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*National
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Congress
Transactions*

VOL. 6

1959

**CIVIC LEADERSHIP
IN THE SIXTIES**

HOME SAFETY

WOMEN'S ACTIVITIES

YOUTH SAFETY ACTIVITIES

RELIGIOUS LEADERS FOR SAFETY



NATIONAL SAFETY COUNCIL
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CITIZEN LEADERSHIP

WATERPROOFING AMERICA IN THE 60's

By RICHARD L. BROWN

National Director, Water Safety, American Red Cross

Discussing "safety" is not unlike carrying coals to New Castle. If you weren't interested in safety you wouldn't be here. But then on the other hand, if we pool our knowledge today we may save some lives tomorrow. So let's see what we can do to make tomorrow a reality for some 6,500 persons.

The 6,500 figure is used because it's close to the number of persons who will lose their lives next year in accidents involving water. We could spend some time thinking about the 17,000 who will die in public accidents, but from where I sit I feel we should focus our thoughts at this time on the cause of about 40 per cent of our public deaths—drowning!

I am appreciative of the opportunity to discuss accidents involving water because this business of waterproofing America is everybody's business. However, it is so often true that what is everybody's business is nobody's business.

I submit this warning: unless it becomes the business of everyone, death due to drowning will skyrocket in the next decade. It has been said that activity involving water is now the largest family participation activity with no signs of a decrease in interest or participation.

It has been estimated that approximately 58 per cent of our population participate in some form of aquatic activity. Since man is by nature not a water animal, but must be taught to survive in water habitat, the problem of providing for the safety of man while in, on, or about water become reasonably complex. Add to this the fact that 40 per cent of those who use the water are unable to swim 50 feet and you really paint a grim picture.

Allow me to further complicate matters when I tell you that teaching a person to swim will not necessarily insure his safety. Teaching a person to drive an automobile

doesn't necessarily mean he will be accident free. By the same token the ability to swim does not necessarily waterproof the individual.

Let's look at the extent of the problem and then suggest a few possible answers that should help to minimize the problem.

The fact that there will be a steady growth in the population will automatically increase the number of persons participating in aquatic activities.

Then too there will be more opportunity for participation in the future. Today there are approximately 150,000 swimming pools in America. Next year we will build in the neighborhood of 100,000, and by 1970 we can expect in excess of 800,000 most of which will be of the backyard variety.

When speaking of increased opportunities for participation in aquatic activity we cannot overlook the impact of the farm ponds. Devised originally to conserve water these ponds were soon used by youngsters and oldsters alike as a substitute for the old swimming hole.

The soil conservation service has recognized this use and is prepared to help farmers and others building farm ponds to build a certain amount of safety into the ponds. The 1,200,000 ponds in existence at present with the prospect of more than 200,000 a year for the next five years presents a challenge that is not to be taken lightly.

Add to the above facilities the thousands upon thousands of acres of new water areas created by the T.V.A., the Corps of Engineers, the Bureau of Reclamation, and you begin to realize the magnitude of the problem.

Now add another fact, that of a widened scope of activities, and you really complicate the problem. At one time people were satisfied to bathe in a restricted area while the more athletic type pulled on a pair of oars

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or paddled a canoe. This has changed! While we still have people bathing we also have the skin and scuba divers, the water skiers, the synchronized swimmers, the competitive swimmers and the jockey in front of an out-board motor that is too powerful for the boat. Boating is big business and will be much bigger in the future.

That's the problem. What is the answer? I wish I knew, but I do have a few suggestions.

We have all heard of the 3 E's of safety: engineering, enforcement, and education. Certainly you can minimize the danger by engineering and by enforcement, but it is our feeling that the answer in the final analysis rests with education. The educational process should involve the entire community and utilize the formal, semi-formal and informal approaches. These approaches, to be successful must develop within the individual an awareness of his capabilities and limitations;

and above all must motivate him to develop a positive attitude towards safety.

Individuals and organizations within the community must pool their resources, if we are to waterproof America. Certainly within each community there are resources available to teach people to swim; to conduct demonstrations; to disseminate materials; to conduct clinics; to train parents to teach their own youngsters; and to train teachers that could be used to provide for the safety of those who enjoy our aquatic facilities.

Our job as I see it is not to start a new organization or a new program, but to bring together the individuals and organizations who have an interest in aquatic activity. Have them pool their resources, their experience, their "know how." The problem is a big one and will grow larger, but we have the horses to tackle and lick the problem. It's up to us to harness the horses and have them pull in the same direction. All this in the interest of waterproofing America.

MEETING THE SAFETY NEEDS OF THE 60'S AS THEY INVOLVE EDUCATION

By NORMAN E. BORGERSON
Consultant, Safety Education and Civil Defense
State Department of Public Instruction, Lansing, Mich.

The topic "The Problem and Priority Targets Needing Citizen Action or Support" as these targets relate to education is a difficult topic for any speaker. The real fact of the matter is that every phase of the educational operation whether it involves the teacher, the curriculum, the school building, transportation, playground, and all the rest, all are in need of citizen action and support.

There is one bright spot in this picture and that is, of all trends involving schools in any way, the trend that is the easiest to distinguish and to trace is the one of using citizen action groups to assist in meeting the needs of the schools of the nation. We have known for a long time that little progress can be made today without the use of citizen groups and the support of numer-

ous organizations and all the important media of communication. We have known for a long time that the public must be informed.

What is seemingly new and the factor that has created this trend during the past 10 years is the method which must be used to inform citizens. The first step must be to create a condition whereby the citizens make their own discoveries and learn all of the conditions as they exist and at the same time to allow them to find out how things are done to improve these conditions. It is, therefore, important that just as many people as possible be involved; not only the persons that actively desire and will work for improvement but you likewise must involve the dissenters.

The second step as it involves schools is

to throw the doors wide open to show citizens every phase and every activity of the program. No attempt must be made to hide anything from them. They must see the books, they must have all the information, they must observe the curriculum, they must watch the school board in action, they must study the buildings—their sites and locations, and after they have seen it all for themselves, then you will receive citizen action and support of the highest level. Our topic of course is to select targets that will serve to improve the safety of children and adults.

In providing a good safety program as it involves children and youth information must be examined in order to establish the size of the problem at the present time and the conditions that can be expected during the 60's. To set the stage, here are some of the facts that must be considered. Today as we meet here in Chicago there are some 43 million children and youth in all types of educational institutions from the one-room school to our giant universities. In other words, approximately 25 per cent of the entire population are in public or non-public schools somewhere.

The elementary and secondary school systems, grades 1 through 12, are employing some one million two hundred thousand teachers. This means that about one million two hundred thousand classrooms are being used along with countless numbers of gymnasiums, cafeterias, libraries, auditoriums, and the like. These are high figures but at the same time it must be remembered that the population of the United States is growing at the rate of about 250,000 per month, in other words, every 30 days we add approximately the population of Omaha, Nebraska.

Out of that 250,000 some 60,000 will soon be in school. This trend has been going on since about 1945. To house just the new children 100 additional classrooms are needed each day. This tremendous increase in school population has brought overcrowded classrooms, overcrowded school buses, and even overcrowded playgrounds.

Leading educators including Dr. Harold Hunt of Harvard University, Dr. Derthick, United States Commissioner of Education, and others have called certain facts to our attention. They inform us that there will be tremendous changes, especially in our secondary schools during the coming years. The

science offerings will be greatly expanded, there will be larger administrative units; small high schools will disappear, larger ones will come into existence; there will be expanded vocational offerings; transportation will be tremendously increased. All of these factors will have their effect upon the school safety program.

Here is a brief inventory of some of the things that are being done to provide safety for the children.

Certainly we have done many things in the past to eliminate fire hazards. Most schools have fire drills, many are of fire-proof construction, most have cooperative inspection programs with the fire department; there have been many laws, rules and regulations governing the placing of furnaces and heating devices of various kinds. We have Fire Safety Week; the National Safety Council has offered many publications in the field; insurance and underwriting agencies have been active in this field. But in spite of all this we still had a disastrous school fire in the city of Chicago. This same disaster could have occurred in a thousand other places.

Most schools use the patrol program wherein the children assist in policing the corners around school buildings. It is one of the finest do-it-yourself projects in traffic safety that has ever been developed.

Driver education reaches about one-half the youth in the high schools. Many school systems have a program for training their school bus drivers. They use student patrols in their buses. There are many laws which attempt to protect children on these buses.

Many schools have shop safety programs; they have devised means of protecting the children on the playground. Most have some type of civil defense program which is another form of safety. Many home economics teachers know a great deal about safety in the kitchen and in the home. Many agriculture teachers have safety programs for the farm boys and girls, and incidentally farming is still one of the most hazardous occupations.

Many schools have good health and physical education programs that involve First Aid training and water safety; in interscholastic athletics there are studies being made constantly to improve the protective equipment for high school athletes. They are

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developing safety techniques and instituting training programs to eliminate accidents.

I hope I have not created the impression that we are doing enough already in the field of school safety. We are actually only scratching the surface. We can do much more with strong citizen support and demand.

Selecting priority targets for citizen support in the education program is difficult. Nevertheless it would seem that there are three matters that could very well be selected as absolutely essential in the 60's if the schools of the nation are to develop good on-going safety programs.

Priority number one would be the designation of a safety officer in every school system. I prefer to call the person a safety coordinator. The school superintendent working with the school board should establish a safety committee or council, and if it is a large system they could have a safety committee for every school building.

The safety coordinator would act as secretary of the committee, not chairman. The person named coordinator should be a professional educator, he should have leadership ability, he should have the ability to think quickly under stress, he must be able to work with other people. The title "coordinator" implies that he is not the supervisor; he must have an open door to the offices of the superintendent and principal but he must work under their direction at all times. His contacts will be with the teachers, engineers, custodial employees and the public. He would not issue orders or direct people except in time of emergency. His job is one of coordination and cooperation; he is not the boss.

The question might be asked, "Where do we find such a person?" The answer is, select the person with the right personality and leadership, let him attend the National Safety Congress and any seminars on safety available to him, and he will soon be a first class self-taught school safety expert. I can point out a school system to you in a city of 70,000 population where they selected a teacher in the system and gave him one hour a day to work on safety activities. This man, together with a good committee and the support of the school superintendent and the local safety council managers, developed one of the finest school safety programs in the

country. In fact his services were so valuable the board of education has now named him full time coordinator of safety and civil defense. There is nothing that substitutes for a good safety organization within a school.

I have read in the papers that it would cost one billion dollars to place all the school buildings in Chicago in good physical condition in terms of fire safety and the rest. I believe the same results can be accomplished with a good safety program and good safety organization.

The second priority that should and can be reached with strong citizen support is the requirement that no boy or girl under the age of 18 be permitted to drive a motor vehicle, scooter, or motorcycle unless they have taken and passed an approved course in driver education. I hope you will pardon this reference to Michigan because we enacted such a law four years ago. We believe it has already proved its value. You probably know the facts that teenage drivers in general remain bad drivers until they are about 25 years of age, and it will take us in Michigan about three more years before all of the drivers under this age will have taken such a course.

'But here is a fact about the State of Michigan: during the last two or three years, when counted among the large states, we have gone from the highest death rate per hundred million miles to one of the lowest. We do not credit all this improvement to driver education but certainly it helped.

It must be remembered that during the 60's with all the two-car families, with the small new cars, and the great percentage increase in population of persons under the age of 25, our traffic problems will be unparalleled. Driver education is a social, a moral and an economic necessity and we are indeed proud that the National Safety Council has likewise taken this stand.

It has disturbed many of us that some men in high public office have chosen to list driver education as a frill. Even some of our military leaders have called it a frill, seemingly unaware of the fact that the Armed Services themselves in many instances operate programs to teach their men to drive because they cannot afford to lose the services of highly skilled men due to traffic injuries and death.

The easiest way to finance driver education as we see it is to add \$1.00 per year to the cost of the driver's license. In Michigan we raised the license fee 66 cents per year.

Dr. Lynn M. Bartlett, Michigan's Superintendent of Public Instruction, and Michigan local school administrators do not regard driver education as a frill. All of the secondary schools offer the program; almost 100 per cent of the boys and girls take driver education and for those who say the curriculum is already crowded I should like to inform them that boys and girls are willing in Michigan to go to school on an extended school basis—after school, in the evening, on Saturdays, and during the summer in order to meet the driving qualifications. I think it is high time that we as school people and you as citizens discover that there is nothing sacred about the five and a half or six hour school day.

The third priority and the one most difficult to accomplish involves, as we see it, our teacher training institutions. Every professional educator knows that with the exception of driver education it isn't wise to in-

troduce a course in safety. It should be an integrated part of the school curriculum and should be taught in every course from arithmetic to foreign languages.

The difficulty arises by virtue of the fact that so few teachers today receive any general background of information about safety and safety conditions and ways of teaching safety during their regular college courses. I, therefore, recommend for high priority support from citizens that we work with every college until all teachers receive a teaching unit in safety as a part of one of the required courses. All states have certain required courses for teachers. If a good safety unit were added to one of these required courses, then all the new teachers in America would be able to teach safety to all of the children on an integrated basis.

Finally it would be my recommendation to any club, association, or group of citizens who are anxious to establish a better safety program in their community, that their first action be the establishment of an over-all local safety council.

HOW TO AVOID THE BIG TOLL AHEAD

By EDWARD R. KLAMM

Accident Prevention Director, Allstate Insurance Companies

The Sixties will undoubtedly usher in the biggest boom in automotive travel so far in this century. Traffic engineers and statisticians, after consultation with their slide rules, tell us that the next ten years will see a phenomenal growth of population, in registered vehicles and in vehicle miles. Unfortunately, signs also indicate that unless something is done soon to prevent it, we will reap the biggest harvest of traffic casualties of the century during the Sixties.

As we regard the present bumper to bumper strangulation of vehicles on our streets and highways, we are inclined to feel that this must indeed be the saturation point. With over 68 million registered vehicles in

the U. S., surely things have gone as far as they can go. However, it is curious to note that back in 1908, J. P. Morgan announced that Americans had hit the saturation point in auto ownership with 190 thousand motor vehicles.

In 1921, when the nation counted just over 10 million motor vehicles, Roger Babson, prominent economist, predicted that the nation could not possibly afford 12 million cars until coal dust or some other cheap fuel could be used. These oracles of the past in their wildest imagination could not have foreseen the situation we face today.

Similarly, from our vantage point in 1959, I am very much afraid that many of us do

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not grasp the seriousness of the traffic problem which we will face in the next decade or two. Hard to believe as it is, the worst is yet to come. With this in mind, it's time to roll up our sleeves and see what we can do to avoid the big toll ahead.

As a result of a drastic rise in accidents, the executive committee of the National Safety Council's Traffic Conference took the measure of the situation and recommended an immediate action program as well as a long-range program. Placing the major responsibility on our state and city officials, the immediate action program calls for these six major activities:

1. Every city and state enforcement agency should evaluate its enforcement index and improve it where records indicate that it is low. Violations mean accidents and enforcement is the only direct way to reduce violations.

2. Every highway department should immediately investigate high accident locations and take action to remove view obstructions and to make other necessary physical improvements. Danger spots must be found and neutralized.

3. Every driver license authority should take immediate action to restrict, suspend or revoke the licenses of all accident and violation prone drivers. The unfit and irresponsible driver must be separated from his license.

4. Every court should take immediate steps to analyze its schedule of penalties to determine whether they are actually having the desired deterrent and educational effect on traffic violators. The law must weigh heavily against the dangerous violations.

5. Every state and community should increase its public education activities to improve the public awareness of safe driving and walking practices. The high school driver education movement should be encouraged and expanded. The public must not be permitted the luxury of complacency.

6. Every state and community should crack down on the drinking driver through chemical tests, stricter enforcement and public education. Tests must be fool-proof, prosecutions must be vigorous and penalties must be severe.

These are the things that should be done immediately. If every state and community translate each point into action, we will have would vigorously endorse this program and won the first round in the battle of the Sixties. It is gratifying to see the federal government in the fight, but it is the states and the communities that will win the battles.

Experience in communities like Evanston, Hartford, Chicago, Amarillo and Detroit prove that official action is essential, but official action cannot exist in a vacuum of citizen support. It is only the citizenry, voicing its opinions through its civic and social organizations—such as women's clubs, churches and youth organizations—that can buttress the stand taken by public officials.

Looking at the long-range picture, the Traffic Conference made three proposals:

1. That cities and states should analyze and study their accident problems and devise long term programs to determine whether enforcement, engineering or education is the primary need.

2. Cities and states should back the necessary measures with realistic legislation and adequate funds.

3. The Traffic Conference proposed that the Action Program should be analyzed and up-dated through cooperative efforts of the nation's leading safety organizations.

We have all been aware for years that there is no "one shot" solution to the traffic accident problem. There is no panacea. The best way to do the job is through united action—official action plus citizen support. United action will be possible only with a broad, well-balanced program. It is such a balanced program that will be the answer, just as a balanced diet or a balanced school program will develop the "whole" child. Part of this well-balanced program must be expanded driver education teamed up with improved driver licensing to provide the big one-two punch in the long-range attack.

The Sixties may or may not see a relaxation in the international cold war. But the Sixties will certainly see a great war on traffic accidents. We must join the attack more vigorously than ever before if we are to avoid the ominous specter of the big toll ahead.

HOW LOCAL SAFETY ORGANIZATIONS CAN MEET THE PROBLEMS OF THE SIXTIES

By ALFRED W. LUECKE

Executive Secretary, Minnesota Safety Council, St. Paul, Minn.

Your Safety Council is a "non-partisan, non-profit, public service organization." It is a cooperative organization dedicated to building and maintaining in the minds of the people of the community an understanding of accident prevention and associated problems.

Within the community it attempts to create an individual awareness of personal responsibility for the safety and convenience of others in order to reduce untimely deaths, crippling injuries, and economic losses caused by accidents.

Toward this end it works closely and cooperatively with governmental agencies and other responsible groups to stimulate and assist in building sound programs for accident prevention and traffic control.

In short, your safety council is an association of people, representing all phases of community life and activity, organized to take effective action to prevent human and economic loss to the community which would result from the occurrence of any type of accident.

The Minnesota Safety Council has always felt, and I think you will agree, that regardless of the type of contemplated project or activity or the worthiness of an undertaking in accident prevention, its success is going to depend on the endorsement and acceptance of the plan by the general public.

The local safety council and other public interest groups are in a position to take a very active part in influencing and guiding public sentiment. In the matter of conducting and carrying on state-wide special emphasis projects, we have found the cooperation and assistance of local safety councils to be most valuable.

Accident prevention is an individual responsibility and unless we, as individuals and as a group, are willing to accept and assume our rightful share of responsibility, we can expect little or no improvement in our overall accident prevention picture.

The local safety councils in Minnesota (of which there are more than 100) have played

a most important part in bringing this realization to the general public of the state. It is only as a result of local safety councils and the efforts of other interested groups, that special emphasis projects on a state-wide basis have been brought to a successful conclusion.

I would like to present to you, very briefly, examples of several special projects in which the coordination of the program was accomplished by the state safety council but the actual success was due largely to local safety council cooperation and participation.

Although the local safety council (the public support group) does not have official standing or directive powers under statute it still can be rated and classified as a most important group when it accepts assignment to act as a consulting service group to public officials. In a number of communities the city governing body and the Board of County Commissioners have delegated the local safety council as such consulting agency.

Petitions pertaining to safety or accident prevention matters are immediately referred to the local safety council for investigation and study. After a thorough study and analysis of the petition or request (calling in expert assistance if needed) the local safety council makes its report to the respective governing body with its recommendations. It has been found that recommendations by the local safety council, in most instances are unbiased and free from political pressure.

Although the governing body is not bound by such recommendations, in nearly all instances the report and recommendations of the local safety councils have been formally received and accepted. In every community of our state where this procedure is followed the safety councils enjoy the complete and sincere cooperation of the governing body and experience less difficulty in receiving allocation of public funds for safety council purposes when such request for funds is made by the local council.

As a matter of information, the governing body of any municipality in the state of Min-

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nesota with the exception of three counties, have the jurisdiction to make cash appropriations to local safety councils for the purpose of carrying on local safety activities and projects in the community. Appropriation of this kind can be made annually. In order to carry on a good effective and well-organized safety program it is necessary to have the cooperation of governmental units. This method, indeed, is an excellent way in which to participate in such close cooperation and harmony.

Well in advance of the statewide primary election, at which time candidates are nominated for office of state senator and representative in the legislature, the state safety council makes available to all local safety councils copies of suggested and proposed safety legislation as has been favorably recommended by the state council's legislative committee. These recommendations may pertain to amendments or repeal of laws already on the statute books or consideration of new legislation in the interest and enhancement of any phase of accident prevention.

The local safety council is asked to make a study of each of the recommended proposals and if needed or requested, a field representative of the state council will meet with the local safety council, giving them whatever additional information they ask for, relative to these proposed regulations. The favorable disposition of the local safety councils regarding the proposed legislation is then made known by contacting the local candidate for the senate and house (before the primary election) asking the candidates to express their views and what their reaction would be regarding such legislation, should they be successful in the election.

This has resulted in being an excellent manner in which to poll the candidates on safety legislation before they are given support of the local safety councils. It also eliminates a great deal of unnecessary expense in connection with appearances at legislative committee meetings when such proposed legislation is up for public hearing. Proposed regulations would, of course, have to be of a definite safety nature or this consideration would not be forthcoming. If each local safety council in the state proceeds along this line you can imagine the assistance in passing needed safety legislation.

During the year 1958, special state-wide

emphasis was given by local safety councils to coordinating youth safety activities, and sponsoring and conducting of youth safety conferences. Local safety councils, with the assistance and guidance of the state council, conducted 93 local youth safety conferences throughout the state during the year.

The program of the youth safety conferences for local safety councils as developed by the Minnesota Safety Council covers the need to organize the youth so as to best utilize their talents and to best suit the particular part youth can take in the Accident Prevention Program of their local community and state-wide. Local safety councils throughout the state that contemplate sponsoring youth safety conferences solicit the assistance and support of civic and service groups, state departments, local, city and county officials, insurance agencies, churches and other groups and organizations interested in the safety and welfare of youth. They suggest personal participation wherever possible and advisable.

In counties where more than one school or group contemplated holding a youth safety conference, the local safety council in cooperation with the school officials coordinated their activities to the extent that one county-wide conference was held with representatives from all the schools in the county taking part.

Purposes of the local youth safety conferences were as follows: 1. Continual study and analysis of the accident problem involving youth; 2. Development of county-wide youth safety programs; 3. Formation of a community youth safety council to serve as a panel for cooperative community study, planning and action, and to coordinate the work of assisting youth safety programs. To eliminate duplication and to improve and promote public understanding of youth safety activities. To affiliate with and have representation on the senior or state safety council.

In a number of instances, local youth safety councils are represented on the executive and legislative committee of the senior and state councils. To give you somewhat of an understanding as to what transpired at these local youth safety conferences, and what the topic of discussion was, the following are some of the questions studied and considered:

1. What effect would teen-age restrictive legislation have on driving habits, attitudes and traffic safety?
2. How would youthful traffic offenses be handled—
 - a. Traffic Court.
 - b. Probate of Juvenile Court.
3. A youth under the age of 17 shall not receive a driver's license unless he has successfully completed driving training—classroom and behind-the-wheel instructions.
4. What are the reasons for poor driving attitudes?
 - a. Emotional problems.
 - b. Parents' or other adult example.
 - c. Group and companion influence.
5. How should school noon-hour driving be handled or controlled?
6. Why the extreme difference in insurance rates between youth and adult drivers?
7. What influence does the "hot rod" group have on the youthful driver?
8. What can youth individually or as members of a group do to promote better traffic safety?

The reaction of local safety councils, enforcement officials, school authorities and others who have had an active part in conducting these conferences, endorsed the project 100 per cent and said it resulted in a

definite stimulant to the local safety movement and encouraged accident prevention activities and programs to a marked degree.

In a number of these communities and as a result of the local youth safety conferences, youth safety councils have been or are in the process of being established or re-activated. Their activities are coordinated with the senior safety council in that area, thus eliminating any duplication of effort. As a climax to the local youth safety conferences a statewide youth safety conference was held in February of 1959 with an attendance of approximately 1,000 delegates representing the various local youth organizations and schools throughout the state.

We of the Minnesota Safety Council and local senior safety councils throughout the state feel that this effort and project was well worth while and that the results of this program and effort will be reflected in a definite reduction of the over-all state accident rate. Also, it is the means of forming a pattern and laying the ground-work for "organized accident prevention and safety in the 60's." The kind and type of organized accident prevention activity prevalent in your community at this time, and which will be prevailing in the 60's is going to be dependent, to a large extent, on how sincerely we as individuals feel that we have a definite obligation in the accident prevention picture. Each of us must be willing to assume his direct share of personal responsibility.

HOW CITIZENS GROUPS CAN MEET SAFETY PROBLEMS

By LITTA K. ROBERSON

Dir., Women's Activities, Ohio Farm Bureau Federation, Columbus, Ohio

We all take for granted the jokes we hear about women. How often we hear the comments on women drivers, old maids, bossy wives and mothers-in-law. Did you ever stop and wonder why women should receive so much of this kind of attention? Is it because women have certain characteristics? Is it because they often try to direct their families' lives, or is it just because they can take joking better than men?

Be that as it may. I'm not going to try to

answer those questions, but rather talk about how women accept challenges. President Eisenhower once said, "I believe that women are more apt than are men to live by strong convictions and spiritual values. They have the family to keep together, the children to raise, and they recognize that all our values are not material. And so, when they believe in something, they put their hearts into it." And I agree with him. When women see something threatening the health or safety of

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their families, they can be counted on to start action. Often it has to be brought to their attention, for in the routine of responsibilities and activities, they sometimes become accustomed to things as they happen day by day and take for granted that things are going along as well as they could expect.

However, how many times have you seen mothers fly into action when they think a school bus isn't being safely handled, or a railroad which children cross isn't properly equipped with signals? Two examples of this have been given in Ohio recently in which the women's organizations did not give up until corrections were made, even though they were told over and over that their demands were unreasonable and couldn't possibly be given any consideration.

It has been my privilege to work with Farm Bureau Women's Committees all over the state of Ohio and I would like to share with you how the women in these committees have given of their time, money and energy to make farm families safer.

In 1956, these women decided they would take a survey of the families belonging to the organization and find out what kind of accidents they were having and then see if they could do something about those that were causing the greatest number of deaths.

They organized teams to call on the members to inquire about the accidents they had had in 1955. Sixty-two counties participated in this survey. Seventy-seven per cent of the Farm Bureau members in these counties were interviewed. By interviewing, tabulating and reporting, they secured the following information.

1. Average cost of injury per accident was \$78.00.
2. Average cost of property damage per accident was \$121.00.
3. Average total cost per accident was \$199.00, plus 13.7 days lost.
4. Seventy-three per cent of the accidents occurred to men and boys.
5. Twenty-five per cent of the accidents occurred in the home, 44 per cent on the farm outside the home, and 31 per cent while away from the farm.
6. Farm machinery, including the tractor, was involved in 21 per cent of the accidents while the auto and truck accounted for 8 per cent.

7. For every 69 non-fatal accidents there was one fatal accident.

In 1957 they continued their survey work and found that the tractor was the piece of farm machinery that was causing the most fatal accidents.

In 1958 they decided to place stickers which said, "This vehicle can be safe, it depends on me." on Farm Bureau members' tractors where the driver would see it while operating the tractor. They also had a pamphlet with pictures showing causes of tractor accidents which they discussed with the farmers.

To show you how interested they were in getting these warnings before the tractor drivers, let me report that the committees in 70 counties worked on this program. Two thousand, three hundred and ninety two women contacted 24,464 families and placed 40,582 stickers on tractors. They asked the farmers for suggestions to make tractors safer and compiled 618 suggestions from their comments.

These women had given their time, paid for their own gasoline and received no compensation except the great satisfaction of feeling that they had kept some people alive that might not be if they hadn't done this work.

You probably wonder if they could ever know whether their efforts had done any good. We think these figures prove that they did. In 1956 when they started working on safety there were 57 deaths in Ohio from tractors. In 1957 there were 47 deaths and in 1958, there were only 38. In 1957, there were 416 fatal accidents to farm people; in 1958 there were 356. Can you see why they feel that their work was worthwhile? During this time, movies were shown to groups showing the dangers of being careless, many talks and demonstrations were also given.

In 1959, they are trying a new plan. They are again contacting members about their accidents, but for the purpose of giving honor award cards to all those who have not had accidents this year. It is changing to the positive approach, but continues to keep them thinking about their practices in regard to safe methods.

We have also chosen two families as our 1959 Safe Farm Bureau Families because of their safety records and their participation in community activities which concentrated on keeping others safe.

Do you wonder at my confidence that women, working together on a program which they know is important to the lives and health of their families, set no limits on the time, energy and money they are willing to give to promote it? The more people we have talking safety, thinking safety and reading safety, the more people we will have acting safely.

Carnegie once said, "A second rate man with a lot of enthusiasm will out-strip a top rate man without enthusiasm." I'm con-

vinced that if the women of a community are given the vision of the possibility of actually saving lives, they will do something about saving them with all the enthusiasm you can imagine.

They are willing to keep that prayer of Peter Marshal's in their hearts which says—"Let us not be content to wait and see what will happen, but give us the determination to make the right things happen." Let's call on women's groups to help keep our communities safer.

TRAINING OF LEADERS

By LAWRENCE A. HAPGOOD

Director of Program Development, Kiwanis International, Chicago, Ill.

The Problem—Assume we are in a simulated meeting. It will be like one that can be held under many and varied circumstances. Each of these proposed meetings or seminars, when held, must attempt to bring forth a good result; a result, in the final analysis, which goes way beyond the original impact possible.

There is such a need because *we know* certain facts and these create for all of us a *situation—a problem*, if you will, which is *not one just to be tolerated*. It demands *planning and effective work* to achieve some *tangible results*.

We dare no longer say, even under our breath, "The facts are these; it's too bad but—"

Briefly just what are a few of the selected facts:

There are more vehicle deaths apparent in 1959—toll climbed again in July. Total for the month was 3,340—up 4 per cent from July 1958 which showed 3,210.

First seven months of 1959, up 5 per cent from 1958. Mileage is up also, ratio of deaths to miles about static.

The truth remains, *more people* are being killed.

In the age bracket, 15 to 24 years old, to take just one example, motor vehicles caused 67 per cent of the deaths. In 1958 disabling injuries by motor vehicles were 1,350,000.

Total deaths in 1958 were 37,000 from motor vehicle accidents. Twenty-five per cent of these deaths in towns with more than 2,500 population.

Three fourths, therefore, happened in small communities and rural areas. This is a significant figure, and points to the area in which action is needed. There were some over-all improvements from 1957 to 1958, but again I refer to the trend of the first seven months in 1959.

The problem boils down to this: getting the driver, the individual citizen behind the wheel in a motor vehicle to see himself as he really is. Accomplishing this is also getting him to look where he is. He may be a resident of a rural or urban area, but he drives everywhere. Is he driving under control or out of control?

To reach the individual, we must first locate him and develop means to create the desired impact. What will we say to him? In any event we must take positive action, because results are possible.

In conclusion, what we have discussed today will be useful only to the degree that those to whom it is being made available as a tool, really follow the pattern. Such is also the case of the many local seminars in local communities, where people who have influence and interest in many groups will see themselves as potential teachers or at least arrangers of programs. Their message will

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carry further down to the "Mr. Average Driver," the potential impact of just such a Seminar as this.

The work with the individual driver has and always will depend upon the willingness

of men and women to move into the sphere in which this driver can be found. A plan must be followed to influence him in a positive fashion so that we may hope to see continuing good results in reduction of accidents.

I'LL LEAVE THE ANSWER TO YOU

By DAN HOLLINGSWORTH
Manager, Oklahoma City Safety Council

If you were the world's best and safest driver and if you were the epitome of a perfect driver-citizen, insofar as perfect attitudes were concerned, would you really be safe on our streets and highways?

Or would your safety depend not only on your knowledge of driving skills and proper attitudes but also on a host of other factors, such as education of other drivers of all ages, good laws, properly and consistently enforced, plus modern street and highway facilities engineered for today's traffic.

Don't discount what has been said about proper attitudes. This is fundamental to your personal safety. Driving skills are basic to your safety. And only you can do anything to improve and perfect those two items.

But what good are they going to do you, if those other essentials—education, enforcement and engineering—are not done well and properly and consistently? *I'll leave the answer to this question to you.*

The Number 1 axiom in traffic safety is *that public officials have the primary responsibility for the control of traffic and the prevention of accidents.* To make your fine driving ability and excellent attitude pay dividends, the public officials on local, county, state and federal levels must carry out their job—giving traffic safety its just attention.

Another axiom in traffic safety and added by officials is: *For an official body to carry out its duties, responsibilities and obligations in traffic control and accident prevention, that body must have organized solid continuous support of the public in its jurisdiction.*

Organized public support is a much misunderstood, misapplied term used frequently and fluently in the traffic safety field. Few people are clear about its meaning and its potential.

First, when we speak about public support we are talking about any political subdivision of government, whether it be city, town, district, county or state. Secondly, we are talking about the elected officials, their employees and their appointees, such as superintendents of schools, county prosecutors, highway engineers, traffic boards and commissions, and engineers, city councils, mayors and managers, and so on, in all the official categories—all who have the primary responsibility for traffic control and the prevention of accidents in their legal jurisdiction.

As to the term "organized citizen support" or "organized public support," let's talk about the word support. It means a lot of things, but as used here it means "to hold up"—"to keep from falling"—"to maintain the position of"—"to sustain"—"to carry on"—"to keep up"—"to aid"—"to advocate."

Used here and as a tool for productive accident prevention, public support is a much stronger term than "a willingness to go along" or "I'll not oppose it" or "I'll sanction it" or "I'll vote for it." Support also means "to tolerate"—"to bear with"—"to endure"—"to put up with." It is not that kind of support we are talking about.

This position of acquiescence includes practically everybody. Mentally, everyone is for traffic safety and the more efficient movement of traffic. And they are against anything that causes accidents or delays traffic. It's just as natural and as safe a position as being against sin and for motherhood.

Traffic safety and traffic efficiency always have a degree of public support. The question is, "What kind of public support?" The kind of public support traffic safety needs and deserves is organized; it is real; it is

militant, aggressive, continuous, intelligent, practical, potent and persistent.

It must be designed, financed, managed, guided and operated for the specific purpose of producing and keeping enough public support back of that official program to get the type of traffic safety program the people want, need and deserve.

This group must have only one goal—to get things done which will improve the traffic situation, regardless of who does them and without getting too concerned over who gets credit for doing the job.

This group must be wise enough to know that "politician" is not a dirty word, but it really means "one skilled in the science of government." If this group is going to deal with politicians they, too, must be skilled in the science of government.

They must be keen enough to recognize and to understand the practical political problems of government, regardless of its level—and if they don't know, the first move after organizing should be to find someone who does know to guide them.

Why do we need public support to get a traffic program going and to keep it going? Why is it that public officials need to be supported in doing a thing they get paid to do? We can boil it down to two simple easily understood terms, "human nature" and "pressures from competitive interests."

First, the carrying out of a traffic safety program is neither glamorous nor interesting. It is natural for public officials to find things more interesting to do.

The second point is: there are other groups supporting other items of activity involving horse theft, soil conservation, cooking, music, dyes, wets, state fairs, churches, milk-drinking and cheese-eating, and a host of others—all good. But all are right in there pitching to build support for their pet project.

Is it dishonest to influence government leaders? Is it unfair to put the pressure on key people to get a job carried out? Is it wrong to organize a group to support doing a thing which will result in lives saved, injuries and accidents prevented? Is it cricket to put the prevention of highway deaths above the stealing of horses? Is it as important to teach kids to drive as it is to teach them to cook and sew? *I'll leave the answers to you.*

Take away all trimmings and get right at the heart of the matter, and public support becomes a fairly simple thing. Some of you know me for my work in the police training field. I see a young man with a degree in law or chemistry or police science or education enter the police service. We all agree that here is an outstanding student—this boy will go places. He does!

In about three years he goes to work for some private business. Ask him why, and he'll give you some lighthearted answer such as, "My wife had a bad habit—She wanted to wear nice clothes and live in a good house." But question him further, and he'll admit that the people he attempted to serve confused him as to what they wanted.

He went into police service with the idea that people wanted good honest men in traffic work. He left with a doubt. Is there a doubt in the minds of your policemen? When you get back home next week, will you go find out if there is a doubt in the minds of your policemen? *I'll leave the answer to you.*

I think most of you would agree that Billy Graham is probably the greatest evangelist of today. Mr. Graham has been given credit for causing a lot of people to come down that sawdust aisle and shake his hand and agree to change their way of living.

A lot of people think Billy Graham does all of this by himself. Of course, you know he's got a lot of people helping him. The organization starts months ahead of Mr. Graham's actual arrival. His organization doesn't fly under one church flag. It gets as many churches as possible to co-sponsor the campaign.

In one ordinary small city hundreds of people are put to work in dozens of jobs. After Mr. Graham leaves, the organization stays intact and the follow-thru is driven for all the production available.

There are many reasons why Mr. Graham is successful in his mission. Among those reasons, one is that he honestly believes in what he is doing. And when you hear him, there can be no question in your mind but that he believes.

He is dynamic, militant, uncompromising, forceful, aggressive. He doesn't listen to opposition. He pays no attention to the hecklers. He doesn't engage in street arguments with those who disagree with him or his stand, or

his philosophy. In planning your public support campaign, you could do worse than follow Mr. Graham's system.

This is the sort of organized campaign of public support that traffic safety needs. This is the thing you as a citizen leader can do. You may never have preached a sermon in your life, but you could become as great an evangelist as Mr. Graham. Instead of saving souls, you could be saving lives and legs and eyes and preventing maiming and the spilling of blood in your town and your state.

And you can do this with exactly the same plan of organization Mr. Graham uses. Get everybody lined up and divide the work before you start the campaign. Carry out the campaign, and then give a tremendous follow-thru. Don't get too concerned over who's going to get credit for doing the job.

By your doing that, you may have the same experience many Graham workers have had—in working to save others, you may save yourself.

The man or woman who goes out to do public support work needs to be familiar with government. I used to get a chuckle out of people who came to see me when I was a police official—they did a swell job pointing out what they wanted done, and when, and how. When I offered them the views of the opposition and asked how strong their support would be, so many times they would say—"you know we have always voted for you—"

I figured we didn't have too much support from a group who didn't know that a police official is not elected to his office. Do you know enough about your government to organize a public support campaign for traffic safety? *I'll leave the answer to you.*

What is the first thing a public support group should, can or may do? Go down to your police station, talk to your chief of police—or better, listen to him. Ask him what needs to be done and what your group can do to help him. Find out what he needs in terms of traffic safety improvements. Find out what he worries about at night when he can't sleep.

I should warn you that you may be in for a shock in some instances, for you may find you've been putting your protection money in the wrong place. For example, what peace of mind is that multi-billion-dollar radar circle around the north pole going to give

you, if your wife lands in a mental hospital as a result of being assaulted in your own backyard, because the city didn't have enough policemen? *I'll leave the answer to you.*

A public support group can go to your city manager, or mayor, or commissioner of public safety and make the same approach on the basis, "We are here to help"—"We will not be Monday morning quarterbacks"—"We want to know what you need to do the traffic job we know you want to do."

This public support group must be smarter than the official. If you don't know how your area stands traffic-wise, you could be dazzled to the point that you'll apologize for bothering this dedicated public servant who is doing the most outstanding traffic job in the country. Then you'll go away saying, "We are not needed."

In the case of some officials, you may be told the only thing they need is more money, more men, and more cars, when it might be that the real need of their jurisdiction is to take what they have and use it more efficiently, selectively, and productively.

How is the best way to inform yourself about your area needs, and where your official group stands standards-wise? Your best immediate source is the Annual Inventory of Traffic Safety Activities. This fine self-inventory program is furnished without cost to you. It is a program operated cooperatively by several national groups and administered by the National Safety Council.

The chances are, your city or your state has a pile of these annual reports, which are complex and deep to the layman. Get someone to interpret the report for you. If you can't get a local traffic safety specialist, ask the National Safety Council to send one of its field men to help you.

If you want to be more thorough, there are professional services in this field available to you. The National Safety Council can give you the names and addresses of the leaders in this service. You learn a lot by asking questions of people in your community.

Ask your police officials, your traffic engineer, your safety council manager, your chamber of commerce, your highway patrol, your superintendent of schools. Ask them, "How are we doing in the traffic safety field?" Take the time to listen, and evaluate

their answers. Encourage them to talk about problems involving them and their agency.

All of this calls for work, time and money. But the work, time, and money you invest in organized public support for traffic safety to bring to your community the things needed can be insurance to protect investments you have already made.

What good is that eight-year specialized medical course you've sacrificed to give your son so he could serve and save his fellow man, if in the eighth year he is killed by a whisky-soaked drunk driver who had been turned loose three months ago in your town by a jury who didn't believe in convicting drunk drivers—especially if the accused happened to be a resident of their county. What good? *I'll leave the answer to you.*

It's nice to be the most highly skilled driver in the community, and it's wonderful to have one's personal traffic attitude studded in diamonds. But what good will all this do you if the thousands of other drivers you will meet face to face, or bumper to bumper, don't have a little of the same thing.

Or if they have this fine skill and the much-needed attitude, yet none of you have properly engineered highways. What good will it do? *I'll leave the answer to you.*

Will you bring yourself up to date on what your area needs to be safer for yourself, your family and your friends?

Will you work as a good citizen for your city or your state to show a traffic-accident reduction in 1960?

Will you work to help save your fellow man, and maybe save yourself?

Will you work with an organized group? If you have no existing group in your city, your county or your state, will you help start one? *I'll leave the answer to you.*

Or will you wait until some day you stand beside an open grave with the casket being lowered, with tears of grief scalding your cheeks and your mind torturing your soul and heart with the thought, "I waited too long."

Will you work, or will you wait?

I'll leave the answer to you.

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HOME SAFETY

CHANGING PATTERNS OF FAMILY LIFE

By ROBERT D. HESS

Chairman, Committee on Human Development, University of Chicago

In one form or another, change and expansion have been central features of the social and economic streams of American life. As a nation we are not only accustomed to change, we regard it as naturally American and treat it with pride.

However, even to a people who see the new and unusual as a part of their national heritage, the rapidity and magnitude of social, technological, and economic change in the last thirty years have exceeded our wildest expectations and strained our credulity. In the space of a single lifetime we have passed from an era of the horse and buggy to the age of atoms, satellites, and astronauts. The modern instruments of communication bring into the homes of families of all social levels news not only of the miracles of science but the drama and terror of the cold war and nuclear weapons. Adults and children are exposed to more information about more things than ever before in history.

The changes that we have witnessed at the national level have had a profound effect upon family life. Perhaps the family itself changed in ways that precipitated new social patterns of interaction and behavior, and contributed its own stimulus to the zest and excitement of change.

However that may be, the emerging patterns of family life have potential consequences of the most fundamental and far-reaching kind, for the child, who builds his personality and career upon family experiences, for the community, and for the nation. These patterns affect a wide range of behavior—from the child's school performance to the adult's conception of himself as a citizen, his performance on the job, and to his pattern of behavior as a consumer.

Although family life has been altered in many ways during the past three or four decades, I wish to discuss only a few of the most salient developments. Each of these changes is now in process and may be ex-

pected to modify and re-direct family life in the future. Our planning then must take into account not only the trends that we may see about us today but should anticipate their likely consequences during the coming years.

The first of these major trends is that the family has shifted from a productive, self-sufficient unit to a consuming, dependent unit. By this I mean that the family is now having others do for it many of the most essential things that it formerly did for itself.

The clearest, and perhaps most exaggerated, illustration of this point is the contrast between the rural family of fifty years ago and the modern apartment-dwelling family of an urban center. The rural family produced its own food, built its own houses, grew its fuel for heating, provided its own sources of energy for tilling the land, created its own recreation, and in many other ways supplied its emotional, social, and economic resources.

The modern family buys food, much of it already prepared, lives in dwellings designed and built by persons unknown to them, is economically dependent upon employment by an impersonal corporation, and purchases its small-screen theatre which pipes in entertainment over which the family has virtually no control and in which it does not participate. Its activities and, to a degree, the emotional atmosphere of its interaction are influenced by things and by ideas which come into the family from the outside world.

Appliances, toys, gadgets, and power tools, implements and materials of many kinds are brought into the home and involved in family tasks and activities. The family's time and attention are turned quickly from one thing to another, so that there is less emotional investment, less satisfaction with each activity. One is occasionally reminded of the picture of a child with too many toys—

unable to cope with the overabundance of his resources, unhappy and unsatisfied in the midst of plenty. The family has less identity as a family and has lost some of its sense of purpose and feeling of accomplishment. Family pride is more difficult to achieve because the standards by which a family evaluates itself are shifting and ephemeral.

The second crucial change in the matrix of family life is a result of the changing roles of men and women in the twentieth century. The obviously crucial influence of women within the family necessarily means that a change in the status and expectations of women in the society will have direct impact upon patterns of family life.

Of the many changes in the status of women that this century has witnessed, perhaps the most relevant for family life are first, the rise to a position of relative equality with her husband and second, the technological advances that have freed her to extend her pattern of daily life to extra-family activities—the club, the charity, a part or full-time job, and other types of participation in the community.

Her rise in status in the family requires that other family members, especially her husband, adapt to her new role by changing their own behavior in the home. The husband has become more responsive to his wife's demands, more ready to assist with diaper and dishtowel, and more willing to share with her his traditional authority as head of the family. This trend has been particularly marked in the past two decades and is not likely to be reversed. It means that the wife exercises greater influence upon the activities of the family and upon the buying habits of the group.

The greater status of women in the home has been, perhaps necessarily, accompanied by a relative decrease in the authority and status of men. Although this was initially a change in his relationship to his spouse, it has apparently resulted in a decrease of authority over his children. The authority of the mother over children has similarly declined. Thus in the modern family there is much more expression of individual preference, less feeling of family tradition and group cohesion. The individual family member is more likely to press for his own wants, not necessarily in a spirit of individualism or autonomy so much as in an expression of fragmentation, of a family

related to the outside world in so many ways that the inner family connections are less apparent and less effective in binding the family together.

There is less communication among family members and less tendency for decisions to be made by the group. This is particularly evident in families whose children are in the higher elementary grade and in high school, when the friendship groupings and social clubs begin to infringe upon the child's time and attachment to the family.

The third significant change in family life is the increase in the amount of uncommitted time and the number of optional activities in the family's daily and weekly routine.

The farm family of our earlier contrasting illustration had relatively little time that was not taken up with necessary and essential tasks. The family member had little choice over the *kinds* of activities that demanded his attention and little opportunity to choose a time to perform these tasks at his own convenience. In other words, the circumstances of the environment pressed upon the family with urgency and inescapable demands.

The contemporary family has more time during which it may choose its activities. It may face the week-end with virtually no imperative tasks, other than caring for the physical necessities such as food and sleep. Especially in urban areas, it may have an imposing list of alternatives from which to choose or it may reject the variety of things available and spend the week-end aimlessly and perhaps irritably, with a sense of frustration and petty conflict that has recently become known as the "week-end neurosis."

The great number of optional activities available to the family means, of course, that the environment makes fewer demands, imposes fewer limitations, and responsibilities. This relaxing of external pressures parallels a relaxing of inner demands. Perhaps it would be more accurate to say that we have not yet evolved a set of demands that apply to the use of leisure time. We have ethical standards for work but we regard a man's leisure time as something that is generally his own business, so long as he does not break the law or make a nuisance of himself. The moral constraints that once dictated a man's personal behavior are by no means forgotten, but they are less compelling.

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The expanded leisure time afforded by shorter work week on the job and labor saving devices in the home brought an important new factor into the daily interactional pattern among family members. For the first time the family has substantial periods of the day or week for interacting with each other around leisure-time pursuits. In contrast to the earlier period when family interactions centered around *essential* tasks—as a by-product of work—the family is now free to engage in interaction *for its own sake*. However with this additional time to use at its discretion, the family depends increasingly upon the products of modern technology to occupy its leisure hours.

It is possible that leisure time avocations further fragment the family, rather than increase communication and unity. If families are asked to list the things they do together, an item that appears frequently is, "We watch television,"—an activity that does indeed bring the family together in the same physical space but one that scarcely promotes communication and understanding within the group.

The fourth trend is perhaps less evident than those already mentioned, but is likely to increase in the next few years. It is the tendency of the family to turn to outside agencies for advice and assistance in the basic tasks of child-rearing. In short it is a trend toward *institutionalization of family roles*.

In this aspect again, the family depends upon the broader community and its agencies, experts, and institutions. Parents turn to specialists in medicine and child psychology for information about the physical and emotional health of their children. They mistrust the patterns of parental behavior that they saw in their own parents and in the hope of doing a better job they adopt new behaviors, new attitudes, and new standards of action.

The family's reliance upon formal, organized modes of learning and carrying out family roles, has encouraged a growth of facilities designed to care for children during the summer and after school hours. Day camps, programs for sports, crafts and the like have increasingly occupied the free time of the children of the urban family. Kindergarten, nursery schools, play school, and other group activities have been created to absorb the time and energies of the pre-

school child. The child is sent out for dancing, swimming, music, and cooking lessons (to mention a few) and in other ways systematically separated from the family group.

Leisure time is thus devoted to individual rather than group activities almost as if family interaction is to be avoided. The care and supervision of the child, even at very young ages, is now frequently shared by many persons who are relative strangers to the family. The responsibility for the child, including his physical safety, is increasingly becoming the concern of the community, its agencies, and institutions.

How shall we evaluate these trends that are creating a new style of family living? In looking back upon the family of the past, it is sometimes difficult to avoid the conclusion that the contemporary family is failing in its basic responsibilities. It is easy to accept the generalization that the good old days were best and that the family has lost much of its tradition and strength.

But if we can detach ourselves from our nostalgia about the past we may be able to view the changing patterns that characterize the family in the context of the demands of a highly complex, industrialized society and inquire whether the family is, in some ways, adapting to a changing society, and rearing its young to meet new demands. Perhaps the old, stable, family-centered patterns do not adequately prepare the child for a life that provides abundant free time and a standard of living unmatched in our history. Perhaps we are in the process of evolving a new set of family roles and behaviors.

The family and the society inevitably interact upon one another. The family alters its behavior in response to developments in the broader society and in turn affects the society by sending to it persons whose personalities, values, and views of life are in part products of family experience.

Recent research suggests that men who work at jobs where standards are to be maintained in the manufacture or evaluation of a product treat their children differently in some ways from men whose job is primarily one of dealing with people. The first group stresses achievement and specific standards of accomplishment, while families of the second group emphasize the virtues of getting along with and influencing people.

Perhaps this suggests that if the so-called "organization man" is a type highly rewarded and useful to large corporations, and other major segments of the society, families will respond to these new definitions of the successful man and tend to teach their children, perhaps unintentionally, appropriate attitudes and values.

In both situations, there seems to be an increasing need for the individual person to be able to change his immediate reference groups to be able to move from one group to another and to work effectively in a diverse succession of personal relationships. That is, he must be able to detach himself from one set of associates and relate himself easily to another without sacrificing his personal respect and integrity.

The family, I believe, will redefine itself to offer both the solidarity of belonging to the family and the opportunity to interact with several groups outside the family circle. This re-definition will *emphasize the values and standards of the family* as a basis for a sense of belonging to a family unit and will *de-emphasize* the significance of physical interaction. That is, a child will be able to meet family standards and values by inter-

acting on his own with groups outside the family.

Family pride and identity will increasingly come from the individual's personal accomplishments and participation in the wider community. In this way, the tendency toward less family interaction and more community interaction will become the basis for solidarity of the family.

Recent research suggests that this can be accomplished without jeopardizing the mental health and personal development of the individual child. Thus the individualization and fragmentation that I have described does not mean that the family is breaking up. Rather it means that we are changing our ideas about what it takes to maintain family ties and our concepts about which behaviors and acts are valid indications of family unity and interaction.

I think that we may reasonably hope that the family is moving toward patterns of living that will eventually prepare children to deal more effectively with the complexities of modern society. Change and innovation are not new to us as a nation and we should be confident of our ability to meet the emerging demands of the future.

CHANGING PATTERNS IN FAMILY ENVIRONMENT

By JAMES E. LASH

Executive Vice President, ACTION, Inc., New York, N. Y.

My organization got its name, "ACTION," from the initials of the American Council To Improve Our Neighborhood. After five years pursuing the objective, our directors decided that the parts of a city are really inseparable. Hence, they decided we should concern ourselves with the whole city, and to that end, we have become ACTION, Inc.—which we explain as "the national council for good cities." It is a good environment in cities which is our main objective, and I think it clear that our broadened interest brings us close at many points to the concerns and objectives of the National Safety Council. I look forward to cooperative endeavor between our two organizations whenever good purpose will be served thereby.

Now, one of the focal points of AC-

TION's objective for the American City is "Good Homes in Good Neighborhoods." Good homes must be safe homes; good neighborhoods, safe neighborhoods. Here, certainly, is where we meet on common grounds with you whose concern is home safety.

Because of the breadth of our interest and what I understand to be yours, I believe a broad definition of "family" is in order. Something less than half of our American households are the typical "family"—mom and pop and two or three kids. More than half our households are not of this kind. They are single, divorced or widowed men or women living alone; adult companions living together; one adult and children; couples before or after children; and so

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on. In general the proportion of these typical households probably increases with the size of the city. It's likely to be greater in the central city than in the suburbs, and higher in slums.

While we're at it, let's note that the "typical" family isn't altogether typical either. Some have little children, some have teen-agers. Some are rich, some poor. Some center their activities in the family and at home; some just don't live this way.

Furthermore, let's recognize that households change over the individual life cycle. So we sum up this point by saying that the family and, family environment, in the sense in which we both want to consider the latter, are highly diversified. This has important bearing on some things I'll mention a little later on.

My second general comment is that patterns in this environment change slowly. Over 97 per cent of us in any given year live in dwellings built from one to a hundred years earlier. The basic lot and block subdivision of the neighborhoods in which these dwellings are located lasts for decades and centuries. In the entire period of the sixties, we shall add to our dwelling supply by only about one quarter. So let's keep in mind that the environment in which most families will live in the sixties is a pretty fixed commodity. It will see some changes, but hardly spectacular ones. There will be more changes in the new environment created, but this will affect only a minority even by the end of the period.

My third general comment is that the population surge predicted for the sixties is not any longer a very new phenomenon. We've been in it for fifteen years. The dire predictions of what it is going to do to us had better be heeded in terms of what it has already done and continues to do every day. We'll do this in a moment. Then let's look at how some predictable trends are likely to affect family environment, and just for a moment, glance at some of the ways in which man can help be the master of his own destiny.

What are some of the changing patterns in family environment of the past few years likely to continue in the sixties? More and more of us will live in the cities than in the country. Most of us who get new housing will get it in the suburbs because this is where land is available to build it on.

We'll add automobiles about as fast as we do people, and their conflicting demands for space will continue to cause trouble. More of us will probably spend more time getting to and from work and school and play. To get out in the country, more people will have to drive farther and further.

Many of us will move several times during the sixties, usually to find a more suitable house, but sometimes because we don't like our neighbors or have a job change. Some of us will find our older neighborhoods more crowded because of both new dwellings and conversions making room for more households and automobiles, if not people. More of us in the central cities, at least, will either be negroes or have negroes living in the neighborhood. More of us in the central cities are likely to be elderly and large groups of us are likely to have comparatively low incomes.

Where there is a lot of movement and pressure of more households moving in, things will deteriorate noticeably in ten years. On the other hand, if we continue in general prosperity, many older neighborhoods will be well maintained and even show improvement in the quality of their structures.

In the new growth areas around our cities, we're not likely to see many well defined suburban communities spring into being. Houses are likely to follow highways. They'll skip beyond much of the poorer land or that which has been fouled by premature development of some kind or other. Water will often be a problem; so will sewage.

This and more is fairly typical of the past few years. Much as I would like to think otherwise, I am sure it will continue to be fairly typical also of the next few years. But there are some trends likely to produce some changes in the future. And if we will do so, we can use these trends to make considerable changes for the good.

One relates to the diversity. I spoke of earlier. Our population increase is not static. We add different kinds of people and of households at different times. It's a good bet that in the sixties we'll add many newlyweds and oldsters to the atypical households. They usually prefer to rent rather than to buy. Then one of our surveys shows some people of means increasing their preference for living close to downtown. Urban and suburban land is becoming in-

creasingly expensive to use for single family homes.

Add all these together and we find the likelihood that the period of the sixties will see more housing built for rental than for any period since the 1920's. Rental housing will constitute the largest proportion of new housing constructed since the very high proportion built in the twenties. It may reach 400,000 dwellings a year for several years. It will be at medium to high population densities. This is enough to make new rental apartments as noteworthy a feature of the sixties as new single-family tracts have been a feature of the forties and fifties. Let's call this trend number one in new housing.

The demand for single family homes will remain strong, however, in spite of giving ground to rental housing. In meeting this demand, we come to trend number two, namely, that more and more new housing will be the product of the big or "merchant" builder. Already 1 per cent of the home builders put up 33 per cent of the homes. The largest 10 per cent of builders put up more than 66 per cent. Their increased operations can be both benefit and detriment in the sixties.

The large scale builder's requirement of large tracts of land at the most reasonable price he can find drives him farther and farther out from the urban center. Often this places him beyond the restraint of regulation in the public interest through subdivision ordinances, zoning and building codes. Sometimes he purposely goes far out to escape these regulations because they inhibit his efficient operation.

If the builder abuses this lack of restraint, the public suffers. But to an increasing extent, competition demands a better and better product. With a large tract of land, the builder can achieve better site design, actually creating new neighborhoods and whole new communities with required neighborhood and community facilities. He can achieve lower costs by a scale of operations permitting engineering innovations in his product and the production process. The consumer stands to benefit from such achievements by more house for the money in a better neighborhood environment.

Trend number three applying particularly to the production of new housing in the sixties is the increasing introduction of new

materials and methods in the direction of industrializing housing production. Even with most labor performed on the site, large scale builders employ industrial techniques of standardized parts and repetitive tasks by skilled labor. But of more significance in the trend to industrialization is the reduction of site labor in favor of the factory production of larger components of dwelling units.

Prefabrication builds a house in a shop and ships it in sections to be assembled and finished with utilities added at the site. In two decades, this industry has grown from about 4 per cent of total housing production to 10 per cent.

Every year since World War II, however, prefabrication has been exceeded by a house which isn't called a house and, therefore, is free from building codes and other requirements on houses. This is the house trailer or mobile home, which is wholly produced in a factory and wheeled to a site from which 90 per cent of them never move. In 1957, mobile homes fulfilled a consumer demand to the extent of 140,000 units, well over 10 per cent of housing starts.

Then the increased housing activities of giant industrial corporations represent a great potential. Appliance manufacturers have pioneered by offering a complete kitchen which can be installed as a unit essentially without dependence on the structure which surrounds it. New metals and plastics, the competition of which is being met by new forms of wood and masonry, promise new standards of comfort, safety, maintenance and beauty. They call for new shapes and designs, new methods of fabrication and construction, new means of distribution and marketing. They are being pursued by companies with experience in industrial mass production, and with financial and managerial resources heretofore unknown in housing.

It has been observed that housing has never really become part of the system by which other goods, most notably the automobile, have become so widely available to our people. Fortune Magazine has called housing "the industry capitalism forgot." The sixties may be the decade of major breakthrough for industrialization in housing. The promise is such that we had better take another look at our regulation of housing as strictly a local handicraft industry. This we shall do in a moment.

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Before we do, let's take a look at one other big potential developed in the fifties. This is urban renewal. It has to do with both old and new housing.

In a sense, the fifties have been a tooling-up period for urban renewal. Relatively few projects have been completed, but nearly 1,000 communities have met the basic prerequisite for receiving Federal financial assistance for urban renewal. This is the so-called "workable program" for eliminating and preventing slums and blight. These cities have 647 urban renewal projects either completed, in the planning stage or in actual execution. There are 26 projects completed. Enough slum clearance and redevelopment projects have been completed that I believe we can say we know how to do redevelopment even though there is a great deal of room for improving how we do it.

Experience is less and accomplishment very slight in the other type of urban renewal project, namely, the complete rehabilitation of existing private properties and public facilities in whole neighborhoods. Nevertheless, I think we are learning to do this, too.

One product of redevelopment thus far is especially noteworthy in respect to the requirement of diverse housing types to meet diverse housing needs which I noted earlier in this talk. For a variety of reasons, both public agencies and private developers have devoted extraordinary planning and study to redevelopment projects. By and large, redevelopment occurs in the parts of the city in which typical households prefer to live.

The challenge of designing for this new market has been combined with the opportunity of planning fairly large areas as single units. The result in some projects has been a wholesome experimentation in site design, housing types and occupancy.

To mention a few: the combination of relatively high density and open space in the New York Life Insurance Company's development in Chicago's south side; Webb and Knapp's town houses in the Hyde Park-Kenwood area of the same city; the combination of high rise and low rise buildings in Detroit's Gratiot project; a Philadelphia development under construction to include dwellings for young couples and their preschool children with play areas on each floor and a nursery school; new types of row

housing in Philadelphia and Richmond, California, which are pleasing to the eye and provide privacy to the family and accommodation to the automobile; a planned new structure of minimum accommodations for migratory workers displaced from skid row in Sacramento; public housing in several cities with special provisions for the interests and infirmities of elderly residents; integrated occupancy by whites and negroes in apartments in Chicago and other cities; freedom from through-traffic in nearly all redevelopment projects.

The atypical households all too often find their housing in worn out structures adapted or ill-adapted to their needs. They will not have adequate housing merely by their removal from slums requiring further adaptation of other housing to their needs. Housing to suit their needs will have to be produced for them, and the experimental efforts I have just mentioned are in this direction. They are possible because of a new approach to planning and design, and new means of assuring that plans and designs are carried out.

The patterns of family living in the sixties can and will be changed by the actions and decisions of men. They can be changed by public decisions in which all of us have a role. Out of what I have discussed, I should like to mention three areas for public decision by which change can produce great good.

The first is an exceptionally fortunate coincidence in timing. For 15 years, we have been providing ourselves with the legal tools and learning how to use them to clear away slums and make the land available for new uses. The slums and blighted areas which endanger the health and safety of shameful numbers of our citizens are located largely in the parts of our cities which are frequently the most suitable locations for rental housing. Now we face a period of exceptional demand for rental housing, a demand which often will be the strongest in the very areas we can make available by clearing away slums.

But the redevelopment projects in the pipeline are far short of sufficient either to make substantial inroads on the extent and spread of slums and blight or to provide the suitably located land which the upcoming demand for rental housing can absorb. Our choice, therefore, is clear. Will we avail our-

selves of this opportunity by stepping up the pace of slum clearance and urban redevelopment?

I am not unmindful of the problem of relocation in a faster rate of slum clearance. But this is primarily a matter of providing an increased and sufficient amount of adequate housing and eliminating substandard housing for all our people. No one magic formula will do this. It will take a complex combination of things, among which the three I am mentioning here have high priority. The opportunity I have just mentioned is one of them, namely, to take full advantage of effective economic demand to get new housing built of the right kinds in the right places in our cities.

The second has to do with conserving and rehabilitating the existing housing in which most of us live and continue to live in the sixties. I said earlier that I believe we are learning how to renew whole neighborhoods by rehabilitation, leaving existing structures and facilities largely in place. I am convinced that what we need to prove what we have learned is more effort. And I think that public agencies must take the initiative in effort.

The greatest proportion of the environment of a neighborhood—30 to 50 per cent—is publicly owned in streets, sewers, schools, playgrounds, and the like. The rest is publicly serviced, for example by police and fire protection, and subject to public regulation, for example, by zoning and minimum housing standards ordinances.

Urban renewal adds the concept of unit planning which we've seen in redevelopment. It adds the public removal by eminent domain, if necessary, of the structures deteriorated beyond being salvageable—the rotten apples in the barrel. Unless this publicly owned environment sets a good example and these public influences on private property are directed toward upgrading, neither private owners nor private entrepreneurs have much incentive to upgrade their own properties.

Almost on the fingers of your two hands can you count the cities which are even beginning to undertake the fully comprehensive effort which neighborhood rehabilitation requires. Yet how can we more effectively improve family environment than by giving this kind of attention to our existing housing and neighborhoods? Are we concerned

enough to make the effort, to spend the public funds required?

My third point relates to all I have said so far. It can be summed up in the one word—"innovation." Diverse housing needs require innovation; current trends indicate great potential in innovation.

We have noted the diversity of needs from the variety of household types. We have mentioned the merchant builder's improvement of his product by site design on large tracts and engineering methods. We've noted the trend to industrialization in housing production—the introduction of new methods and materials. We've noted the experiments in new design in redevelopment projects.

Diversification and improvement of the housing product by innovation in terms of the diversity of need is another way to stimulate effective economic demand. I think it significant that 75 per cent of this year's sales by National Homes—the country's largest prefabrication firm—have been in the new line of houses with all-aluminum exteriors the company introduced last fall.

Marketing tests on the new line of these houses just introduced indicate 90 per cent of buyers will prefer them to those with more traditional finishes. Again, stimulating effective economic demand by offering the buyer or renter more of what he wants for his money is essential to getting more good housing in place of bad.

Innovation then holds great promise for the sixties. But note the extent to which the trends to innovation are occurring where normal regulations do not apply—in mobile home manufacture; in kitchens built in the factory as appliances; in merchant builders' tracts which sometimes purposefully are located far out to escape restrictions on mass building techniques; in redevelopment projects; even in National Homes modest innovation, which I am ashamed to admit cannot be bought in my own town because of the building code. Subdivision regulations, zoning and, particularly, building codes, all enacted for the public's benefit and protection, have become inhibitors to change and innovation in housing essential to meet housing needs.

This is not to argue for abolishing these regulatory measures. They were developed for good reason. They are still needed and should be extended where they do not exist or are not enforced. But the current situa-

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tion calls for a searching reexamination of the content and use of these regulations in terms of current—not past—necessity.

There is not time here for detail, but only to pin-point a couple of main bases for such reexamination. One is the need for diversity in housing and the opportunity for innovation to meet that need. Rigidity in code specifications inhibits innovation and diversity. The second is that for housing to partake fully of the highly efficient mass production economy for which this country is noted, it must be able to produce large com-

ponents in large quantities. This means it must have mass markets for wide distribution. It cannot accommodate itself to either minor or major changes required by different building and other code requirements enacted by thousands of localities all over this country. Local autonomy is a value to be preserved, but surely we are smart enough to find the way to accommodate that value to changed times and conditions. We must do so if the objectives that we in ACTION and you in the National Safety Council share so notably, are not to be thwarted.

THE HOUSING INDUSTRY IN TRANSITION

By RUDARD A. JONES

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The decade of 1960-1970 promises to be an extremely interesting period in the history of housing in the United States. Essentially, the period will be a transitional one with house building gradually assuming more and more the characteristics of an industrial activity as opposed to the fundamentally hand craft operation it has been in the past. The task here is to take a look at the coming decade and to make an educated guess as to what health and safety problems may be engendered by a changing housing industry.

We can see changes that have taken place in the last decade which foretell, in part, tomorrow's housing pattern. We need only remind ourselves that "prefabrication" was a word primarily used in only a theoretical way until after World War II. Factory-built homes and the large mass merchant house builder, such as Levitt, Centex and the like, are post-war developments. This type of activity will continue to expand in the 1960's and probably will expand at an increasing rate.

Before making conjectures about the future of the housing industry, perhaps it would be well to review the various types of home building operation that are carried on at the present time. First, we must distinguish between the custom builder and the merchant builder. The custom builder

builds to suit the individual's demands. He may build houses that are designed by an architect and offered for bids, or he may bypass the architect and furnish design and planning as part of his services. His operation is generally small and seldom encompasses the lowest cost house.

The merchant builder sells a standardized product or products with certain standard variable options. The majority of merchant builders have their sample case—a model home or two—and sell homes from this model. A very few will build ahead of their sales demand and thus actually have houses in stock—most builders prefer to have the house sold before commencing construction.

Small merchant builders may build one or two houses speculatively and wait for the sale of these houses before continuing their building operation. These houses are usually in the medium to high priced range.

The big builder of today is the operative builder. He too, is a merchant builder, for his operation is keyed around mass sales of a standard product. In most areas of the United States his operation involves the purchase and development of land, the sale of houses from models, and the construction of the houses. Sometimes the construction operation is chiefly a subcontract operation; other times the builder uses his own crews. Very often selling, land development,

and construction are handled by different corporations under the same direction. This solves some tax problems and also simplifies the delegation of responsibilities.

The operative builder may use any of several techniques in the construction operation, selecting the one most suited to his needs. Generally, his methods will be more industrialized than those of the custom or small merchant builder. Precutting of lumber is the minimum mass production technique employed; more often many parts of the house are panelized or prebuilt, and many manufactured or shop-built components are used.

All activities are aimed toward the reduction of on-site labor in order that the economies of organized shop production can be gained. In a shop or factory operation, proper equipment is available and all operations can be suitably scheduled and controlled, thus utilizing employees' services to the maximum. Rapid site erection is a characteristic of the operative builder, as it is vital that he reduce the length of time his capital is invested in one given house.

The operative builder may also be a user of prefabricated houses—the term “prefabricated” here meaning a house that is manufactured in a plant of another organization and hauled to the builder's site. Obviously, the distinction between a “prefabricated” home, a “panelized” home and a house built with “component construction” is a flexible one, and in many instances it is a matter of local nomenclature. However, all terms are concerned with the mass production of homes.

From this we see that there have been strong moves toward industrialization in housing. At the same time there is a long way to go. Even in those instances in which the builder uses a manufactured house, the expenditures at the site amount to more than the cost of the prefab package. Actually, the only true prefab house we have today is the mobile home or the house trailer. Here is a package complete in every detail that may be moved to the site, connected to utilities, and placed in use immediately.

One or two builders have applied a variation of this technique to a standard house and have used house-moving equipment to move a shop-built house to a prepared foundation. The problems of moving such houses

through city streets and on the highways have limited the application of this method. (Perhaps in the future whole house delivery will become possible through the employment of helicopters as the hauling agent.)

The size of the builder has been changed considerably in the last two decades. We are now at the point where 10 per cent of the builders build two-thirds of the yearly output of houses, while the other 90 per cent construct the other third. The very large operators are increasing also—of the two-thirds produced by the large builders, one-half of these houses are erected by only 1 per cent of all the builders. Thus, the mass production methods of the operative builder are replacing the handcraft operation of the small builder.

Why has this trend been taking place?

A fundamental cause is economic. Construction costs, as related to the consumer price level, have continually increased over the past thirty years while the costs of household services have decreased. Household goods first increased in cost and presently are declining slowly. The lesson appears to be clear—the costs of the production of electricity and of the manufacture of household appliances and equipment have benefited from the savings of mass production, while the house construction industry has not. This is not to say that there has been no mass production in housing, but rather that it has lagged behind mass production in other industries.

As the disparity between home construction costs and other living costs increases, more and more pressure to reduce construction costs will develop and this will increase the trend toward the industrialized house. At this point, it is only fair to point out that some of the increase in the average home price is due to the increased consumer demand for more luxury items in the home—extra bathrooms, better heating plus air conditioning, fireplaces, superior kitchen storage units and appliances.

At the same time, we must realize that more of these items are mass-produced items and as such their costs are subject to the benefits of production methods. Actually, most of the items which make up the house are mass produced—it is at the house site, where assembly takes place, that the greatest

problems occur. Here many builders continue to operate as they have always done in the past. Each piece is separately cut and fit, a minimum of power tools is used, cost-saving techniques are ignored.

It is truly a tribute to the economy of the country, that the house-buyer can continue to support builders of this type. In a period of financial difficulties it is likely that many of these smaller operators would be squeezed out. The number of houses produced by this type of builder, however, has been decreasing steadily since the war.

How rapidly the change to mass produced industrialized houses will proceed is difficult to estimate. One manufacturer of houses has recently acquired a number of additional plants with which he may cover substantially the entire heavily populated mid-section of the United States. He states that he hopes to have half of the entire house market by 1970.

In spite of the strong movement toward the operative type of builder, it is apparent that there will always be the small builder in the local community and the builder of expensive custom houses. With these facts in mind a rational prediction seems to be that the housing industry of the 1960's will still be an extremely varied one, with the smaller operators gradually being dropped out of the picture.

The usual single family home today is basically the same type of home that was built two to four decades ago. The structural material is either wood frame or masonry. True, there have been changes and refinements in these structures. Studs 24 inches on center have replaced to some extent studs at 16 inches on center; continuous lintels are used; modular framing has been introduced, and the use of the truss has been expanded greatly. In masonry construction, cavity walls and the single wythe six inch brick wall has been developed and accepted in many areas.

Construction methods have also changed. Tip-up wall construction, panelization, the use of power tools, etc., have helped reduce costs in this phase of the operation.

In spite of these advances, which are not fully accepted by any means, the basic structure of the house remains essentially as it has been for nearly a half century. (The one major exception is the extensive

use of concrete floor slabs for residential construction.)

Thus, where the presently approved methods and construction systems continue in use, we need not anticipate any great new problems as far as safety in homes is concerned. Rather we may expect an amplification of some of the existing problems. Increased use of electrical energy, including the employment of electrical heating, can increase electrical hazards. Additional mechanical equipment may also create problems.

Some changes in the types of housing to be built in the next decade may bring other safety problems. If land costs continue to rise, we may anticipate more multi-story dwellings, more flights of stairs, and more accidents on stairs. Two-story homes also require careful consideration of a provision for a second fire exit from rooms especially in those instances where open stairways increase the tendency for rapid spread of fire. We cannot expect the builder or designer to provide a second stair, but windows which are suitable for emergency exits are a prime requisite. Large glass areas on upper floors perhaps should be evaluated.

It is difficult to pass judgment on the necessity or desirability of providing a safe refuge from unusual disasters such as radioactive fallout and violent windstorms. In the future it may become necessary to provide special protective sections in homes located in hazardous areas.

The constant search for better and less costly materials for house construction combined with the attractive and lucrative housing market has resulted in intensive investigation of a number of new materials showing a possible potential for home building. Among these materials some of the most exciting are sandwich panels with metal, plastic or wood product skins and foamed plastic or paper honeycomb cores. These panels may serve both as enclosing elements and structural supports. As new materials they must be evaluated as to the suitability in resisting the normal loads which occur in or on the building due to occupancy, snow, wind, ice, impact, etc. Also they must be checked for their resistance to fire.

These problems of structural safety and fire safety usually lie in the province of the building code regulations of the area, but oftentimes codes may have been written in

terms of more commonly-used materials. Wider acceptance of national or area codes which make provisions for evaluating new materials will help eliminate multiple judgments on new materials and new systems, but it still will not be easy to gain nationwide acceptance for nonstandard products. In the interest of both safety and economy we owe it to ourselves to encourage our cities to maintain modern building codes.

The problems involved in obtaining an adequate evaluation of a new product or system and of gaining its acceptance may well cause one to ask "Why must we change from accepted methods?" Here again economy is the prime factor. Many of our present day materials have their limitations as far as mass production techniques are concerned. The basic need for cost reduction through industrial processes makes it imperative to search for new materials and processes which will accommodate modern methods. It all becomes a part of the fundamental idea of providing good housing at a lower cost.

There are other housing problems which will undoubtedly occur due to the general problem of an expanding population.

More automobiles and more people will require improvements in our design practices which will more satisfactorily separate the rider and the walker. To provide necessary green areas and play space adjacent to

homes it may be necessary to modify existing laws which prohibit the municipality from charging new park and new school costs against lots in new developments. These problems may not properly be called "home safety" but they are an essential part of providing a safe home environment.

Other major problems which will face some of us in the sixties are perhaps health problems rather than problems of safety. One of the most vital is the problem of adequate safe water supply. In some areas of this country authorities are now concerned with water shortages. It may not be long before we will have to modify our wasteful practice of using gallons of purified water simply as a waste carrying medium. Along with this is the related task of adequate sewage disposal for the large urban areas of the country.

In summarizing I can only say that during this period while housing is continuing its transition from handicraft to industry, I believe our greatest safety and health problems will result from the general increase of population and possibly with the introduction of new materials and processes home building. These problems will not be insurmountable. At the same time, the need for a more careful investigation of house construction and design features which contribute to home accidents cannot be over emphasized. Much of the knowledge in this field is empirical—more facts are needed.

HOUSING IN THE SIXTIES

URBAN RENEWAL AND CHANGING HOUSING NEEDS

By IRA J. BACH

Commissioner of City Planning, City of Chicago

Housing is the foundation of Chicago's economic, social and political well-being. Housing construction is one of the city's major industries. To the elected official, housing is a vital public issue. To the planner, it is the most direct method of achieving the city's goals for its future development.

Today we are viewing the subject of housing primarily from the standpoint of

its effects upon safety during the next decade. Certainly there is no more important element in promoting the health and welfare of Chicagoans than assuring an adequate supply of standard dwelling units, in the proper relationship to one another and to other land uses.

The Department of City Planning works toward achieving this relationship, through the comprehensive general plan and the

zoning ordinance. We coordinate and review the plans of Chicago's housing and urban renewal agencies and outline programs for the city's capital improvements.

These activities insure the orderly development of harmonious and beneficial land use patterns and adequate public facilities, in keeping with Chicago's social, physical, and economic goals.

Recent trends in Chicago's housing and urban renewal, as well as programs for future residential areas in our city, should provide some insight into America's metropolitan housing in the sixties. As I shall point out, we anticipate a significant increase in centralized dwellings. Although suburban areas will undoubtedly continue to grow at a rapid rate, we predict that inner city areas of Chicago will house increasing numbers of families.

The city's urban renewal program will provide much of this new centralized housing, through redevelopment of blighted areas and rehabilitation of middle-aged communities. During the last fifteen years Chicago has done much to improve the environment of inner-city neighborhoods.

At the close of World War II, the city was faced with an unprecedented shortage of dwelling units. Scarcity of materials had made it impossible for new construction to keep pace with the increase of employment. Many buildings had become outmoded and overcrowded. Older neighborhoods had deteriorated, and middle-aged communities were threatened by the spread of blight.

During the late forties and early fifties, much federal, state, and local legislation was aimed at improving both the quality and the quantity of housing in our urban areas.

Chicago followed up this legislation with action. The Chicago Land Clearance Commission was formed to carry out the city's redevelopment program. Later, the Community Conservation Board was established to assist neighborhoods in blight prevention. Another important postwar development has been the expanded public housing program for low-income families.

Several Chicago City Council ordinances since 1955 have been directed toward increasing home safety in Chicago. The modernized Housing Code, enacted in 1956, established revised standards for space, occupancy, sanitary facilities, light, ventilation, heating, and

physical maintenance. A stepped up task force program by the Department of Buildings has assisted in enforcing the code.

The comprehensive amendment to Chicago's Zoning Ordinance became effective in July 1957. It is considered by planners and public administrators to be one of the most up-to-date measures of its kind in the country. Its performance standards have been effective in reducing hazards associated with industrial areas.

These factors—housing demand, legislation, and local action—plus Chicago's vigorous economy have combined to bring about a substantial improvement in the supply and condition of the city's dwelling units.

Between 1950 and 1957, the total number of dwellings in Chicago increased by 5.3 per cent, or approximately 60,000 units. This gain considerably exceeded population growth during the same period, 3.5 per cent.

Urban renewal activities and private construction also brought about a net improvement in housing quality. The number of standard dwelling units increased by over 16 per cent, while substandard units dropped by more than 30 per cent. The number of overcrowded and doubled-up units also decreased by almost one-third over the seven-year period. However, the number of Chicago families owning their own homes and the rate of vacancies among rental units increased significantly.

This information was obtained through the Chicago Supplement to the National Housing Inventory, prepared by the U. S. Bureau of the Census. Data were analyzed by the Chicago Community Inventory and prepared for release by the Department of City Planning.

Today, more than 12,500 acres in Chicago are under some sort of urban renewal treatment. Five Chicago Land Clearance Commission residential and commercial projects are under construction, and 17 more are in various stages of preparation. Lake Meadows, Chicago's first urban renewal project, is now nearing completion. It contains nearly 2,000 middle-income apartments, a shopping center, and community facilities. The streamlined buildings and spacious lawns of Lake Meadows occupy land that was once the site of some of Chicago's most neglected slums.

To the north, the Prairie Shores apartments are developing into an equally attractive community. Both projects are built on land acquired, cleared, and resold to a private developer by the Land Clearance Commission.

The Chicago Housing Authority has completed 31 projects, containing nearly 18,500 modern apartments for low-income families. Thirty-four more areas, to provide more than 11,000 dwelling units, are under construction or planned.

The Community Conservation Board is Chicago's slum prevention agency. It has designated ten neighborhoods, covering more than 11,000 acres, for assistance in carrying out improvement programs. The board's first comprehensive urban renewal plan, for the Hyde Park-Kenwood area, is now in the execution stage. The program includes provisions for limited redevelopment, rehabilitation of middle-aged buildings, and expanded community facilities.

We can see that Chicago has come a long way in providing a decent home in a suitable environment for each family in our city. Nevertheless, we have an enormous task before us. There are still 177,000 substandard dwelling units in Chicago, according to the National Housing Inventory. They must be repaired or replaced, and new homes and apartments must be built to house our expanding population.

According to our latest population projections, 4,175,000 people will be living in the city of Chicago by 1980. The total for the metropolitan area will be more than 9,850,000 by that year. By 1965, we know that the median age of the region's population will be lower, but that the total number of persons aged 65 and over will be significantly higher.

More and more of our efforts to meet the housing needs of our growing population will depend upon the urban renewal program. Since 1941, Chicago's vacant land has been developed at an average rate of 1.4 square miles per year. In 1958, there were 21.3 square miles of vacant land remaining within the city limits. Of this total, 8.3 square miles are zoned for residential use. About 80,000 dwelling units could be built on this land.

If present trends continue, Chicago will be completely developed by 1973. The city's

supply of choice developable land provides many opportunities for private investors. Nevertheless, we can see that in the future Chicago must look to new uses of already built-up land to meet expanding requirements.

In August 1958 the Department of City Planning presented the Development Plan for the Central Area of Chicago to Mayor Richard J. Daley. The plan outlines a program to revitalize the heart of the city through public action and private investment.

One of the plan's major proposals is for 50,000 new dwelling units in the central area. These homes, on the near north, south, and west sides, would be designed for all family sizes and income groups, with a particular emphasis on middle-income housing.

Other Central Area Plan measures would create markets for housing, in a renewed environment attractive to residential developers. The University of Illinois' four-year Chicago campus would replace railroad tracks and terminals in the area bounded by Congress, 14th, State and the river. The campus would be the key development in a comprehensive residential re-use program for the Near South Side, down to 26th Street.

Chicago's Near South Side has all the natural advantages of the fashionable north side area—proximity to the lake, to transportation lines, and to downtown. Commercial trends and lack of zoning in the late nineteenth century led to mixed land uses and blight. The re-use proposals of the Central Area Plan would allow the Near South Side to realize its full potential.

The Chicago Land Clearance Commission already has two residential redevelopment projects underway in the central area—the North-LaSalle project on the near north, and the Harrison-Halsted project on the near southwest side. The Community Conservation Board is now preparing final plans for the Near West Side Urban Renewal Area, for rehabilitation of this older central area neighborhood.

New transportation and recreation facilities proposed in the plan, as well as a Civic Center on the north end of the Loop, will further enhance the attractiveness of the central area.

As I have indicated one of Chicago's greatest needs is for more housing close

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to the heart of the city. According to a recent study conducted by the Chicago Central Area Committee, well over 300,000 people are employed in the Central Commercial District alone, Chicago's most concentrated business area.

These employees represent the greatest need for near-downtown housing. And, as Chicago's role as the major mid-continent administrative center expands, this need will likewise grow.

The central area presents unique advantages for residential use. It contains many of the city's finest museums, libraries, and other cultural facilities, as well as the world's largest concentration of retail stores. It is near the many unexcelled recreational areas along Lake Michigan. Probably most important, it offers the greatest variety and concentration of employment opportunities in Mid-America.

We know that many European capitals and some large American cities have their finest residential areas near the center of commercial activity. Chicago's Near North Side, for example, contains some of the city's most fashionable high-rise apartment buildings.

Certain population trends, too, indicate to us the growing need for central area rental dwellings in the future. Within the next decade, we will experience a marked increase in the number of young families, the "war babies" of the 1940's who have established their own households.

In view of the consistent rise in the average educational level since World War II, we know that an increasing number of these young men and women will be employed in executive and other office positions. For Chicago, this will mean more Loop workers.

Managerial employees, particularly young men at the beginning of their careers, find distinct advantages in near-downtown housing. Here, their schedules for after-hours conferences are not hamstrung by infrequent train departures for the suburbs. They can participate more fully in the civic life of the community.

Young families, too, tend to have a high rate of mobility, since company transfers require frequent moves. This is yet another reason why near-in apartments would be ideally suited for them.

A second population trend is especially

significant to our housing program. There are increasing numbers of middle-aged families whose children have left home for school, jobs, or marriage. Many of these parents own single-family homes in the suburbs.

Frequently, these families would prefer apartment living to maintaining a large empty house. At this period in life, they usually have the greatest contributions to make to the business or professional world. Central area living, close to Chicago's major administrative and cultural centers, would meet their needs perfectly.

We do not, of course, envision a central area populated only by young and middle-aged families. One of the unique attractions of the heart of the city is the fact that it is composed of the widest possible variety of age, economic, and social groups. And the advantages of the central area are definite enough to continue to attract all types of families. These advantages will be intensified in the future.

The Development Plan for the Central Area of Chicago is the first step in a comprehensive revision to the general plan for every neighborhood in the city. The Department of City Planning is now embarked on a work program for early completion of this revised over-all plan.

Chicago's residential land use will be one of the major elements of the plan. As we outline the development of housing in the city, we know that we are planning for more people on basically the same amount of land.

In many cases, changing economic and commercial patterns in the city will allow redevelopment for housing in areas not now under residential use. The Central Area Plan has proposed such a re-use program in several near-downtown sections.

We will be housing much of our population growth, too, through improved land use relationships in existing residential areas.

In some middle-aged communities which are not now overcrowded, carefully planned increases in density can be coupled with rehabilitation programs. At the same time, more open space can be provided while maintaining a large proportion of single-family homes and low-rise buildings.

Re-arranged street patterns in these neighborhoods can increase the amount of usable

land as they decrease traffic hazards. When worn-out areas are redeveloped, too, the placement of new buildings can make maximum use of open space.

There is no set formula that can be applied to Chicago's neighborhoods as we plan for their future development. Each is a unique complex of physical and social elements, and it is to the city's advantage to preserve these differences. Chicago's charm is its infinite variety.

The comprehensive plan must provide for the city's economic and physical develop-

ment. It must be based on what Chicago is today, and on careful projections of what it is likely to become. Only a thoroughly practical plan can support better homes, new facilities, and more opportunities.

The plan must design for more than the material well-being of residential areas, however. Neighborhood character is as essential to Chicago's future as is efficiency. Individual expression is as important as over-all orderliness. The character of each community is a vital element in Chicago's personality.

HOUSING IN THE SIXTIES

SUMMARY OF DISCUSSION

Following the presentation of the formal papers, a panel of three safety council managers was asked to give brief statements concerning what they felt to be the role of a local council in the field of housing.

Harold Seward, secretary-treasurer of the Lehigh Valley Safety Council, Bethlehem, Pa., led by saying that the papers brought a number of questions to his mind, such as:

1. How might a council use its influence to elicit support for state and local housing ordinances?
2. Most metropolitan areas and large cities have fairly adequate codes in force. How can small communities, rural, semi-rural and suburban areas be encouraged to adopt adequate codes?
3. This variance also exists in the field of urban renewal. How can small communities be encouraged to do something about their sub-standard housing? (Federal aid is available, but local organization and planning is often lacking in small towns.)
4. What will be the future development of local health departments, a potent force for community housing sanitation, construction and safety? Different patterns are developing in different states. Some states encourage the formation of county health departments; in some areas county and city departments are being combined to service a metropolitan area; in some states, branches of the state health department are located to serve in a given geographic area.
5. Might safety councils appropriately serve as a check on official action in the field of codes and standards?
6. Does the movement toward prefabricated or mass-produced housing mean a better quality of "built-in" safety, or does it mean cuts in quality for the sake of economy?
7. What information is available on the fire safety of split-level houses (especially those with the garage under the sleeping area)? Also along this line are the questions of open stairways and small windows.
8. What about the flood of new materials for building? Who should rule on the use of new materials in localities where this is not covered by existing codes?
9. How can councils work for codes which cover wider geographic areas? According to many builders, the necessity for changing construction methods and materials to comply with ordinances of the several communities in a metropolitan area adds substantially to the cost of homes. Would a greater uniformity of codes result in a better quality of housing?

In general agreement with Mr. Seward's questions was Forst Lowery, manager of the Greater Minneapolis Safety Council. Mr. Lowery added that the predicted shift in population (i.e., the increase in numbers of children and aged persons) has a definite bearing on the home accident problem as these two age groups suffer the greatest

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number of home accident deaths. In view of the many technological advances outlined in the document, "Safety in the 60's," Mr. Lowery wondered if a change in the kind of housing can be expected which might affect these age groups (such as housing for retired persons, etc.). Referring to Mr. Seward's question on mass production housing, he mentioned that it might be easier to "sell" the relatively few large volume builders on housing designed with safety a prime consideration.

Mr. Bach briefly described a pilot project recently completed in Chicago for housing senior citizens. It is a three-story elevator apartment building located in a city housing project, and was designed with all inherent safety features known (grab bars in bathroom, kitchen storage, etc.). Accident experience in the building will be studied for possible changes in future structures.

Another such building is planned for the Hyde Park-Kenwood project and will be located adjacent to the University of Chicago hospital so that adequate medical facilities will be readily available to occupants. Mr. Bach stressed the point that many oldsters prefer to live in a balanced neighborhood with easy access to community facilities, rather than be isolated in a community devoted exclusively to senior citizens.

Richard Ayers, managing director of the Metropolitan (Denver) Safety Council, remarked that the questions raised by the other panelists seemed to indicate many areas of activity for local safety councils. He pointed out that the home and its contents might be thought of as "packaging" for the persons living there. He stressed a safety council's need to get the facts about housing in its community; to determine legal responsibilities (such as those of the building, fire and health departments) and areas where the council might be of help to these official agencies in the discharge of their duties; to investigate the moral responsibilities (such as those of architects and engineers in areas of safe design and construction) and how the council might help to make such groups aware of their obligations; and to promote citizen leadership and support for all of these aspects.

In the discussion following between speakers and panel, it was brought out that while a town's codes and standards may be adequate, sub-standard structures frequently

exist in adjacent, outlying areas not covered by codes. In many ways, the community has a moral, if not legal, responsibility for these areas. For instance, fire or sanitary services may be offered on a contractual basis; a local council's area of operation may cover a county or metropolitan area. As city boundaries expand, these problems will legally become those of the city.

One solution to this problem might be the adoption of state-wide codes, which, if desired, might be supplemented by city codes. Another partial solution offered might be to enlist the aid of lending institutions to deter construction considered sub-standard by codes in effect in the central city, or by the standard codes. Local councils might endeavor to engender public pressure to get adequate codes established and enforced in the community, and to fight the interest of "pressure" groups in drawing up codes, although it was mentioned that popular pressure for codes is difficult to engender.

The necessity of better planning for land use and of higher density in housing was another area of discussion. Mobile homes (trailers) are continuing to increase in popularity and have, in the past, presented problems in outlying areas because of sub-standard sanitary facilities and fire hazards.

Many communities have one or several codes in effect (building, housing, plumbing, heating, electrical, etc.), but in some cases one or more areas are neglected by local ordinances. To alleviate this situation, perhaps a "code package" of recommended codes covering all areas pertinent to city planning, construction, health and safety might be recommended.

In areas covered by adequate codes, councils might work for the upgrading of inspection and enforcement procedures.

The council managers felt that more emphasis should be placed on the problem of fire. Most communities place great emphasis on fire prevention, and this subject is well covered in standard recommended housing and fire prevention codes. And yet the number of fires continues to mount annually (over 80 per cent of them being home fires).

The group agreed that in many instances there is meager scientific basis for codes, and that some knowledge of accident experience in relation to code requirements is needed to validate or invalidate many code provisions. Local councils might help to

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provide information on accident experience to building departments. The possibility of eliciting this kind of information from insurance household liability claims was mentioned, and the fact that a greater uniformity in death certificates would be of great help was stressed.

In concluding the discussion, the council managers agreed that there is much of im-

port in the entire area of housing, codes and enforcement of vital interest to the safety movement. A variety of activities for local councils is suggested. The need for getting information concerning the problems in this field and suggestions for appropriate activities to help solve these problems to all local council managers was strongly emphasized.

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WOMEN'S ACTIVITIES

RING YOUR OWN BELL FOR SAFETY

By MISS MARGARET DIVVER

Second Vice President

John Hancock Mutual Life Insurance Company, Boston, Mass.

The largest bell in the world has never uttered a sound. Cast over two centuries ago, it presides on a platform, all 180 tons of it, in a public square in Moscow. It was doomed never to find its voice when it cracked in the furnace.

To all of us who dream dreams and see visions, that mighty but mute bell stands as an object lesson. The Tsar Kolokol who ordered the bell cast had an ambition too big for achievement. The very size of his plan helped to render it inert.

Before we devise large plans for making America a safer place, perhaps we should take the lesson of the Tsar Kolokol's bell to heart. To be sure, the overall concept of a safe America is a magnificent thing. It envisions the enlistment of 175 million people under inspired leadership as its shock troops. It forecasts a day when the rules of safety like the rules of grammar will become part of the culture of the western world, when the educated man can be identified by his observance of these rules, and when the lack of their observance will become the badge of the ignorant. As our native culture grows, safety consciousness will be woven into its fabric since we and those who come after us must deal with the perils as well as the prizes of our push-button world.

Foremost among these perils is the push-button habit of thinking. We are in danger of falling into the belief that because so many wonders are accomplished by automation, we can keep ourselves safe by similar means, that our desire for safety will respond to the pressure of the index finger. So accustomed have we become to our mechanized world that some of us may be inclined to believe that the mysterious power that resides in so many of our machines and chemicals can somehow be harnessed to neutralize the hazards to safety which are built into our way of life. The power to destroy, inherent to our mechanized civilization, is a

twin to the power to advance. But so scattered is this destructive power that we cannot expect to build a central safety structure like some immense dynamo and hope that by plugging into it we can offset the perils of progress.

We have grown so accustomed to wonders that we sometimes overlook the greatest wonder of all, and that is the power that resides in the hands, the heart and the spirit of a single human being. The means of protecting ourselves from the dangers of our machine civilization cannot flow from the same source as the energy that powers those machines. But where mechanical impulses fail, human impulses can and do succeed. Thousands of small bells in the hands of thousands of individual women could create a sound that would drown out even the voice of the great bell at Moscow if it were able to speak. And each woman ringing her own bell for safety can help dissipate the dangers of power out of control.

One of the standard criticisms of women's behavior is that it is always too personal, that women's thinking is likely to be narrowed to a personal point of view as opposed to what is said to be the broader attitude of men. This statement is uttered so often in tones of censure that one seldom hears a voice raised in praise for the feminine tendency to assume personal responsibility toward the things that by and large make up her world. Let's face it, hers is a personal world. It is her personal attitude toward her home that gives it its charm and takes it out of the stereotype. It is her personal supervision of her children that builds their bones and molds their characters. It is her personal interest in the subject of safety that can transform it from a national stereotype to a household word.

The heart of every woman's interest is her home because that is her major role in life. Her interest in community activities is

an extension of that major role, and the Women's Conference can reach women best by appealing to their personal interest in safety as it affects their homes and their families. Individually and as members of women's organizations, women have immense power expressed through their individual concern for safety.

More than men, women are preoccupied with the advancement of standards of living for their families. This isn't something way off in the blue somewhere, but it is a highly personal ambition. When women understand that accidents retard such advancement, they will enlist in activities designed to prevent them. When they understand that between the ages of one and fourteen more children die as a result of accidents than from the five most deadly diseases combined, women are going to take as much personal interest in safety education for their children as they do now in Salk shots and regular physical checkups.

Women's work in the home has been referred to as drudgery. But those who characterize it in such terms are not the women who make happy homes for their families and who approach their tasks with verve and imagination. Such women know that the role of conducting a household consists of many repetitive activities, that the training of children requires repeated emphasis of the rules of polite living and decent consideration of others. To such women safety education in the home would not be onerous, but something which could be fitted into their daily routine once they are impressed with its importance.

Unlike the man who, toying with the idea of a lunar flight, was asked by a friend why he felt compelled to reach the moon and who replied, "Because I feel I have been put on this earth for a purpose," women have a more practical sense of purpose. It is directed toward making their personal worlds more livable for themselves, their families and their communities.

Women cannot bear to fail in their obligations to their families because when they do their personal consciences take over. The woman who is struck with remorse because of an accident in her own home due to carelessness or to overlooking danger spots will extend that conscience to her part in community affairs, will feel a strong twinge of that conscience when an accident in the com-

munity is the result of municipal carelessness.

Stir up a woman's conscience about safety and she will be a willing volunteer for safety activities. If we lack volunteers today it is because the imagination and the consciences of woman have not been stirred up enough. Perhaps accident possibilities and hazards have not necessarily been pointed out to them. Nobody is against safety, but too few people are for it, and that's where responsibility for leadership comes in.

Safety is a positive thing and we must approach it in a positive way, but that is not enough. We must also keep in mind that it is a dynamic thing, and that the last chapter will never be written. It is important to keep current on safety because the rules change as our economy and our civilization change and as new hazards present themselves. Yesterday's safety rules won't do in today's world. We have to keep abreast of new dangers. Every civilization since the world began has found it necessary for its survival to institute forms of social control and discipline and to keep these rules up to date.

In that fascinating book "Safety In The Sixties" it is predicted that a complete new code of radio and television regulations concerning the safety of life and property in space, the regulation of traffic and so on, must be evolved and legal principles established. It is also predicted that automation may eventually help solve the traffic problem through radar which would correct speed and steering. But no one can foresee a day when the sense of personal responsibility can be abdicated and the human race still survive. In any event, if that happy day should come, it behooves us to be able to survive to meet it. Such survival can be effected only if we look our safety problems in the eye and try to solve them by sane, common sense methods.

The influence of each individual woman on the whole safety situation cannot be overestimated. But sometimes she can overlook the fact that she herself needs to be trained to see the hazards that exist and be instructed in the means of correcting them. Even her own orderly approach to the management of a household can sometimes lead to bad habits and create booby traps for the unsuspecting.

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One highly efficient mother I know had a habit of leaving everything that was to go to the second story of her house on the bottom step of the staircase. The first member of the family to go upstairs after these things were left carried them up. She had been practicing this domestic short-cut for years before a neighbor asked what might happen if some visitor should descend the stairs without being aware of the deadly power of the objects on the bottom step. She was horrified and soon gave up the habit. Now this is an intelligent woman, an efficient woman, who just did not think through the lethal potential in her procedure because it had become such an ingrained habit in her household and nobody had been hurt. Safety education should not neglect the smallest possible custom which might unwittingly lead to disaster.

A woman who always walked to school herself may be surprised to learn that her own children are in danger because they have been delivered to and picked up at school in the family car. They have not developed the instinct for crossing streets which comes from habit and therefore must be trained more rigidly than children who have learned to cope with the normal situation of getting to school and back again by doing it every day.

A foreman of a group of high steel workers once told me that when these workers start on the ground and go up with the building they take the job in stride. But put a high steel worker on the job after the building is ten or twelve stories in the air and he is likely to freeze and be unable to perform his job, if he is lucky enough to avoid a fall. Children who are in a sense victims of our push-button era need strict training on how to avoid accidents, and this responsibility devolves on their mothers.

Much of a housewife's daily activities are routine, and safety-checking can become just as routine as picking her husband up at the railroad station or checking the laundry. Women can be influential in working with the women's clubs in their community in making up such check lists for housewives to keep on hand.

Women who regularly check electric cords, who routinely discard plastic cleaner bags, who put safety on the daily calendar, will not say too late, "I should have replaced that worn cord," or "I shouldn't have left

the matches where the children could get them." There are many cautions that need to be repeated if they are not to be ignored, such as the caution against using the power lawn mower when it is raining. These and hundreds of other safety measures can be impressed upon women in the home, but it takes leadership to make sure that the job is done. Such leadership calls for volunteers, and our volunteer army is much too small and too ineffectual.

How do you enlist volunteers? Our important step at the outset is to persuade women that volunteer work is not to be approached as a hobby. It is too important for that. Volunteer work to be effective calls for a considerable amount of self-discipline, but women who conduct household and raise children are accustomed to self-discipline.

Volunteer work to be successful should be approached as a paid job is approached. Women who organize their households should include in their routine the time they can reasonably devote to volunteer activities. In this way the Safety Council can raise a volunteer movement which is dependable in time of crisis, or what is more important, for the day-to-day chores which must be done. If I seem to overemphasize the day-to-day routine, it is because I know how important it is that safety get off a crash basis and become part of the daily calendar. If safety is to be a positive force and not just an absence of catastrophe, it must be worked for and worked at.

There are difficulties to be sure in exciting people's interest in safety, but these difficulties are encountered at every level of human and civic betterment. It is difficult to get support for an activity unless individuals are personally aware of the dangers to themselves. "It can't happen here" is the mental roadblock that stultifies many an accident prevention program. Women who have put safety on their daily calendar at home can make sure that it also gets on the calendars of the clubs and organizations to which they belong and those over which they have influence. They can encourage safety programs in schools, youth groups, Parent-Teacher Associations, adult service clubs and churches.

Already the Federation of Women's Clubs and the Business & Professional Women's Club have incorporated safety as an integral part of their club programs. There are many other women's organizations that could do

likewise, and thus join the chorus of bells rung for safety.

It was the father of our country, George Washington, who when his cause seemed to be faltering said to his lieutenants, "Impress upon the mind of every man from the highest to the lowest the importance of the cause and what it is they are contending for." George Washington knew, as you and I know, that until people are impressed with the importance of what they are doing, all our efforts and theirs are in vain.

Safety education is in a sense a missionary movement. First we have to sell its importance, to persuade people to make it a tenet of belief. What they are contending for is survival in a real sense and in a positive way. Sometimes women's organizations can be more effective if they cooperate with other groups. If they will clear their programs with municipal departments or local safety organizations or the local Safety Council, they may find ways of being more effective by uniting their efforts with those of others, and avoiding duplication.

Also, they should not get too far afield. If you are a woman willing to dedicate yourself to volunteer activity on safety, investigate your home front first. There may be things of much more importance to be done right in your own community than in a broader area. Perhaps the most effective role for a woman in the safety movement is in the area of personal influence. There are individuals and communities that cannot be reached except by personal contact.

The most recent startling evidence of this truth is that while mass media helped persuade 50 million people to take their Salk shots, there are still many laboring under the misconception that polio has been eliminated, that the disease affects only children and that it is not serious in adults. A recent public attitude survey indicates the remainder of the job might have been done through personal contact or community leaders.

All the means of propaganda, magnificent though they are—newspapers, radio, TV, the pulpit, the stage—still do not reach all of the people, and here is where a woman can be most effective. By personal contact with her neighbors, the community, the various people who make up her circle in life, she can get across the safety story. Here is a

place where a housewife can really ring her small bell and it will be heard by the person who is not tuned in to the mighty clang of the great publicity effort.

Perhaps women can make safety a positive thing right in their own homes by setting up some sort of an award system for children, or by cooperating with mothers of other children in setting up such a system on a neighborhood basis. Points could be gained for living safely rather than punishment meted out for infractions. Some sort of award might be designed for a child who puts his toys away where people can't trip over them, or who takes other precautions in the household which make the home a safer place in which to live. Incentives to safety can make a mother's positive efforts worth while.

It is true that where there is no vision the people perish. And we cannot become preoccupied with today's safety measures to the exclusion of looking into the future. If present predictions of a four-day week come true, new hazards will arise with the introduction of more leisure time activities. With more participation by more of the people in leisure pursuits such as swimming, sailing, golf, tennis and other games, whole new areas of danger will open up. Perhaps women should persuade their PTA or other mother's organization to influence instructors in games and sports to include cautionary advice as part of the regular procedure.

Let us not forget that instruction in water safety is going to become more important if the prediction is valid that by 1970, 40 per cent of the population of the United States will be participating in some phase of aqua sports. Just recently a friend of mine expressed consternation that the insurance on his small boat cost much more than it did ten years ago. This is not surprising because within just a matter of two or three years small boats have blossomed on all our lakes and streams and along our coast. Likewise with swimming pools becoming almost standard in so many back yards there will be need for greater education as far as pool safety is concerned. Meantime, women can organize in their own neighborhoods to police pools in the interest of the safety of toddlers and children too young to be trained in safety measures.

And think of the number of hunters in the forests as more leisure time becomes

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available. This, too, calls for special precautions for firearms stored in the home and more positive measures taken by the women in the household to make sure that firearms are not accessible to children and that no gun is inadvertently loaded.

It would take a very broad canvas to paint a picture of safety projected ten years ahead, or even two years ahead. The Women's Conference has a tremendous opportunity in enlisting an army of women in this great cause. No one, certainly not I, would be so bold as to predict what success

will crown their efforts. I am reminded of the story of a girl who filled in an application for employment and had no difficulty answering the first questions on the blank, but when she reached the line which read "Marital Status," she paused for a moment and then wrote "Hopeful." I think the prognosis for the future of the safety movement in America is more than hopeful in the hands of so many wonderful, dedicated women. Already I can begin to hear that chorus of personal bells ringing out for safety.

YOUTH SAFETY ACTIVITIES

SAFETY IN THE SIXTIES (PANEL DISCUSSION)

RONALD MATTSON, Moderator

The moderator Ron Mattson, began the panel discussion by stressing the increasing need for more effective highway safety precautions. He commented that many adults consider all teenagers reckless drivers, because of recent newspaper headlines which played-up accidents involving teenagers.

The group seemed to agree that those young people who had serious accidents were not necessarily representative of most teenage drivers. Questions from the floor and the panel of answers include the following:

Q. What do you think are the big problems in week-end driving?

A. I think drunk drivers, and the bright lights from trucks are the real menaces.

Q. What do you think are the big problems in week-end driving?

A. I think, in general, that recklessness and speeding are major problems. Also, I agree with the other answer.

Q. What do you think of driver training in high school?

A. A great many times we learn things we can tell our parents about good driving practices and habits. I think teenagers are better drivers than adults. They have quicker reflexes.

Q. Do you think that men are better drivers than women?

A. Yes. Women get too flustered when they are driving. You have to try to read their minds, when they are driving.

Q. Do you think that men are better drivers than women?

A. I honestly feel that men take advantage of women on the highway. They are bullies.

Q. Do you think that men are better drivers than women?

A. Well, men are so headstrong. Women

are the safest drivers. They are not as impetuous and are not showoffs.

M. I think we should develop some ideas concerning the next ten years with regard to safety practices. I, for one, feel that we should become more concerned with those people and things around us in our daily lives.

Q. What are the moral attitudes and obligations of individuals and civic and religious groups?

A. Some individuals and groups sponsor safety movements. I know for a fact that the Catholics stress safety in our classes.

A. Some groups specialize instructing the correct use of appliances. This is necessary because of the increased mechanization in the home. Women, because of their great influence on the family unit, should organize home safety movements. By setting good examples, they can make these movements really effective.

A. We should practice safety in our daily activities—such as going to and from school. Actually, we are responsible for our neighbors, we must protect them, too. I'm certain we don't want to become statistics.

M. This is true, and we should be aware of the various techniques in presenting safety. This brings to mind a little poem,

"Don't leave safety to mere chance,
That's why belts are sold with pants."

Posters and all are really effective ways of presenting safety ideas. This business of safety should be a pleasant experience. It should be an everyday affair—a year round event.

A. As Boy Scouts, we are taught safety in our meetings. A great hazard to everyone is fire. We should make a con-

scious effort to keep our homes in good condition, especially electrical equipment. We are encouraged to bring defects to our parent's attention.

- Q. What are you going to teach your parents and family about safety?
- A. That it's a way of life. There is danger in hazardous fire conditions, and danger in the misuse of appliances in the home.
- A. We should set an example for the younger children. We shouldn't scare them; they should be cautioned. Fear is learned.
- Q. What does the panel think about civil defense within the next ten-year period? Do you think that we need a safety program in this area?
- A. We have a civil defense course in my city. Most people don't believe in it.
- A. I understand that the civil defense organization will be disbanded. I know

a lot of people that believe that the United States can't be attacked.

- Q. How will safety be presented to the public? Pamphlets are good sometimes, but people have been saturated with this sort of thing, and this plan has lost its effectiveness.
- A. We can organize clubs. One cannot do it alone. Exhibits are good. Women in the household can influence safety attitudes a great deal.
- A. From a Boy Scout's point of view, we could show films, use visual aids to teach safety.
- M. We have all agreed that safety should be promoted through the home or family unit. Safety should be something, you should want to do; not have to do.

Members of the panel were Charles Frazee, Robert J. Walker, Vivian Kiepe, Jerilyn Mirus, John Powers, and Gloria Koeneman.

WHAT IS LEADERSHIP

By HUGH E. MUNCY

Executive Vice President, Illinois Retail Merchants Association, Chicago, Illinois

The men and women who are serving as advisers, sponsors, and leaders of the several youth groups represented here today are dedicated to this philosophy: they believe with much conviction that this world will turn out right if today's boys and girls are put together properly. You are living examples of the way they have been working, and from this vantage point I'm convinced they have done well. When you find together, in a meeting like this, representatives of several of the nation's leading youth organizations meeting for the purpose of discussing the subject of safety, in which we all have a common interest, it is a most encouraging sight.

In considering safety in the 60's as the over-all theme for this meeting, it is logical that each of us will need to do a little personal thinking. For you to try to envision yourself in the scene that will be enacted during the next ten years, it is important to remember that during that time you will be

maturing, you will have finished school, be working on a full-time job, owning homes, raising families, accepting full citizenship responsibilities.

The men and women who today are serving as leaders of FHA chapters, advising Junior Achievement companies, working with Junior Red Cross, and helping teenage safety councils will be relinquishing jobs in many instances and you will be following up with the tasks they are now doing. How do we develop leadership qualities that are necessary for big jobs like those ahead? Well, in many instances, you have already exhibited your ability to be a leader. You are an officer in a youth organization at the state, national, or local level, or you have been chosen to attend this meeting as a delegate representing the group in which you currently have much interest.

What does it take to be a leader today and to maintain a place in the line-up of leaders in the future? You already know

that being a leader involves handling a lot of details. When you get ready for a meeting, you must see that the room is available, sitting space is adequate, lighting is proper, program participants are taken care of, the information on the meeting has been circulated, and all of the many things that help for a successful meeting must be attended to by the leader. In addition, to be a leader, you must know how to:

1. *Plan effectively*—This involves planning for the full group without giving way to the interests of any segment of that group.

2. *Organize properly*—Here it is necessary to allocate responsibilities among members of the group so that each person knows his help is needed and wanted.

3. *Exhibit vision*—In order to understand the purposes of your organization in relation to the job that needs to be done, relate the task to people and the general well-being.

4. *Provide inspiration*—All groups look to leaders for clear definition of goals and the inspiration needed in order to achieve.

5. *Develop leaders*—No officer in any organization is elected for an indefinite period. As a service, he must develop leaders who will perpetuate the policies and carry out the assignments that make this a worthy organization.

These are the five things that a true leader must find within himself if he is to play his leader's role with confidence. I am sure that you could add to the list and amplify the information under each of the points. I hope you will think about yourself and the organization you represent in relation to safety in the 60's. How can what you know and what you are learning about leadership help to build the next ten years into the safest years of our nation's history?

As you work in your organization, please remember there are many other groups interested in safety and anxious to work with you. Newspapers, radio stations, TV stations like to help you tell the story of the progress made in saving lives and limbs. Use dramatic ways to tell the safety story through posters, exhibits, displays, dramatizations,

talks, and skits. Don't be afraid, just because you're young, to try something new, something that's never been tried before. The fact that you're here indicates you have a concern for people, you have an interest in helping others. Don't lose your interest, but at the same time, let the interest be settled with action.

Safety in the 60's will move forward in relation to the energies people like you exert in its behalf. This is a leadership job of which you're capable, you have already exhibited that. In working with others, help to build with them the understanding that safety is a job that is worth being concerned about. Being the leader is not an easy task. It is challenging and exciting. It provides recognition when it is earned.

A writer who has since become anonymous has said this about leaders:

"Blessed is the leader who has not sought the high places, but who has been drafted into service because of his ability and willingness to serve.

"Blessed is the leader who knows where he is going, why he is going, and how to get there.

"Blessed is the leader who knows no discouragement, who presents no alibi.

"Blessed is the leader who knows how to lead without being dictatorial; true leaders are humble.

"Blessed is the leader who seeks for the best for those he serves.

"Blessed is the leader who leads for the good of the most concerned, and not for the personal gratification of his own ideas.

"Blessed is the leader who develops leaders while leading.

"Blessed is the leader who marches with the group, interprets correctly the signs of the pathway that leads to success.

"Blessed is the leader who has his head in the clouds but his feet on the ground.

"Blessed is the leader who considers leadership an opportunity for service."

TECHNIQUES OF PROGRAMMING

(A Panel Discussion)

Moderator: Frank E. Laderer, Director of Safety, Nationwide Insurance Co., Columbus, Ohio.

Participants:

Donna Mae Lippert, Regional Vice-President, FHA, Modesto, Calif.

Virginia Segal, American Junior Red Cross, Palatine, Ill.

Judy Brock, Junior Advisor, New Orleans Teenage Traffic Safety Council, New Orleans, La.

Dennis Zarnt, Senior Scout, Chicago Council, Boy Scouts of America, Chicago, Ill.

David Cordes, Key Club International Trustee, Harvey, Ill.

Mr. Laderer: The aim of any youth group program should be to function at the local organization level. That is where it can be most effective.

The basic points of a successful program can be compared to the fingers of the hand. For instance, the little finger stands for practicality; the ring finger for ethical responsibility; the middle finger for compassion; the index for love or loyalty to program; and the thumb for stick-to-itiveness.

Miss Lippert: Each local area has its own particular needs. The first basic step in establishing a program is determining the particular need in one's own community.

A group might jump to the conclusion that traffic deaths should be their target, while an investigation might show that their community had an excellent traffic program that was producing good results.

Here are a few ways of determining just what kind of safety program is needed in your community: study of police and fire department records; study of vital statistics department records; an accident survey using check sheets in a house-to-house canvas; study of newspaper clippings, brainstorming session with community leaders, study of the school situation.

An investigation should not evaluate a need on the basis of fatalities—number of injuries should be given careful consideration.

Mr. Laderer: Hospital emergency rooms might be a good place to gather information as to the nature and type of injuries that are happening in a community.

Miss Segal: The planning and execution of a program might be compared to a garden. First ground is broken. Then seeds are planted. The garden must receive the best of care. After that comes the harvest.

You must realize that there are certain limitations on what a group can do. You can't do every thing. You can't reach every segment of the population.

In some cases in order to bring about improvement in a particular high accident area, laws would need to be changed. This, a youth group could not accomplish. Other limitations are time and money.

A program will function much better and more efficiently, if there is good cooperation with other civic organizations and the police and fire departments.

Miss Brock: Careful and accurate selection of a target is a most important ingredient of a good program.

Remember that each target has two parts. First, the active target. This is the actual act or acts that the program is directed against. For instance, bicycle accidents, falls or home fires. Secondly, is the passive target. That's the actual audience toward which the program is directed.

To have an effective program this audience must be carefully chosen and limited. You can't sell everything to everybody all at once—you simply, and automatically, lose a big part of your audience when you try to do this.

It's a good idea to start out by assuming your passive target knows nothing. Then appeal to the head and the heart.

Be specific. In other words, in a traffic safety campaign a poster with the words—Be Safe or Drive Safely—would be too general. Better, might be a poster with a picture or drawing of an overturned car or a head-on collision. This would show the audience some specific results of not driving safely.

A 'month by month year 'round program should get good results. Emphasize a different phase of safety each month. Example—September: pedestrian safety. November, hunting precautions. This is limiting the active target and making it, in turn, more effective.

Work and cooperate with local civic organizations and the police and fire departments. Don't forget that youth is listened to and respected when it listens and respects.

Dennis Zarnt: One person or one organization can't do it alone. It takes cooperation, assistance, material and advice from local and national organizations and groups.

Here are some sources of the aforementioned ingredients of a good program: local radio and television stations, editor of school newspaper, high school principal (he could set up a safety assembly), the PTA, National Safety Council and similar national and regional organizations, local merchants, police and fire departments, lifeguards and local libraries.

These things might be utilized in a program: pamphlets, films, safety slogan contests, teen-age safety conference, safety standards and warning signs, safety messages stenciled on sidewalks and talks by informed adults.

David Cordes: Who selects the program

target and does the initial spadework? A committee is needed to develop the plan and formulate the when, where and how, of the project.

The plan should then be presented to the entire organization which must give it 100 per cent support. With half-hearted support it will not be successful.

Next, the idea must be sold to the community and to school authorities.

A coordinator is needed to assign details and to run the program smoothly. He should assign an equal work load to all and try to assign people to a particular phase of the program they are interested in.

Publicity is important. You must let people know what you are doing. Ideas must be communicated.

Detailed reports should be kept on the progress of the program.

There must be a definite conclusion or windup to the program, and when reached, this must be announced and thanks given to the public.

After the program has been completed it should be evaluated. The opinions and suggestions of the public should be sought. Improvements and things that could have been done differently should be recorded and saved for future reference. Suggestions should then be made for next year's project.

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