

ALASKA LEGISLATURE COMMITTEE FILES, 1989-1990 8672  
6195 HOUSE TRANSPORTATION

DRAFT

PROJECT	EXP		PHASE	89	90	91	92	93	94	95	FY88-94		CLASS	REV	COMMENTS
	ED	ALT									DOCUMENT	"6YR AIP"			
KING SALMON AIRPORT FAA STRUCTURE REMOVAL	26	EXP	2,4				0.0				\$1,875.0	DIST			DELAYED TO FY'95
	26	EXP	4							1875.0	\$0.0	DIST	1		DELAYED FROM FY'92, FUNDING CONSTRAINT
KING SALMON AIRPORT RUNWAY & APROM RECONST	26	EXP	4	3131.4							\$3,131.2	DIST	1		
KODIAK AIRPORT GA APROM & ACCESS RD CONST	27	EXP	2,4				0.0				\$825.0	RC			
KODIAK AIRPORT SIGNING	27	EXP	4	187.5							\$0.0	RC	6		NEW PROJECT; ADDED TO MEET FAA SIGNING REGULATIONS.
KOTLIK AIRPORT IMPROVEMENTS	23	EXP	4					2812.5			\$0.0	COMM			
KWETHLUK AIRPORT RELOCATION	27	EXP	2,4				0.0				\$2,812.5	COMM			
	25	EXP	4					2812.5			\$0.0	COMM	7		NEW PROJECT PRIORITY
KWIGILLINGOK AIRPORT RWY & APROM IMPR	25	EXP	2,4				0.0				\$1,406.3	COMM			
LARSEN BAY AIRPORT RESURFACING	27	EXP	4					937.5			\$0.0	COMM			
MCGRATH AIRPORT APROM CONST	24	ALT	4		0.0						\$3,370.3	DIST	6		ADVANCED TO FY90 EXP DUE TO CHANGE IN PRIORITY.
	24	EXP	4		3370.0						\$0.0	DIST			ADVANCED FROM FY'91- PRIORITY CHANGE
	24	EXP	4			0.0					\$3,370.3	DIST	4		ADVANCED TO FY90 EXP DUE TO CHANGE IN PRIORITY.
MCGRATH AIRPORT FENCING	24	EXP	4	320.1							\$0.0	DIST	6		PREVIOUS ISSUES WITH COMMUNITY RESOLVED; HIGH PRIORITY SA
MCGRATH AIRPORT RUNWAY RECONSTRUCTION	24	EXP	4				6281.3				\$0.0	DIST	1		
	24	EXP	2,4			0.0					\$0,281.3	DIST			
MERRILL FIELD LAND ACQUISITION	7	EXP	3	2000.0							\$0.0	LCL			
MERRILL FIELD MASTER PLAN	7	EXP	2	300.0							\$0.0	LCL			
WAKNEK AIRPORT RELOCATION	26	EXP	4		0.0						\$3,281.3	COMM	6		DEVELOPMENT TIME

DRAFT

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" PROJECT ESTIMATES IN THOUSANDS

DRAFT

PROJECT	EXP		PHASE	89	90	91	92	93	94	95	FY88-94	CLASS	REV	COMMENTS
	ED	ALT									"6YR AIP"			
MAKNEK AIRPORT RELOCATION	26	ALT	4				3281.3				\$3,281.3	COMM	4	DEVELOPMENT TIME
	26	EXP	4					3281.3			\$0.0	COMM	4	
NAPASKIAK AIRPORT RECONSTRUCTION	25	ALT	4		2671.8						\$0.0	COMM		ADVANCED FROM FY'94 EXP
	25	EXP	4			2671.8					\$0.0	COMM		ADVANCED FROM FY'94 EXP
	25	EXP	2,4						0.0		\$1,218.8	COMM		ADVANCED TO FY'91 EXP WITH REVISED ESTIMATE
NEW CHENEGA AIRPORT DEVELOPMENT	6	EXP	4				2578.1				\$0.0	COMM		
NEW CHENEGA LOCATION STUDY	6	EXP	2		187.5						\$0.0	COMM		
NEW KOLIGANEK AIRPORT LOCATION STUDY	25	EXP	2		187.5						\$0.0	COMM		
NEW KOLIGANEK AIRPORT RELOCATION	25	EXP	2		0.0						\$187.5	COMM		
	25	ALT	4				0.0				\$1,781.3	COMM	7	ADVANCED FROM FY93 ALT; CHANGE IN PRIORITY
	25	EXP	2,4				1781.3				\$1,781.3	COMM		
NEWTOK AIRPORT RUNWAY & APRON IMPR	25	ALT	4		0.0						\$2,250.0	COMM	6	
	25	EXP	4		2250.0						\$0.0	COMM		ADVANCED FROM FY'93; PRIORITY CHANGE
	25	EXP	2,4					0.0			\$2,250.0	COMM		MOVED TO FY'90
NEW ALTON AIRPORT APRON & RWY RECONST	26	ALT	4			1453.1					\$0.0	COMM		'91 ALT PROJECTS NOT PRINTED IN LAST YEAR'S DOCUMENT
	26	EXP	4				1453.1				\$0.0	COMM		
OLD HARBOR AIRPORT RECONST/RELOCATE	27	ALT	4	0.0							\$6,234.4	COMM	5	FUNDING CONSTRAINTS ; MOVED TO FY90 ALT PROGRAM AND FY91
	27	ALT	4		6234.4						\$0.0	COMM	5	FUNDING CONSTRAINTS ; MOVED TO FY90 ALT PROGRAM AND FY91
	27	EXP	4		0.0						\$6,234.4	COMM	5	FUNDING CONSTRAINTS ; MOVED TO FY90 ALT PROGRAM AND FY91
	27	EXP	4			6234.4					\$0.0	COMM	1	MOVED FROM FY'90 EXP
PILOT POINT AIRPORT RWY RESURFACE	26	EXP	2,4					0.0			\$851.3	COMM		
PLATINUM AIRPORT RELOCATION	25	EXP	4	0.0							\$187.5	COMM	1	
	26	EXP	4				0.0				\$3,281.3	TRAN		

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DRAFT

PROJECT	EXP ED ALT	PHASE	89	90	91	92	93	94	95	FY88-94	CLASS TYPE	REV IND	COMMENTS
										DOCUMENT "6YR AIP"			
PORT ALSWORTH AIRPORT ACQUISITION	26 EXP	3				1359.4				\$0.0	COMM		
PORT ALSWORTH AIRPORT RESURFACING	26 EXP	4							750.0	\$0.0	COMM		FY'95 NOT PRINTED IN LAST YEAR'S DOCUMENT
SCAMMON BAY AIRPORT RWY & APRON IMPR	25 EXP	2,4			0.0					\$1,406.3	COMM		
	25 ALT	4			1406.3					\$0.0	COMM	1	'91 ALT PROJECTS NOT PRINTED IN LAST YEAR'S DOCUMENT
	23 EXP	4			1406.3					\$0.0	COMM		
SEWARD AIRPORT GA APRON EXPANSION	5 EXP	4			750.0					\$0.0	LCL	6	SAFETY ISSUE NO APRON SPACE REMAINING; MOVED FORWARD FROM
	5 EXP	2,4			0.0					\$750.0	LCL		
SHELDON POINT AIRPORT RWY & APRON IMPR.	23 EXP	2,4						0.0		\$1,406.3	LCL		
	23 EXP	4							1406.3	\$0.0	COMM	6	FY'95 NOT PRINTED IN LAST YEAR'S DOCUMENT
SOUTH MAKNEK AIRPORT CROSSWIND RUNWAY	26 EXP	2,4						0.0		\$1,312.8	LCL		
ST. GEORGE AIRPORT IMPROVEMENTS	26 EXP	4		5625.0						\$5,625.0	COMM	1	
ST. GEORGE AIRPORT LAND ACQUISITION	26 EXP	3		421.9						\$0.0	COMM	6	ADDED TO FY89 EXP PROGRAM; LAND ACQUISITION SEPERATE FAA GR
ST. MARY'S AIRPORT APRON EXPANSION	23 EXP	2,4						0.0		\$1,125.0	DIST	5	DELAYED TO FY'95- FUNDING CONSTRAINT
	24 EXP	4							1125.0	\$0.0	DIST	5	DELAYED FROM FY'93- FUNDING CONSTRAINT
ST. MARY'S AIRPORT IMPROVEMENTS	24 ALT	4		1500.0						\$0.0	DIST	5	PREVIOUSLY AUTHORIZED ; REDUCED FUNDING LIMITS REQUIRED M
	24 EXP	4		0.0						\$1,406.3	DIST	5	PREVIOUSLY AUTHORIZED ; REDUCED FUNDING LIMITS REQUIRED M
	24 EXP	4		1500.0						\$0.0	DIST	5	REDUCED FUNDING LIMIT; MOVED TO FY89 ALT AND FY90 EXP BEC
ST. PAUL AIRPORT CFR BUILDING, TRUCK & LAND	26 ALT	4		2586.1						\$0.0	COMM	5	
	26 EXP	4		0.0						\$2,609.0	COMM	5	
	26 EXP	4		2586.1						\$0.0	COMM	5	ALSO IN FY89 ALT PROGRAM; SLIPPED FROM FY89 DUE TO FUNDIN
TWIN HILLS AIRPORT IMPR & CROSSWIND IMPR.	26 EXP	2,4						0.0		\$1,406.3	COMM		DELAYED TO FY'95

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	ED	ALT									"6YR AIP"			
TWIN HILLS AIRPORT IMPR & CROSSWIND IMPR.	26	EXP	4							1406.3	\$0.0	COMM	1	DELAYED FROM FY'95
UNALASKA AIRPORT OBSTRUCTION REMOVE & APRON IMP	26	EXP	2,4							0.0	\$4,687.5	DIST		
	26	EXP	2,4							0.0	\$2,812.5	DIST		
MASILLA AIRPORT RELOCATION	16	EXP	4		3750.0						\$3,750.0	LCL	1	
	16	EXP	4			2812.5					\$937.5	LCL	3	ADDITIONAL AUTHORIZATION TO COMPLETE CONSTRUCTION & RELOCA
WILLOW AIRPORT RNWY LIGHTING	16	ALT	4		0.0						\$234.4	LCL	1	MOVED TO FY'89 EXP
	16	EXP	4		234.4						\$0.0	LCL		MOVED FROM FY'90
	16	EXP	4			0.0					\$234.4	LCL	1	MOVED TO FY'89 EXP
TOTAL EXP					17806.4	15612.0	11992.2	14997.0	12750.0	15187.5	12994.7			
TOTAL ALT					5492.1	11992.2	6421.9							

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\* PROJECT ESTIMATES IN THOUSANDS

**H C R**

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IN THE HOUSE

BY DAVIDSON

HOUSE CONCURRENT RESOLUTION NO. 26  
IN THE LEGISLATURE OF THE STATE OF ALASKA  
SIXTEENTH LEGISLATURE - FIRST SESSION

Supporting the establishment of Ports  
Alaska.

BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:

WHEREAS Alaska is a maritime state with 95 percent of its population  
along navigable waterways; and

WHEREAS the future of the state is closely linked to the future of its  
ports; and

WHEREAS Alaska's ice free ports at tide water are closer to the major  
trade centers of the North Pacific than any other port in North America;  
and

WHEREAS Ports Alaska is a federation of independent ports in the state  
organized to cooperate in mutually beneficial projects; and

WHEREAS the mission of Ports Alaska is to facilitate the realization  
of the maximum potential of Alaska's ports; and

WHEREAS Ports Alaska supports the marketing and economic development  
of Alaska's ports; and

WHEREAS it is important to develop a strategy to build a strong mari-  
time industry in the state, now that state and federal expenditures in the  
state are declining;

BE IT RESOLVED that the Alaska State Legislature supports the estab-  
lishment of Ports Alaska and the goal of Ports Alaska to maximize the  
potential of the state's ports and to foster a strong maritime industry in  
the state.

*Copies of this resolution will be sent to :*

STATE OF ALASKA  
1989 LEGISLATIVE SESSION

BILL VERSION: HCR 26  
PUBLISH DATE: \_\_\_\_\_

FISCAL NOTE

REQUEST:

Revision Date: \_\_\_\_\_ Agency Affected: Commerce & Economic Dev.  
Title: Supporting the establishment BRU: Business Development  
of Ports Alaska  
Sponsor: Davidson, et al. Components: \_\_\_\_\_  
Requester: H. Sp. Comm. Foreign Trade

EXPENDITURES / REVENUES: (Thousands of Dollars)

OPERATING	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0	0	0	0	0	0

CAPITAL	0	0	0	0	0	0
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REVENUE	0	0	0	0	0	0
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FUNDING: (Thousands of dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL	0	0	0	0	0	0

POSITIONS:

FULL-TIME	0	0	0	0	0	0
PART-TIME						
TEMPORARY						

ANALYSIS: (Attach a separate page if necessary.)

Prepared by: Tom Lawson, Acting Director Phone: 465-2017  
Division: Business Development Date: 3/21/89  
Approved by Commissioner: Larry Mercurieff Phone: 465-2500  
Agency: Department of Commerce & Economic Development Date: 3/21/89

Distribution (by preparer):

Legislative Finance  
Legislative Sponsor  
Requestor  
Office of Management and Budget  
Impacted Agency(ies)

page \_\_\_\_\_ of \_\_\_\_\_

3628D-1/032189a

STATE OF ALASKA  
THE LEGISLATURE

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JUNEAU, ALASKA 99811  
907-465-3800

Copies of minutes listed below were originally included in this file. The minutes are available on the STAIRS database CMPR. In order to save space copies of minutes have not been left in the files.

Mary Van Nimwegen

*Special Committee on Foreign Trade*

*3/22/89*



# STATE OF ALASKA

HOUSE OF REPRESENTATIVES

Box V, Juneau, Alaska 99811

(907) 465-2487 • 465-2498

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REPRESENTATIVE CLIFF DAVIDSON • DISTRICT 27 • Box 746, Kodiak, Alaska 99615 • (907) 486-8250

## M E M O R A N D U M

TO: All Members, House Transportation Committee

FROM: Representative Cliff Davidson

DATE: March 21, 1989

SUBJECT: House Concurrent Resolution 26, Supporting the Establishment of "Ports Alaska"

House Concurrent Resolution 26 supports "Ports Alaska", an organization recently created to develop, market and fully realize the potential of Alaska's ports.

Historically, ports have been the lifeline of Alaska, serving as hubs of communication, transportation, and commerce. As we enter the next century, Alaska's ports will resume an even greater role in the commerce and economic development of our state.

The purpose of "Ports Alaska" is to provide a forum of communication in which our ports can share information and discuss ideas; create and develop marketing programs; give special concerns to the issues affecting port funding, planning and development; provide education to port personnel; act as an advocate and spokesman for Alaska's port industry; and create an image of professionalism and internationalism to port users.

"Ports Alaska" was created by a group of port directors last year with membership consisting of seaports, airports, and riverports across the state.

Thank you for your consideration of House Concurrent Resolution 26.

# Ports of Alaska Take First Steps towards Unification

Port Directors, Harbormasters, and elected and employed representatives of ports from around the state came together Monday and Tuesday, January 23 and 24, to pinpoint areas of common interest that would justify creation of a statewide organization.

The participants decided it would indeed be worthwhile to formally incorporate as a "federation of independent ports organized to cooperate in mutually beneficial projects such as conducting governmental relations, general goal setting, and information sharing."

More specifically, according to the mission statement they hammered out during the meetings, cooperation will

extend to:

- Originating marketing programs and materials that will portray Alaska's port industry to potential customers, investors, and the general public;
- Giving special concerns to issues affecting port funding, planning and development;
- Providing educational programs for port managers, staff members and elected/appointed officials;
- Acting as an advocate for Alaskan ports at the State, borough and city levels of government on behalf of legislation brought before such governments;
- Taking a pro-active stance in matters

affecting Alaskan ports;

- Functioning as a spokesman for the Alaska port industry;
  - Providing a forum through which all Alaska ports can communicate with each other, gain an understanding of issues and reach consensus on issues;
  - Creating an image of professionalism for Alaskan ports; and
  - Fostering an attitude of internationalism in Alaska communities.
- As well as developing the mission statement they could agree on as the basis for Ports Alaska, in the process, they got brought up to date on port-instigated economic development in Alaskan ports. They discussed financing alternatives, developing world technology that may offer them opportunities, ways of assuring themselves trained personnel, and marketing.

After approving its mission statement, the group elected Mayor Paul Fuhs of Unalaska/Dutch Harbor, and City of Anchorage Port Director Larry Dinneen co-chairmen of the new group.

Ports Alaska members passed four resolutions during the course of their business meeting.

• They expressed their gratitude to the Army Corps of Engineers for its past and on-going programs in support of their ports and harbors and their willingness and intention to work with the Corps as it develops its own 10-year and 20-year plans for harbor and port work around the state and on obtaining appropriate federal funds for development.


• They supported the governor's plan to narrow the definition of the unitary tax

now in existence in Alaska to "water's edge." A unitary tax is one that requires businesses to treat revenues worldwide in their calculations of the tax they would owe in Alaska. Alaska is presently the only state with such a tax requirement, and the proposed definition would required firms to include only American revenues.

• They supported good forestation management that protects harbors and ports and fisheries from pollution while allowing development to occur.

• They agreed to explore stable funding sources for their ports. They stopped short of advocating for any of the alternatives discussed during the meeting such as designating Permanent Fund income funds to port development, or expanding the role of the Alaska Industrial and Export Development Agency, or various types of bonding. Rather, they made it a priority to uncover and analyze all alternatives to see what may be particularly appropriate for ports and harbors as the foundation for coastal community economic development.

The move to bring the ports together began about a year ago when Fuhs approached the City of Anchorage with a plan for mutual support of Unalaska/Dutch Harbor's water/sewer project, the Fishery Industrial Center construction in Kodiak, and Data systems development in Anchorage. The fruitfulness of that alliance motivated Fuhs and Dinneen to invite personnel from Alaska's other ports to consider mutually beneficial participation in a statewide organization.



## Reeve Aleutian Airways

### TIME TABLE

**RESERVATIONS: 243-4700**

	LEAVE	ARRIVE	FLIGHT	STOPS	FREQ.	SERVICE
TO: ADAK	9:50 a	11:40 a	721	0	MO/WE/FR	L
	9:50 a	11:40 a	723	0	TU/TH/SA	L
FROM ADAK:	3:25 p	7:00 p	722	0	MO/WE/FR	D
	12:40 p	7:00 p	724	1	TU/TH/SAT	D
TO: CHIGNIK	10:50 a	2:00 p	35/659	1	XSU	S
FROM: CHIGNIK	2:05 p	6:30 p	660/36	5	XSU	S

## PORTS ALASKA MISSION

The mission of Ports Alaska is to facilitate the realization of maximum potential of Alaska's ports. Port Alaska shall be federation of independent ports organized to cooperate in mutually beneficial projects such as conducting governmental relations, general goal setting and information sharing.

- 1) By originating marketing programs and materials that will portray Alaska's port industry to potential customers, investors and the general public.
- 2) By giving special concerns to issues affecting port funding, planning and development,
- 3) By providing educational programs for port managers, staff members and elected/appointed officials,
- 4) By acting as an advocate for Alaskan ports at the State, borough and city levels of government on behalf of legislation brought before such governments,
- 5) By taking a pro-active stance in matters affecting Alaskan ports,
- 6) By functioning as a spokesman for the Alaska port industry,

7) By providing a forum through which all Alaska ports can communicate with each other, gain an understanding of issues and reach consensus on issues,

8) By creating an image of professionalism for Alaska ports,

9) By fostering an attitude of internationalism in Alaska communities.

*Coring*

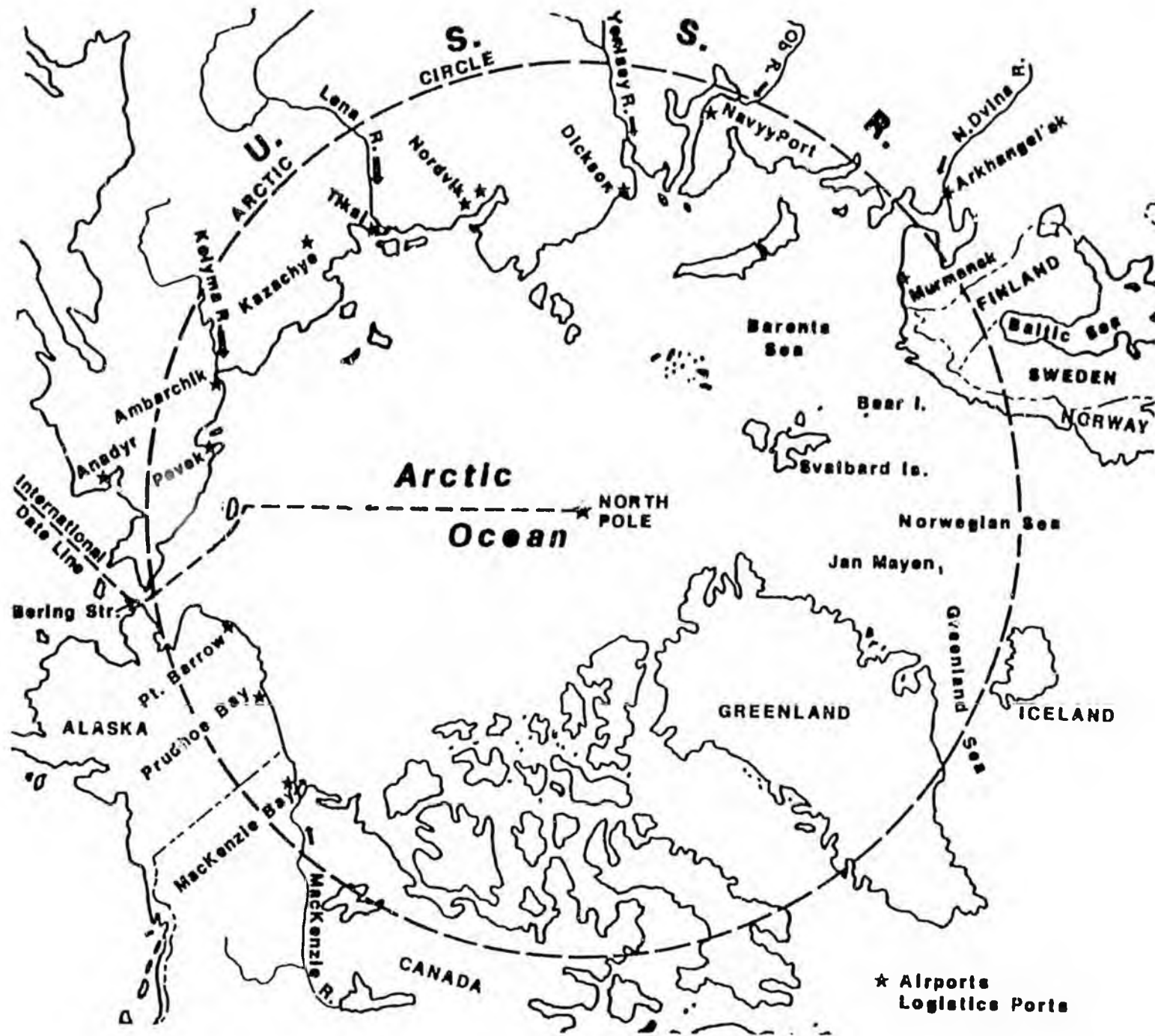
PORTS ALASKA

JANUARY 23, 1989

Karrie Bohi  
 Carl Borash  
 Perry Brady  
 Jack Brown  
 Vern Chase  
 Luther "Spike" Christopher  
 Darrel C. "Sarge" Connick  
 Gary Daily  
 Larry Dinneen  
 Charles Doan  
 Tom Dowd  
 James "Bud" Dye  
 Paul Fuhs  
 Chris Gates  
 -Joe Graham  
 -Shari Gross  
 John Hender. -hedt  
 Zane Henning  
 Herv Hensley  
 Tyler Jones  
 Ron Kahlenbeck  
 Rod Koon  
 Keith Korneus  
 John Levy  
 Jacqueline Lindauer  
 Stephanie Love  
 "Corky" McCorkle  
 Vern McCorkle  
 Penny Mendenhall  
 Dale Muma  
 Shieley Nelson  
 Dave Orr  
 Rose Palmquist  
 Robert Poe  
 Betty Poeschell  
 Leon Quesuel  
 Rene Roussel  
 Tiny Schasteen  
 Ron Sheardown  
 Tim Troll  
 Harry Utti  
 Bill Walker  
  
 Bill Wason  
 Fred Zharoff

KAKM  
 Corps of Engineers  
 Alaska Husky Wood  
 Port of Anchorage  
 Port of Valdez  
 P/H Homer  
 Port Director/Harbormaster Bethel  
 Port of Dutch Harbor  
 Port of Anchorage  
 Port of Tacoma, Tacoma, WA  
 Alaska Sea Grant  
 Port of Anchorage  
 Mayor, Unalaska/Dutch Harbor  
 City/Port of Seward  
 Port of Juneau  
 Port of Tacoma  
 Marine Resources Co. Int.  
 City of Unalaska/Dutch Harbor  
 City Manager, Unalaska - Dutch Harbor  
 Port of Anchorage  
 Military Seakif: Command - Alaska  
 Port of Tacoma  
 City of Kenai  
 SW Alaska Munic. Conference  
 Editor, Aleutian Eagle  
 Staff - Rep. Cliff Davidson  
 Port of Kodiak  
 City of Saint Paul  
 Whittier Harbor Master  
 Port of Cordova  
 Alaska Business Monthly  
 Private Studies  
 Pt. MacKenzie Port  
 Office of International Trade  
 Whittier, Alaska  
 Kenai  
 U. S. Coast Guard  
 City Council Unalaska/Dutch Harbor  
  
 Port of St. Mary's  
 Matsu - Port Development  
 Hughes, Thorsness, Gante, Parnel  
 Brundin  
 Port Graham  
 Senator District N

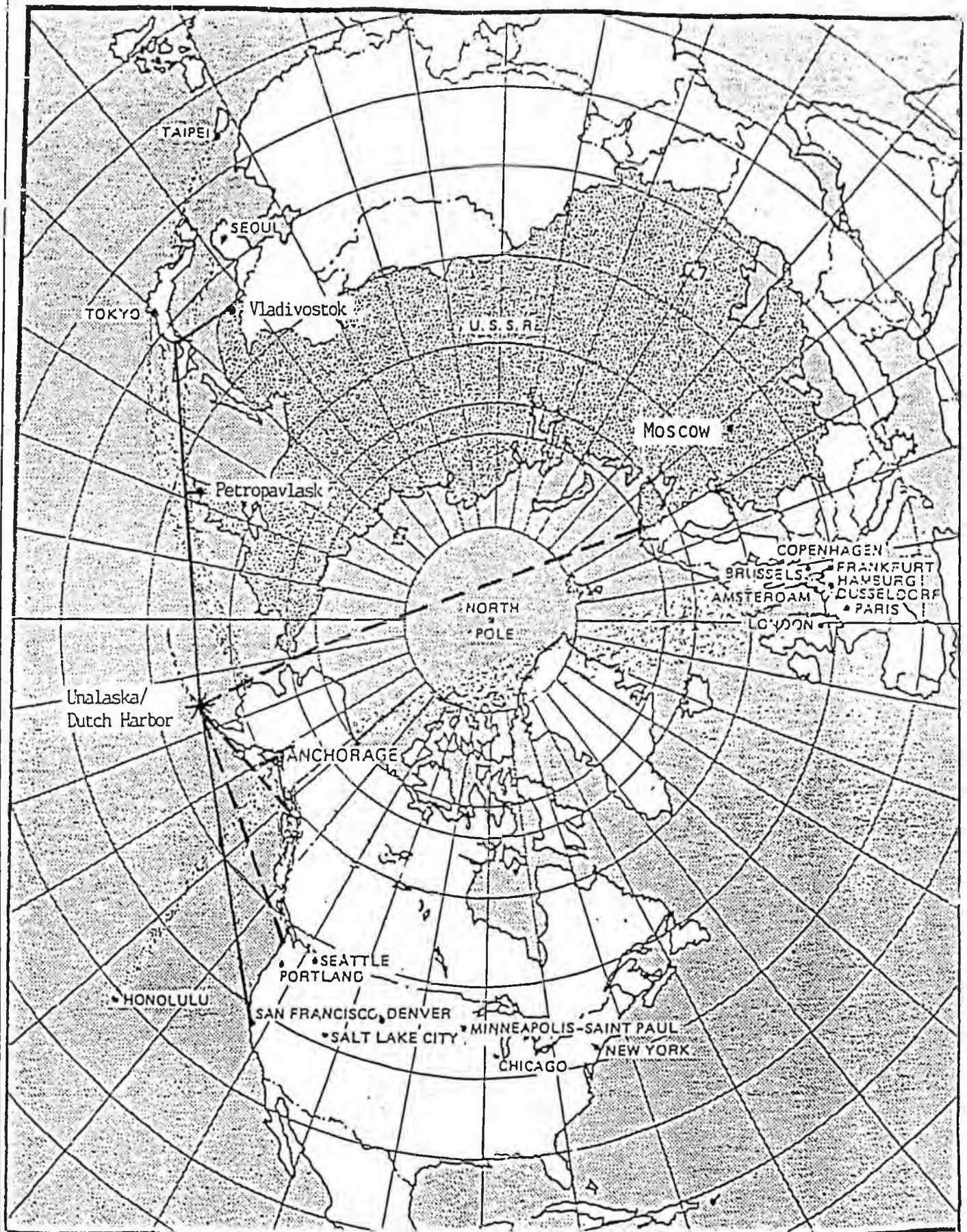
*Cliff Davidson*



★ Airports  
Logistics Ports

VG # 1

CITY OF UNALASKA/DUTCH HARBOR  
 STRATEGIC LOCATION IN INTERNATIONAL COMMUNICATIONS ROUTES



- Western US Trans Arctic Shipping Route utilizing Soviet Icebreaking Containerships to European Market
- Trans Pacific Fiber Optic Cable Route (Also Great Circle Shipping Route)

# Soviet Arctic Marine Transportation

Lawson W. Brigham

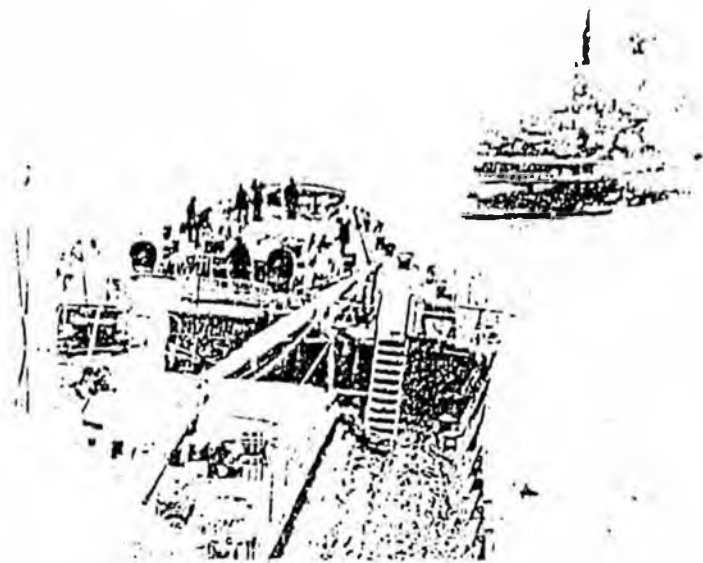
**T**he development of marine transportation in the Soviet Arctic during the past three decades has been an extraordinary achievement. The Northern Sea Route (NSR), which stretches approximately 5000 kilometres across the Soviet maritime Arctic, has steadily become linked to the overall development of Siberian resources.<sup>1</sup>

Since 1978 Soviet ice-breakers and ice-strengthened carriers have maintained year-round navigation to Dudinka, port city for the industrial complex at Noril'sk. Thus, ships are routinely plying the ice-covered waters of the Barents and Kara seas throughout the winter, a rare occurrence around Alaska and in the Canadian Arctic. Summertime navigation along the entire NSR, including the numerous rivers, estuaries, and deltas of the Soviet northern coast, continues to be expanded through the application of a broad range of advanced marine technology. Much of this technology has been developed in Finland and the Soviet Union.

## Principal Ports, Rivers, and Routes of the Soviet Maritime Arctic



Figure 1



Novosti Press Agency

Nuclear-powered ice-breaker *Sibir* (right) escorting ships in Kara Sea

A recent estimate of the annual level of operation of the NSR shows approximately 600 freighting voyages carrying six million tons of cargo.<sup>2</sup> The attainment of this level of marine commerce in the Arctic Ocean, and the high capital investment required to maintain and improve such a difficult transportation route, underscore the

significance and long-term commitment successive Soviet leaders have attached to this endeavour.

Figure 1 illustrates the main marine transportation routes from Murmansk on the Kola Peninsula east to the Pacific Ocean. Also shown are the north-flowing rivers of the Soviet Arctic, an inland waterway of great importance to the movement of cargo and passengers throughout the interior of Siberia. These rivers serve as the major link between the NSR and the principle railroads to the South. It is clear that development of much of Siberia is dependent on an effective and reliable marine and river transportation system because industrial and population centres are widely dispersed in areas that lack roads and railways.

Three general patterns of arctic operations exist along the NSR. The most prominent by a wide margin is the support of the industrial complexes on the Ob' and Yenisey rivers by ice-breakers and commercial ships to and from Murmansk and Arkhangel'sk. Gas pipelines for the

extensive oil and gas industry on the Yamal Peninsula are generally shipped to the Ob' estuary and moved upriver by barge. Timber from the milling centre at Igarka is shipped down the Yenisey and to the West (including foreign ports). Copper and nickel ore from the Noril'sk area is carried by rail to the river port of Dudinka and then shipped on the NSR to Murmansk where there is nearby excess capacity for smelting.

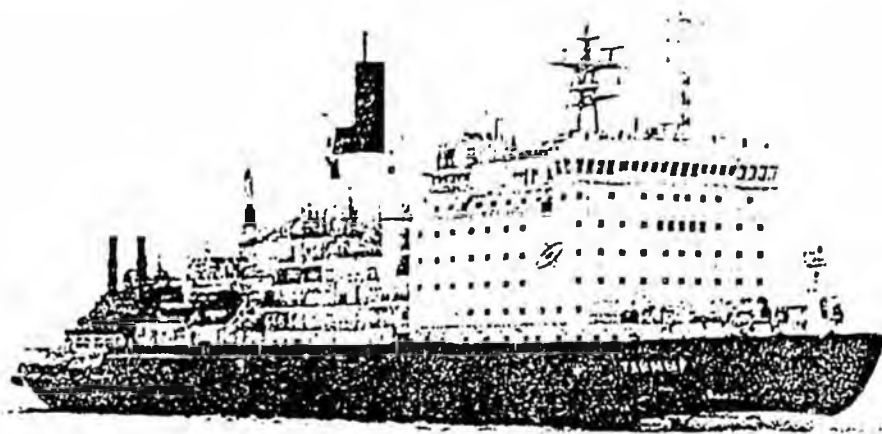
In the Far East, operations are run from Vladivostok and other Pacific ports to the port of Pevek on the East Siberian Sea and the Kolyma River. Precious metals and other mining enterprises are serviced, and many coastal communities lacking harbours and adequate cargo-handling facilities are supplied. The third operation,

experimental voyages have been accomplished by ice-breakers escorting cargo ships for the duration of the transit. In 1984 and 1985, cargo ships, a majority being the new SA-15 arctic ice-breaking vessels, made transits from Vancouver, B.C. and Japan to ports in the western sector of the NSR. Remarkably, several of the SA-15 voyages were unescorted for the length of the NSR.

### The Soviet Ice-breaker Fleet

One of the most visible aspects of the operations on the NSR is the extraordinary Soviet ice-breaker fleet. More than 75 ships specially designed as ice-breakers sail the Soviet maritime Arctic. Comprising this fleet are many unique arctic vessels, in-

the first nuclear surface ship (44 000 shaft horsepower), *Arktika*, *Sibir*, and *Rossiya* (all three at 75 000 shaft horsepower). Four additional nuclear polar ice-breakers are currently under construction in Leningrad and Helsinki. In the spring of 1988 one of these ships, *Taymyr*, a shallow-draft, nuclear ice-breaker, was delivered by the Finnish shipbuilder Wartsila to the Soviet Union for installation of a nuclear reactor. Twelve diesel-electric-powered ships, all built since 1959 in Finland and all with shaft horsepowers greater than 22 000, make up the balance of the Soviet polar ice-breaker fleet. In comparison, Canada operate only a single polar ice-breaker in this size range, the Canadian Coast Guard's *Louis St Laurent*. The United States has only the ice-breakers *Polar Star* and *Polar*



Wartsila Marine Industries

Shallow-draft nuclear-powered ice-breaker *Taymyr* undergoing sea trials, March 1988

somewhat less well established, involves the central region of the Soviet maritime Arctic. Freight comes mainly from the West during July through October to the port of Tiksi on the Laptev Sea and to the Lena River. At times there is a linkage of sea convoys with river craft. Cargo is also distributed along a route between the Lena and Kolyma rivers.

In recent years the entire length of the NSR has been accessible to shipping from mid-July to October.<sup>3</sup> This is achieved by stationing polar ice-breakers in the straits and other areas of difficult ice conditions to provide escort as required. However, through voyages of the NSR have not been made in any regular fashion. Several

cluding such diverse types as polar, sub-arctic, salvage, river, large harbour, and research ice-breakers. Most important for arctic marine transportation are 16 large polar ice-breakers of exceptional ice-breaking capability.<sup>4</sup> These ships, designed for conveying commercial ships in the high latitudes, are the keys to providing virtually unlimited access to much of the Soviet North. Each of these 16 ships ranks among the largest and most powerful ice-breakers in the world.

Polar ice-breakers are generally defined as those ships capable of independent operations in the heavy, multi-year ice of the Arctic Ocean. The Soviet ships in this category include four nuclear ships: *Lenin*,

*Sea* to match the capabilities of these Soviet ships.

### Technological Challenge

The Soviet ice-breaker fleet is an obvious necessity for the effective movement of marine traffic along the NSR. Just as important, however, is a modern fleet of multi-purpose cargo ships capable of independent transits (without continuous ice-breaker escort). The early *Lena* and *Amguema* class arctic ships built in the 1950s and 1960s proved too small and low-powered for the extended navigation seasons pioneered since the late 1970s. During the past decade the Administration

# Major Events in the Modern Development of Soviet Arctic Marine Transportation

1960

NSR—Northern Sea Route

Nuclear polar ice-breaker *Lenin* (world's first nuclear surface ship) commences escort duties along the NSR in July.

1970

*Lenin* and the subarctic ice-breaker *Kapitan Belousov* convoy the cargo ship *Gizhiga* to Dudinka in an experimental winter voyage.

1971

*Lenin* and the polar ice-breaker *Vladivostok*, in a May–June demonstration, forge a high-latitude passage across the NSR without convoy.



Arktika

Novosti Press Agency

1975

Nuclear polar ice-breaker *Arktika* (world's most powerful ice-breaker, at 75 000 shaft horsepower) enters service.

1977

*Arktika* becomes the first surface ship to reach the North Pole, on 17 August 1977.

1978

Nuclear polar ice-breaker *Sibir* and the cargo ship *Kapitan Myshevskiy* conduct a high-latitude voyage north of the Soviet island groups in May–June.

1978

Successful attempt during the 1978–79 season at year-round navigation from Murmansk to Dudinka.

1982

First two SA-15 ice-breaking cargo ships, *Noril'sk* and *Tiksi*, are delivered by Finnish shipbuilders.

1983

Kosmos-1500 satellite launched with imaging radar which will improve strategic ice information.

1983

51-ship convoy becomes trapped in heavy ice off the north coast of Chukotka near Pevek during October–November; rescue is accomplished by a major ice-breaker group, but not without the loss of one ship and serious damage to many.

1984

Six trans-Arctic voyages are completed by ships (five are SA-15s) sailing the NSR from east to west—from Japan and Vancouver, B.C. through Bering Strait to ports in the West.



Lawson W. Brigham

SA-15 Class

1984

Ice-breaking LASH (lighter-boards-ship) carrier *Aleksey Kosygin* makes its maiden voyage north from Vladivostok.

1985

Three SA-15 ships participate during November–December in an experimental navigation season extension, sailing from Vancouver, B.C. across the NSR to Arkhangel'sk.

1986

Nuclear ice-breaking LASH ship *Seymorput*, built for routes between Vladivostok and eastern ports along the NSR, is launched in Kerch.

1987

*Sibir* reaches the North Pole on 27 May 1987.

1988

Nuclear shallow-draft polar ice-breaker *Taymyr*, built by Wartsila in Helsinki, is delivered to the U.S.S.R. for installation of a nuclear reactor.

Sources: *Polar Record*, *Volnyy Transport*, *Soviet Shipping*, and *Polar Geography and Geology*.

of the Northern Sea Route has focused its attention on improving the ice-breaking capability, cargo capacity, and range of specialized ice-breaking freighters. As a result, the Soviet Union has recently built several such vessels in its own shipyards and has also sought the advanced ice-breaking technology of Finnish shipbuilders. All of the recent additions—Soviet-built nuclear and non-nuclear lighter-aboard-ship (LASH) carriers (*Sevmorput* and *Aleksey Kosygin*),<sup>5</sup> Finnish-

metres and in temperatures that reach as low as  $-50^{\circ}\text{C}$ . These extreme temperatures can have adverse effects on most external ship systems, such as cargo-handling equipment. The shallow depths of the deltas and estuaries of many regions of the NSR also limit draft design. Finally, high structural standards must be met for ice-breaking, since transits must be made in narrow straits where the ice can be under extreme pressures. Collectively, these criteria pose unique challenges and call for

tempted, frequently linking Canadian, Japanese, and other Pacific ports with the western sector of the Soviet maritime Arctic.

This expansion of operations in the Soviet Arctic may provide several opportunities for Canada. Under existing science and technology agreements, Canadians can potentially learn a great deal about Soviet ice navigation and the applications of advanced technology to the Arctic. The potential also exists for the export of technology proven in the Canadian Arctic. As the next century unfolds we may conceivably see the transits of Canadian polar ships across the NSR with the helpful assistance of Soviet polar ice-breakers.



Nikolai Stepanov, First Mate, Arkhangel'sk

Novosti Press Agency

built SA-15 ice-breaking cargo ships (*Noril'sk* class),<sup>6</sup> and a Soviet-built SAS-8 shallow-draft arctic freighter (*Vitus Bering*)—are technically advanced and represent vastly superior designs for arctic commerce on the NSR.

The breadth of technical and environmental challenges faced by the designers of Soviet arctic cargo ships is impressive. A lack of port facilities in the Soviet North forces designers to consider alternative solutions such as using roll-on/roll-off configurations and barge or lighter systems. Soviet arctic cargo ships must have the capability to moor along ice wharfs and unload cargo on shorefast ice. Widely spaced port fuelling stations require these ships to have large fuel capacities and to be capable of refuelling from Soviet polar ice-breakers, so that ice-breaking operations can be sustained. Due to these endurance limitations, nuclear power has become an attractive and viable alternative. Commercial ships with ice-breaking hull forms must be able to operate in level ice thicknesses of 1.5

innovative technical solutions by both Soviet and Finnish ship designers.

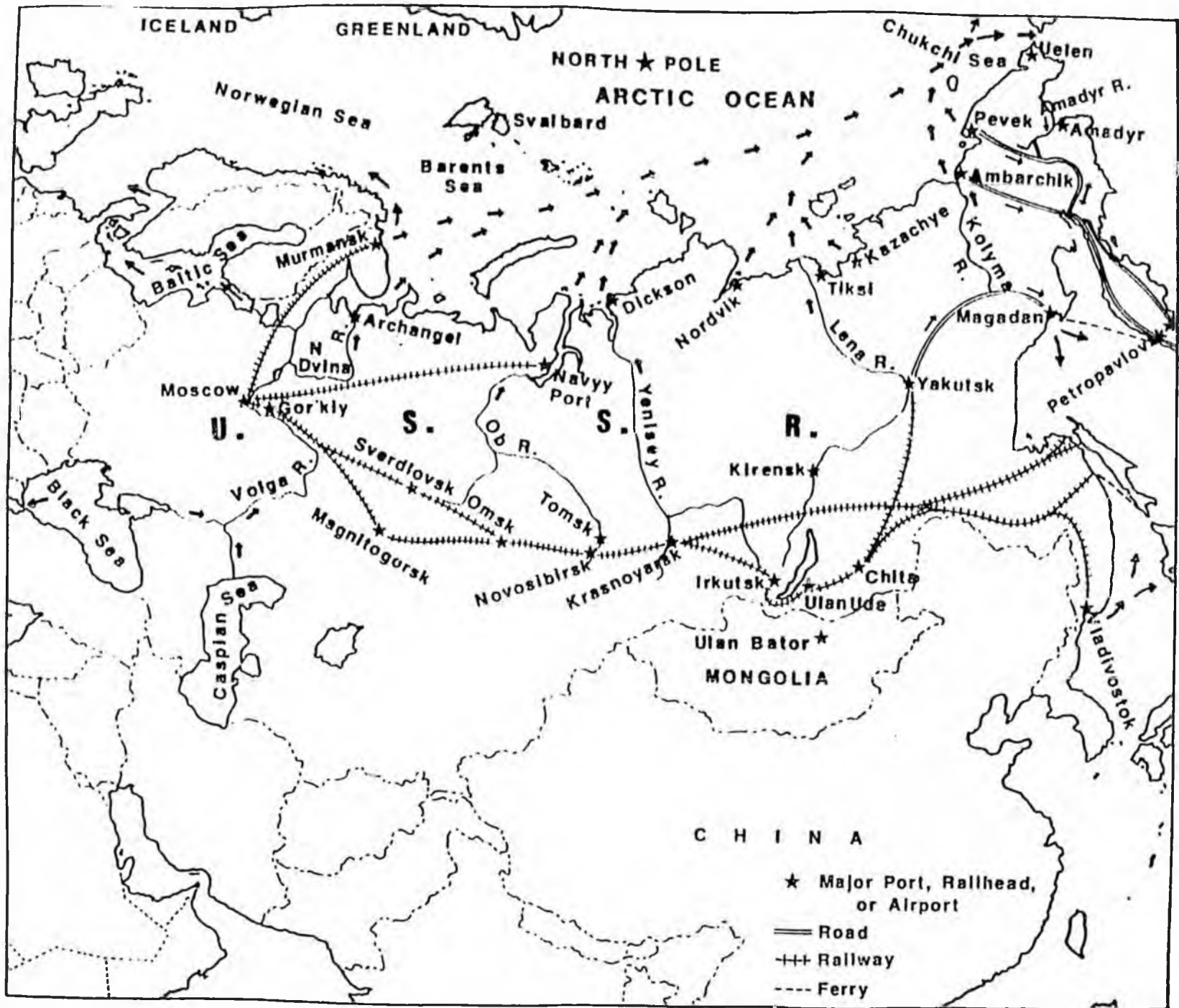
### The Future and Implications

The future of Soviet arctic marine transportation appears secure. As resource development expands in Siberia, investment in the ships and support infrastructure for the NSR will increase. This will surely include improvements in remote-sensed ice imagery for strategic as well as tactical use. By the early 1990s a sizeable nuclear fleet of polar ice-breakers and commercial ships will be operational (perhaps as many as a dozen nuclear ships). These vessels of unlimited endurance will be able to support an increase in the number of winter transits to the Yamal Peninsula and to the port of Dudinka. An expansion in the navigation season in the Laptev and Eastern Siberian seas to six months may also be possible. The technological development of larger and more capable ice-breaking cargo ships will continue. Thus, more independent through transits of the NSR may be at-

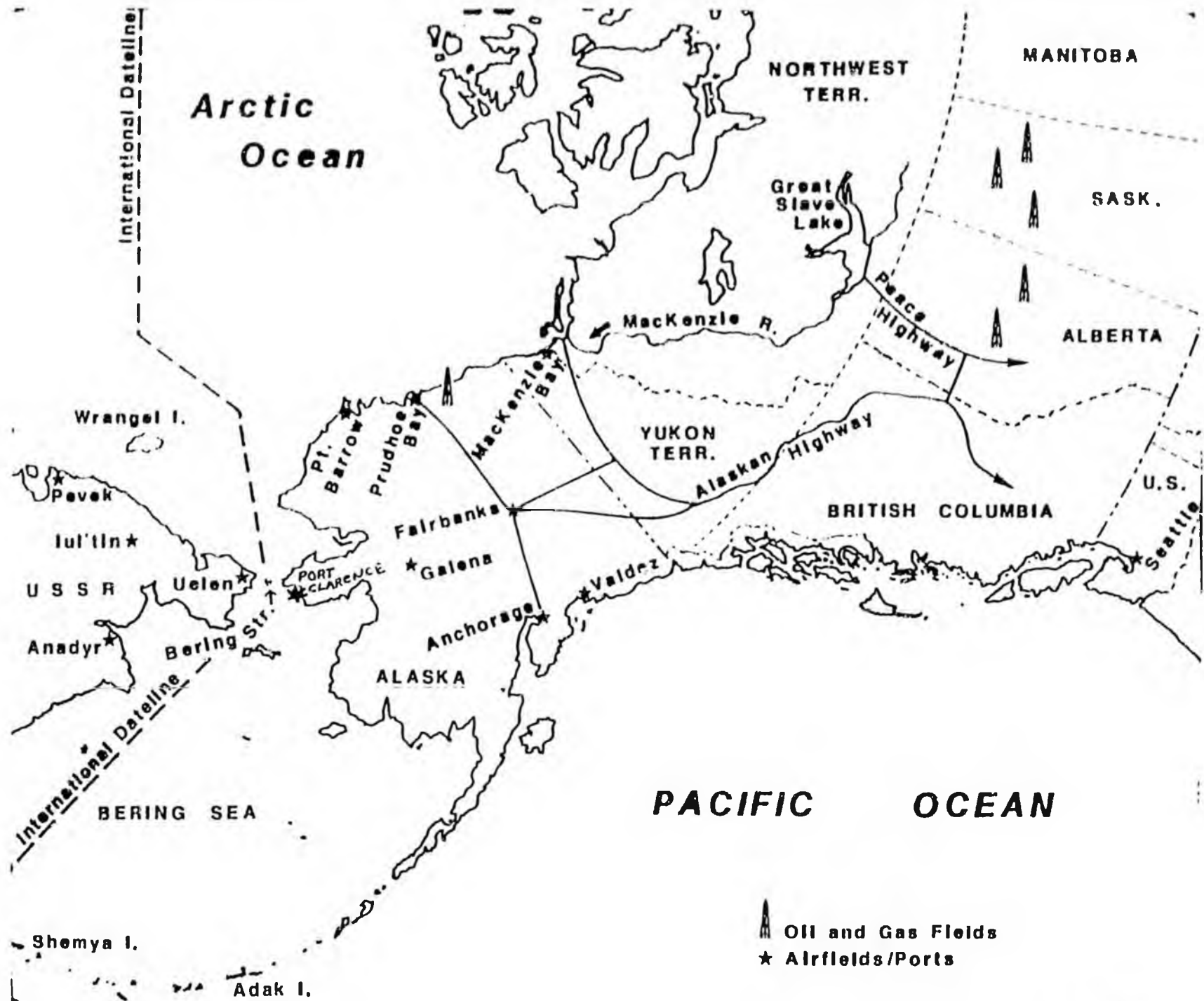
### Notes

1. The Northern Sea Route is the system of sea lanes north of the Soviet coast from the straits between the Barents and Kara seas (south of Novaya Zemlya) to the Bering Strait.
2. L. Prigham, "International workshop on the Soviet Maritime Arctic", *Polar Record*, vol. 24, no. 149 (April 1988), p. 132, estimate by T. Armstrong of Scott Polar Research Institute.
3. T. Armstrong, "The Northern Sea Route, 1986", *Polar Record*, vol. 23, no. 146 (May 1987), p. 589.
4. The Soviet polar ice-breakers (depending on their maximum power) can continuously break 1.4 to 2.4 metres of level ice at 3 knots.
5. LASH ships carry materials in barges or lighters that are off-loaded by a gantry system to waters in areas lacking port facilities. The *Sevmorput* will carry 74 barges of 1300 containers.
6. A total of 19 SA-15 arctic ice-breaking cargo ships will soon be in operation. Each 174-metre ship of 14 500 tons is capable of continuously breaking 1-metre level ice.

Lawson W. Brigham is a Commander in the U.S. Coast Guard and a Guest Investigator at the Marine Policy Center of the Woods Hole Oceanographic Institution, Woods Hole, Massachusetts.



VG#2



VG#3

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February 1, 1989

Mr. Larry Dinneen  
Mr. Paul Fuchs  
Co-Chairmen  
Ports Alaska  
2000 Anchorage Port Road  
Anchorage, Alaska 99501

Dear Larry and Paul:

It was a pleasure attending the Ports Alaska meeting concerning possible revenue sources for the construction and operation of ports in Alaska. I appreciated the opportunity to make some comments. As requested I am summarizing my points in writing for consideration by the various parties. If I can be of any service, in further defining these thoughts for the benefit of Alaska's local communities, please feel free to contact me.

I think that your group's meeting is a step forward for the State of Alaska. I commend each and every one of the port directors and their staff participating in this effort to move Alaska's economy in the right direction. It was particularly noteworthy that the Press was in attendance. One important effort is to educate Alaskans - at almost all levels - on the importance of our maritime location in terms of the creation of wealth.

In my two years as Commissioner I began to understand how little the public, the legislature and the general government understands about economic development and the creation of wealth. As a result of Alaska's recent history of consuming oil wealth, very few people really focus on the difference between the creation of wealth and the provision of short term jobs. Consuming petro-dollars has a multiplier affect, but it does not create long-term wealth. Long-term wealth is created from the land, sea, the air or our ingenuity. It is, in the macro-economic sense, that point where money is brought in to an economic system, or the system produces a product which would otherwise be brought into the system. Thus, with the exception of import substitution, the creation of wealth almost by definition requires a Port as a predicate to economic activity.

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Mr. Larry Dinneen  
Mr. Paul Fuchs  
February 1, 1989  
Page 2

This fact of economic life is well understood by our competitors. The Soviets, the Japanese, the Danes, the Norwegian all understood that for a maritime country (or State in Alaska's case) you need ports in order to engage in international commerce. Thus, in most of these countries, the governments expend grant money in order to insure that a port exists and then they let the private sector pay for the costs of the infrastructure.

This brings us to the next item which seems lost in the shuffle. Breakwaters and the like, in and of themselves, do not create revenues. Breakwaters create an area within which commerce can take place. As a result breakwaters, dredging and creation of land areas are appropriate items for State grants as they don't amortize themselves over a normal commercial time-frame.

Docks, water systems, sewers, waste outfalls and other such infrastructure, however, can support debt and be amortized over a period of time so long as the private sector has a need for the facility and they are built and operated for a reasonable cost. These facilities, therefore, are prime candidates for financing through existing agencies such as AIDEA and the Municipal Bond Bank.

Parenthetically, there needs to be a policy decision as to what is the appropriate cost of the money to construct these kinds of facilities. Our competitors, particularly Japan, Norway, Denmark, Korea and the Soviet Union, are willing to accept a very low rate of return for the cost of money, or none at all. For example Norwegian banks are willing to finance retrofits of catcher-processors in the three to five percent range over a long-term period, while U.S. commercial banks want prime or prime plus over an intermediate term; often no more than seven years. The impact of these financing decisions on the cost of the facility's and the ability to generate operating revenues can often preclude the economic development that a state like Alaska so desperately needs.

I would direct your attention to the Industrial Bank of Japan as a model of what AIDEA could be. IBJ was a government institution at the time of Japan's post-war reconstruction. As such it invested heavily in infrastructure and projects of national importance. For example, IBJ financed the Alaska Pulp Corporation in an effort to insure fiber and wood products for the anticipated Japanese national economic need. It can be argued that had IBJ not been in existence, Japan would not have had the fiber and wood products that it needed as part of its post-war reconstruction.

Mr. Larry Dinneen  
Mr. Paul Fuchs  
February 1, 1989  
Page 3

A similar role would be appropriate for AIDEA at this point in time, if a policy decision was made to move in that direction. As Alaska cannot diversify its economy without ports to market, I would argue the public policy of insuring that our port costs allow us to be competitive (including amortizing debt and adequate operational costs) is a valid state policy decision. We need to establish constituency for that concept.

I would urge your group to consider utilizing existing organizations such as AIDEA and the Municipal Bond Bank rather than attempting to establish additional organizations. It is my belief that a rather modest expansion of existing powers would go a long way towards creating a vehicle to allow Alaska to take advantage of its resources, its population's creativity and our proximity to expanding in world markets.

AIDEA, for example, has at least \$50 million in equity and it would be preferable to use that to create real economic growth than to have it raided to add to the General Fund. I would also point out that a rather modest expenditure in buying down interest rates could change the economics of operating a port so that some of Alaska's industries can take off.

At this point, we need to be careful of the "subsidy" issue. Unfortunately, some of the excesses of the late 70's and early 80's have created a belief that any policy decision to accept a return of less than prime plus over a twenty-year period is a subsidy. I don't believe that this is the case. In my view it is appropriate for a development authority to accept a very secure rate of return for the use of its money over a long-term period at a lower rate than prime or prime plus; if this insures that the facility will be operated at a cost that encourages additional private sector activity. Ports are historically a common use facility and, in my view, there is a great deal of difference between subsidizing an industry as compared to permitting the development and the operation of a public use facility on a basis that recognizes there are more returns to the public than just a return on the cost of the money.

I would like to point out that the Municipal Bond Bank is a little known, and little used, public agency which has immense potential. In the first instance, it allows small cities which are not household names on Wall Street to market their bonds. In addition, it brings to the table the moral obligation of the State. The moral obligation can often spell the difference between whether an issue is saleable or not. By allowing

Mr. Larry Dinneen  
Mr. Paul Fuchs  
February 1, 1989  
Page 4

credit worthy, but little known, local governments to approach the market through Municipal Bond Bank issues the Municipal Bond Bank could be a viable instrument of state policy in developing port facilities so we can take advantage of our maritime and natural resources.

At this juncture, there are a number of institutions looking for tax exempt private placements. Under the recent tax law, port facilities are generally exempt. In addition, certain municipalities can achieve tax exempt status for their debt and thereby find a market through a private placement. There are also other opportunities for public offerings in the normal course.

My last comment was in the nature of political experience. The suggestion was that there should be a person in the State government who is charged with the responsibility of coordinating port development and insuring that the economic development issue is constantly before the public consciousness. It is my belief that such a position needs to be institutionalized. This would dictate that the position should be in the Department of Commerce and Economic Development or another line agency with statutory responsibility for economic development and fostering the growth of the State's private sector economy, such as the Department of Community and Regional Affairs.

One of Alaska's attributes is that this is a small state where we all know each other. A liability is that politics become awfully personal. My experience is that all Governors enjoy periods of rapport and periods of animosity with the legislature. In periods of animosity the first thing the legislature does is to try to pick off Governor office programs. The result is that all functions placed in the Governor's office, which are not peculiarly a part of the governor's personal program, run a risk of being buried politically through no fault of the programs or the parties. I would therefore urge that this group consider institutionalizing Tom Dowd's suggestion in a line department or agency.

These brief remarks are not intended as any exhaustive analysis of the options. I was asked to reduce my comments to writing. If you or any of the members of Ports Alaska desire more in depth analysis or would like to discuss any of these issues with me. Please feel free to contact me at the above-address and phone number.

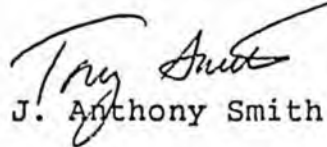
Mr. Larry Dinneen  
Mr. Paul Fuchs  
February 1, 1989  
Page 5

Again, I would like to compliment all of you who are working on this excellent effort raise the public's consciousness as to the real need for our port infrastructure. In Alaska, unfortunately, the resources are often not located in the same locations as the population. This is further exacerbated when the port which allows those resources to enter the stream of international commerce, is located at tidewater many miles away. Alaskans have shown a pretty consistent inclination to spend public dollars on paving the road to the back 40, as contrasted with insuring an adequate port so that we can get our products to market and import the goods we need to keep our economy moving. I do believe, however, there is an increasing understanding that without ports to markets, there is no economy even when the port is miles away at a railhead or other site, such as a river or tidewater.

Thank you very much.

Cordially,

DAVIS WRIGHT & JONES

  
J. Anthony Smith

JTS/cam  
73720



Federal Highway Administration  
Office of Motor Carrier Safety

**Roy S. Ehrhart II**  
Officer - In - Charge

222 W. 7th Ave., Box 7  
Anchorage, Alaska 99513

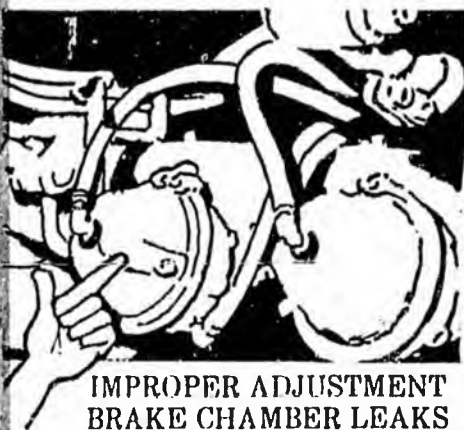
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STEVE COWPER  
GOVERNOR



STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

April 1, 1987

Mr. Barry F. Morehead  
Division Administrator  
U.S. Department of Transportation  
Federal Highway Administration  
P.O. Box 1648  
Juneau, AK 99802

Dear Mr. Morehead:

Thank you for your letter of March 12 regarding the Motor Carrier Safety Assistance Program. I have designated the Alaska Highway Safety Planning Agency within the Department of Public Safety as the lead Motor Carrier Safety Agency to administer the Motor Carrier Safety Agency Program for the state.

This letter is your confirmation that the State of Alaska is equally dedicated to reduce the number and severity of commercial vehicle accidents and hazardous materials incidents in our state. The enforcement of uniform regulations is an important step towards that goal.

Mr. T. Michael Lewis is the Program Director of the Alaska Highway Safety Planning Agency and is authorized to act on my behalf for the development and implementation of the Motor Carrier Safety Assistance Program. He may be reached at the Department of Public Safety, P.O. Box N, Juneau, Alaska, 99811, telephone (907) 465-4374. Please feel free to contact him directly to discuss the details of the development grant application and further implementation of the State Enforcement Plan.

I am confident that through a cooperative effort we can design a program that will contribute considerably towards the attainment of our goal to reduce commercial vehicle accidents.

Sincerely,

A handwritten signature in cursive script, appearing to read "Steve Cowper".

Steve Cowper  
Governor

STEVE COWPER  
GOVERNOR



STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

DEPARTMENT OF PUBLIC SAFETY  
COMMISSIONER'S OFFICE  
Juneau, Alaska

FEB 10 1989

February 10, 1989

Mr. Herman E. Leirer  
President  
Alaska Trucking  
Association, Inc.  
3443 Minnesota Drive  
Anchorage, AK 99503

Dear Mr. Leirer:

Thanks for your letter supporting a comprehensive commercial safety inspection program in Alaska. I look forward to receiving the Association's resolution. My office has been in touch with one of your members, Leslie Bartholomew of Ireland Transfer, a storage company in Ketchikan, several times on this issue. She was most helpful in soliciting responses from the Alaska Trucking Association on the proposed inspection bill. Leslie informed my office that the Association supported the inspection language at the January board meeting. I, therefore, asked that a bill be drafted to implement the program. I expect to introduce the bill shortly.

In the meantime, I encourage you to contact your legislators and ask for their support.

Sincerely,

S/S Steve Cowper

Steve Cowper  
Governor

cc: Commissioner Arthur English  
Department of Public Safety

Commissioner Mark S. Hickey  
Department of Transportation  
and Public Facilities

Robert A. Evans  
Deputy Chief of Staff  
Office of the Governor

xc: Mike Lewis, Program Director, HSPA  
Diana Kelm, Project Coordinator, Driver Services  
2/15/89 -gh/dp

# ALASKA TRUCKING ASSOCIATION, INC.

3448 Minnesota Drive • Anchorage, Alaska 99508 • Phone (907) 276-1147

January 17, 1989

The Honorable Steve Cowper, Governor  
State of Alaska  
P.O. Box A  
Juneau, Alaska 99811

Dear Governor Cowper:

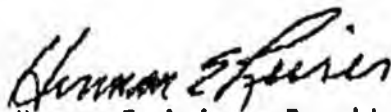
The Alaska Task Force on Commercial Driver and Vehicle Safety is composed of representatives from the trucking industry and from State government. The Task Force reviews and discusses drafts of proposed legislation, regulations, and implementation plans, and makes recommendations for two federal commercial vehicle safety programs: the Commercial Driver License Program (CDL) and the Motor Carrier Safety Assistance Program (MCSAP).

The objective of the Task Force is a safer motoring environment through the reasonable and comprehensive regulation of commercial transporters. Not since the dissolution of the Alaska Transportation Commission and with its State-adopted federal motor carrier safety regulations, have the citizens of Alaska had the protection of a motor carrier safety enforcement program. Currently, there are no motor carrier-specific equipment safety regulations in Alaska. Heavy trucks traveled approximately 450 million miles annually on Alaska Highways since 1985 without any structured safety-monitoring enforcement system.

The two federal safety assistance programs (CDL and MCSAP), now in place and functioning, provide monies to assist states in setting the legislative foundation for a comprehensive commercial vehicle safety enforcement program. The attached amendments to AS 28.32 (Authority for roadside inspections, right of entry, and refinement of the definition of commercial vehicle) are required to move into a higher level of involvement in the Motor Carrier Safety Assistance program. These amendments are necessary to implement a comprehensive commercial safety inspection program in Alaska.

With this objective of safer Alaskan motoring as our focus, the Board of Directors of the Alaska Trucking Association agree with your statement in the letter to the Editor of the Juneau Empire dated 12/6/88: "...Insuring the safety of Alaskans is one of the most important services State government provides." A resolution passed unanimously by our Board on 1/17/89, strongly urges you to support the proposed amendments to AS 28.32, and to submit proposed legislation incorporating these amendments.

Sincerely:

  
Herman E. Leifer, President

IF YOU'VE GOT IT, IT CAME BY TRUCK



U.S. Department  
of Transportation  
Federal Highway  
Administration

**DRAFT**

# Federal Highway Administration Motor Carrier Safety Assistance Program

## Accomplishments and Effectiveness

**DRAFT**



**DRAFT**

**DRAFT**

FHWA Office of Motor Carriers  
State Programs Division  
October 1988

Publication No. FHWA-MC-89-029

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OMC can make better-informed decisions as they relate to commercial vehicle safety.

8. Accident rates among the participating MCSAP States appear to be decreasing. It is difficult to make a complete analysis of the accident data because of the various reasons mentioned above; however, the trend in overall commercial vehicle accident rates in the majority of the States is downward.

---

## Summary

The Motor Carrier Safety Assistance Program has helped to increase uniformity of State and Federal

motor carrier safety and hazardous materials transportation laws. The program has improved the condition of commercial motor vehicles operating on the public highways. The program has also reduced the number of commercial vehicle accidents and the number of deaths and injuries that might have otherwise been caused by commercial motor vehicle accidents. The MCSAP was not intended to be a commercial vehicle accident panacea; however, it has gone far in reaching its goal of reducing the number and severity of commercial truck and bus accidents.

- removal of many unsafe drivers and vehicles from the highway as a result of the issuance of out-of-service citations
- increased support from the motor carrier industry
- improvement in the condition of commercial motor vehicles operating on the highways
- a reduced number of commercial motor vehicle accidents and a reduced number of deaths and injuries that might have otherwise been caused by commercial motor vehicle accidents.

In sum, there is now an increased commitment to a uniform national motor carrier safety program. This is evidenced by the high participation rate of the States in the MCSAP and by the increased involvement of the commercial motor carrier industry in motor carrier safety.

In spite of budget limitations, the MCSAP continues to expand. Many States are committing additional

resources above and beyond what is required by the MCSAP to improve their programs. Expansion also includes dedicating resources into new areas affecting commercial motor carrier safety such as commercial driver's license enforcement and the prohibition of drug and alcohol use by drivers.

The success of the program is evident and can be primarily attributed to the unique Federal/State partnership arrangement. This partnership is exemplified by the very active Commercial Vehicle Safety Alliance (CVSA). The CVSA, founded in 1980, is an organization of State and Provincial agencies dedicated to the improvement of commercial motor vehicle safety. The CVSA is discussed in more detail in part XII of this report.

This report identifies the many accomplishments of the MCSAP and analyzes its effectiveness by comparing commercial motor vehicle accident rates in various States from 1982 through 1987.

# **CORRECTION**

**THIS DOCUMENT  
HAS BEEN REPHOTOGRAPHED  
TO ASSURE LEGIBILITY**

# Executive Summary

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## Purpose and Scope

Since the advent of the Motor Carrier Safety Assistance Program (MCSAP) in 1984, much has been accomplished by the Federal Highway Administration (FHWA) and the participating States and Territories. A review of the entire program was conducted to outline the manner in which the FHWA went about implementing the program, to relate MCSAP's accomplishments since 1984, to identify past and present trends in the participating States' programs, and to analyze past and present accident trends to show the effectiveness of the MCSAP effort. This report addresses the history of the MCSAP, the manner in which it is funded, the level of participation in the program, the types of projects involved, and the commercial vehicle accident data.

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## Methodology

Much of the statistical information in the report has been gathered and retained by FHWA's Office of Motor Carriers (OMC) headquarters personnel since the inception of the program, but the data was never consolidated into one complete report. The accident data utilized in the report was received directly from the participating States and is unique to each State due to varying definitions for commercial motor vehicles and commercial vehicle accidents. The mileage collection systems also differ among States. This limits the capability to make accident rate comparisons across State lines, but comparisons are made over time within individual States. Information was also obtained from MCSAP State Enforcement Plans (SEP) and quarterly reports filed by the States and summarized normally by the FHWA Officers-in-Charge/State Directors located in each State.

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## Report Findings

1. The MCSAP participation has increased every year since the inception of the program. In 1984, 17 States were awarded implementation grants, 29 States and Territories received development grants, and 10 States and Territories did not participate. Only 4 years later, the implementation phase participation increased to 48 States and Territories, the development phase included 3 States, and 5 States and Territories did not participate.

2. Funding of the MCSAP was authorized by Congress under a number of appropriations acts. The

program is financed out of the Highway Trust Fund. Amounts actually awarded to the participating States by FY are as follows: \$7.703 million in 1984; \$14.733 million in 1985; \$18.473 million in 1986; \$47.420 million in 1987; \$54.702 million in 1988. Amounts to be awarded under the basic formula distribution in FY 1989 to date are in excess of \$46 million.

3. Training of MCSAP personnel in uniform inspection and safety review procedures was a goal of the program. Uniform training and inspection procedures were considered to be crucial in order to implement a national commercial vehicle safety program. The number of personnel increased as the program participation rose. In 1984, over 1,000 State inspectors were trained in vehicle inspection procedures. By the end of FY 1986, over 2,500 inspectors had been trained and deployed in vehicle inspections. To date, over 4,000 enforcement officers have received inspection training, with 3,200 trained in the safe transportation of hazardous materials.

4. Vehicle inspections increased markedly since the implementation of the MCSAP. In the first year, 1984, 158,730 commercial vehicle inspections were conducted by State enforcement officers. In FY 1987, the total exceeded 1,000,000.

5. Safety reviews of motor carrier terminal operations also increased every year since 1984. A small number of States were conducting safety reviews in 1984; however, no statistics were available for that year. The safety review totals increased as follows: 1,398 in 1985; 1,828 in 1986; 2,652 in 1987. Current FY 1988 numbers indicate the upward trend will continue. States also began conducting Safety Reviews (SR-1s) in FY 1987.

6. MCSAP States are enforcing the Commercial Driver's License (CDL) requirements via the roadside inspections. Many unsafe and disqualified drivers have been removed from the roadways as a result of this effort.

7. Many States have participated in regional, national, and international commercial vehicle safety projects. These projects have provided much-needed information and data. With greater amounts of information in statistical databases, management officials in both the States and the

OMC can make better-informed decisions as they relate to commercial vehicle safety.

8. Accident rates among the participating MCSAP States appear to be decreasing. It is difficult to make a complete analysis of the accident data because of the various reasons mentioned above; however, the trend in overall commercial vehicle accident rates in the majority of the States is downward.

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## Summary

The Motor Carrier Safety Assistance Program has helped to increase uniformity of State and Federal

motor carrier safety and hazardous materials transportation laws. The program has improved the condition of commercial motor vehicles operating on the public highways. The program has also reduced the number of commercial vehicle accidents and the number of deaths and injuries that might have otherwise been caused by commercial motor vehicle accidents. The MCSAP was not intended to be a commercial vehicle accident panacea; however, it has gone far in reaching its goal of reducing the number and severity of commercial truck and bus accidents.

# INTRODUCTION

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The Motor Carrier Safety Assistance Program was initially authorized by Section 402 of the Surface Transportation Assistance Act (STAA) of 1982 (P.L. 97-424). The program was subsequently reauthorized through the year 1991 by the Commercial Motor Vehicle Safety Act (CMVSA) of 1986 (P.L. 98-570). Under this program the Federal Highway Administration provides grants to States and Territories to enforce Federal and compatible State motor carrier safety and hazardous materials regulations.

The objective of the MCSAP is to reduce the number and severity of accidents and hazardous materials accidents involving commercial motor vehicles. The MCSAP seeks to accomplish this by substantially increasing the level of inspection and enforcement activity and the likelihood that safety defects, driver deficiencies and unsafe carrier practices will be detected and corrected. Initially, the FHWA encouraged States to develop a driver/vehicle inspection program which would be the primary activity used to accomplish this objective. It was felt the inspection activity could be quickly and easily implemented because it required less training and the training was readily available from the FHWA. This was also a very visible program.

Other integral activities of the MCSAP included safety reviews of motor carriers' terminals, enforcement investigations, education and technical assistance programs, public awareness programs, commercial driver's license enforcement programs, drug and alcohol enforcement programs, accident investigation programs and training programs.

The MCSAP is a matching grant-in-aid program with the Federal Government providing no more than 80 percent of the costs of the State or Territory safety enforcement activities. To participate in the program, a State is required to meet certain criteria specified in the STAA and the CMVSA and certain administrative criteria defined by the FHWA.

The MCSAP has resulted in a wide diversity of benefits to the Federal Government, the participating States, the motoring public, and to the commercial motor carrier industry. These include the following:

- increased uniformity of State and Federal motor carrier safety and hazardous materials transportation laws, regulations and inspection procedures
- reexamination of the effectiveness and future direction of State plans, policies and programs to improve commercial motor vehicle safety
- increased awareness and commitment of State officials to truck and bus safety, including continued emphasis on programs to prevent commercial motor vehicle accidents through communication and dialogue with the public and industry
- collection and generation of an improved data base on motor carrier inspections and accidents
- additions to, and in some cases the establishment of, State inspection staffs and, consequently, increased quality and quantity of uniform roadside inspections and safety reviews
- increased attention directed toward the inspection of buses and trucks transporting hazardous materials and wastes
- increased compliance with the Federal motor carrier safety regulations, including the single driver's license requirement, and Federal hazardous materials regulations
- increased compliance with compatible State motor carrier safety regulations
- more uniform enforcement of the regulations as they pertain to intrastate commercial motor carriers (in many instances intrastate commercial motor carriers were not subject to certain regulations prior to the MCSAP)
- increased information-sharing among States regarding activities useful in improving motor carrier safety
- increased flexibility for the Federal motor carrier safety program
- identification of unsafe or unsatisfactory motor carriers, thus allowing better targeting for follow-up reviews of carrier operations
- increased deterrent to unsafe commercial motor vehicle operations and drivers
- increased inspection/enforcement presence

- removal of many unsafe drivers and vehicles from the highway as a result of the issuance of out-of-service citations
- increased support from the motor carrier industry
- improvement in the condition of commercial motor vehicles operating on the highways
- a reduced number of commercial motor vehicle accidents and a reduced number of deaths and injuries that might have otherwise been caused by commercial motor vehicle accidents.

In sum, there is now an increased commitment to a uniform national motor carrier safety program. This is evidenced by the high participation rate of the States in the MCSAP and by the increased involvement of the commercial motor carrier industry in motor carrier safety.

In spite of budget limitations, the MCSAP continues to expand. Many States are committing additional

resources above and beyond what is required by the MCSAP to improve their programs. Expansion also includes dedicating resources into new areas affecting commercial motor carrier safety such as commercial driver's license enforcement and the prohibition of drug and alcohol use by drivers.

The success of the program is evident and can be primarily attributed to the unique Federal/State partnership arrangement. This partnership is exemplified by the very active Commercial Vehicle Safety Alliance (CVSA). The CVSA, founded in 1980, is an organization of State and Provincial agencies dedicated to the improvement of commercial motor vehicle safety. The CVSA is discussed in more detail in part XII of this report.

This report identifies the many accomplishments of the MCSAP and analyzes its effectiveness by comparing commercial motor vehicle accident rates in various States from 1982 through 1987.

# **PARTICIPATION IN THE MCSAP**

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The intent of Congress in authorizing the MCSAP was to provide for a national uniform motor carrier safety program. One way to effectively accomplish this was to encourage all States and Territories to participate and to ensure that the participants were enforcing the Federal Motor Carrier Safety Regulations and Hazardous Materials Regulations or compatible State regulations. Full participation became one of the MCSAP objectives. Because there existed certain legislative and administrative criteria for participation in MCSAP, it was recognized that this objective would not be immediately achieved. During FY 1988, a total of 53 of 56 eligible States and Territories participated in the MCSAP. Although the

State of Texas was originally awarded a program grant for FY 1988, legislative problems forced its withdrawal in May of this year. Only South Dakota, the Virgin Islands, and the Northern Marianas did not participate in FY 1988. Since the inception of the MCSAP, only the Northern Marianas has never participated.

The MCSAP consists of two phases, development and implementation. The development phase is a planning and preparation phase, which may last up to 3 years. The implementation phase is the performance phase. The following maps illustrate the participation in the MCSAP by year.



# MCSAP Awards - FY 1984 to 1988

STATE	FY 1984 ACTUALLY AWARDED	FY 1985 ACTUALLY AWARDED	FY 1986 ACTUALLY AWARDED	FY 1987 ACTUALLY AWARDED	FY 1988 ACTUALLY AWARDED	TOTALS
Alabama	\$50,000	\$42,228	\$50,000	\$1,004,189	\$1,700,492	\$2,846,909
Alaska	0	0	0	0	50,000	50,000
Arizona	278,992	405,245	537,370	736,310	948,476	2,906,393
Arkansas	50,000	50,000	219,254	775,261	706,283	1,800,798
California	0	1,250,000	1,346,436	2,058,619	2,500,000	7,155,055
Colorado	50,000	357,249	470,655	1,547,246	1,414,100	3,839,250
Connecticut	47,520	213,013	243,106	797,624	760,024	2,061,287
Delaware	50,000	111,082	225,000	271,842	292,913	950,837
Florida	0	0	0	1,749,132	1,943,157	3,692,289
Georgia	0	275,102	408,403	840,050	1,056,398	2,579,953
Hawaii	32,000	32,000	40,000	151,240	257,716	512,956
Idaho	299,520	506,012	689,118	1,436,087	1,875,642	4,806,379
Illinois	912,036	1,470,452	1,294,000	2,092,192	2,308,960	8,077,640
Indiana	50,000	511,069	661,069	1,562,869	1,447,021	4,232,028
Iowa	297,880	472,338	465,200	384,836	629,269	2,249,523
Kansas	50,000	301,382	376,382	644,317	794,279	2,166,360
Kentucky	304,000	0	225,898	1,055,940	1,347,083	2,932,921
Louisiana	50,000	50,000	233,555	881,008	1,645,102	2,859,665
Maine	50,000	50,000	225,000	270,559	257,853	853,412
Maryland	50,000	281,713	429,819	932,000	1,018,572	2,712,104
Massachusetts	50,000	50,000	225,000	1,120,719	1,426,411	2,872,130
Michigan	304,210	919,379	936,003	2,368,931	2,486,548	7,015,071
Minnesota	493,845	782,936	887,238	1,300,611	1,061,625	4,526,255
Mississippi	50,000	44,400	50,000	449,187	610,685	1,204,272
Missouri	539,808	539,808	626,534	916,109	1,074,249	3,696,508
Montana	225,000	337,500	315,000	480,000	373,783	1,731,283
Nebraska	50,000	50,000	50,000	382,620	517,564	1,050,184
Nevada	225,000	225,000	225,000	462,002	396,784	1,533,786
New Hampshire	146,126	153,113	185,820	326,262	225,000	1,036,321
New Jersey	50,000	50,000	50,000	1,812,261	2,136,321	4,098,582
New Mexico	50,000	50,000	0	0	50,000	150,000
New York	21,160	50,000	581,920	2,031,614	2,065,299	4,749,993
North Carolina	552,687	571,739	621,019	1,394,057	1,345,856	4,485,358
North Dakota	50,000	156,740	224,926	269,092	287,980	988,738
Ohio	464,000	813,321	856,045	2,200,000	2,298,242	6,631,608
Oklahoma	0	0	50,000	50,000	678,621	778,621
Oregon	361,452	573,007	641,904	1,379,898	1,252,921	4,209,182
Pennsylvania	48,174	570,524	611,996	2,125,680	1,928,102	5,284,476
Rhode Island	45,280	45,280	40,000	577,187	517,075	1,224,822
South Carolina	50,000	0	0	262,106	348,837	660,943
South Dakota	50,000	50,000	0	0	0	100,000
Tennessee	355,298	808,458	1,110,522	2,340,780	2,247,859	6,862,917
Texas	50,000	48,000	0	730,917	2,500,000	3,328,917
Utah	300,480	357,012	408,093	994,836	665,478	2,725,899
Vermont	0	49,600	0	0	197,770	247,370
Virginia	50,000	50,000	279,501	846,405	1,048,681	2,274,587
Washington	277,785	402,073	592,943	1,696,154	1,989,003	4,957,958
West Virginia	50,000	102,843	157,526	502,301	489,349	1,302,019
Wisconsin	49,360	253,141	310,777	468,221	895,656	1,977,155
Wyoming	0	0	0	0	48,783	48,783
American Samoa	50,000	50,000	44,500	190,722	134,403	469,625
Dist. of Col.	0	50,000	0	50,000	0	100,000
Guam	50,000	50,000	50,000	225,000	225,000	600,000
Puerto Rico	21,804	50,000	150,000	225,000	225,000	671,804
Virgin Islands	0	50,000	50,000	49,900	0	149,900
<b>Totals</b>	<b>\$7,703,417</b>	<b>\$14,732,759</b>	<b>\$18,472,532</b>	<b>\$47,419,893</b>	<b>\$54,702,225</b>	<b>\$143,030,826</b>

# FUNDING OF THE MCSAP

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Participating MCSAP States can be funded for two phases of the program, development and implementation. In Title 49, Code of Federal Regulations, Part 350 - Commercial Motor Carrier Safety Assistance Program, development is defined as "the acts of a State in preparing to qualify for or make application for an implementation grant, which acts include, but are not limited to: (a) planning the program; (b) initiating any legislative or regulatory action necessary to comply with the requirements of this part; (c) formulating a budget for a program under this part; (d) designating the State agency responsible for administering the program; and (e) preparing a State Enforcement Plan (SEP). The funds available to any State in any one year for development purposes shall not exceed \$50,000."

The implementation phase is defined under the same section as "the acts of a State in carrying out an approved SEP, which acts include, but are not limited to: (a) recruiting and training of personnel, payment of salaries and fringe benefits, the acquisition and maintenance of equipment, and reasonable overhead costs needed to operate the program; (b) commencement and conduct of new or expanded systems of inspection; (c) establishment of an effective out-of-service and compliance enforcement system; and (d) retraining and replacing staff and equipment." The funds available to any State for implementation purposes in any one year are distributed according to an allocation formula based on five factors in equal proportion.

Funds which have not been awarded for implementation purposes through application of the distribu-

tion formula and unused funds from previous years are entered into a discretionary pool, and are redistributed at the discretion of the FHWA. The redistributed awards are known as discretionary and secondary grants. Discretionary grants are normally awarded for innovative motor carrier safety projects, whereas secondary grants are normally awarded to States whose basic formula distribution does not cover the salaries and fringe benefits of existing enforcement personnel.

Whether in development or implementation, MCSAP States are financed out of the Highway Trust Fund. In the STAA, Congress authorized the following amounts to be appropriated by FY: \$10 million for FY 1984; \$20 million for FY 1985; and \$30 million for FY 1986. Although Congress authorized these amounts, subsequent appropriation acts actually made the following amounts available: \$8 million for FY 1984; \$14 million for FY 1985; and \$16.27 million for FY 1986. The Commercial Motor Vehicle Safety Act of 1986, P.L. 99-570, gave the Secretary of Transportation authority to incur obligations (contract authority) to implement Section 402 of the STAA in the following amounts: \$50 million for FY 1987 and 1988, and \$60 million for FYs 1989 through 1991. Because of different takedowns (i.e., CDL enforcement) authorized by the legislation, the actual amount received for FY 1988 was approximately \$42 million. The amount expected to be received in FY 1989 through 1991 is approximately \$45 million. The following information is a breakdown of funding awarded to States from FY 1984 through 1988.

# TRAINING

Training has been and will continue to be an integral part of MCSAP and its overall effectiveness. During the initial stages of the development of MCSAP, one of the most crucial areas of importance identified was the proper training of State personnel designated by the specific lead agency. Uniform training was provided by numerous FHWA regional and division office personnel experienced in both driver-vehicle inspections and the corresponding driver-vehicle safety defect guidelines. Training was conducted at selected areas within the regions and at the Department of Transportation's Transportation Safety Institute (TSI) in Oklahoma City, Oklahoma.

In FY 1984, over 1,000 State enforcement officers in 13 states were trained in uniform driver-vehicle roadside inspection procedures and out-of-service criteria. Some 250 State enforcement officers had completed training in the safe transportation of hazardous materials by the end of FY 1985. By the end of FY 1986, approximately 2,500 State enforcement officers had been trained in uniform roadside inspection procedures and hazardous materials transportation and enforcement. At the start of FY 1988, a force of almost 2,900 State enforcement officers, in 49 States and Territories, was being utilized in vehicle inspections and safety reviews. Since the beginning of the program, in excess of 4,000 State inspectors have been trained with MCSAP funds; however, the actual utilization figure is lower due to the normal attrition of personnel, promotional opportunities for those involved in the program, etc.

The hazardous materials handling and enforcement training provided to the enforcement officers was given primarily by the Transportation Safety Institute. The course emphasized the Hazardous Materials (HM) Regulations and the proper handling of HM during the inspection procedure. Since the beginning of the program, approximately 3,200 State enforcement personnel have been trained in this program area. It is projected that another 400 State officers will be trained in HM in FY 1989.

As more States entered the implementation phase of the MCSAP, and as they began to expand their enforcement programs, training courses were developed to train State officers in the performance of on-site safety reviews. The OMC headquarters personnel, along with selected field staff members, instructed enforcement officers in a classroom setting, and during actual safety reviews.

Because of the growing demand for training and the limited training staff and resources at TSI, an instructor development course was developed in December 1987. This was aimed at selected State officers already involved in the MCSAP. These individuals were given uniform training in a very controlled setting at TSI. This training covered various aspects of the safety program, including the Federal Motor Carrier Safety Regulations and the North American Uniform Driver-Vehicle Inspection Procedure, which is described in the next section. In FY 1989, the training will be expanded to include the Federal Hazardous Materials Regulations and Safety/Compliance Review procedures.

The trained individuals were then given the task of traveling throughout the country to instruct new State enforcement officers. Uniformity was considered to be critical, and selected State trainers were trained in different areas of the program, enabling them to concentrate on that specific part of the program. To date, nine State officers have been given training in the initial phase of the course and are utilized nationwide as associate instructors. Eight State people have been given training in the second phase of the course, which covers the second half of the week-long course. The actual training courses conducted by these associate instructors began in February 1988. It is anticipated that 41 courses will be given by these State instructors nationwide by the end of FY 1988. Thirty-three of these courses are to be given in vehicle inspections and use of the standard out-of-service criteria. The remaining eight courses are to be given in the safety review process.

Another recently completed effort to further ensure uniformity in training of State officers is the Commercial Driver and Vehicle Safety Inspection Training Package developed by the State of Michigan. In its 1987 SEP, the State submitted a proposal to develop a complete training package, including training aids, for State inspectors. The package covers:

- I. North American Uniform Driver-Vehicle Inspections
- II. Roadside Walk-Around Inspections (Driver and Vehicle)
- III. Driver-Only Inspections

Michigan's proposal followed the recommendations of the Commercial Vehicle Safety Alliance to Secretary of Transportation Elizabeth Dole in late 1986. In FY 1987, the State of Michigan gathered applicable materials from many different sources, and reviewed the material for inclusion in the package. The material was then submitted to the CVSA committee on Research and Training. Following this process, a draft training package was completed and submitted to the various CVSA committees (Vehicle - Driver - Hazardous Material - Research/Training) for review, revisions, and recommendations. The package was then forwarded to the CVSA Executive Committee and the FHWA - OMC Headquarters in Washington, D.C. The training package was ap-

proved by both parties in April 1988, and was distributed in July 1988. The completed product included five videotapes on walk-around inspections, driver-only inspections, air cam brakes, the North American Standard inspection-one person, and the North American Standard inspection-two people. The package also provides an instructor manual and a student manual along with informational slides for presentation. In excess of 200 completed training packages have been distributed by the FHWA and the CVSA to all states and provinces, all FHWA Officers-in-Charge/State Directors, all FHWA Regional Offices, and the Transportation Safety Institute.

# INSPECTIONS AND SAFETY REVIEWS

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## Inspections

Keeping in mind that the purpose of the MCSAP is to reduce the number and severity of commercial motor vehicle accidents, the FHWA initially chose to target commercial vehicles through roadside inspections to detect violations of the Federal Motor Carrier Safety Regulations (FMCSRs) and Hazardous Material Regulations (HMRs). MCSAP monies have funded and continue to fund four types of commercial vehicle inspections:

### **LEVEL I - North American Standard Inspection (See Attachment A)**

An inspection that includes each of the items specified under the North American Uniform Driver/Vehicle Inspection criteria. As a minimum, North American standard inspections must include examination of: driver's license, medical examiner's certificate and waiver if applicable, driver's record of duty status as required, hours of service, seat belt, vehicle inspection report, brake system, steering mechanism, wheels, tires, coupling devices, suspension, frame, fuel system, exhaust system, windshield wipers, lighting devices, cargo securement, and HM requirements as applicable.

### **LEVEL II - Walk-Around Driver/Vehicle Inspection (See Attachment B)**

An examination that, as a minimum, includes: driver's license, medical examiner's certificate, and waiver if applicable, driver's record of duty status as required, hours of service, seat belt, vehicle inspection report, fire extinguisher, warning devices for stopped vehicles, head lamps, turn signals, stop lamps, windshield and wipers, wheels, tires, fuel system, exhaust system, visible brake components, coupling devices, cargo securement, low air warning device, visible suspension components, and HM requirements as applicable. It is contemplated that the walk-around driver/vehicle inspection will be conducted without inspecting underneath the vehicle.

### **LEVEL III - Driver-Only Inspection**

A roadside examination of the driver's license, medical certification and waiver if applicable, driver's record of duty status as required, hours of service, seat belt, and vehicle inspection report.

### **LEVEL IV - Special Inspections**

Inspections under this heading typically include a one-time examination of a particular item. These examinations are normally made in support of a study or to verify or refute a suspected trend.

The Level I inspection is, generally, the most thorough and extensive. The FHWA encourages each State to spend at least 75 percent of MCSAP-funded inspection time on these inspections. They generally produce the largest number of out-of-service vehicles and drivers and appear to be the most effective in removing unsafe vehicles and drivers from the roadways.

States employ different approaches in performing the four types of roadside inspections, as well as using different types of facilities. Many states use inspection teams made up of two and sometimes three inspectors. Other states utilize single inspectors in performing all levels of inspections. States use weigh station facilities, specially-designated inspection areas, ports of entry, carrier terminals, rest areas, and other safe areas to conduct the four types of inspections. The American Association of State Highway Transportation Officials has been requested by the FHWA to develop a standardized design for inspection sites.

Inspections have been increasing every year since the inception of the MCSAP program (See Tables 1 through 5 on pages 14-17). These roadside checks have been the primary method of accomplishing the goals of MCSAP thus far, and industry opinion appears to favor continued inspection efforts. Robert Lomas, President of the National Private Trucking Association (NPTA), testified at a 1987 House hearing that "in NPTA's opinion, one of the most significantly beneficial safety programs of recent years is the Motor Carrier Safety Assistance Program (MCSAP). Not only have its monies fostered the States' adoption of the Federal regulations, the MCSAP program has contributed extensively to an increase in, and more effective enforcement of, the Federal regulations through the use of State enforcement personnel. Roadside inspections are one of the most effective means of detecting and placing out of service unsafe vehicles. As a result of MCSAP, there now exists an adequate number of trained

enforcement personnel to run an effective roadside inspection program nationally."

However, much more has been accomplished through MCSAP inspections than just increased enforcement of the Federal regulations or compatible State regulations. Inspections have served as a means to educate drivers and carriers in new regulations that have been adopted. MCSAP inspections provide the industry with information on the commercial driver's license requirements. State and Federal inspectors have also been utilized to disseminate news on the front axle brake requirements. Inspections have begun to build a database for all types of motor carrier safety-related statistics which will be used for numerous purposes.

With the mounting participation in the program, along with the increased funding, inspections conducted by State enforcement officers have increased markedly. In FY 1983, Federal safety inspectors performed approximately 36,000 commercial vehicle inspections. With the advent of the MCSAP in FY 1984, a total of 159,347 inspections were conducted by State inspectors throughout 17 states involved in the implementation phase of the MCSAP. Only 3 years later, the total number of inspections conducted by State officers involved in the program topped 1,000,000. The following tables indicate the increase in State inspection activities since the program's inception.

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## Safety Reviews of Carrier Operations

Although roadside inspections have been the principal focus of the MCSAP to date, carrier reviews have been considered a primary function since the beginning of the program. Terminal safety audits (i.e., completion of Safety Reviews [SR-1s] and Compliance Reviews [CR-1s]), with follow-up enforcement actions or compliance measures, are included in Part 350, the "Commercial Motor Carrier Safety Assistance Program" section of the FMCSRs, and have been funded under the MCSAP.

As States entered into the implementation phase of MCSAP, the initial emphasis was put on roadside inspections. As the individual States progressed, and as they continued to advance their cooperative safety effort, they moved into the review aspect of the program. Some States were involved in conducting reviews of motor carriers prior to the program; however, they were generally following their own procedures, and no statistics were gathered by the FHWA on these reviews. A small number of States that had motor carrier safety regulations and programs to enforce them were the first States to perform such reviews.

Prior to discussing reviews, some background on the terms used to describe these processes is warranted. The FHWA, prior to MCSAP, utilized its field staff to conduct safety audits on interstate motor carriers. These original on-site inspections of records were referred to as safety management audits or SMAs. From these SMAs, carriers were given a safety rating and then sorted by rating for follow-up reviews.

Then, Congress passed the Motor Carrier Safety Act of 1984, which directed the Department of Transportation to establish a procedure to assign a safety fitness rating to all carriers in interstate commerce. During the following FY, the FHWA developed a review process designed to examine a motor carrier's operation through a brief systems review. This systems review, called a safety review (SR-1s), was designed to assess the safety management controls built into a motor carrier's operation. These reviews are done by Safety Specialists by examining carrier records at the principal place of business. From these SR-1s, carriers receive safety ratings based on the results which are entered into an established computer algorithm. During the follow-up, audits known as compliance reviews, or CR-1s, are conducted. These reviews are designed to determine regulatory compliance, and enforcement actions could result. The SR-1 and CR-1 collectively made the safety management audit obsolete within the Federal program.

States involved in the performance of the first safety reviews in FY 1984 were conducting safety management audits similar to the Federal SMAs. A number of States continue to do SMAs. Following the Congressional mandate in the 1984 Act, the FHWA requested the States' assistance in rating the unrated interstate carriers. Some MCSAP States, further along in the implementation phase of the program, showed an interest in conducting SR-1s, and began conducting these newly designed reviews in FY 1987. While some States are assisting in the effort to rate interstate

**Table 1 - State Activities for Fiscal Year 1984**

State	Haz. Material Insp.	Non-Haz. Material Insp.	Bus Insp.	Total Insp.	Out-of-Service Vehicles	Out-of-Service Drivers	Safety Manag. Audits	Haz. Mat'l Audits
AZ	769	3,887	0	4,656	1,985	569	0	0
IA	167	9,143	0	9,310	1,749	1,376	0	0
ID	59	1,925	0	1,984	625	125	0	0
IL	5,744	16,381	0	22,125	5,881	1,310	0	0
KY	1,222	4,705	0	5,927	1,486	0	0	0
MI	3,481	18,409	0	21,890	6,237	6	0	0
MN	676	12,978	0	13,654	2,670	486	0	0
MO	376	3,239	0	3,615	1,306	43	0	0
MT	89	3,674	0	3,763	1,543	545	0	0
NC	242	1,008	0	1,250	475	43	0	0
NH	0	1,247	0	1,247	89	52	0	0
NV	251	6,100	0	6,351	327	90	0	0
OH	600	8,615	0	9,215	1,349	873	0	0
OR	602	7,986	0	8,588	2,405	6	0	0
TN	2,168	39,132	0	41,300	20,152	3,608	0	0
UT	202	2,903	n/a	3,105	1,325	141	0	0
WA	0	750	n/a	750	n/a	n/a	0	0
Total	16,648	142,082	0	158,730	49,604	9,273	0	0

**Table 2 - State Activities for Fiscal Year 1985**

State	Haz. Material Insp.	Non-Haz. Material Insp.	Bus Insp.	Total Insp.	Out-of-Service Vehicles	Out-of-Service Drivers	Safety Manag. Audits	Haz. Mat'l Audits
AZ	854	9,894	4	10,752	4,602	1,405	443	0
CA	1,261	6,225	0	7,486	1,576	0	0	0
CO	314	5,595	0	5,909	1,200	339	0	0
CT	133	1,517	0	1,650	860	0	0	0
DE	6	133	0	139	75	16	0	0
GA	2,190	8,539	0	10,729	5,040	2,497	0	0
IA	671	17,212	0	17,883	3,886	2,844	0	0
ID	120	2,220	3	2,343	786	136	0	0
IL	18,628	37,273	55	55,956	10,208	2,541	0	4
IN	649	11,300	1	11,950	4,507	806	0	0
KS	46	550	0	596	267	80	0	0
MD	127	978	0	1,105	333	31	0	0
MI	2,831	39,759	90	42,680	10,932	361	48	5
MN	1,117	23,279	110	24,506	4,592	206	17	7
MO	726	25,345	120	26,191	13,780	1,497	327	67
MT	101	4,068	8	4,177	861	426	3	0
NC	1,000	11,085	473	12,558	4,896	578	0	0
ND	566	5,560	0	6,126	2,283	186	0	0
NH	222	3,991	0	4,213	287	129	0	0
NV	272	8,890	263	9,425	1,076	676	0	0
OH	2,805	39,225	1,195	43,225	3,766	2,654	118	1
OR	513	11,395	4	11,912	3,911	266	228	73
PA	0	0	0	0	0	0	0	0
TN	2,236	38,553	0	40,789	20,348	4,536	0	0
UT	366	4,449	0	4,815	1,592	99	52	5
WA	642	6,678	1,696	9,016	3,671	80	0	0
WI	266	3,460	0	3,726	2,203	1,029	0	0
WV	157	3,337	23	3,517	45	277	0	0
Total	38,819	330,510	4,045	373,374	107,583	23,695	1,236	162

carriers by performing MCSAP-funded safety reviews, others are doing a variation of the safety management audit. Intrastate SMAs and CR-1s are being performed by numerous States and are being funded under MCSAP.

In FY 1984, a number of States were doing SMAs on both intrastate and interstate motor carriers; however, these on-site reviews were not being funded by MCSAP monies and no statistics were retained. In FY 1985, eight of the participating implementation States conducted SMAs. These eight States collectively conducted almost 1,400 reviews. In FY 1986, three additional States entered the review aspect of MCSAP and helped to increase the number of State-conducted reviews by over 30 percent to 1,828.

In FY 1987, the State of Utah initiated the safety review procedure in its MCSAP program as a pilot

project. State inspectors were trained in the Federal procedure and conducted 136 SR-1s by the end of the FY. The pilot project proved successful and helped to foster the development of the safety review process in numerous other MCSAP States. In FY 1988, Alabama, Arizona, California, Colorado, Idaho, Illinois, Indiana, Kansas, Maryland, Michigan, Minnesota, Montana, North Dakota, Nebraska, New Hampshire, New Jersey, Nevada, Ohio, Utah, Wisconsin, and West Virginia projected that training in the Federal procedure would take place and that safety reviews would be conducted as a part of their enforcement program. In addition, the State of Arkansas has received training in safety reviews and has the performance capability.

The following statistics indicate the increase in State inspection and safety review participation.

**Table 3 - State Activities for Fiscal Year 1986**

State	Haz. Material Insp.	Non-Haz. Material Insp.	Bus Insp.	Total Insp.	Out-of-Service Vehicles	Out-of-Service Drivers	Safety Manag. Audits	Haz. Mat'l Audits
AR	1,002	10,746	25	11,773	4,258	913	11	0
AZ	433	9,021	46	9,500	4,505	1,892	624	0
CA	2,944	16,979	725	20,648	3,737	559	0	0
CO	389	4,834	1	5,224	326	69	0	0
CT	354	5,148	51	5,553	3,527	233	0	0
DE	64	1,696	51	1,811	1,090	176	0	0
GA	3,243	12,897	253	16,393	8,078	4,646	0	0
IA	672	17,037	14	17,723	7,580	2,049	0	0
ID	515	8,456	48	9,019	2,450	687	0	0
IL	23,093	30,655	348	54,096	10,940	2,695	0	4
IN	935	12,308	86	13,329	5,704	1,066	0	0
KS	404	4,821	61	5,286	3,642	372	0	0
KY	869	22,716	31	23,616	11,711	234	0	0
LA	2,230	139	0	2,369	149	87	0	0
MA	89	4,113	0	4,202	153	49	0	0
MD	418	3,779	450	4,647	2,403	270	0	0
ME	77	2,411	77	2,565	1,801	218	0	0
MI	1,164	38,729	2,355	42,248	12,595	792	53	0
MN	752	23,460	1,053	25,265	6,080	254	41	10
MO	1,191	43,245	59	44,495	24,848	6,312	336	72
MT	215	3,831	92	4,138	1,802	377	21	3
NC	1,058	22,941	615	24,614	10,374	822	0	0
ND	1,070	6,077	6	7,153	2,525	2,022	0	0
NH	631	4,689	25	5,345	534	150	0	0
NV	879	7,440	381	8,700	1,073	938	0	0
NY	2,172	1,959	0	4,131	2,519	0	0	0
OH	2,946	53,992	416	57,354	10,878	4,658	238	0
OR	985	14,748	80	15,813	8,515	482	45	12
PA	1,606	11,172	613	13,391	4,971	987	0	0
RQ	75	89	0	164	150	27	0	0
TN	3,743	50,594	125	54,462	39,120	6,500	0	0
UT	704	8,715	111	9,530	4,425	210	252	79
VA	304	2,398	289	2,991	1,137	58	31	0
WA	879	11,970	2,511	15,360	6,679	232	0	0
WI	288	6,113	45	6,446	3,116	1,393	0	0
WV	513	8,936	497	9,946	4,749	748	0	0
Total	58,906	488,854	11,540	559,300	218,144	43,117	1,652	176

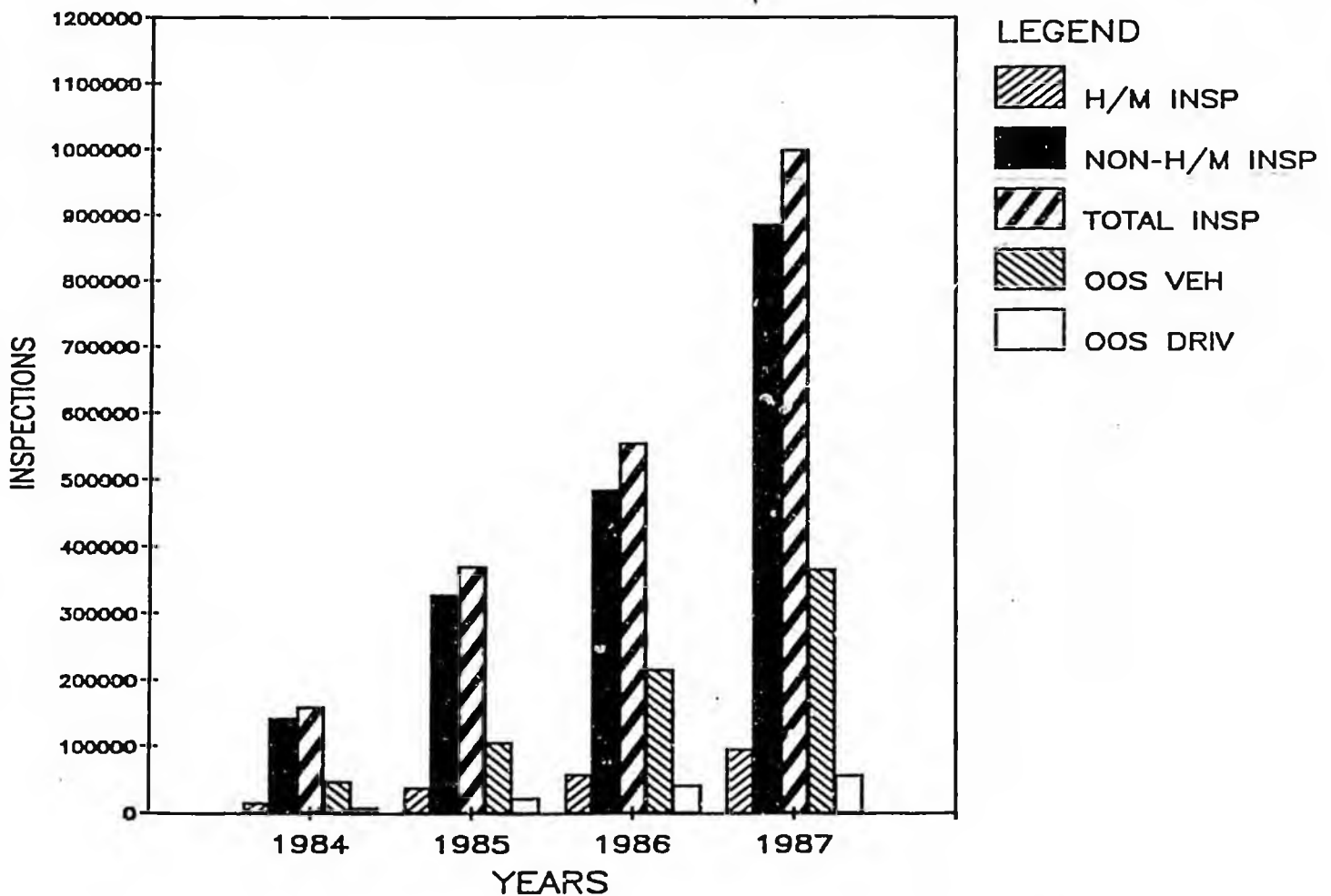
**Table 4 - State Activities for Fiscal Year 1987**

State	Haz. Material Insp.	Non-Haz. Material Insp.	Bus Insp.	Total Insp.	Out-of-Service Vehicles	Out-of-Service Drivers	Safety Manag. Audits	Haz. Mat'l Audits
AL	151	4,896	0	5,047	16	270	0	0
AQ	10	55	188	253	144	0	0	0
AR	2,072	24,089	24	26,185	5,789	1,383	1	1
AZ	0	22,654	0	22,654	4,364	2,323	507	0
CA	2,277	28,370	777	31,424	9,300	420	0	0
CO	2,032	29,625	9	31,666	10,511	2,790	0	0
CT	117	10,696	4	10,817	6,354	347	134	0
DE	360	3,366	157	3,883	2,001	309	0	0
FL	3	67	0	70	19	8	0	0
GA	2,911	15,225	55	18,191	10,015	2,848	0	0
HI	4	189	454	647	111	7	160	0
IA	640	20,682	1	21,323	9,842	2,259	0	0
ID	728	10,898	77	11,703	2,934	767	0	0
IL	33,510	37,128	147	70,785	13,284	3,721	0	0
IN	1,445	34,547	45	36,037	17,124	2,148	0	0
KS	844	10,384	9	11,237	6,789	620	75	6
KY	2,393	57,171	4	59,568	35,973	948	0	1
LA	7,943	3,675	1	11,619	3,583	824	1	0
MA	895	11,914	0	12,809	4,005	1,576	0	0
MD	1,215	9,015	195	10,425	4,445	738	0	0
ME	184	4,049	47	4,280	3,291	99	0	0
MI	2,485	52,526	4,558	59,569	16,287	1,076	160	2
MN	1,721	29,183	924	31,828	7,540	460	31	5
MO	876	39,688	12	40,576	20,899	4,729	567	76
MS	13	3,555	0	3,568	693	260	0	0
MT	135	3,422	17	3,574	1,483	253	13	7
NC	3,267	47,758	618	51,643	19,321	1,838	8	2
ND	494	5,220	8	5,722	2,085	393	0	0
NE	118	1,254	0	1,372	831	142	0	0
NH	222	3,544	0	3,766	1,121	241	0	0
NJ	2,887	22,181	5,789	30,857	10,251	2	123	4
NV	1,281	7,363	442	9,086	2,694	343	2	0
NY	5,017	18,504	0	23,521	8,357	646	0	0
OH	3,729	85,466	338	89,533	22,402	6,222	168	0
OR	1,137	14,450	23	15,610	9,320	383	67	12
PA	2,333	42,287	403	45,023	18,963	4,852	0	0
RI	332	2,597	0	2,929	1,574	280	0	0
RO	269	873	23	1,165	946	381	0	0
SC	299	6,480	61	6,840	3,236	596	0	0
TN	6,614	82,419	86	89,119	43,084	6,026	121	24
TX	972	24,510	0	25,482	0	0	0	0
UT	677	9,584	0	10,261	4,464	207	244	60
VA	155	3,469	83	3,707	2,236	605	0	0
WA	1,199	23,569	328	25,096	11,447	251	71	0
WI	246	10,362	7	10,615	4,138	2,076	0	0
WV	748	11,402	559	12,709	4,922	987	0	0
Total	96,960	890,361	16,473	1,003,794	368,188	57,654	2,453	200

**Table 5 - Year-By-Year Totals (Fiscal Years)**

State	Haz. Material Insp.	Non-Haz. Material Insp.	Bus Insp.	Total Insp.	Out-of-Service Vehicles	Out-of-Service Drivers	Safety Manag. Audits	Haz. Mat'l Audits
1984	16,648	142,082	0	158,730	49,604	9,273	0	0
1985	38,819	330,510	4,045	373,374	107,583	23,695	1,236	162
1986	58,906	488,854	11,540	559,300	218,144	43,177	1,652	180
1987	96,960	890,361	16,473	1,003,794	368,188	57,654	2,453	200

**MOTOR CARRIER SAFETY ASSISTANCE PROGRAM  
STATE ACTIVITIES BY FISCAL YEAR**



# RANDOM SAMPLING PROJECT

In 1988, the FHWA implemented a MCSAP random sample inspection program designed to measure the quality of vehicle maintenance and driver compliance with state motor carrier safety regulations. The inspections conducted during this project differ from routine inspections in that efforts are made to eliminate the bias in the vehicle selection procedure. By doing this, FHWA believes that more accurate information regarding out-of-service rates can be obtained.

The program involves States conducting random sample projects periodically (generally each quarter) using an acceptable random selection process. As more of these projects are conducted, the results should reveal more accurately the effectiveness of the MCSAP vehicle inspection effort nationally.

The normal inspection procedure followed by most States is not random in nature, in that vehicles selected for actual inspection are those which by appearance are suspected to be in violation. This will generally result in abnormally high out-of-service rates because poorly maintained vehicles are more apt to be singled out for inspection. For enforcement purposes, this is a valid selection process because it allows States to target those vehicles most likely to be in serious noncompliance. However, the statistics obtained as a result of a selective selection process are not representative of the motor carrier industry as a whole. In many cases, these are the statistics used by the media to report the condition of commercial motor vehicles on the Nation's highways.

Because most States began implementing the random sample inspection program only in 1988, com-

prehensive statistics are not yet available. However, the State of Wisconsin conducted a special random inspection project that is particularly noteworthy. In 1986, Wisconsin contracted with the Wisconsin Survey Research Laboratory to conduct a random sample project using a scientifically accepted methodology. An extensive amount of resources was dedicated to this project to ensure design and results of the effort were valid. In June 1988, Wisconsin repeated this effort using the same procedure as the initial effort. The following is a comparison of the results.

	1986	1988
Total Vehicles Inspected	450	594
Vehicles Out-of-Service	149 (33%)	143 (24%)
Drivers Out-of-Service	54 (12%)	89 (15%)
Vehicles - No Violations	147 (33%)	205 (35%)
Violations per Inspection	1.55	1.22

An analysis of these figures reveals a 27 percent decrease in the vehicle out-of-service rate from 1986 to 1988. Additionally, a 21 percent decrease in the number of violations per inspection was experienced. The rate of vehicles with no violations increased by more than six percent.

The random sampling project is expected to serve as an interim measure of effectiveness until a better accident analysis system can be developed. Implementation of the SAFETYNET accident module will enable FHWA to develop such a system.

# COMMERCIAL DRIVER'S LICENSE ENFORCEMENT

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Following the passage of the Commercial Motor Vehicle Safety Act of 1986, the Secretary of Transportation delegated responsibility for the implementation of the commercial driver's license sections of the Act to the FHWA.

Subsequently, rulemaking was initiated to require that operators of commercial motor vehicles possess a single driver's license; establish requirements for a driver to notify his or her home state and employer of driving violations and license suspensions; prohibit employers from using a driver whose license had been suspended; and establish disqualification requirements for: (1) driving under the influence of alcohol or drugs, (2) leaving the scene of an accident, (3) conviction of certain felonies, including controlled substance felonies, and (4) conviction of serious traffic violations.

To assist the FHWA in implementing the requirements of the Act and enforcing the provisions of the CDL regulations, various States participated in CDL activities funded through the MCSAP. These activities included the following:

- The Nevada State Patrol entered into an agreement with the FHWA to check selected driver licenses through the National Law Enforcement Telecommunications System (NLETS). This allowed the FHWA speedy access to the system to determine the driver's license status of drivers suspected of possessing multiple licenses or suspended or revoked licenses.
- On April 12-15, 1987, the States of Maryland, Pennsylvania and Virginia participated in a joint CDL effort with the FHWA. The driver contacts occurred at more than 25 locations covering major routes leading to and from the Greater Baltimore/Washington Metropolitan area. This activity was conducted in response to increasing concern regarding truck safety in the area and as a test of the FHWA's ability to focus the collective resources of multiple MCSAP States toward a common goal. This effort involved the inspection of 14,278 drivers of commercial motor vehicles for CDL violations. The information gathered was checked through the NLETS to verify the validity and to search for multiple driver's license violations. A total of 1,762 drivers were found to be in violation of the FMCSRs or compatible State regulations.
- The Rhode Island State Police conducted a special 24-hour commercial driver's license check on August 18-19, 1987. A total of 271 drivers were checked. Ninety-seven were discovered to have multiple licenses while five drivers possessed duplicate licenses.
- Ten states in the northeastern United States participated in a joint CDL effort with the FHWA on August 25-27, 1987. A total of 1,948 vehicles were inspected. Forty-three drivers were suspected or confirmed of operating commercial motor vehicles while possessing multiple licenses.
- The State of Montana conducted three special CDL checks during September 1987. A total of 298 drivers were checked. Eight drivers were found to have multiple licenses. Two drivers were operating with revoked or suspended licenses.
- The 10 states bordering the Mississippi River participated in an FHWA-coordinated CDL effort on October 5-8, 1987, along the Mississippi River from Lakeland, Minnesota, to Slidell, Louisiana. A total of 23,699 drivers were checked during the 72-hour period. This effort was educational in nature. Drivers were advised of the CDL requirements, provided informational handouts, and asked to voluntarily surrender any multiple licenses. Seventy multiple licenses were voluntarily surrendered during the check.
- The Idaho Department of Law Enforcement conducted a comprehensive driver's license check from July through November 1987. A total of 7,400 were checked resulting in 371 disqualified drivers, and 1,174 drivers with multiple licenses.
- On November 17-19, 1987, the State of New Jersey conducted a CDL bus check in Atlantic City, New Jersey. One hundred ninety-four drivers were contacted and provided with informational pamphlets on the CDL.

- The State of Minnesota conducted a CDL activity from August 1, 1987, through September 30, 1987. The effort involved checking compliance with CDL requirements for 2,027 drivers. Thirty drivers were found to possess duplicate licenses and 240 drivers were operating on suspended or revoked licenses.
- On May 17-19, 1988, the FHWA coordinated the International Road Safety Check involving 19

States and two Canadian Provinces. During this effort, 91 suspected CDL violations were discovered. Since July 1, 1987 (date single license requirement became effective), many States have incorporated the license check into their driver/vehicle inspection procedure. As information of suspected noncompliance with CDL requirements is obtained, it is routinely provided to the FHWA for appropriate action.

# SPECIAL PROJECTS

During the initial stages of the MCSAP, States and Territories were encouraged to concentrate on increasing the level of enforcement of the safety regulations by conducting roadside inspections. As inspections increased, and as the FHWA began to identify national or regional trends and problems, a need for special inspections and other projects was discovered. States involved in the program also began to identify problem areas and saw statewide or regionwide special projects as a means to gather information and compile statistics to evaluate the size of the targeted problem.

The following projects were conducted by groups of States in cooperation with Federal field staff members and by States in cooperation with Canadian Provinces. The special projects were conducted for various reasons and addressed different concerns. This selection of projects is given only as an example of the types of different studies being undertaken throughout the United States. An overview of smaller special projects that are being conducted by all participating states will follow.

- In June 1986, the States of Alabama, Colorado, Delaware, Idaho, Montana, New Hampshire, North Carolina, Utah, and Virginia participated in a National Bus Check with Regions 1-10 of the FHWA. A total of 3,884 buses were inspected during the four-day activity resulting in 315 (8%) out-of-service buses. In addition, 95 (2.5%) drivers were placed out-of-service for violations of the regulations.
- In April, 1987, a nationwide study on tire pressure in commercial vehicles was conducted by State personnel involved in the MCSAP. State inspectors were attempting to determine if intentional overinflation of tires was a safety problem throughout the industry. The officers used a 10 psi plus or minus range above or below the specified maximum pressure marked on the tire. The results indicated that 11 percent of the tires checked were inflated above the 10 psi range and that 19 percent were below.
- A Federal, State, and Canadian cooperative effort was conducted in August, 1987 involving 10 states and three locations in the Province of Quebec. A total of 109 Federal and State enforcement personnel from the States of Connecticut, Delaware, Maine, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island, and

Vermont participated, along with 13 Canadian inspectors. The 3-day roadcheck involved informing drivers of CDL requirements, checking for multiple licenses, and gathering information of the percentage of unsafe commercial motor vehicles. A total of 1,948 vehicles were inspected in the U.S., resulting in 781 vehicles and 180 drivers being placed out-of-service. The Canadian locations checked 608 vehicles, and removed registrations from 8 vehicles. This action is similar to our out-of-service action; however, their out-of-service actions were taken only against Quebec-based carriers. The CDL portion of the check resulted in 43 instances where drivers were suspected or confirmed of holding multiple licenses. The check was highly publicized by the media in the Northeast, helping to send the "safety" message to the industry.

- Because of the success of the first international roadcheck in August 1987, a second check was conducted in May 1988. This involved 19 States and 2 Canadian Provinces. Involvement in this effort included approximately 670 State and Federal personnel from the States of Connecticut, Illinois, Indiana, Iowa, Kansas, Maine, Massachusetts, Michigan, Minnesota, Missouri, Nebraska, New Jersey, New York, North Dakota, Ohio, Rhode Island, Vermont, Virginia, and Wisconsin. Quebec and Ontario also participated; however, the total Canadian involvement was not available. The inspections were conducted at a variety of locations within each State and at 11 Canadian border locations. Statistical information was gathered in a number of safety-related areas including front-axle brakes, tires, out-of-service compliance, CDL, and number of HM and non-HM laden vehicles. An objective of the check was to promote an exchange of dialogue between Canadian and U.S. officials regarding vehicle safety and the differing regulations on hazardous materials. A total of 9,476 inspections were performed resulting in 2,657 vehicles and 520 drivers being placed out-of-service. Of vehicles requiring front-axle brakes, 97 were discovered to have no brakes on the front axle. Fifty-two of these vehicles were placed out-of-service. Not all trucks missing these required brakes were placed out-of-service due to a number of States lacking legislative authority or because the carrier was based in Canada and was allowed to

return to retrofit with brakes. Vehicles placed out-of-service for inoperable brakes on the front axle totaled 264. Out-of-service compliance was also monitored and 79 (9.2%) of 855 vehicles and 34 (21%) of 162 drivers were reported as failing to comply with out-of-service instructions.

With special regional and national projects being conducted, the FHWA recognized the need for improved communications between the FHWA and the various States participating in the MCSAP. One effort undertaken to provide an improved communication capability was to develop and publish a periodic newsletter. On May 8, 1987, the State of Utah submitted a proposal to develop, print, and distribute such a newsletter. The initial issue was published and distributed in April 1988.

The newsletter is designed to provide an avenue for the exchange of information between the various participating MCSAP agencies. It also provides a mechanism for the reporting of results from State MCSAP efforts, communicating changes of MCSAP

policy, providing interpretations to States, and soliciting State input on MCSAP issues.

Contributions to the newsletter are sought from State MCSAP agencies, the FHWA, the CVSA, the motor carrier industry, and private individuals.

The FHWA also recently initiated a special drug enforcement project. This is a one-year project aimed at drivers engaged in using, buying, selling, or smuggling drugs. The program is being implemented with funds provided through MCSAP grants.

A drug enforcement team has been created and is responsible for developing a training module for participating agencies, designing a drug enforcement manual for use by State MCSAP agencies, and assisting in the development of State drug operations. The team will also assemble a data base consisting of information on commercial drivers involved in drug use and distribution.

- > State MCSAP officers have conducted joint details with the Arizona Criminal Investigation Bureau targeting illegal narcotic sales at truck stops. These details were covert and ended in numerous arrests.
- > Arizona prepared safety brochures during 1986 which were distributed to truckers to reinforce safety issues during the holiday season.
- > Arizona is also currently working on a High Risk Driver Program to target impaired drivers. The

program will involve the use of a Critical Tracking Task, which is a test capable of determining the alertness of drivers. The test, developed in the 1960s to test pilot and astronaut visual motor performance, will be conducted on a voluntary basis on drivers who appear to be fatigued. Base line data will be gathered to determine the minimum acceptable performance level for commercial vehicle operators.

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## Arkansas

- > The State has initiated an education campaign for the trucking industry by reprinting copies of the FMCSRs for dispersal to those in the industry who do not have knowledge of the regulations. Along with the regulations, the State has developed an informational pamphlet explaining the rules and regulations governing trucking in the State of Arkansas.
- > The State has renovated a 40-foot Recreation Vehicle (RV) used as a mobile office at truck inspection sites. This vehicle is utilized by inspectors needing to conduct interviews and write reports.

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## California

- > California conducted a hazardous material transportation study in FY 1986 using \$56,000 of MCSAP funds. The study was requested by the California legislature to determine if additional State legislation was needed to control the transportation of hazardous material (HM). The study determined that legislation in place was effective in controlling HM movements in the State.
- > The State participated in a 72-hour commercial vehicle inspection project with 11 Western States and Canadian Provinces. A total of 3,801 vehicles were checked at five strategic locations in the State. Vehicles placed out-of-service totaled 1,376 (36%). California is also currently participating in a joint National Highway Traffic Safety Administration (NHTSA)-MCSAP project which has resulted in the development of a commercial motor vehicle inspection and enforcement manual. For the development of this manual, a California Highway Patrol (CHP) captain was assigned to NHTSA headquarters in Washington, D.C. This manual, developed in phase I of the project, aids other law enforcement agencies in applying uniform concepts which have proven to be effective in addressing commercial vehicle safety needs. In phase II of the program, which is currently underway, a CHP lieutenant is conducting a series of pilot projects in selected states and local jurisdictions. Based on requests from interested agencies, and after consultation with NHTSA and FHWA Regional personnel, the lieutenant visits the selected locations to conduct a review of their total commercial enforcement program. Following the program review, the lieutenant assists the agency in developing and implementing a project action plan featuring enhancements aimed at improving the overall truck traffic safety in that area.

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## Colorado

- > In FY 1987, MCSAP troopers from the Colorado State Patrol, in conjunction with officers from the ports of entry, conducted a 92-hour continuous roadside inspection on Interstate 70 near Dumont. A total of 17 State officers participated in the check which started on July 6 and ended on July 10. 392 vehicles were inspected and 153 (39%) were placed out-of-service. This joint effort went well and additional large-scale team operations were planned.

# STATE-LEVEL ACTIVITIES

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The participating MCSAP States have been very active in developing innovative methods to more effectively and efficiently reach program goals and objectives. In addition to carrying out routine inspections and participating in nationwide special projects

covered previously, the States have responded to their special needs in a variety of ways. The information which follows highlights these State-level activities, in addition to providing information on non-participating States and Territories.

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## Alabama

- > Alabama is involved in a continuing education and safety awareness campaign for the industry. State enforcement officers, in cooperation with the FHWA and the Alabama Trucking Association, conduct safety meetings for motor carriers and drivers. During the fourth quarter of 1987, 10 joint safety meetings were conducted throughout the State. Approximately 500 people attended.
- > Department of Public Safety inspectors initiated a random sampling check in Chilton County on April 13, 1988. During the 8-hour activity, 748 commercial trucks passed the inspection location, and 33 were selected for inspection using an approved sampling method. Fourteen of the 33 trucks were taken off the road for critical safety violations.
- > In its FY 1988 SEP, Alabama proposed to develop and implement a unique pilot program which would provide inspectors with the capability of requesting and receiving driver license information on any driver from any State, or States, within a matter of

minutes. The proposal was to be implemented by installing Mobile Data Terminals with dedicated radio transmitters in each of the troopers' vehicles for transmitting data signals (e.g., driver inquiries). The data signals are to be transmitted to Motor Carrier Safety headquarters through controller boxes installed on 22 radio towers throughout Alabama. A computer at headquarters is to be utilized for reception, translation, and routing of the inquiry to the Alabama Criminal Justice System's mainframe, which, in turn, would respond back through the same channel. The system will also allow for administrative messages, daily collection of the inspectors' activity and the automatic tabulation of inspection data straight from the field. All transmissions would move at the speed of light. Currently the project is in its preliminary stages; however, once installed and fully operational, the program will provide a direct communication capability for inspectors.

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## Alaska

- > Alaska is currently in the development phase of MCSAP. The State is attempting to promulgate the necessary compatible state motor carrier safety

regulations for participation in the implementation phase.

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## American Samoa

- > In September, 1987, American Samoa inspectors conducted a special study at Satala and Fagatogo Market to monitor compliance progress of vehicles previously placed out-of-service. Eight buses and 2 cargo vehicles were reinspected to determine if

safety defects had been corrected. The study revealed all 10 vehicles were still being operated with out-of-service defects. Because of this, a special enforcement effort was initiated.

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## Arizona

- > The State purchased two terminal test vans in FY 1984 using MCSAP funds. These vans allow state enforcement officers to inspect trailer units when

power units are not available. The vans are used at carrier terminals, accident scenes, and inspection locations.

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- > The Colorado State Patrol, Motor Carrier Safety Unit, has begun publishing a monthly newsletter on trucking issues called "Truckers & Troopers." The intention of the newsletter is to foster the cooperative safety effort between the State and the industry. In a recent issue, the State Patrol published statis-

tics indicating that the number of trucks passing Colorado inspections is increasing. During 1987, State Patrol inspectors issued CVSA stickers to 31 percent of the trucks inspected. Thus far in 1988, 38.6 percent of the inspected trucks are being stickered.

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## Connecticut

- > Using MCSAP funds in FY 1986, the State published a "Trucking Manual" designed to inform the professional truck driver of the applicable Connecticut rules and regulations concerning trucking safety, as well as taxes and permits.
- > Connecticut MCSAP inspectors are currently involved in an Inspection Repair Audit Program (IRAP) whereby roadside inspections are followed up with actual terminal and maintenance facility site visits. The full-time inspector involved in the follow-up program is provided with information from the roadside inspectors on carriers that appear to be chronic safety violators. The inspector then visits the

location where the violating carrier maintains road equipment to perform a review of maintenance and repair records. If the inspector has information on specific vehicles that were previously placed out-of-service by MCSAP road inspectors, the inspector will normally request to audit that vehicle's repair records. If that same vehicle is on the premises, the officer will conduct a full inspection to determine if the safety defects previously discovered had, in fact, been corrected. The program is working so well that the State is proposing to increase the staff of the program from one to six full-time inspectors.

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## Delaware

- > Using MCSAP funds, the State of Delaware sent all carriers based in the State a letter advising them of both the State and Federal safety regulations. The mass mailing also served to inform the carrier population of the role the Delaware State Police was playing in the enforcement of the regulations.
- > State officials also developed a publication called "Trucking Through the First State." This guide is distributed to drivers on the road and to motor carrier officials through the mail.

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## District of Columbia

- > The District of Columbia participated in the development phase of the program in FY 1985 and 1987. Currently, the District is working to obtain the necessary legislation to fully develop and implement an effective commercial vehicle safety program.

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## Florida

- > Currently the State of Florida is conducting statewide seminars on the safety regulations for the industry. State inspectors conduct these seminars for groups of motor carriers to instruct them on the applicability of the regulations and to make them aware of the procedures used during roadside inspections.
- > Florida also participated in a truck show in FY 1988 during which the roadside inspection procedure was demonstrated.

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## Georgia

- > On April 13, 1988, the State conducted a random inspection check in Forsyth, Carroll, and Bryan counties. Eleven Georgia MCSAP inspectors participated in the random check which lasted 9.5 hours. Over 4,600 commercial vehicles passed through the three check points, and a total of 114 vehicles were inspected. 60 were placed out-of-service for safety defects. Four drivers were also taken off the road for violations of the safety regulations. Once an inspection was completed, the random selection procedure called for the officers to wave through the next two vehicles, and inspect the third vehicle passing through the site.
- > Georgia MCSAP inspectors are currently involved in an industry awareness campaign focusing primarily on the CDL requirements. For the campaign the State has developed a 20-25-minute CDL videotape which is shown as a part of the presentation given to industry and trade associations. The videotape discusses the motivations for and the requirements of the new license law, the way in which it will affect drivers, and the manner in which it will be enforced.

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## Guam

- > In FY 1988, Guam used MCSAP funds to purchase a mobile van complete with radio capability. The van is currently being remodeled for use as a mobile communications and inspection center. This vehicle will provide the capability to relocate inspection sites as dictated by commercial traffic activity and is expected to be especially effective on bypass activities from vehicles not originating from the Port Authority of Guam Compound.

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## Hawaii

- > Hawaii is involved in a comprehensive commercial vehicle safety program under the MCSAP. State officers conduct both driver/vehicle inspections and safety reviews as part of their program. Inspectors utilize a mobile van for inspection activities, enabling them to inspect trucks at remote locations, as well as in populated areas such as airports, harbor piers, and State parks. Hawaii employs MCSAP enforcement officers on all four major islands, Hawaii, Kauai, Maui, and Oahu.

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## Idaho

- > In FY 1987, the State of Idaho initiated a Commercial Driver's License Evaluation Project to provide the FHWA with information concerning the extent of violations involving multiple licenses. The discretionary funding provided by the FHWA allowed the State to utilize non-MCSAP patrol officers to check commercial drivers for multiple licenses. During the project, 10,933 drivers were checked, and 17.6 percent were found to have more than one license. Six percent were operating on one or more suspended licenses. Data generated by this study was significant enough to allow promulgation of a comparable State regulation which allows State officers to issue citations when drivers are found to have more than one license. Following conclusion of the project, the State developed a videotape which highlighted the project's accomplishments and provided insight into the extent of the driver licensing problem.
- > In July 1987, the State was authorized funding for a Hazardous Materials Risk Assessment Study to study the flow of hazardous materials and the risk associated with the transportation of HM in Idaho. The study was completed in October 1987, and the results confirmed the previous results from a joint Washington/Idaho HM study. The study found that the percentage of HM transported along U.S. 95 and I-84 during the summer months averaged 3.74 percent of the total truck traffic. The percentage of Level I inspections directed toward HM traffic closely paralleled the actual truck traffic transporting HM.
- > The Idaho State Police also produced a cargo tank video in FY 1988 designed to be used for both instructional and informational purposes. It

illustrates the various types of defects relating to cargo tanks and identifies ways to detect them.

- > In FY 1988, State inspectors participated in a national tire pressure study to determine whether motor carriers were using tires which were improperly inflated.
- > Idaho also participated in special vehicle inspections to determine the extent of compliance by motor carriers with the front wheel brake requirement.
- > Idaho has also been selected as a test State for the SAFETYNET accident module. Once in place, this module will allow the FHWA and the states to analyze the interrelationships between vehicle inspections and accidents, as well as improve the quality and completeness of the data.
- > In FY 1988, Idaho was granted discretionary money to conduct another CDL enforcement project similar to that conducted in 1987. During the project, which lasted from April through August 1988, over 8,600 drivers were contacted to determine their compliance with the CDL requirements. Once again, the State produced a videotape detailing the numbers of the effort. Comparisons between the statistical data gathered during the 1987 effort and those compiled in 1988 indicated a downward trend in drivers operating with multiple licenses. Although multiple-licensed drivers appear to be decreasing, the percentage of drivers operating on suspended or revoked permits is showing an upward trend.

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## Illinois

- > Using MCSAP funds, the State of Illinois purchased and equipped two mobile vans equipped with computer terminals which allow State inspectors to access driving record information from inspection sites.
- > The Illinois Department of Transportation (IDOT) and the Illinois State Police (ISP) jointly operate a specialized hazardous material enforcement program. The ISP is responsible for conducting HM roadside inspections and the IDOT is responsible for the enforcement actions resulting from violations discovered during the inspections. Through this program, Illinois completes 40,000-50,000 HM inspections per year.
- > The IDOT also provides in-depth HM training to States requesting it. The training is 2 weeks in duration and involves enforcement of the HM regulations. Since the inception of the MCSAP, this course has been given to five different States.
- > The State of Illinois initiated a covert drug enforcement project in July 1987. This project was funded with MCSAP monies and involved two State enforcement officers posing as truck drivers, with two additional officers providing surveillance and back-up. The project was aimed at truck drivers and others involved in the buying and selling of illegal narcotics at truck stops. This detail lasted approximately 6 weeks. Overall, 12 arrests were made for either delivery or possession of controlled substances and cannabis. The project was reauthorized and expanded in FY 1988.
- > In FY 1988 State inspectors participated in a national tire pressure study to determine whether motor carriers were using improperly inflated tires.

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## Indiana

- > The Indiana State Police (ISP) initiated a driver vehicle inspection project that involves members of the Indiana Motor Truck Association (IMTA). Every quarter, members of the IMTA participate in actual roadside inspections with an ISP officer. This program has increased industry support for the MCSAP inspection effort and has provided useful information to participants on out-of-service criteria and inspection procedures.
- > Indiana is currently testing an MIS data input system for inspection reports using a form reader. It is anticipated Indiana will be able to eliminate two data input clerk positions by using the form

reader. A demonstration will be conducted at the 1988 Fall CVSA meeting.

- > Indiana entered into an agreement with the FHWA in August 1988 to conduct a special project involving the use of illegal drugs by commercial vehicle drivers. This effort concentrated on identifying and taking appropriate enforcement action against drivers selling, using or possessing illegal drugs.
- > In August 1988, the Indiana State Police, Motor Carrier Section, began publication of a quarterly

newsletter. The newsletter, entitled "The Q News," is used to improve communications between headquarters and field personnel regarding motor carrier issues.

- > During March and again in September of 1988, Indiana conducted a project designed to determine the degree of compliance with the new front wheel brake requirements. The results show that the degree of non-compliance decreased from 4.1 percent to 0.5 percent in this period.

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## Iowa

- > As a follow-up to the Mississippi River commercial driver's license check in FY 1987, the Iowa Department of Public Safety conducted a 50-State NLETS license check on 1,001 truck and bus drivers. Seven-

ty-five drivers with multiple licenses and 25 drivers operating with suspended licenses were discovered and follow-up action was initiated.

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## Kansas

- > In April 1988, the State of Kansas participated in a joint Federal/State safety review strike force in the Wichita metro area. The project involved 17 Kansas Highway Patrol troopers, 3 Kansas Corporation Commission officers and 16 Federal safety specialists. This effort provided the State personnel

with on-the-job SR-1 training and significantly reduced the number of unrated interstate carriers in the Wichita area. A total of 91 SR-1s were conducted, along with 5 CR-1s. As a result, 5 enforcement actions were taken.

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## Kentucky

- > In April 1988, the State of Kentucky participated in a random sampling inspection project sponsored by the CVSA Region II. State enforcement officers inspected commercial vehicles using the standard sampling method approved by the FHWA.

- > In June 1987, Kentucky began participating in a project to design and test a SAFETYNET data input system based on a multi-user configuration. This configuration is being designed to accommodate the large number of States whose high volume of data requires input of inspection and accident data from more than one workstation.

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## Louisiana

- > During 1987, the Louisiana State Police, in conjunction with the Louisiana Motor Transport Association, conducted numerous seminars throughout the

State on the Federal Motor Carrier Safety Regulations. These seminars were funded through the MCSAP.

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## Maine

- > In FY 1988, Maine enforcement officers participated in the FHWA Region 1 random sampling project, using the Kittery inspection facility. A total of 53 commercial vehicles were inspected and 36

(68%) were placed out-of-service. The majority of the vehicle defects discovered were brake-related.

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## Maryland

- > In FY 1987, Maryland participated in a joint Federal/State 72-hour random sampling road check with the States of Pennsylvania and Virginia. The State personnel conducted driver-only inspections while the Federal personnel conducted random driver/vehicle inspections. Maryland officers conducted 9,257 driver-only inspections resulting in 1,418 violations and 325 drivers being placed out-of-service.
- > Maryland also published a "Trucking in Maryland" manual advising members of the industry of State and Federal trucking safety regulations. The guide provides contact numbers for those needing assistance in the areas of licensing, permits, etc.

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## Massachusetts

- > In the first quarter of FY 1988, the State participated in a random sampling inspection project along with the remaining Region 1 States. State enforcement officers inspected 121 vehicles and placed 49 out-of-service.
- > Massachusetts State Police conducted a second road check on March 16, 1988, using the approved random selection criteria. Selection of vehicles deviated from the random process only when an obvious out-of-service defect was noted. During this check, a total of 58 inspections were conducted resulting in 12 commercial vehicles and 7 drivers being placed out-of-service. A total of 82 violations of the safety regulations and hazardous materials regulations were discovered.

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## Michigan

- > The State of Michigan, in conjunction with the FHWA, has produced a video entitled "Sharing the Road." The video depicts the Federal/State partnership and the cooperative effort which exists between the MCSAP and the CVSA.
- > A Specialized Transportation Enforcement Team has been created by the Department of State Police. It is responsible for conducting inspections at other than fixed facilities. These include special bus inspection efforts and strike force-type activities.
- > In FY 1987, Michigan received approval to conduct a pilot program using State Police Troopers to conduct commercial vehicle driver-only inspections and walk-around inspections of drivers and vehicles. The project involved taking non-MCSAP troopers, providing them training in the applicable inspection procedure, and allowing them to conduct inspections in conjunction with their normal patrol duties. The purpose was to determine if the inspections conducted by non-MCSAP road troopers would be beneficial to the program and cost-effective. Comparisons between the results of the inspections conducted by the non-MCSAP troopers against those conducted by the motor carrier division (MCD) troopers indicated that non-MCSAP troopers were conducting high-quality inspections and were finding both driver and vehicle violations at rates above those found by the MCD troopers. Results of cost estimates for these inspections also proved successful. The rates for both the driver-only and walk-around inspections appeared to be reasonable considering the number of defects detected. The evaluation of this project established a basis for continuing this activity in Michigan.
- > During FY 1988, Michigan began developing an officer exchange program. This involves State MCSAP officers conducting activities at out-of-state locations with the local State MCSAP officers. The program is intended to demonstrate the uniformity of the MCSAP and provide an opportunity for inspectors to observe how other States operate their programs. The initial exchange involved two Michigan MCSAP inspectors visiting the State of Minnesota.
- > Also during FY 1988 the State of Michigan completed a Commercial Driver and Vehicle Safety Inspection Training Package designed to promote increased uniformity in the training of State inspectors. The State developed and produced the package in coordination with the FHWA and the CVSA. The training package in-

cluded manuals, videotapes, and slides stressing consistency and uniformity while allowing for flexibility to accommodate special state/provincial requirements. Over 200 copies of the training package have been distributed to States and Territories, Canadian Provinces, FHWA Regional and Divisional offices, and the headquarters of the CVSA and the FHWA.

> Michigan is in the process of coordinating a study to determine compliance with the out-of-service notices issued by inspectors. The study was initiated because of concerns that commercial vehicles may be leaving inspection sites without correcting these violations.

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## Minnesota

> The State of Minnesota initiated a driver-only inspection program under MCSAP in August 1987 designed to address a number of safety-related objectives. Drivers were provided with information on the CDL requirements and related penalties for possessing more than one license. They were also afforded an opportunity to turn in extra licenses at the inspection site and receive receipts indicating that the license(s) had actually been surrendered to the proper authorities. The inspection procedure utilized in this project included a cursory check of the interior of the cab with special attention devoted to any evidence of alcohol, drugs, or firearms. This project focused primarily on interstate operators, and proved to be successful. Many violations were discovered during the course of the program, and many drivers considered to pose safety risks were removed from the road. The violations discovered included weapons violations, possession of illegal drugs, possession of alcohol, and operating a motor

vehicle on a suspended or revoked license. Approximately 11.8 percent of the drivers were found to possess either suspended, revoked or multiple licenses.

> In FY 1988, the Minnesota Department of Transportation began participating in quarterly safety review strike forces with the Federal field safety specialists. These efforts are one week in duration and normally involve between 8 and 15 personnel. The 1988 first and second quarter projects have resulted in approximately 130 SR-1s being completed.

> The State of Minnesota is currently implementing a multi-user SAFETYNET system. The system uses multiple data input terminals that will merge data into a primary processor for uploading to Washington, D.C.

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## Mississippi

> State officers participated in the October 1987 Mississippi River CDL check with nine additional States. The activity was coordinated by the FHWA, and was

educational in nature. Overall, 23,699 drivers were contacted during the check, and 70 voluntarily surrendered multiple licenses.

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## Missouri

> In FY 1988, the Missouri Department of Natural Resources submitted a proposal to sample hazardous waste shipments to verify the hazardous waste transported and to check compliance with the Federal Hazardous Materials Regulations. 30 samples were taken during inspections, resulting in 17 vehicles being placed out-of-service for violations of the FHMRs. Seventeen arrests also resulted from this effort.

> The lead agency administering the MCSAP in Missouri is the Missouri Department of Public Safety (MDPS). Currently there are five additional agencies participating in the enforcement plan: The Mis-

souri State Highway Patrol; the Missouri Division of Transportation; the Missouri Department of Natural Resources; the St. Louis Metropolitan Police Department; and the Kansas City Police Department. With the MDPS acting primarily as an administrative agency, the subgrantee agencies are given the responsibility for carrying out the activities in the SEP.

> The Kansas City Police Department conducts roadside driver/vehicle inspections at varying locations throughout the city on a roving basis. Municipal and state traffic citations for unsafe motor vehicles are the normal enforcement ac-

tions taken. A minor part of the Department's involvement in the program is the investigation of serious or fatal accidents involving commercial vehicles. Currently four officers are assigned to MCSAP activities on a full-time basis.

- > One full-time officer and nine secondary employment officers are currently working on MCSAP activities for the St. Louis Metropolitan Police Department. As a subgrantee agency, the Department conducts commercial vehicle inspections at

stationary check points set up around the city. "Off-peak" hours inspections are also conducted in the metro area using teams of two officers for safety considerations. During 1987 the Department obtained, through MCSAP, a mobile data terminal for use in the officers' vehicles. Drivers not qualified due to suspended or revoked licenses have been apprehended based on the information received from motor vehicle records accessed by the mobile data terminal.

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## Montana

- > During FY 1986, the State of Montana began a pilot project using a "short-form" for abbreviated driver inspections. The inspection procedure was developed to look at driver qualifications only, unless an obvious safety defect was spotted on the vehicle. It became evident that many vehicles had passed a National Uniform Vehicle Inspection by the issuance and display of CVSA quarterly stickers. At the same time, it was recognized that many carriers throughout the U.S. and Canada do not keep the same drivers on assigned vehicles, therefore many drivers were not being checked for qualification. The State agreed to pilot the program and record and report the information gathered separately. During FY 1986, the State performed 13,773 short-form inspections, resulting in 1,600 (11.5%) drivers and 210 (1.5%) vehicles being placed out-of-service. As a result of this project, the

FHWA in conjunction with the CVSA adopted the four levels of inspections.

- > The Montana Motor Carrier Association (MMCA) and the Montana Highway Patrol (MHP) jointly operate a safety trailer which is used regularly at state fairs and at "free coffee" stops during holidays to emphasize highway safety. The trailer is equipped with videocassette recorders which are used to show videotapes on vehicle safety and commercial vehicle safety inspection procedures. While the safety trailer is set up at rest areas and can be visited by all types of motorists, it is primarily aimed at the commercial vehicle driver. Safety demonstrations are given by the MMCA and the MHP and safety brochures are supplied for informational purposes for those interested.

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## Nebraska

- > In FY 1988, Nebraska, in conjunction with the States of Kansas, Iowa, and Missouri, participated in a program to ensure front wheel brakes were installed and operative on commercial motor vehicles. Random sampling techniques were used to obtain the

percentage of vehicles that were not in compliance with the front wheel brake requirements. Of the 549 vehicles inspected, 16 (2.9%) of the commercial motor vehicles did not have the newly-required brakes operative or installed.

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## Nevada

- > In its first year of implementation, Nevada purchased a 33-foot motor home and remodeled the interior for use as a mobile communications center (MCC). The vehicle was used at various remote inspection facilities and provided the inspectors with working space for inspection and citation paperwork. The mobile communications center also gave the officers access to Nevada Highway Patrol computers, as well as those of other law enforcement agencies. In 1987, two additional mobile units were purchased.
- > Nevada also developed the computer capability that allows a single inquiry of a driver to be directed to all 50 states through the NLETS. Prior to the implementation of this system, driver inquiries were entered 50 times to check all of the States. Drivers having multiple, suspended or revoked licenses, or otherwise questionable records in other States are detected and prevented from attaining another license. The MCC utilizes this system to perform 50-state license checks from inspection sites. As a result

revoked licenses, or otherwise questionable records in other States are detected and prevented from attaining another license. The MCC utilizes this system to perform 50-state license checks from inspection sites. As a result of this capability, Nevada has entered into another contract with the FHWA. Under this contract Nevada has agreed to run 50-state driver's license checks on drivers selected by the FHWA and based on information obtained during special CDL enforcement efforts or on drivers involved in selected accidents.

> State officers have also held special roadside inspections of loaded buses traveling to tourist areas. The inspections are normally conducted by three inspectors. Two of the State officers inspect the bus, while the third officer enters the bus and explains the purpose of the inspection and the interest that the State of Nevada has in commercial vehicle safety.

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## New Hampshire

> State MCSAP inspectors are being trained on different commercial vehicle components by the manufacturers of these components. With a better understanding of vehicle component design and function, enforcement officers can more easily

analyze and detect safety problems in the component systems. A greater understanding of these components also helps the inspectors to explain the problem to the driver and to company representatives.

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## New Jersey

> On December 16, 1987, the State of New Jersey participated in the Regional random sampling project. While the rest of the participating States focused primarily on commercial trucks, New Jersey inspected commercial buses along with trucks. A random inspection of buses resulted in 31 (18.5%) of 167 being placed out-of-service. Enforcement of-

cers also checked 203 trucks and placed 45 (22%) out-of-service.

> New Jersey's MCSAP provides for a special emphasis on commercial bus inspections. In FY 1987 the State conducted 5,789 bus inspections. This represents 35.1 percent of the MCSAP bus inspections conducted nationally.

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## New Mexico

> The State of New Mexico has participated in the development phase of MCSAP for three years. It will enter the implementation phase in FY 1989.

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## New York

> On July 8-9, 1987, a joint Federal/State inspection effort aimed at U.S. Postal Service contract carriers was undertaken in Albany. Two Federal inspectors and four State officers participated in the check, which took place at the main postal facility in the city. The inspection team was provided with a list of arrival times by the U.S. Postal Service, and the inspection hours were scheduled accordingly. During the check, 32 vehicles were inspected and 17 were placed out-of-service.

involved in this activity were eight State officers and two Federal Inspectors. The contract mail carriers were checked as they arrived at the main postal facility in Syracuse. In the time spent at the facility, the inspectors checked 30 trucks and placed 11 out-of-service.

> A similar activity again aimed at U.S. mail carriers was conducted in Syracuse on July 15-16, 1987. In-

> Nassau and Suffolk counties are currently involved in enforcing motor carrier safety regulations in coordination with the New York Department of Transportation. The counties have a total of six officers working in motor car-

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## North Carolina

- > North Carolina was one of the first states involved in the testing of the SAFETYNET system. This involved testing a system that used the state mainframe computer.
- > In 1987, North Carolina officers participated in a 3-day truck show in Charlotte. The officers distributed informational pamphlets. State inspectors demonstrated the standard driver vehicle inspection procedure.
- > During FY 1988, the State conducted a mass mailing to over 55,000 motor carriers domiciled in the state. The letters advised them of the motor carrier safety regulations adopted by the State and explained the Commercial Motor Vehicle Safety Act of 1986. The letter also provided an explanation of the penalty provisions for noncompliance with the regulations. The MCSAP provided \$13,600 for the costs of labor and materials of the project.

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## North Dakota

- > To be fully cost-effective with MCSAP-awarded monies, the State of North Dakota has employed part-time personnel to conduct inspection activities. Part-time employees have been utilized because commercial vehicle inspections can be conducted during only the warmer, spring and summer months. Just recently, the State requested full-time positions for its expanding program as it gears up to conduct terminal safety reviews.

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## Northern Marianas

- > The Territory of Northern Marianas has not participated in the program since its inception in 1984.

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## Ohio

- > During FY 1987, the Public Utilities Commission of Ohio (PUCO) implemented a unique program of issuing "report cards" to motor carriers. Each quarter the PUCO sends almost 13,000 computer printouts to motor carriers listing the results of all inspection activities involving each company's trucks. Since the program's inception one year ago, approximately 3,000 letters have been received from motor carriers supporting the PUCO's unique report card system.
- > Also during FY 1987, the PUCO published and distributed the "Ohio Motor Carrier Safety Rules Handbook" to carriers throughout Ohio to familiarize them with the State's motor carrier regulations. Special efforts were made to distribute these books to private intrastate carriers that were recently included by legislation under the motor carrier safety regulations.
- > Ohio is in the process of creating an HM compliance division within the PUCO. This division will be modeled after Illinois' HM program and will involve inspection of HM vehicles, safety reviews of HM shippers, and the implementation of civil forfeiture procedures. Approximately five full-time personnel will be dedicated to this effort.

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## Oklahoma

- > Oklahoma entered the implementation phase of MCSAP in FY 1988, following the passage of the Oklahoma Motor Carrier Safety and Hazardous Materials Transportation Act. The Department of Public Safety (DPS) initiated commercial vehicle inspections on a limited basis in October 1987. The inspection and enforcement activities were implemented under a warning program until the agency assured itself that carriers subject to the regulations were sufficiently educated as to the requirements of the law. In an effort to ensure that educational opportunities were available to

the motor carriers, the DPS, along with the Federal field staff, conducted a series of informational seminars in cooperation with the Oklahoma State Department of Technical Education.

> Oklahoma is currently developing a civil forfeiture enforcement procedure. A MCSAP-funded attorney is working full-time developing the program. The new procedure was expected to be fully operational by October 1988.

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## Oregon

- > In October 1985, the Oregon Public Utility Commission (OPUC), in conjunction with the Washington Utilities and Transportation Commission (WUTC), conducted a 72-hour driver's hours-of-service road check. State personnel from the OPUC were located at the Ashland and Klamath Falls ports of entry.
- > In September 1987, the State of Oregon participated in a 72-consecutive hour road check with nine western States and three Canadian Provinces in region IV of the CVSA.
- > Using MCSAP funds, Oregon conducted a HM flow study, the results of which indicated approximately six percent of the trucks traveling in and through the State transport hazardous material.
- > In FY 1988, the State contracted with the University of Oregon to review its motor carrier safety data system. The objective was to determine the confidence level associated with the safety data system and the

review and derivation of a multivariate index of safety associated with carriers operating in and through Oregon. The University's results indicated that based on driver/vehicle inspection data maintained by the State, those carriers that will have accidents can be predicted with 79 percent accuracy. They also learned they can predict, with a 64 percent accuracy rate, those carriers that will have accidents using "non-safety" indicators such as noncompliance with registration requirements and oversize/overweight regulations.

> Three local agencies in the State of Oregon are currently participating in the MCSAP. The counties of Washington and Multnomah and the city of Portland conduct vehicle inspections under the MCSAP. Washington County currently has four inspectors trained to conduct inspections. Multnomah County and the City of Portland have nine trained inspectors. During FY 1987 these agencies conducted 6,843 inspections.

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## Pennsylvania

- > The Commonwealth of Pennsylvania participated in a joint State/federal random sampling roadside project in April 1987. State enforcement officers conducted 2,248 driver-only inspections and placed 84 drivers out-of-service. The estimated cost incurred under the MCSAP for the State was \$7,100.
- > Using MCSAP monies, the Commonwealth of Pennsylvania developed a trucker's map for distribution

to commercial drivers. In addition to providing the basic information on the safety regulations in the State, the map contains items such as designated access routes, hazardous material restrictions, geometric constraints such as steep grades and dangerous curves, and other highway features related to safety.

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## Puerto Rico

- > In FY 1987, Puerto Rico MCSAP officials, in coordination with Research and Special Programs Administration (RSPA) representatives, participated in an investigation of unauthorized DOT cylinders on the Island. Territory involvement in the investiga-

tion included public hearings and inspections of facilities and containers. The Hazardous Materials Enforcement Division of RSPA also requested the MCSAP officers' assistance in a follow-up investigation.

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## Rhode Island

- > The Rhode Island State Police, Commercial Vehicle Enforcement Unit (CVEU), conducted a 24-hour special project on August 18-19, 1987, concentrating on the CDL regulation. During the course of the project, 271 drivers were checked on the NLETS for multiple licenses. Through this check, 97 drivers were discovered to have two or more licenses.
- > The CVEU also participated in the Northeast International Road Check in late August, 1987. The CVEU ran 66 driver checks on the NLETS, again checking for multiple licenses. In this project, 24 drivers were discovered to be in violation. Rhode Island, through the State Police CVEU, was the only State to check every driver through NLETS.

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## South Carolina

- > The State of South Carolina continues to participate in an industry awareness campaign by conducting seminars for groups and associations interested and involved in motor carrier operations. State officials discuss the safety regulations and stress the applicability of the requirements.
- > South Carolina also participated in the 1987 Southern Truck Show in Charlotte, North Carolina with North Carolina, Virginia, and West Virginia enforcement officers. South Carolina inspectors assisted the North Carolina enforcement officers in demonstrating the standard driver/vehicle inspection procedure.

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## South Dakota

- > South Dakota participated in the development phase of the program in FY 1984 and 1985. Since that time, it has not participated in MCSAP.

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## Tennessee

- > The State has conducted joint roadside driver vehicle inspections with the State of Kentucky at the Tennessee-Kentucky line on Interstate 75.
- > The lead agency has also increased its authority over drug and alcohol activities by enacting new legislation. In FY 1987, enforcement officers from Tennessee completed 300 drug cases and 443 alcohol-related cases against commercial drivers.
- > Currently, the State is checking for evidence of alcohol or drugs in the cab of every commercial vehicle it inspects.
- > In 1987, Tennessee participated in a special inspection effort designed to determine compliance with the new front wheel brake requirement of the FMCSRs.

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## Texas

- > The Texas Department of Public Safety (DPS) participated in two truck shows in conjunction with the Commercial Vehicle Safety Alliance (CVSA) and the FHWA OMC by having a booth where vehicle inspections were demonstrated. These demonstrations, conducted by State DPS personnel and funded by the MCSAP, provided education and technical assistance to members of the industry.
- > Although Texas was involved in the program in the early part of FY 1988, legislative problems forced the State to withdraw on May 24, 1988. The State will again be eligible for participation in the implementation phase of MCSAP in FY 1989.

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## Utah

- > In FY 1987, the State of Utah began a pilot project on SR-1s following the Federal procedures. The State's program has always included safety management audits along with driver vehicle inspections; however, the pilot project was the first of its kind among the States involved in the implementation phase of MCSAP. At the start, the State had 10 enforcement officers trained in the Federal procedures. Presently, 14 State officers are trained in the process and capable of performing SR-1s. This program has paved the way for other States to pursue similar safety activity.
- > Utah, in coordination with the FHWA, has developed and published a MCSAP quarterly newsletter. The newsletter, called the "MCSAP Highlighter," contains safety issues relating to the MCSAP. The publication promotes motor carrier safety and increases the exchange of information among the States.

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## Vermont

- > The State of Vermont participated as a development state in FY 1985, but did not reenter the program again until 1988. During 1988, the State experienced problems obtaining the necessary State funds for the program and, therefore, did not initiate an effective commercial vehicle safety program. These problems have been resolved and the State will implement a vehicle inspection program in FY-1989.

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## Virgin Islands

- > The Virgin Islands participated in the development phase of the program in FY 1985 through 1987. It did not participate in the MCSAP in FY 1988.

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## Virginia

- > Virginia participated in a joint Federal/State random sampling effort in April 1987. Along with the States of Maryland and Pennsylvania, Virginia enforcement officials conducted driver-only inspections while the Federal officers performed random driver/vehicle inspections. Virginia expended 904 man-hours during the project and incurred estimated costs of \$15,576 under the MCSAP.
- > State enforcement officers also participated in the international roadcheck conducted in May 1988 involving 19 Northeastern States and two Canadian Provinces. Overall, 6,203 vehicles were checked and 2,459 were placed out-of-service during the check.
- > Virginia also conducts between four and six concentrated roadchecks annually. Involved in these checks are members of the State drug teams, MCSAP officers, Division of Motor Vehicles investigators, and other State personnel. During these checks, the State personnel concentrate on drivers operating on suspended or revoked licenses, evidence of drugs and operators under the influence of drugs or alcohol, and unsafe commercial vehicles.
- > Although not funded by MCSAP monies, Fairfax County in Northern Virginia operates a motor carrier safety unit within the County Police. Fairfax County's unit was first implemented in August 1985, with a part-time staff of 21 vehicle inspectors operating on a rotating basis. The program continued as a part-time effort until 1987 when it became a full-time safety program. The County has received driver/vehicle inspection training from the Transportation Safety Institute as well as from the Regional and Divisional FHWA field staff. In addition to conducting driver vehicle inspections in accordance with national standards, the unit conducts informational classes at motor maintenance facilities located in the County. Meetings with industry associations and motor carriers are also held every 2 months to promote an exchange of information concerning commercial motor vehicle safety.

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## Washington

- > Two participating MCSAP agencies, the Washington State Patrol and the Washington Utilities and Transportation Commission, participated in a joint Washington/Oregon hours-of-service check in FY 1986. Overall, approximately 40 State officers participated in the 72-hour check aimed at drivers and their hours of service. Currently the State of Washington is developing and testing the SAFETYNET census matching module. The module will allow all participating States to append the Federal motor carrier census number to inspection and accident data, thereby providing the capability to generate national carrier profiles and other pertinent national statistics.
- > State MCSAP Commercial Vehicle Enforcement Officer Richard Campbell recently began a one-year assignment with the State Programs Division of the Office of Motor Carrier Safety Field Operations, in Washington, D.C. He will be working in coordination with FHWA personnel on several projects, including the development of an Inspection Manual. This one-year detail is being funded by MCSAP monies.

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## West Virginia

- > MCSAP inspectors from West Virginia participated in the Southern Truck Show in Charlotte, North Carolina in May 1987, along with inspectors from Virginia, South Carolina, and North Carolina. The show ran from April 30 to May 2, and drew a large number of interested people. The DOT/CVSA promotional/informational display was utilized and the national uniform driver vehicle inspection procedure was demonstrated on Ol' Blue, a 1951 KW Truck. In addition to the demonstration, motor carrier safety and hazardous material hand-outs were distributed, including a prototype of the Virginia CDL package, which explained how to turn in "extra" licenses.

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## Wisconsin

- > In FY 1986, the Wisconsin State Patrol contracted with the Wisconsin Survey Research Laboratory to conduct a scientifically valid random inspection project designed to determine the extent of the motor carrier safety problem in Wisconsin. The results indicated 38 percent of the vehicles inspected had out-of-service violations. Twelve percent of the drivers were placed out-of-service.
- > As a follow-up to the 1986 project, the State conducted a random sampling inspection project in June 1988, using the same parameters. The results of this more recent study indicated 34 percent of the vehicles had out-of-service violations and 15 percent of the drivers were placed out-of-service.
- > Wisconsin is implementing a direct data input system whereby inspection reports will be electronically processed at inspection locations. This new process allows for direct data input to SAFETYNET.
- > Wisconsin, in conjunction with the Wisconsin Motor Carrier Association and the FHWA, participated in several seminars throughout the state. The purpose was to provide motor carriers with information on State and Federal procedures and programs in enforcing the motor carrier safety regulations.

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## Wyoming

- > Wyoming entered the MCSAP as a development state in FY 1988. It will continue in the development phase in FY 1989. The State is currently developing compatible State motor carrier safety regulations required for the implementation phase of the MCSAP.

# SAFETYNET

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SAFETYNET is a management information system provided to the states by FHWA to assist in monitoring their motor carrier safety programs. It is also an important component of MCSAP since it provides an automated method for the States to transmit motor carrier data to FHWA for integration into the Motor Carrier Management Information System, the repository of nationwide motor carrier data for the FHWA's Office of Motor Carriers. FHWA can then analyze the data on a national basis and provide nationwide summary information to the States through SAFETYNET, as a basis for identifying recurring safety problems and planning corrective measures. Another important function of SAFETYNET in the future will be its use in determining program effectiveness at the Federal as well as the State level.

Prior to MCSAP, Federal safety investigators and motor carriers were solely responsible for providing motor carrier safety information to the FHWA. With MCSAP funding, States are now full partners and are also providing motor carrier safety data to FHWA.

In 1986, the States began implementing the FHWA-developed SAFETYNET. SAFETYNET is designed to support MCSAP by allowing the safety performance of interstate and intrastate commercial motor carriers to be monitored. The SAFETYNET hardware consists of at least one microcomputer in each participating State and a mainframe computer located in US DOT headquarters in Washington, DC. SAFETYNET software for microcomputers is developed and maintained for the States by FHWA.

Initially, SAFETYNET provided an automated method for the States to transmit only roadside inspection data to FHWA for integration with FHWA's Motor Carrier Management Information System (MCMIS). A majority of the States have the initial SAFETYNET system installed and will soon be inputting accident and other safety data and transmitting it to FHWA.

The OMC is developing SAFETYNET in modular form; that is, the system may be expanded to include additional information modules as the scope and requirements of MCSAP and the motor carrier transportation program are broadened. The development is in a three-phase approach. The phases of SAFETYNET, as they are currently envisioned, include the following functional and support modules:

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## Phase I

1. The Roadside Inspection module,
2. The Accident module,
3. The Census module,

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## Phase II

4. The Report Generation module,
5. The Message and File Transfer module,
6. The Safety/Compliance Monitoring module,

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## Phase III

7. The Enforcement module,
8. The Driver module.

The first module developed was the Roadside Inspection module. This module allows States to enter roadside inspection data into the SAFETYNET system. This data includes carrier information; inspection information; driver information; and State-specific information.

Periodically, State personnel transmit data to the USDOT central mainframe from State inspection reports pertaining to interstate carriers and hazardous materials shippers. This data is integrated into the MCMIS with the data from the rest of the Nation. This allows States to manage their own locally-generated databases as well as participate in the national database (MCMIS) managed by FHWA.

The other two Phase I modules are under development and are scheduled to be completed by October 1988.

The Accident module will allow FHWA and the States to analyze the interrelationships between vehicle inspections and accidents, as well as improve data completeness and accuracy. It will include carrier information; accident information; reportability data; related informational factors; and State-specific information.

The Census module will allow the system to assign a unique census number to every motor carrier for which a report is entered into SAFETYNET.

The Phase II modules will be under contract for development by Fall 1988.

The Phase III modules are now under consideration as future expansions to the system. These expansions are subject to MCSAP priorities.

In May 1988, the FHWA published a document entitled "The Motor Carrier Safety Information Network (SAFETYNET) Plan." This document describes the information system in its current form, describes the anticipated final form, and itemizes the steps required to reach final form.

As an ongoing project, the SAFETYNET hardware configuration is constantly being reviewed to ensure that the system meets the needs of the users while maintaining parity with state-of-the-art technology. Improvements such as providing options for multi-user data entry for larger States are being made as the opportunities arise.

Various States have been active in assisting with the design and development of SAFETYNET. Colorado, Michigan, North Carolina, and Oregon participated in the pilot testing of the Roadside Inspection module. Washington is participating in the testing of the Census module and Idaho and New Jersey will be participating in the testing of the Accident module. Additionally, Kentucky recently participated in a project to determine the feasibility of adapting the SAFETYNET inspection module software to a Local Area Network environment.

The CVSA has also been an active participant in the development of SAFETYNET. In February 1988, a CVSA-sponsored SAFETYNET seminar was held in Lexington, KY. This was designed to provide information and instruction to data input operators, technical support personnel, and management personnel on the SAFETYNET system.

Additionally, the CVSA data committee has actively assisted the FHWA in the development of SAFETYNET including development of:

- 1. motor carrier safety violation codes;
- 2. hazardous materials violation codes;
- 3. data elements for inspection report forms;
- 4. data elements for the Accident module; and
- 5. a user's manual.

Because of the technical complexity of the SAFETYNET system, the FHWA recognized the need to provide technical support to the States. In early 1988, the FHWA entered into a 3-year contract with Wilson Hill Associates, Inc., to provide technical assistance to States and FHWA on SAFETYNET

on an as-needed basis. This support will extend not only to the Roadside Inspection module, but to all future SAFETYNET modules.

Continued effectiveness of the SAFETYNET system is dependent on close coordination and communication between the FHWA and the participating States. FHWA has implemented various programs to ensure this coordination and communication. They include:

### **1. Monthly SAFETYNET Meetings**

These are held the second Monday of each month at OMC Headquarters. Participants include representatives from OMC, the CVSA, the MCSAP States, and contractors currently working on SAFETYNET.

### **2. Regional Briefings**

If requested, OMC headquarters staff are available to answer OMC field and State personnel questions concerning SAFETYNET during regional meetings.

### **3. SAFETYNET Workshops**

As previously discussed, CVSA workshops have been sponsored to instruct the States on the need and uses of SAFETYNET. These workshops will continue to be held on an as-needed basis.

### **4. Electronic Bulletin Board**

In cooperation with the RSPA, the FHWA and MCSAP States are using RSPA's electronic bulletin board, the Hazardous Materials Information Exchange (HMIX), to relay information on SAFETYNET to other States and to FHWA. When the message and file transfer module of SAFETYNET is completed, it will replace the HMIX system for the exchange of information and data files.

Coordination between the FHWA and other US DOT offices is also important for future development of SAFETYNET and to avoid duplication of efforts. FHWA continues to coordinate with other US DOT offices, including the NHTSA, the RSPA, and the Office of the Secretary.

Although the development and implementation of SAFETYNET were slow during the initial years of MCSAP, the last 2 years have shown a marked improvement. Currently, 37 States have installed SAFETYNET and are able to enter and transmit roadside inspection data to FHWA. They include:

**FHWA****Region    States**

1	Connecticut, Maine, Massachusetts, New Hampshire, New Jersey, New York, Rhode Island
3	Delaware, Maryland, Pennsylvania, Virginia, West Virginia
4	Florida, Georgia, Kentucky, North Carolina, South Carolina, Alabama
5	Illinois, Indiana, Ohio, Wisconsin
6	Arkansas, Louisiana, Oklahoma, Texas
7	Kansas, Missouri, Nebraska
8	Colorado, Montana, North Dakota, Utah
9	Arizona
10	Idaho, Oregon, Washington

Various other States are expected to be coming on-line on a case-by-case basis.

# COMMERCIAL VEHICLE SAFETY ALLIANCE (CVSA)

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The CVSA is an organization of State and provincial agencies in the United States and Canada dedicated to the improvement of commercial motor vehicle safety. The alliance was founded in 1980 and current membership includes 46 States and 10 Canadian provinces. Associate membership includes various industry representatives and associations, governmental agencies, and private individuals.

The objective of the CVSA and the MCSAP is identical -- to reduce the number and severity of accidents and hazardous materials incidents involving commercial motor vehicles by substantially increasing the level of enforcement activity and the likelihood that safety defects, driver deficiencies and unsafe carrier practices will be detected and corrected.

The MCSAP was designed to function as a State/Federal partnership program. However, the FHWA recognized that it was impractical to consummate this partnership arrangement without having one focal point through which the States could effectively participate in the MCSAP. The CVSA offered this focal point. Since the inception of MCSAP, the CVSA has been and continues to be an active participant in the program. This cooperation between FHWA and CVSA has resulted in a variety of accomplishments and joint efforts benefiting a national motor carrier safety effort. Some of these accomplishments are described below.

- Development of a uniform training curriculum for motor carrier safety inspectors. Various CVSA committees participated and assisted the State of Michigan in the development of a uniform training curriculum for motor carrier safety inspectors. This project was funded by the MCSAP.
- Development of uniform out-of-service criteria. In 1984 members of CVSA, State MCSAP agencies, the motor carrier industry, the FHWA, and the staff of the TSI convened a meeting to develop uniform out-of-service criteria. These criteria were developed and incorporated into the MCSAP inspection procedure. The CVSA adopted them for its member jurisdictions, and the criteria are now used universally by all MCSAP participants and CVSA jurisdictions. The out-of-service criteria are reviewed annually by the CVSA at its Spring and Fall national conferences. Recom-

mended changes are furnished to the FHWA for final review and appropriate action.

- Coordination of joint inspection and enforcement activities. In cooperation with the FHWA, the CVSA has coordinated several joint inspection activities. In May 1988, the CVSA Region 3 coordinated an international road safety check with FHWA Region 1 and several Canadian governmental agencies. This 3-day effort resulted in approximately 10,000 driver/vehicle inspections. Valuable statistical information on the use of recapped tires on steering axles, commercial drivers' license violations, compliance with the front wheel brake requirement, and the failure to repair out-of-service defects was obtained.
- Motor Carrier Safety Awareness and Industry Education Program. This program is a joint effort by the FHWA, CVSA, and RSPA. The project involved the development of a motor carrier safety display to be used at trade shows, truck shows, and other events. The purpose of the program was to provide information to drivers, motor carrier industry personnel, and the general public on a variety of motor carrier safety issues.
- Development of the four levels of inspection. In 1985, the State of Montana pilot tested a "short form" inspection procedure for the FHWA. This involved State MCSAP inspectors conducting other than a full North American Standard inspection. These inspections were conducted when circumstances were such that a full inspection could not be properly conducted (adverse weather conditions, unsafe location, etc.). The effort proved to be very successful. State inspectors were able to conduct driver-only or walk-around type inspections in these instances and verify compliance with certain sections of the motor carrier safety regulations, thereby increasing the efficiency of its program. The procedure allowed Montana to complete significantly more inspections than it could have if only full inspections were authorized.

As a result of Montana's effort, the FHWA, with assistance from the CVSA, developed four

authorized levels of inspection. These are the North American Standard (Level I), the walk around (Level II), the driver only (Level III), and special inspections (Level IV).

- **Uniformity of policies and procedures.** Because of the national scope of the MCSAP, uniformity has become a key objective of the program. This not only involves inspection procedures, but such items as regulations, training, enforcement procedures, audit procedures, and others. The CVSA has contributed significantly to the progress made toward the objective. The inspection procedure, out-of-service criteria, and inspection training curriculum were all efforts at providing uniformity in which the CVSA was active.

Additionally, the CVSA has undertaken an effort to study the possibility of standardization of the fine structures for motor carrier safety violations. A new CVSA committee has been created to undertake this effort. The CVSA is also in the process of developing qualification criteria for MCSAP training instructors. This will ensure more uniform training throughout the country.

The FHWA views the role of the CVSA in the MCSAP as extremely important. Because of the

partnership arrangement of the program, the CVSA is continually consulted regarding policy issues, regulatory changes, legislative initiatives, and other MCSAP-related items. CVSA input has allowed the MCSAP to function as a national program and has ensured the uniformity that is so essential to the continued success of MCSAP.

The degree of cooperation between the FHWA and the CVSA is demonstrated by the level of participation by each organization in the other organization's meetings. Each year the CVSA holds two national meetings. The FHWA is an active participant in those meetings. FHWA also actively participates in the CVSA committee meetings. In fact, each committee includes two FHWA personnel.

The FHWA currently hosts two general conferences each spring. These conferences are designed to provide updated information to States participating in the MCSAP and to address issues of mutual concern. The CVSA is an active participant in these meetings.

The cooperation, coordination, and communication between the FHWA and CVSA are and continue to be a key element in ensuring a national uniform motor carrier safety program.

# ACCIDENT ANALYSIS

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## Methodology

Accident data for 1984 through 1987 was obtained from 19 States selected on their ability to provide the necessary information. These States were California, Idaho, Illinois, Indiana, Iowa, Kentucky, Maryland, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New York, Ohio, Oregon, Pennsylvania, and Wisconsin.

Accident and mileage data could not be obtained from Kentucky, Nevada, and Montana for 1982. However, complete information was received for the years 1983 through 1987 for these States and is utilized in this report. Additionally, complete, consistent data could not be obtained for 1987 from Iowa, New York, and Ohio, thus only the 1982 through 1986 data is included for analysis. It should be noted that the fatal and injury accident information received from New York and Pennsylvania indicated the total number of fatalities and injuries resulting from commercial vehicle accidents, not the total number of fatal and injury accidents involving commercial motor vehicles. There are additional areas in which available data does not precisely correlate from State-to-State, such as definitions used to classify accidents, and readers should not attempt to compare one States' figures with another. We have tried to develop information on trends and have not attempted at this time to account for the differences which exist in the details of the data collection procedures.

## Analysis

Nebraska and Mississippi entered the implementation phase of MCSAP in FY 1987. New York entered implementation in FY 1986. Wisconsin, Maryland, and Indiana entered implementation in FY 1985. All of the other States evaluated in this report entered the implementation phase of the program in FY 1984.

An analysis of the data reveals that the overall commercial vehicle accident rates rose in 9 of the 19 States during the year of implementation. The accident rates decreased in the remaining 10 States during the implementation year. Following the implementation year, overall commercial vehicle accident rates declined in 17 of the 19 States either in the succeeding year or the third year of participation. Kentucky and Michigan were the only exceptions. Kentucky, after participating in the MCSAP in FY 1984, withdrew from the Program in FY 1985. In FY 1986 it reentered the MCSAP and began showing an accident rate reduction in FY 1987. Michigan began

showing an accident rate reduction in FY 1987, its fourth year of participation.

The analysis also reveals that 15 of the 19 States have lower current commercial vehicle accident rates than they had the year prior to entering the Implementation Phase of MCSAP. A similar trend occurred in the fatal accident rates for the States being sampled. In 13 States the latest fatal accident rate was lower than the rate in the year prior to the MCSAP implementation.

## Summary

The data used to conduct this analysis was the best available information. It is recognized that more consistency in reporting of accident information and commercial vehicle mileage figures by the States would enhance the analysis process, and efforts are underway to achieve this. A number of factors detract from the overall quality of current accident statistics on a national basis, such as the lack of a uniform definition of accident terms and uniform reporting requirements by the individual States. The data which was used is tabled and charted in the Attachment to demonstrate the described trends.

More consistency in reporting of accident information and commercial vehicle mileage figures by the States would enhance the analysis process, and efforts are underway to achieve more consistency. The implementation of the SAFETYNET accident module will improve the quality and quantity of data used in this type of analysis. Additionally, efforts have been initiated by the NHTSA and the FHWA to standardize certain information to be obtained and recorded on all State accident reports.

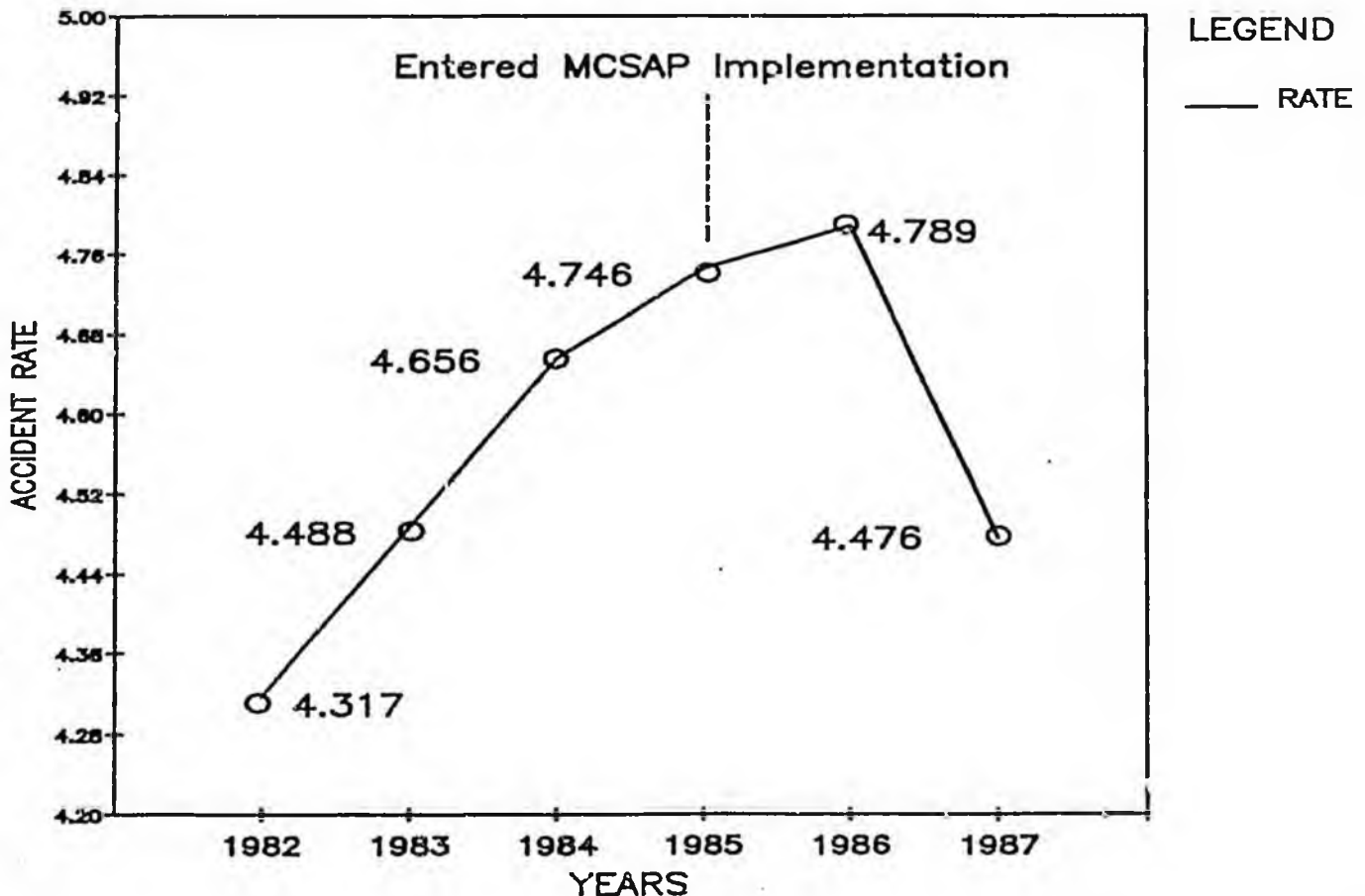
The information used and the analysis completed did identify certain trends in commercial vehicle accident rates. The rates as reported show a downward trend. Although it is clear that a number of factors influence this trend, the impact of the MCSAP cannot be discounted. Because of the broad participation in the Program, the MCSAP has a national impact on accident reduction. Although no direct "cause/effect" relationship between MCSAP and accident rates can be proven at this time, it is believed that the overall downward trend of commercial vehicle accident rates can be viewed as an indicator of the impact and success of the MCSAP.

# Accident Data

# CALIFORNIA

CATEGORY		1982	1983	1984	1985	1986	1987
FATAL	Num.	413	440	535	494	579	552
	Rate	.067	.068	.074	.066	.073	.063
INJURY	Num.	7,975	8,751	10,070	10,390	10,863	10,949
	Rate	1.292	1.348	1.392	1.390	1.363	1.265
PROP. DAMAGE	Num.	18,263	19,939	23,071	24,666	26,721	27,234
	Rate	2.958	3.072	3.189	3.299	3.354	3.147
TOTAL ACCID.	Num.	26,651	29,130	33,676	35,490	38,163	38,735
	Rate	4.317	4.488	4.656	4.746	4.789	4.476
COMM. MILEAGE(mil.)		6,173	6,490	7,233	7,477	7,968	8,653

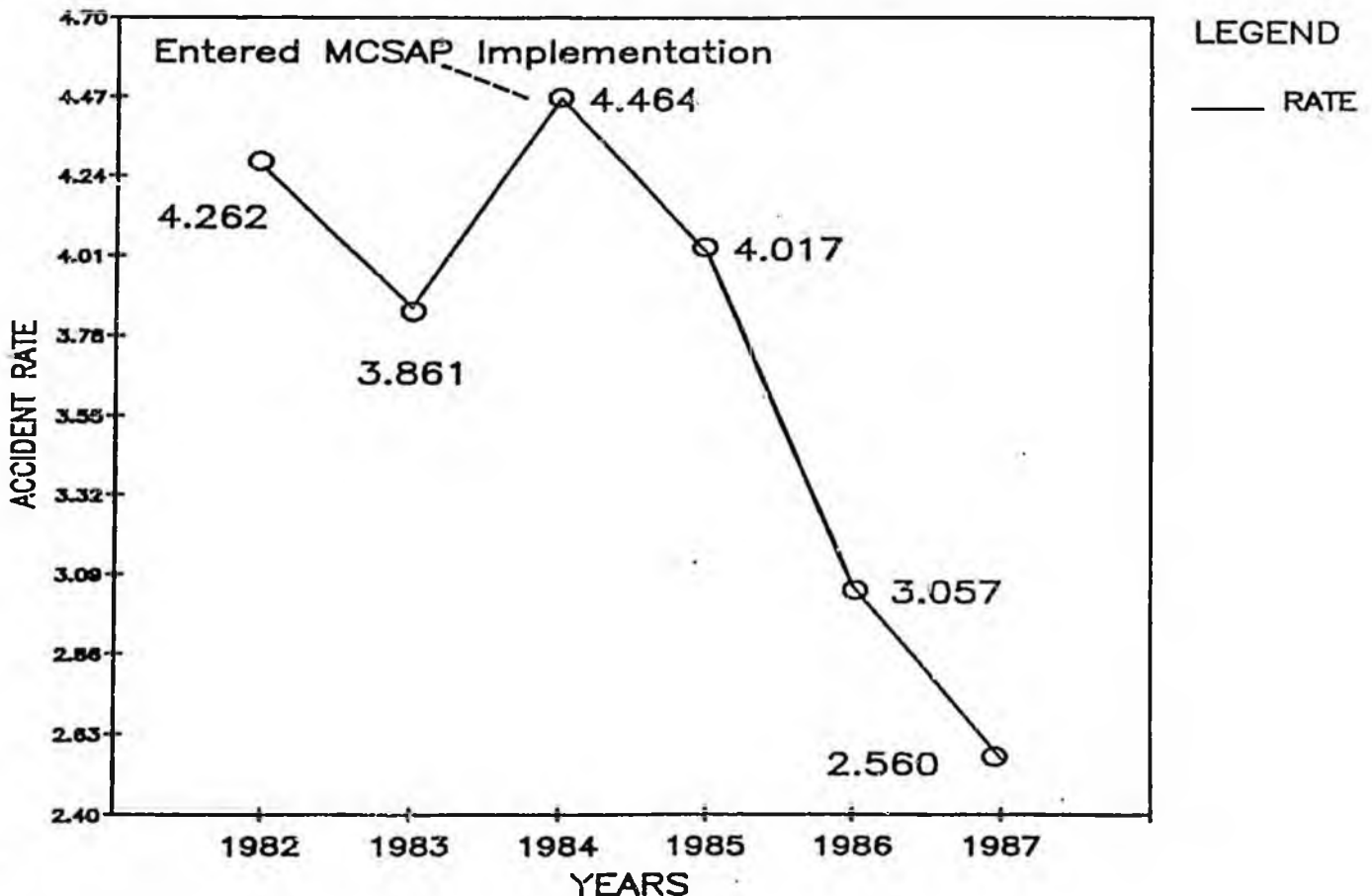
CALIFORNIA OVERALL ACCIDENT RATES  
(per million miles)



# IDAHO

CATEGORY		1982	1983	1984	1985	1986	1987
FATAL	Num.	38	42	42	52	53	33
	Rate	.061	.064	.059	.068	.074	.038
INJURY	Num.	590	552	701	685	556	522
	Rate	.925	.845	.980	.895	.701	.597
PROP. DAMAGE	Num.	2,054	1,927	2,449	2,336	1,809	1,685
	Rate	3.276	2.951	3.425	3.054	2.281	1.926
TOTAL ACCID.	Num.	2,672	2,521	3,192	3,073	2,424	2,240
	Rate	4.262	3.861	4.464	4.017	3.057	2.560
COMM. MILEAGE(mill.)		627	653	715	765	793	875

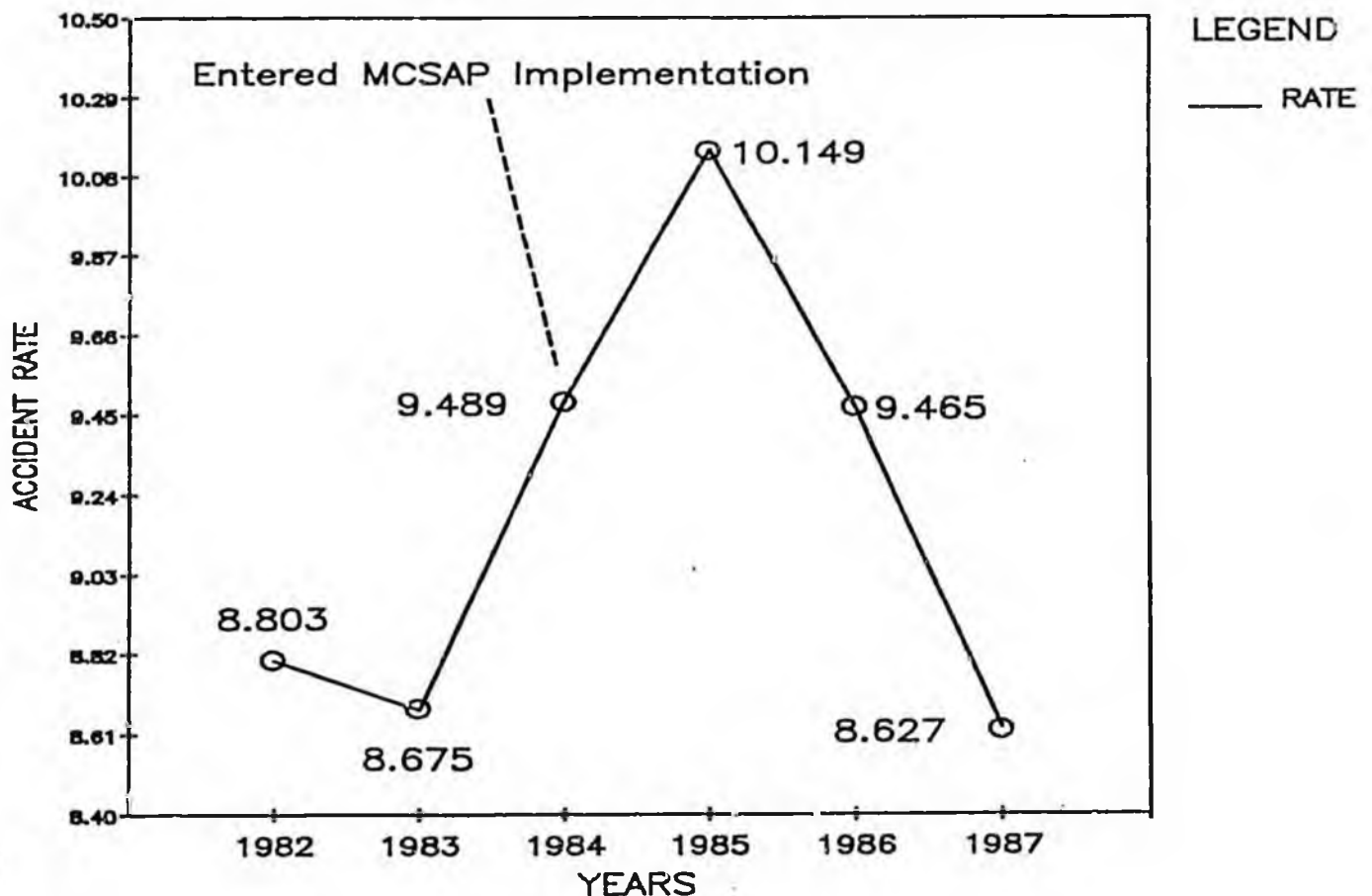
IDAHO OVERALL ACCIDENT RATES  
(per million miles)



# ILLINOIS

CATEGORY		1982	1983	1984	1985	1986	1987
FATAL	Num. Rate	181 .037	168 .034	189 .036	192 .036	223 .041	227 .042
INJURY	Num. Rate	6,792 1.391	6,848 1.376	7,699 1.463	8,178 1.554	8,063 1.480	8,894 1.639
PROP. DAMAGE	Num. Rate	36,002 7.374	36,152 7.265	42,052 7.990	45,023 8.558	43,282 7.945	37,687 6.946
TOTAL ACCID.	Num. Rate	42,975 8.803	43,168 8.675	49,940 9.489	53,393 10.149	51,568 9.465	46,808 8.627
COMM. MILEAGE (mill.)		4,882	4,976	5,263	5,261	5,448	5,426

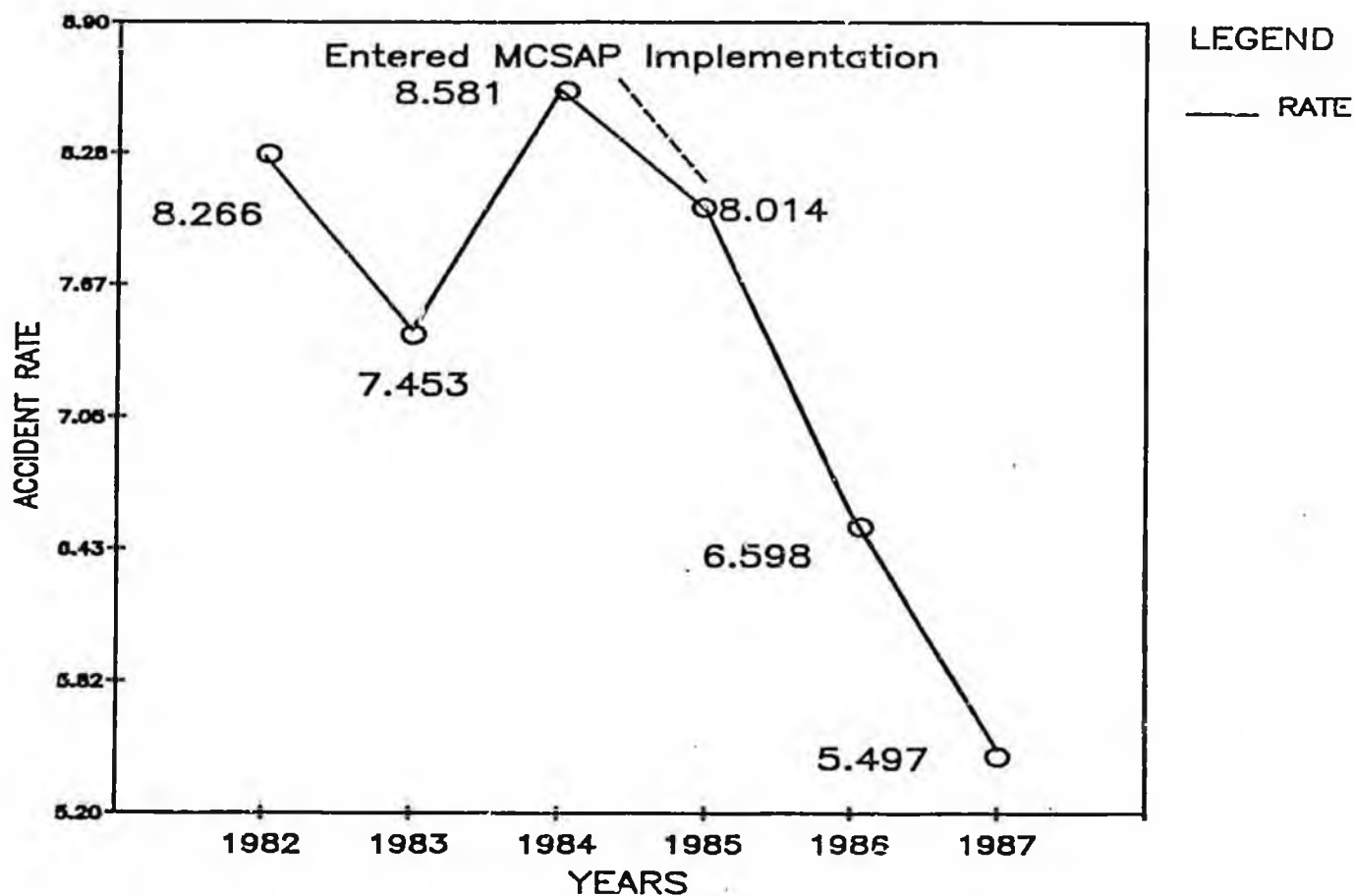
ILLINOIS OVERALL ACCIDENT RATES  
(per million miles)



# INDIANA

CATEGORY		1982	1983	1984	1985	1986	1987
FATAL	Num.	148	182	159	169	167	184
	Rate	.082	.097	.081	.077	.079	.062
INJURY	Num.	3,135	3,004	3,536	3,719	3,498	3,536
	Rate	1.737	1.606	1.795	1.698	1.440	1.199
PROP. DAMAGE	Num.	11,637	10,758	13,209	13,682	12,369	12,490
	Rate	6.447	5.750	6.705	6.238	5.090	4.235
TOTAL ACCID.	Num.	14,920	13,944	16,904	17,550	16,034	16,210
	Rate	8.266	7.453	8.581	8.014	6.598	5.497
COMM. MILEAGE (mill.)		1,805	1,871	1,970	2,190	2,430	2,949

INDIANA OVERALL ACCIDENT RATES  
(per million miles)



# IOWA

CATEGORY		1982	1983	1984	1985	1986	1987
FATAL	Num.	70	88	74	64	62	n/a
	Rate	.028	.035	.028	.027	.026	n/a
INJURY	Num.	1,191	1,186	1,143	1,068	974	n/a
	Rate	.478	.470	.434	.454	.410	n/a
PROP. DAMAGE	Num.	3,205	3,000	2,898	2,843	2,603	n/a
	Rate	1.287	1.188	1.101	1.210	1.096	n/a
TOTAL ACCID.	Num.	4,466	4,274	4,115	3,975	3,639	n/a
	Rate	1.793	1.692	1.564	1.691	1.533	n/a
COMM. MILEAGE (mill.)		2,491	2,526	2,631	2,350	2,374	n/a

IOWA OVERALL ACCIDENT RATES  
(per million miles)

