



REPORT



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FROM THE DIRECTOR'S DESK...

This issue of the *OPP REPORT* tells some of the activities of our office in coordinating the Highway Safety projects in this State. Millions of words and thousands of speakers have emphasized the need for assigning a higher priority to our efforts in this area to keep us from killing ourselves and our neighbor.

Now that summer is near, thousands of Iowans will take to the roads in pursuit of fun and relaxation, but many of them won't come back. We still refuse to believe that it will happen to us; it will always be the other guy.

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The enormity of the problem was dramatically brought into focus by Sue Ann Wood, who wrote a few years ago in the St. Louis Globe Democrat as follows:

If a mysterious epidemic were to sweep across the nation killing more than 1,000 men, women and children a week, the public would rise in arms and demand that a cure be found. If jet airplanes started falling out of the sky at a rate of 10 a week, more than one every day, the national outcry would spur Congress and officials at every level to immediate action. And yet... More than 1,000 men, women and children in the United States are dying violent, agonizing deaths each week from an epidemic of auto crashes sweeping the nation's streets and highways.

The same disease is causing injury and disfigurement to 10,000 people every day. It would require 500 jet airliner crashes a year, 10 every week, to equal the number of persons killed in auto crashes in this country. Yet there is no public demand for action. The casualty toll from accidents each week is nearly five times the number of Americans killed weekly in Vietnam. Almost 10 times as many persons are injured every week in highway crashes in the United States as are hurt in all crimes of violence, including homicide, armed robbery and assaults. Yet when

most Americans are asked what are the greatest national concerns at the moment, they are likely to say either the war in Vietnam or "crime in the streets." They demand solutions to both of these national problems.

In money terms alone, crashes cost us over \$13 billion per year in medical bills, lost wages, property damage, claims processing, police service and operations of traffic courts. Direct economic losses from crashes total nearly \$1 billion a month, safety experts estimate. In 1967, auto collisions cost U.S. citizens more than \$34 million every day, nearly half the daily cost of the Vietnam war.

It is estimated that approximately 50% of all highway fatalities can be attributed to problem drinking. Allstate Insurance Company estimates that 1 out of every 50 cars coming at you on the highway is driven by a drunk driver.

We are involved in a grim, no-end-in-sight war on our nation's highways. The "body count" in Iowa in 1970 was 912; nationally the figure was 55,300! Who is willing to march and work to help us stop it?

-- Leroy H. Petersen
Director

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IOWA ANNUAL HIGHWAY SAFETY WORK PROGRAM
FISCAL YEAR 1972

The State of Iowa's Annual Highway Safety Work Program (AHSWP) is the Governor's combined legislative, organizational, operational, and financial plan to reduce traffic accidents and deaths, injuries, and property damage. The AHSWP covers not only the State's own operations, but also those of its political subdivisions. This program has been prepared in accordance with National Highway Safety Bureau (NHSB) Order 960-2 "Highway Safety Program Manual," Volume 103 Annual Highway Safety Work Program authorized under the Highway Safety Act of 1966.

Although the program is intended to address some major areas of the total highway problems in Iowa, it is obvious that this program for fiscal 1972 cannot fully cover all aspects of highway safety. Financial limitations at all cooperating levels of government and other program restrictions do not allow this program to give immediate attention to all improvement areas but we can and will move in many important areas.

The Governor's Office, through the Office for Planning and Programming, is responsible for

overall planning and administration of the State Highway Safety Program. The execution of specific portions of the program is the responsibility of various State departments in cooperation with local governments. In preparing the AHSWP, the State of Iowa utilized the following approach:

A basic program structure and overall priorities for the Highway Safety Program were established by the Office for Planning and Programming, in cooperation with federal Highway Safety officials.

Using the basic program structure and priorities, the State agencies with responsibility for executing the various portions of the Highway Safety Program prepared the subelement plans in cooperation with local governments and with technical assistance from OPP. The subelement plans thus represent commitments on the part of State operating departments and local governments to implement and execute the policies and programs contained

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in the plans. OPP reviewed the plans for technical content and conformance to the State plan and, where necessary, had the plans revised by the responsible agency. After a pre-submission conference with representatives of the National Highway Traffic Safety Administration, the plans were revised and the AHSWP submission prepared.

The purpose of this approach was to insure that the subelement plans represented a commitment by the responsible levels of government to execute the plans. The new planning approach has been most helpful in assisting the personnel in the participating departments and agencies to view the Highway Safety Act as a total program rather than a series of sixteen standards which comprise the program.

The AHSWP for the State of Iowa is based on the following program-wide priorities:

- The encouragement and stimulation of the Highway Safety Programs at the local government level.
- The development of a Traffic Records System to provide information necessary for evaluating the State's total program in relationship to the accident threat.
- The development in the State of Iowa of the analytical capability to utilize Traffic Records information for management decision making to improve program effectiveness.
- The development of a total planning approach to the management of the Highway Safety Programs, establishing program priorities and executing programs in relationship to pre-determined effectiveness targets.

There are four primary State agencies involved in executing various portions of the Highway Safety Program - the Highway Commission, the Department of Public Instruction, the Department of Health, and the Department of Public Safety. Some of the projects with which the first three agencies are involved are summarized below. Some of the projects of the Department of Public Safety will be summarized in a later issue of *OPP REPORT*.

THE IOWA STATE HIGHWAY COMMISSION

The Highway Commission's portion of the Iowa Annual Highway Safety Work Program for the fiscal year 1972 is made up of the following projects:

Traffic Engineering Program Development

This is an ongoing project set up in July, 1970, to develop and offer short courses in Traffic Engineering techniques throughout the State. The developmental phase of this project has been completed, and the first courses were offered in late March and early April, 1971, at two locations in the State. Participants in the courses consisted of practicing engineers and technicians from the various jurisdictional levels who are involved with Traffic Engineering problems. The proposed schedule for this project includes the expansion of the short courses to include all sections of the State by 1973.

Safety Act Coordinator

This project added a staff person to the Safety Section of the Iowa State Highway Commission. The duties of this position are to coordinate the development, implementation, and evaluation of all Highway Safety Projects, including those at local levels, which have been assigned to the Highway Commission. In addition, the Coordinator assists in the preparation of annual and multi-year work programs. The project will continue through fiscal year 1973.

Accident Reference Systems and Accident Analysis Program

This project would develop a Statewide accident reference system and an accident analysis program. The reference system would provide a method for accurately locating accidents on the different road systems throughout the State. It would make use of the milepost markers presently in place on the Primary and Interstate Road Systems by developing a system compatible to these markers. The accident analysis program would develop methods for rapid analysis of accident, roadway, and traffic data. This analysis would determine the appropriate remedial action needed for a reduction in the number and severity of accidents.

Skid Test Machine

Authorization has been received from the National Highway Traffic Safety Administration to purchase a skid test machine. This machine will be used in conjunction with an existing unit to inventory the skid resistance values of all Primary and Interstate highways in the State during a two-year period. The fabrication and delivery of the machine will occur during the remainder of 1971 with actual field operations to begin as soon as weather permits in the spring of 1972.

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*Revision of Manual on Uniform
Traffic Control Devices (MUTCD)*

This project would rewrite the present Iowa MUTCD, which was published in 1963, so that it would be in basic accordance with the forthcoming National Manual to be published by the National Joint Committee on Uniform Traffic Control Devices. This rewrite will be reviewed by a committee of engineers from Federal, State, and local organizations. Printing and distribution of 5,000 copies of the completed manual to the various State, county, and city offices and other organizations interested in traffic safety and control will take place in mid-1972.

Northwestern University Seminar

This proposed project would send seven Iowa State Highway Commission engineers to a Northwestern University Seminar. The Seminar is an intensive three-week course in Traffic Engineering designed for graduate engineers who are responsible for traffic engineering matters in their assignments. This project would cover the cost of the tuition, books, travel, and subsistence of the participants.

Traffic Control Device Inventory

This project is phase one of a two part project to conduct a traffic control device inventory. Phase one will consist of developing concepts, field survey methods, input-output programs, update procedures, and equipment needs. In addition, phase one will include a small pilot survey to test the procedures. The proposed schedule calls for completion of phase one by April 1, 1972, and phase two to follow as a separate project. Phase two will consist of the actual field inventory of the system which will provide information on the traffic control devices on the State's Primary Road System.

STATE DEPARTMENT OF PUBLIC INSTRUCTION

The proposed activities in the Driver Education Subelement Plan of the Department of Public Instruction will enhance the overall AHSWP. It is designed to meet one of the top priorities of the State Comprehensive Plan, to stimulate increased research or evaluation of driver education.

The following continuing and new projects are included in the Driver Education Subelement Plan for fiscal year 1972:

*Inservice Training Scholarship Program
(Continuing Project)*

This project will continue for another year, providing 75 inservice scholarships at \$200 each so that driver education teachers may upgrade their competencies by attending workshops and by enrolling in courses offered at our teacher preparation institutions.

*Expansion of Driver Education Program,
Des Moines Community School District
(Continuing Project)*

This will continue, for the second year of a three-year plan, a pilot project for developing a driver education program for the physically handicapped. This is a cooperative program between the Des Moines School District and Younker Memorial Rehabilitation Center.

*School Bus Driver Training
and Improvement (Continuing Project)*

The pilot project for developing a program for training and re-training of school bus drivers will be continued for the second year of a three-year plan.

*Expansion of Driver Education Program,
Marshalltown Community School District
(New Project)*

This involves the purchase of a twelve place simulation installation for the school district to improve and expand the program to a full three phase program.

*Inservice Workshops for Utilization and De-
velopment of Curriculum Materials (New Project)*

This pilot project will provide for workshops at three of the Title II Regional Educational Media Centers. These workshops will assist driver education teachers in the proper use of, as well as, the development of media to be used in their local programs.

*Multiple-Car Driving Range and
Simulation Workshop (New Project)*

This project will provide for a 2-week workshop at the University of Northern Iowa, in teaching techniques, methods, and coordination of a four phase driver education program. Two experts in the field will be brought in to teach the course. All participants will have the opportunity to demonstrate their abilities, as well as prepare materials for use in their own programs.

Continued on Page 5

Evaluation - Driver Education (New Project)

This will be the first year of a three-year project. Its intent is to measure the effectiveness of driver education as a countermeasure to the highway accident problem. Results of other Department of Transportation research projects will be utilized in developing skill and knowledge criterion tests. Students completing driver education will be tested, and their driving records will be monitored to determine the effectiveness of various kinds of treatment in various combinations. A third phase of the project will be the development of needed curriculum content as identified in the evaluation.

STATE DEPARTMENT OF HEALTH

The Emergency Medical Service Section has been established in the Community Emergency Program Division of the Community Health Service of the Iowa State Department of Health. The first staff member began work April 1, 1971, the second member in May, and the third will begin in two or three months.

Emergency Medical Service (EMS)

The EMS Program involves a number of different tasks. They include the following:

- The EMS Section is to do the planning and organization work in preparation for the training course entitled "Basic Training Course for Emergency Medical Technicians - Ambulances" which is the recommended Department of Transportation Emergency Medical Service Training Course. This will be a joint undertaking by the State Department of Health and the Department of Public Instruction. Arrangements are being made to include EMS Training Courses in the Health Curricula of the Adult Education Section of all fifteen Area Colleges.

Initially this course is to be attended by the personnel of the Ambulance Services participating in the ambulance assistance project. Also, emergency medical training for the Iowa Highway Patrol beyond Red Cross First Aid and the equipping of some 200 patrol cars with lifesaving equipment will be coordinated by the EMS staff and the Patrol. In addition, emergency medical training will be provided for local enforcement agencies as well as assisting them in the acquisition of lifesaving equipment for traffic enforcement vehicles.

- Local governments will continue to be assisted in the purchase of ambulance equipment, medical supplies, and communications systems.
- The EMS staff will act as consultants to the agencies participating in the EMS Program, as well as evaluating their procedures and effectiveness.
- The Health Department will recommend to the Legislature that it license and certify all ambulance services in the State.
- A Statewide survey of Ambulance Services was conducted in FY 1970 but current data is incomplete. Blue Cross is now collecting information from ambulance services which participate in the Medicare Program. Their information will be added to data received from the statewide survey, which will be updated, computerized and tabulated during FY 1972.
- Hospitals are frequently difficult to locate in a strange community. A study will be undertaken with the Iowa State Highway Commission to develop uniform EMS Facility Signs and to eliminate the restrictions on the placement of such signs. Legislation may be required for the placement of the EMS Facility Signs. Recommendations for such legislation will be conducted by the staff of the EMS Section.
- Working with the Information and Education Division of the State Department of Health and the Department of Public Safety, a review will be made to determine what information is available to the public regarding Emergency Medical Services. An EMS Facility Guide will be developed listing location of emergency medical capabilities, communication capabilities and other information concerning Emergency Medical Services available with hospitals, clinics, etc.
- Plans are being formulated with the State Comprehensive Health Planning Agency to establish a State EMS Council.

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The Department of Public Safety has primary responsibility for other significant parts of the Iowa Annual Highway Safety Work Program such as motor vehicle inspection and registration, motorcycle and pedestrian safety, police traffic services and others. Certain aspects of these will be summarized at a later time.

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DIVISION OF MUNICIPAL AFFAIRS

FEDERAL PLANNING REQUIREMENTS FOR COMMUNITIES

According to requirements* of the U. S. Department of Housing and Urban Development, Iowa communities must participate in areawide planning in order to receive HUD grants for sewer, water, and open space facilities. Initiated by Congress in the mid '60s, these requirements prevent duplication in open space and other facilities, and ensure that water and sewer systems are designed to meet current and projected capacity needs.

The requirements may be summarized in three steps: (1) organization for area planning, (2) comprehensive planning, and (3) a functional plan and program. In order to meet HUD requirements, a community must be certified in each. For certification, the following procedure is recommended:

- (1) The community should request membership in the nearest county or multi-county planning commission within its state planning district. If this is not possible, the community should establish or renew its local planning commission. In any case, the community must be a member of a legally constituted planning organization with authority to implement planning in the urban area and the adjacent areas likely to develop in the next 20 years. This organization must be created under Chapters 437A (Metropolitan Planning Commissions) or 28E (Intergovernmental Cooperation), *Code of Iowa*, and must consist of at least one-half and ultimately two-thirds elected officials and persons responsible thereto, such as city managers and county engineers. Area citizen interests must also be fairly represented in the membership.
- (2) The area planning organization must develop a work program which includes a land use plan and an outline of future planning, both based on identified goals and objectives.
- (3) If a HUD water and sewer or open space grant is to be requested, the work program must include a detailed plan element relating to the purpose of the grant. This means, for example, that for the water and sewer facilities program a long range water and sewer plan must be prepared, as well as a short range program for implementing this functional plan.

*For detailed information see HUD circulars MPD 6415.1A, 6415.2A, and 6415.3.

To be evaluated for certification, a planning organization should request an application form from the HUD area office, 7100 West Center Road, Omaha, Nebraska 68106.

Assistance is available from the Division of Municipal Affairs, Office for Planning and Programming, and from the HUD area office in meeting certification requirements and in applying for evaluation.

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PLANNING HEAD LEAVES DMA

Bill McLaughlin, who has been Director for the Areawide and Local Planning Section of DMA, which administers the 701 Comprehensive Planning Assistance Program, has resigned to accept the Director's position of the Iowa Housing Development Corporation. Bill's nine years of distinctive service in state planning made an invaluable contribution to state government. His knowledge and leadership will be missed.

Larry Anderson, who has acted as his Assistant Director for the past two years, will become Director of the planning section. All of our state advisory services and planning assistance will continue under Larry's direction. The physical location of the Areawide & Local Planning Section will remain the same, and those individuals wishing to visit DMA staff are directed to the Jewett Building at 412 Ninth Street in Des Moines. Also, all calls directed to DMA should be placed by dialing (515) 281-3584. However, all mail is addressed to:

Office for Planning and Programming
Division of Municipal Affairs
State Capitol
Des Moines, Iowa 50319.

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OFFICE OF MANAGEMENT & BUDGET A-95 REVISED

Office of Management & Budget (OMB) A-95, requiring all applications for federal assistance in certain program areas be reviewed by a state and regional or metropolitan clearinghouse before formal federal application is made, has been somewhat revised. DMA still handles local applications for federal aid in essentially the same manner. That is, when a letter of intent to apply for federal assistance is sent to our office, it is relayed to various State agencies

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which might have an interest in the project. If no objections or questions are raised by these agencies within thirty days, the local government is then notified of State "clearance" and is free to make application with the federal agency.

Thusfar, A-95 has succeeded in its purpose: to furnish guidance for added cooperation between State and local governments in the evaluation, review, and coordination of Federal assistance programs. The recent revisions should help to further coordinate Federal programs with State, regional, and local planning. The revisions, which became effective April 1 of this year, are as follows:

- (1) The local unit of government should, at an early stage of planning and prior to the actual completion of the application form, notify the State Clearinghouse (and, when appropriate, the metropolitan clearinghouse) of its intent to file for aid under a specific program. The period of review by the State and metropolitan clearinghouse has been lowered from sixty to thirty days. Unless the clearinghouse indicates that it would like an additional thirty days to review the final application or try to resolve any conflicts, the project is cleared at the end of the initial thirty day period.
- (2) Section 102(2)(C) of the National Environmental Policy Act requires Federal agencies to submit an "environmental impact statement" to the Council on Environmental Quality on any action which will significantly affect the environment. Most Federal agencies have, in turn, required the applicant to submit certain information on such projects as a basis for their environmental impact statements. Thus, it is the responsibility of the State Clearinghouse to identify State and local environmental agencies and provide them with project notification so that they may make pertinent comments.
- (3) The "old" Circular A-95 reviews were applicable to nearly 50 programs, mostly in the planning and physical development areas. The revised A-95 expands these programs to almost 100, with many of the newly-included programs being in the social areas. For example, Model Cities supplemental grants, OEO action grants, Criminal Justice (LEAA) action grants, and Department of Labor's Cooperative Area Manpower Planning Program are included.

It must be emphasized that revised A-95 is an attempt toward better intergovernmental planning and coordination, with special consideration attached to the needs of state and local governments. It is imperative that local governments be informed of these revisions. For more information on revised A-95, please contact the Office for Planning and Programming.

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THE CHARRETTE:
COMMUNITY WIDE PLANNING CONCEPT

Agency officials have many untapped planning resources at their fingertips. Recently in the Des Moines Model Neighborhood a highly productive 11-day program planning experience took place. The major purpose was to engage agencies and people interested in solving rather than perpetuating the educational problems of the area. This was to be accomplished through the planning of two community schools and their curricula. The unique aspect of this Charrette planning technique was that the community residents, who know more about their community than anyone else, interacted with professionals from various fields, intermeshing ideas which culminated in a design for functional, relevant educational programs. It was this meaningful dialogue that laid the groundwork for many significant changes in the trend of planning for community programs and solicited both the support and involvement of the residents in upgrading their community.

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TRANSPORTATION PLANNING

The Office for Planning and Programming, through a small group of transportation specialists funded by grants from two federal agencies, is conducting preliminary research into the critical issues and organizational alternatives for the formation of an Iowa Department of Transportation (DOT).

The main impetus of this study is directed toward developing an organizational structure for transportation that will enable all of Iowa to achieve the maximum potential growth and development. It is felt by this Office that the combination of all transportation functions into one agency will promote and facilitate coordination, efficiency and economy in the movement of people and goods. The main advantages of an Iowa DOT will result from its consideration and integration of all modes of transportation to accomplish organizational and developmental objectives for Iowa.

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An *Iowa Urban Policy Study* has been published which will provide a foundation for future State policy to meet the problems facing Iowa cities. It was developed by the Institute of Urban and Regional Research of the University of Iowa and financed in part by a grant from the federal Department of Housing and Urban Development.

The study had the primary objectives of: (1) analyzing future growth and development problems of Iowa's urban areas; (2) identifying present efforts to solve these problems through an inventory of urban area activities and programs of State agencies; and, (3) formulating an urban area policy which would define the State's role in the future planning and development of these areas.

Three surveys conducted by the Institute provided the major sources of information. One survey indicated the level of concern of Iowa residents on selected urban problems. Another asked selected State officials for their comment on urban policies and the planning function. The third survey analyzed the *Code of Iowa* for policies of the State toward its urban areas. Informational input also included the recently published OPP *Catalog of State Services to Local Governments*.

Recommendations were provided by the study in the three major policy areas of urbanization, governmental structure, and quality of the urban environment.

Urban recommendations include the formulation of a State urbanization plan that would delineate areas where future growth should and will occur; provision for State impetus in developing

the growth areas determined by the plan; and new types of development ordinances and regulations to be instituted on the local level to guide urbanizing areas.

The study urged the restructuring of State government in order that it respond more effectively to the problems of urbanization and urban areas, and suggested some reallocation of State government functions to the local or metropolitan level.

Recommended actions were included for solving problems in the areas of crime, air and water pollution, health services, housing, economic development, education, parks and open space, urban design and community development, and responsiveness of government officials.

Recommendations and data presented in the *Iowa Urban Policy Study* will be reviewed for implementation by OPP so that State government can better define its role in the Federal-State-Local governmental system.

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