

registration fees and other motor-vehicle-user taxes from which the States derive their highway revenues. The Federal automotive excise taxes were not designed as user taxes, and their present pattern is perhaps not best suited to their new role." (Final Report of the Highway Cost Allocation Study, House Document No. 54 of the 87th Congress, 1st Session, dated January 6, 1961, page 27.)

LEGISLATIVE AND ADMINISTRATIVE CONSIDERATIONS

"1. A basic legal and administrative consideration in the establishment of Federal motor vehicle standards is the need to provide at the national level for the regulation of the major dimensions and weights of motor vehicles operating on the Federal-aid highway systems. Such regulation must be based on sound determinations of the needs of commerce and the role of highway transportation in meeting those needs. The requirements of all legislative and geographical jurisdictions must be fully considered.

"Leadership in the establishment of the major dimensions and weights of motor vehicles for national highway systems should be provided at the national level through the joint participation of the Federal and State jurisdictions concerned.

"2. The existing Federal enactment providing standards for motor vehicles operating on the Interstate Highway System also provides (in the preceding section) that the Secretary of Commerce, in cooperation with the State highway departments, shall adopt uniform geometric and construction standards for highways constructed as a part of the Interstate System. This Federal legislation recognized that the determination of standards for vehicles operating on a highway system should be closely related to the standards for the right-of-way; for the design and construction of pavement, base and subbase, bridges, shoulders, curves, grades, accelerating and decelerating lanes, parking areas, and other geometric considerations; and for the maintenance of that highway system to these standards.

"The relationships between standards for the dimensions and weights of motor vehicles and the standards for the design, strength, and capacity of compatible highway facilities are interdependent and constitute an essential consideration in the establishment and stabilization of either group of standards." (House Document No. 354, 88th Congress, 2nd Session, page 22.)

"Generally, the weight of a vehicle is related to the serviceability and structural integrity of a highway; i.e., its pavements, shoulders, and bridges. A highway structure is usually designed for and maintained at a level of serviceability to accommodate specific axle weights for a preselected period of time. This preselected period is also the basis for programming public funds including the determination of the period for the redemption of bonds and the imposition of taxes dedicated to financing the highway. *A modest increase in axle weights can decrease the serviceability and shorten the life of the structure. A significant increase in axle weights can cause serious deterioration in the structure with failure imminent if it is not quickly reconstructed or replaced. The establishment of vehicle weight standards greater than those for which a highway system has been designed can require (1) the additional surfacing or reconstruction of the pavement structures; (2) the strengthening or replacement of bridge structures; (3) the increased levels of maintenance; and (4) increased financial burdens and commitments of public funds.*" [Emphasis added.] (House Document No. 354, 88th Congress, 2nd Session, page 26.)

"Weight primarily affects the serviceability and life of the pavement and structures through the stresses it places upon them. Overstressing decreases the serviceability and hastens the reconstruction or replacement of highway facilities. Greater axle weight requires greater pavement thickness and stronger bridges. Gross weight can be a critical factor for bridges carrying vehicle combinations having short wheelbases. On the other hand, increased lengths make possible greater gross weights. . . . But basically axle weight affects the serviceability of a highway and vehicle size affects its capacity." (House Document No. 354, 88th Congress, 2nd Session, page 1.)

"There must be a clear showing that increases in vehicle sizes and weights are in the public interest.

"Not least among considerations is the ability and willingness of beneficiaries to pay the increased costs which they occasion." (House Document No. 354, 88th Congress, 2nd Session, page 1.)

"Structures comprising our present highways were designed for and are maintained at a level of serviceability to accommodate specific vehicle dimensions and