gauge, gas gauge, ammeter and air brake pressure gauge, if so equipped.
Check rear view mirrors.

MANUAL

Check windshield wiper and horn.
Check steering for excessive play.
Check service and emergency brakes.
Check all lights including signal devices.
Check accident report kit.

CHECK YOUR DRIVING HABITS

POD LABEL 70 DEC. 1953 **REPORT ANY DEFICIENCIES TO YOUR SUPERVISOR BEFORE OPERATING THIS VEHICLE**

--From Bureau of Facilities (Mr. Dieman)

CONSIDERATION OF SAFETY REQUIREMENTS IN VEHICLE UTILIZATION

The entire program of vehicle utilization is interlaced with considerations for requirements to promote safe use of postal vehicles on the highways and provide maximum protection for the postal driver.

The vehicle utilization program has eliminated much duplication and overlapping of vehicle travel in the same area, thereby reducing total vehicle miles required and a corresponding accident exposure. The reduced travel also helps reduce traffic congestion which contributes to accidents.

Careful planning of routes of travel for postal vehicle movement provides the lease hazardous travel to the extent practicable.

Vehicle utilization activity in the area of docks is reducing congestion and, therefore, curtailing accident potential not only in the immediate area but in the impact of frustration on the driver which may lead to driving carelessness later.

--From Bureau of Operations (Mr. Chapin)

POST OFFICE DEPARTMENT SAFE DRIVER AWARDS

I.

---61% of postal drivers receive the Nation's Highest Award for Professional Safe Driving, sponsored by National Safety Council. The awards range from 1 to 34 years

Postal drivers enrolled----------126,890

Postal drivers receiving awards---------- 77,538

Footnote

Data for Postal Fiscal Year 1964

NATIONAL FLEET CONTEST

---Annually the Motor Transportation Conference of the National Safety Contest sponsors the NATIONAL FLEET CONTEST.

---During the 1963-64 Contest Year 2,551 fleets operating 305,512 vehicle reported their accident experience for contest participation.

--- The Post Office Department had 719 individual postal fleets which were entered as contestants this year and won the following awards:

POD 1st Place Awards---------- 9

" 2nd Place Awards---------- 9

" 3rd Place Awards---------- 9

" Honorable Mention Awards (Perfect Record)----37

" Certificate of Achievements----------50

Experimental Restraining Device for Application to Sit-Stand Type Vehicle Post Office Department.

U.S. POST OFFICE DEPARTMENT

1. Primary Concern or Responsibility for Traffic Safety

The Post Office Department's motor vehicle fleet is one of the largest in the world. The Department's 85,000 Government-owned and contract vehicles, driven by more than 137,000 postal drivers, operate in excess of one billion miles annually. This operating exposure extends throughout the Nation on all types of roadways and under all kinds of climatic conditions. The vehicle equipment used in the postal service embraces virtually all types of conventional design passenger and truck equipment, as well as special type vehicles, such as the MAILSTER, designed specifically for postal use.

The Department's concern in the area of traffic safety is influenced by these factors:

(a) Management's interest and responsibility to safeguard the health and well-being of its employees.

(b) The need to provide for the maximum utilization of motor vehicle equipment through safe operation.

(c) The necessity to control tort claims costs by means of reducing the frequency of incidents which lead to vehicle accidents.

(d) The challenge to operate vehicles at the lowest possible cost through safe driving.

(e) The desirable objective of creating and maintaining a good public image by exemplatory safe driving behavior and by providing local leadership or support in local community traffic activities.

2. Authority

(a) Public Law 267, 64th Congress, directs and authorizes the heads of Federal agencies " * * * to develop, support, and foster organized safety promotion."

(b) Public Law 766, 83d Congress, provides for the establishment of procedures to ensure the safe operation of motor vehicles in Government operations.

(c) Civil Service Commission's Federal Personnel Manual implementing Public Law 766.

(d) The Postal Manual issued by the Post Office Department setting forth the Department's rules and regulations.

3. Current Programs

(a) Research

(1) Evaluation of spring-type safety device to actuate air-braked vehicles when air system is inoperative.

(2) Evaluation of several systems of valving for splitting front from rear wheel brakes.

(3) Seat design studies to minimize fatigue.

(4) Design of an auxiliary removal seat with safety belt attachment for use by Route Examiners (these auxiliary seats are for location in cab of postal vehicles).

(5) Design of combination safety shoulder harness with modified waist belt incorporating use of inertia reel for motor vehicle operators driving sit-stand vehicles.

(6) Human engineering factors in the cab design of the MAILSTER (a special 3-wheel vehicle specifically designed for postal use).

(7) Exploratory study for the control of child fatalities.

(b) Standards

(1) Initial study of factors to improve driver selection and licensing.

(2) Specification for front view mirrow. (To provide close-in view across entire length of front bumper.)

(3) Development of modification specifications for the adaption of standard safety seat belts to various types of truck operator seats.

(c) Training

(1) Development of a supervisor's guide for MAILSTER operator training (handbook and film strip).

(2) Development of a driver's guide for safe FLEET VAN (a right-hand drive, sit-stand vehicle) operation (handbook and film strip).

(3) Preparation of a driver's handbook.

(d) Program aids

(1) Promotion kit for seat belt usage (driver indoctrination).

(2) Enrollment in the National Fleet Contest sponsored by the National Safety Council.

(3) Enrollment in the National Safety Council's Safe Driver Award Program.

(4) Issuance of the Safe Driver Magazine (with special Post Office Department center page copy), Driver Letter, National Safety Council Commercial Vehicle Safety Posters, and Special Post Office Department Vehicle Safety Posters - issued monthly.

(5) Periodic compilation, analysis and dissemination of motor vehicle accident cause data and accident experience studies.

4. Results Achieved

(a) Reduction in motor vehicle accident rates

Year	Accident Frequency Rate (1)		
	Urban Fleet	Rural Fleet	Combined Fleet
CY 1953	130.0	-	-
CY 1954	80.0	-	-
CY 1955	66.0	-	-
CY 1956	48.0	-	-
FY 1957	48.7	1.83	22.4
FY 1958	43.3	1.56	20.5
FY 1959	40.2	1.51	19.6
FY 1960	39.9	1.55	19.7
FY 1961	38.6	1.50	18.9
FY 1962	36.6	1.38	18.0

(1) Note: From 1953 through 1961 rates (number of accidents per 1,000,000 miles driven) were based upon ALL accidents involving property damage (regardless of dollar cost) and/or personal injury. Starting in 1962 the motor vehicle accident experience was reported in accordance with the American Standard Method of Measuring Motor Vehicle Fleet and Passenger Accident Experience, ASA D15.2-1960.

5. Potential Contributions to Traffic Safety

The Post Office Department because of its widespread motor vehicle fleet operations, as well as its research and safety engineering staffs, is in a position to contribute operational know-how and research knowledge which may have direct application to traffic safety problems encountered by other fleet operators.

Due to widespread operations of the Postal Service in every State of the union, postmasters not only have the opportunity to contribute but frequently accept the responsibility to provide leadership in community traffic safety activities. This is not only helpful in the creation of a favorable public image for the Postal Service but more broadly serves to provide tangible indication of Federal interest and cooperation in traffic safety at the community level. The Department's active support and participation since 1958 in the Annual National Vehicle Safety Check Program is illustrative of this type of activity. In this program not only are Government-owned and hired vehicles safety-checked but the active participation of mail hauling contractors, as well as postal employees (with their privately owned vehicles), are encouraged to participate. In numerous instances community vehicle safety-check programs were organized and operated by postal personnel.

6. Relationships

(a) Other Federal agencies - The Post Office Department participates with other Federal agencies in the Federal Safety Council in the development of broad motor vehicle safety activities, and has administratively adopted the ICC Safety Regulations as a contractural responsibility of mail contract truckers. It also makes use of the National Driver Register.

(b) State and local government agencies - Cooperative agreements have been developed for the purpose of obtaining driver accident experience information from official records. The Department also cooperates with local traffic authorities in the modification of traffic laws and ordinances in relation to postal operations so as to improve the safety of these operations.

(c) Private groups

(1) Participation in the National Motor Fleet Supervisor's Training Courses sponsored by the Institute of Public Safety, Pennsylvania State University.

(2) American Automobile Association (Driver Training Courses).

(3) Membership and participation in the Motor Transport Conference of the National Safety Council.

(4) Participation in conferences sponsored by the President's Committee for Traffic Safety; National Highway Users Conference; International Association of Chiefs of Police;

American Association of Motor Vehicle Administrators; Automotive Safety Foundation; the American Bar Association Traffic Court Program; and Auto Industries Highway Safety Committee, Inc.

(d) Automobile Manufacturers -- Close working relationship is maintained with automobile manufacturers and accessories manufacturers design engineers in the development of safety features for application to postal motor vehicles.

Postmaster General GRONOUSKI. That is about all I have to say. I would be glad to answer any questions.

Senator RIBICOFF. Thank you, Mr. Postmaster General.

Would you please furnish for the record a report on the traffic accident claims against the Post Office Department over the past 5 years?

Postmaster General GRONOUSKI. Yes, sir.

EXHIBIT 5

Post Office Department
Motor Vehicle Accident Tort Claims Cost

Fiscal Year	Number of Claims	Total Payments	Average Cost Per Claim
1960	8,610	$1,542,714	$179
1961	9,429	1,750,219	186
1962	9,385	2,010,000	214
1963	8,924	1,797,000	201
1964	8,699	1,884,000	217

Senator RIBICOFF. I understand that the President has asked each agency to submit to him recommendations as to how they could improve their existing safety program. Have you done so?

Postmaster General GRONOUSKI. It is being prepared, and we will submit it within 90 days.

Senator RIBICOFF. And after you clear it with the White House, will you please submit those recommendations to this committee for the record?

GRANT TO GENERAL MOTORS CORP. FOR RESEARCH

Now, getting back to this $115,000 grant to General Motors, which is still troublesome to me. As I understand it, in 1963 you asked for bids from various organizations to do a crash safety study for the Post Office Department. None of the big four automakers submitted bids; is that correct?

Mr. NIELD. We received a bid from General Motors. That is the only one of the four.

Senator RIBICOFF. In the first go-around?

Mr. NIELD. Yes, sir; that was the only 1 of the 4 big motor manufacturers that submitted a bid and we received 10 bids, altogether.

Senator RIBICOFF. It was my understanding that 18 firms indicated an interest in your invitation to bid. The Big Four were not among them. At a later date, you sent a letter to the 18 respondents to the bid invitation and to 7 others who had not responded, including the General Motors Technical Center at Warren, Mich.; is that correct?

Mr. NIELD. When the bids themselves were submitted, there were 10 bids, and General Motors was among the 10.

Senator RIBICOFF. But, originally, neither General Motors nor any of the major automakers indicated an interest in this study; is that correct?

Mr. NIELD. They did not respond to the advertisement in the Commerce Business Daily.

Senator RIBICOFF. They did not respond to it, but you sent a letter to them and asked them to respond; is that correct?

Mr. NIELD. Yes, sir.

Senator RIBICOFF. Now, do you know why they didn't respond? Why did you not deal with those who responded? Why did you go back and seek a bid from one of the automakers?

Mr. NIELD. Well, General Motors does have what we consider to be the finest facility in the world to do this type of work. So, we were very much interested in receiving a bid from them. It is quite common for firms that are interested in certain areas to overlook the advertisement in the Commerce Business Daily. So, in such cases, we do make available to them the information that we are actually seeking bids.

Senator RIBICOFF. What I am curious about is this: The Federal Government spends about $140 million a year on civilian and military motor vehicles; why shouldn't the automobile manufacturers who get this business do research on safety for the Government? Why should the Post Office Department have to pay any automobile manufacturer $115,000 for a safety study?

Mr. NIELD. The type of vehicle that we are considering here is not in the area where they do a great deal of business with us. In 1964,

they sold 7.8 percent of the vehicles that we procured. In the 2 previous years, they sold no vehicles to the Post Office Department. So, we are not actually a favored customer in that respect for this type of vehicle.

Senator RIBICOFF. Who gets most of your business? Which automobile manufacturer gets most of your business?

Mr. NIELD. Chrysler Corp. gets a very substantial part of it, and International Harvester also.

SHOULD THE MOTOR VEHICLE INDUSTRY FURNISH SAFETY RESEARCH AS A MATTER OF COURSE?

Senator RIBICOFF. Why shouldn't the Chrysler Corp. then undertake to do the safety research on vehicles that they sell you? This is a large corporation, and it does this large business with you. Why couldn't this study be done, as a matter of course, by Chrysler or International Harvester?

Mr. MURPHY. Senator, if I could respond partially, I agree a great deal with your sentiments about this. I think a great deal more basic research in safety ought to be done by the leading car manufacturers. One problem here is the fact that we have a substantial number of right-hand-drive vehicles, about 14,000 that we use, which are fairly peculiar to us. In addition to that we also have a very high percentage of vehicles with a type of seat arrangement for which very little research, insofar as seat belts and restraining devices, has been done.

So it may be considered not a direct principal concern of these larger companies to undertake research in this particular limited area. But my personal feeling would very closely coincide with yours—that a lot more basic safety research ought to be done by the automobile manufacturers themselves. In any event, we feel that we ought to take independent action in those areas of specific interest to the postal service.

Senator RIBICOFF. Would you say that the automobile manufacturers have shirked their responsibility in the safety research field?

Mr. MURPHY. I think a lot more could be done by them, from my point of view. Frankly, Senator, that is my personal view.

Senator RIBICOFF. I notice in your prepared statement that you have added some features to Post Office vehicles. They are very interesting.

WIDER FRONT VIEW VISION AND BACKUP BUZZER

On the question of special design to improve front-view vision at bumper level, if it is good enough for the Post Office, why isn't it good enough for all trucks and automobiles?

Postmaster General GRONOUSKI. I think it ought to be on all trucks where there is a lack of adequate close-in front vision.

And also, this backup buzzer is a very clever device. The child hears it and is warned if for some reason the driver does not see the child behind the vehicle.

Senator RIBICOFF. What is the cost of that front view vision mirror with buzzer device on the back of it? What is the additional cost to the trucks?