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MONDAY AFTERNOON SESSION

October 7, 1946

General Session

Presiding: W. GRAHAM COLE, Asst. Secy., Metropolitan Life Insurance Co.

Traffic Safety and the Public Attitude

By JOHN W. DARR

Pres., Institute of Public Relations

As a prelude to my discussion of traffic safety and the public attitude, let me read you one of the finest editorials I have ever seen on public opinion. It was written by the editor of a "grass roots" newspaper in South Dakota. It will describe in better words than I can the fickle character of public opinion and the challenge to those seeking to influence it.

"Strange are the ways of Public Opinion.

"In her varying moods she becomes a savior of mankind or a destroyer of that which by her own demands she has saved. Today a vampire, tomorrow a saint; a Trojan in her demands for what today is heralded as right, as fickle as Cleopatra when tomorrow's multitudes declare that right was not right.

"Brave as a roaring lion and yet as cowardly as a skulking wolf which has been separated from the pack.

"Virtue-laden when Puritanic idealism possess the land, she turns chameleon when that idealism takes wings and vanishes away. Intolerant and yet a persecutor of the intolerant. *Such is Public Opinion.*

"She wears a halo to light her path and then destroys the very path on which she found her way to the light.

"She is no respecter of persons, or of truth, or of fact, or of historical revelation, or of prophetic vision; lover of truth and hater of the application of truth.

"She struggles through the years for the accomplishment of a great ideal, then in a day deserts the ideal and sees her own followers suffer the agonies which are certain to result from her popularly endorsed folly. *Such is Public Opinion.*

"Today she leads an army in a righteous cause; tomorrow she has turned traitor to

the cause and enrolls in the battle lines of her erstwhile foe. Today she is mobilized to construct, tomorrow to destroy.

"She murders a Caesar on the ides of March, and on the morrow follows a Mark Antony from the funeral to destroy those who obeyed demands for Caesar's blood.

"She burns Joan of Arc as a witch, and then sanctifies herself in the incense of the smoking ashes.

"She talks 'peace on earth,' and at the sound of rolling drums plunges into a world war with peace-preaching Christian murdering peace-preaching Christian. *Such is Public Opinion.*

"In a year of popular demand she capitalizes on the teachings of a century and passes laws for the preservation of those teachings; in another day of popular demand, with a flash, she destroys the very laws which were formed for her own protection.

"She knows no constitution if that constitution blocks the way to her desire. She is a builder of governments and a destroyer of civilization, a defender of constitutional rights and a defamer of the very constitution which protect those rights; a hero and a deserter; a thinker today, a careless follower of uncertain doctrines tomorrow.

"Dr. Jekyll and Mr. Hyde: *Thy name is Public Opinion.*"

We may as well recognize that we must have solidarity of public opinion to achieve the gains for which we are striving. At the outset, we should not confuse public attitude with the public mind. We do have a public attitude on traffic safety, but it's mainly an awareness that the problem is serious, that it deserves major attention, and that there should be strong enforce-

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ment for the other fellow. What we want is a united public will for action.

One of the outstanding reasons that we do not have this public will is because, through the years, the traffic safety movement has to a large extent completely ignored the sound and proven rules for molding favorable public opinion. Some of you, no doubt, will challenge this statement. But the records clearly show that over the long pull we have never stemmed the tide of traffic deaths and fatalities to the extent we desire.

To achieve public support—if we are willing to honestly recognize that it is absolutely essential, and I assure you from my long experience that it is—we must first put our own house in order. What we have done up to now is to formulate programs which we believed the public should accept; regulations which we believed were best for the people; enforcement methods which we believed were most practical; and educational efforts which we believed to be sound. Not enough attention has been given to what the people are willing to accept and give their individual and collective cooperation.

I need not remind you that this is the procedure that has been followed in Washington over the last few years and we are today witnessing the confusion and dire results. It is my confirmed opinion that the American people will accept and support only those restrictions and regulations which they understand fully, which they believe to be reasonable in their own interest and the interest of other people, and which they believe to be necessary for the common good. This should always be kept in mind if we are to make a real approach toward public support of traffic safety objectives.

One of the great difficulties in traffic safety, in my opinion, is that we have made public support a secondary objective—an objective to be achieved after our engineering, enforcement programs were working satisfactorily. What little I know about public relations convinces me that the American people will not join in any movement wholeheartedly unless they know where and how and when they fit into that movement.

I do not want to be critical of what is being done, nor do I want to underestimate

the progress that has been made in virtually all fields of traffic safety. In fact, I am convinced that the traffic safety movement is headed in the right direction; if it will quickly recognize that public support is the missing element and move aggressively to get that support.

At the risk of being elementary, let's look at the whole problem just as if you were a client of mine.

What are we trying to achieve? We are trying to assure movement of traffic with maximum efficiency and convenience and a minimum of hazards.

How are we trying to do this? By engineering into our highways the maximum degree of safety for drivers and pedestrians up to the limits of available materials and money; by enacting laws governing the movement of both vehicles and persons, setting up regular standards which must be met before a person can drive, setting up traffic courts and law-enforcement arms, and by broad programs to train persons at the wheel and afoot. All of these things are essential and sound, but we must go farther and reach 130,000,000 people—everyone who drives and walks—with the reasons why we are doing these things and build understanding and cooperation.

Let me give you a case in point from my own business as to how to build cooperation.

Some time ago, the hat industry became concerned over the fact that an increasing number of people were going hatless. If the trend continued, it would mean a steady decline in manufacturing, with tremendous implications on the capital invested in the industry and employment. As a result, the Institute of Public Relations, Inc., was asked to survey the situation and make recommendations. We knew from the start that laws to force people to wear hats would be absurd. We knew that to stop people in front of stores and drag them in and put hats on their heads would be equally as absurd. We knew that badgering people who exercised their American rights to go bareheaded also would be absurd.

Instead of trying these absurdities—and efforts to force people to be safe are equally absurd from a practical standpoint—we launched a program through the Hat

Research Foundation to find out why people went hatless. When we found this out we then found ways to make people conscious of the advantages of wearing hats, and thus created a desire for hats which is proving advantageous to a vast industry.

I believe that the same principle can be followed in traffic safety. If you will utilize the findings of the public opinion survey for the National Committee for Traffic Safety, which confirms many points I am making, you will have made a start.

The traffic safety movement provides an extremely interesting anomaly. The effort to secure efficiency in traffic is the one—and perhaps the only—effort in our complex life without any organized opposition. Everyone is aware of traffic conditions and, properly sparked, will join any constructive move to better these conditions. When we analyze these factors, is it not rather amazing that we have not progressed farther toward the goal of easy-flowing and safe traffic? In other words, with no opposition to be overcome and no lack of awareness to be met, why is it that we do not have the public mind behind our objectives?

I believe that if we cannot find a means of simply moving automobiles with the restraint necessary to avoid collisions and protect those afoot, it minimizes our chances of finding that domestic and international unity we are all seeking. I believe that if we cannot get our 48 states to simplify and make uniform the rules governing interstate traffic, it seems almost foolhardy to wonder why we are not attaining greater success in the effort to help fix the conditions under which people will live behind international boundaries. I believe that if we cannot get our law enforcement officers in traffic courts and on the streets and highways to show for motorists and pedestrians the same degree of consideration they expect from these same people, we cannot talk too loudly about people in other lands not living in harmony.

If we can achieve the ultimate we are after in traffic safety, with it will come a new appreciation of how people themselves can point the way to meeting other conditions that are extremely pressing.

Let me requote a phrase about public opinion: "In her various moods she becomes a saviour of mankind or a destroyer of that which by her own demands she

has saved." This observation seems particularly appropriate here because we all recognize that public opinion—public attitude translated into action—can bring better traffic conditions, or the public can make these conditions worse than we have ever known.

Developments in the whole national picture should be watched as a pattern by all concerned with improving traffic conditions. During the war restrictions were widely imposed upon the American people. They were accepted because of the war. People were told that they would end at the end of the war. However, these restrictions are still with us and we all know the public attitude. All appeals for public support and all pledges and promises are proving unsuccessful in changing public opinion. All the power of government is behind these restrictions, but the power of the people will ultimately prove stronger.

From the standpoint of traffic safety, we may as well recognize now that the much vaunted 3 E's—the whole basis of traffic safety—will never be effective to the maximum degree unless they have public support.

The very essence of reaching the public and securing public support is simplicity. I feel that my friends in traffic safety become a little bit involved in their own techniques. They are so sincere, so determined and so crusading that they do not stop long enough to let public opinion catch up with them.

Some years ago, when I was responsible for the CIT Safety Foundation, we brought to New York 48 "Safe Drivers" from every state in the union. It was a refreshing experience. Those who were guests of CIT were asked to make suggestions on how traffic conditions could improve. Many constructive suggestions were forthcoming. But the one that struck all of us most was very simple. It said that what is needed most on our streets and highways is "motor manners." This suggestion provided a theme which was followed in all efforts of the Foundation. We sought ways and means of improving "motor manners." I am convinced that it is the key to the whole problem of the individual driver and individual pedestrian.

Often I feel that if we were to review the whole traffic situation in simpler terms,

forgetting for the moment "techniques, re-orientation" and a lot of other high-soundings words and phrases—we would begin to have some new conceptions. We would find that the surest approach to efficient and safe traffic and to a solution of the other manifold problems is in recognizing that the basis of society is still the home, the school, and the church. This was recognized in by-gone days when things were on a much sounder basis than they are today. People are gradually getting back to fundamentals. Out of it may come a new consideration for others. Thus I believe that with new attention to fundamental principles and methods of developing broad understanding and reasoning in lieu of unsound and unpopular regulations, we can achieve our objectives in traffic safety.

I readily realize that it means trying to reach 130,000,000 people—all who drive or walk. Yet we must reach them to have the fullest degree of public cooperation and public support. In the states and communities where the people have been reached there is evidence of improvements. I am informed that later in the day awards will be made for gains in bettering traffic conditions. I am confident that a question to those involved will bring the answer that they achieved these gains because of state or community support.

One of the direct approaches in arousing public support is to end once and for all the conflicting and confusing statements on accidents and their causes. There should be one recognized source whose statistics will be accepted. The various statements on accident causes serve to confuse the public just like the conflicting statements from Washington, with the result that people do not know what to believe.

Let me read you a letter I recently wrote which was published in the New York Times.

"I am amazed at the amount of conflicting reports and statistics which are being published concerning the various factors involved in traffic accidents. Let me illustrate by citing three examples from your own fine newspaper:

"On July 28 you carried an article under the by-line of Bert Pierce, in which he quotes the editor of the WEEKLY UNDERWRITER as authority for the state-

ment that '90 per cent of all car accidents result from overindulgence in liquor.' In The New York TIMES Magazine of August 11 you published an article by Maj. Gen. Philip B. Fleming, who was general chairman of the President's Highway Safety Conference. In this article General Fleming lists the outstanding causes of accidents as:

- "1. Failure to obey traffic laws.
- "2. Substandard traffic laws.
- "3. Differences in regulations and traffic-control devices in various states.

"In regard to the subject of drinking, General Fleming refers to an analysis of what he terms 'the most accurate figures available' and makes the statement that 'one out of nine drivers in fatal accidents had been drinking.'"

"And again, on August 12, The TIMES carried an article on a traffic accident survey made by the New York Police Department and the Greater New York Safety Council, and you quote the Greater New York Safety Council to the effect that two of every three serious accidents involving automobiles were the result of faulty brakes and other mechanical defects.

"It is most important that the cause of accidents be known before curative or preventive measures can be applied. But isn't it rather confusing to the layman to read one day that 90 per cent of the accidents are caused by one factor, and another day to see that two-thirds of the accidents are caused by something else, and another day to find that there are three entirely different major causes, in the opinion of someone else?

"The National Safety Council has for many years made careful study and classification of accident causes, getting their facts from police records and official sources throughout the country, and compiling them most accurately. So why not let's take their figures as standard and authoritative, and go on from there and do something real about correcting the situation?"

I anticipated when you invited me here that you might expect me to give some magic formula for arousing militant public support for a new consciousness in traffic. I regret that I cannot do so. Magic formulas are the greatest foe of sound public relations and the greatest barrier to

an aroused public opinion. There is no magic. It is a case of getting back to fundamentals and it applies to every field of human endeavor, whether it be international, national, state or local. However, I will highlight a few elements of the problem which I believe to be helpful:

1. We have continuously tried to approach the problem from the top down—thinking too much in terms of restrictions, regulations, techniques, campaigns and other activities in terms of things the people should accept. Public attitudes are not formed by commands and direction. It requires a knowledge of what the public wants and what the public will do. Thus the first requisite for success is letting the public, whose support we are seeking, have a part in formulating our program.
2. We must have better coordination of traffic safety efforts if we are ever to secure mobilized public support. Unless those who are faced with prime responsibility can get together among themselves on what they expect the public to do, they cannot hope for the support they are seeking. Organizational activities must be dovetailed into a coordinated national program.
3. We must approach the public through the law makers, the traffic judges, traffic enforcement officers, safety directors, school teachers and others. In addition to their law books, slide rules, textbooks and posters, they must be aware of successful methods for assuring public cooperation and public support.
4. We must overhaul our whole system of mechanical control of traffic and people. Traffic lights and stop signs must be placed only where they are

needed and not because of the whims of some individual. Pressure salesmanship has foisted on the American people untold thousands of unnecessary lights and signs that have no purpose in efficient and safe movement of traffic. The public is becoming aware of these conditions.

5. We must meet the changing times with new methods of arousing public concern and public interest. With some minor changes the whole traffic safety movement is following the same old pattern. Just as business, labor and politician have been forced to utilize new ways of reaching the public, those in the traffic safety effort must also revise their methods.

In speaking to you today—an opportunity for which I am grateful—I know that I have departed from the customary pattern of a traffic safety message. I have not used any statistics. I have not told you how road-building has been delayed, how our vehicles are being worn out, how the tempers of people are ragged, advanced any new techniques. I have simply tried to speak from my heart on some of the basic things which I believe give new direction to the traffic safety effort. Many of these things you already know. Some of them I have tried to hammer home in conferences and private conversations with many of those present at this Congress.

I should like to say again that the traffic safety movement must be taken to the "grass roots" in every cross-section of the United States. It is there that public opinion is formed and that's the place from whence will come the support and action so vital to turning accident trends downward and solving other disturbing problems facing mankind in this era of change.

The City's Stake in Traffic Safety

By MERTON E. RIDGE

Traffic Engineer, Wichita, Kans.

Russell McClure, City Manager of Wichita, regrets that illness prevented him from appearing here today. He asked that I fill his assignment and present his address.

Wichita, Kansas, affords an excellent example of a city where a thorough-going

safety campaign has brought results. Every city has an enormous stake in traffic safety. We Midwesterners are not prone to brag, but I think we have met the accident problem with fortitude and never with procrastination. Did you know that there

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is a city of nearly 200,000 population where there is 100 per cent pedestrian observance of traffic signals? Wichita is that city. When a city continues through 16 years to win high places in National Safety Traffic Safety Contests, there must be a reason.

Safety is individualistic. It should begin in the family and certainly the city, which is the first echelon of government, must be the programming agency. What constitutes a good safety program? I think that it has two principal ingredients; balance and complete public participation.

A city is not blessed with unlimited resources and must, therefore, decide the merits and priority of each improvement or service. Balance is very necessary if those engineering improvements are to be located where they are most needed and will do the most good, if enforcement utilizes fully manpower and equipment, and finally, if education realizes general public acceptance. All must operate as a team, all assisting each other, all pulling together. The failure of any unit will destroy the effectiveness of the entire program.

Traffic safety is an integral part of our city administration. We believe in a friendly personalized service to our citizenry in all departments, and this includes safety.

All public means of communication are used to make both motorists and pedestrians safety-conscious every day. Education of citizens in proper driving and walking habits plus focusing public attention on the tragic consequences of carelessness has produced results.

The street safety program began in the 1920's with the organization of the Junior Traffic Patrols. Today the police supervise the patrols and policemen visit the schools, showing safety films and talking on safety. For intermediate ages, the police conduct a weekly traffic school on Saturdays and children under 16 years of age who violate traffic ordinances are sent to three lessons at the traffic school instead of being called into juvenile court.

High schools have traffic courts of their own and high school students arrested for traffic violations appear before this court conducted by students with a teacher and a police sergeant as observers. Convictions usually bring a sentence to write a 5,000

word essay on a selected safety subject. All public schools have as an integral part of their curriculum a complete safety education program.

The city has three scheduled radio programs daily on traffic subjects and a public forum program is broadcast weekly with citizens participating. Public address systems on police vehicles are used on the streets to issue warnings and attractive safety posters are used at all principal intersections in the downtown area.

The entire community participates in the program. The Traffic Commission, composed of 16 leading citizens, meets monthly and studies current traffic problems. These are public meetings and are attended by many persons seeking a hearing on traffic changes or with ideas to present for consideration. After determining the need for traffic improvement, the Traffic Commission recommends to the City Commission and receives its full support.

The Chamber of Commerce has an active and extremely successful safety committee. Many worthwhile traffic improvements have originated with this organization. For example, they are now sponsoring an off-street loading driveway to serve our largest high school and intermediate school, and if past experience is repeated, I am sure that they will not reduce their efforts until the project is a certainty.

Every civic club, every Parent-Teacher Association, yes, every civic or public organization in Wichita has a safety committee. The Boy Scouts and the Girl Scouts through strength of numbers assist in many safety activities which require some hard work. Recently, the Boy Scouts stenciled safety messages for pedestrians on all sidewalks in Wichita.

Every radio station in Wichita uses at least one safety slogan or safety message every hour throughout the day. Every theater shows safety shorts every day advertising safe ways to walk or drive. We have a well staffed traffic engineering division. We are proud of our police department; enforcement is positive and without discrimination. All city officials and all city employees are cognizant of their responsibilities in providing safety in all facilities and in cooperating completely in the traffic safety effort. I could go on and on, but

I doubt if this is necessary. I think you must understand by now that to us "the public is the thing." Here lies the key to success.

Paradoxically, Wichita ranks at the top among cities in the United States for per capita possession of motor vehicles and in 1945 was rated by the United States Bureau of Labor Statistics as the nation's number one war boom town. For these

reasons, traffic safety records are no small achievement.

To safety-minded Wichita citizens, winning contests is only an incident. Sure, they like to win—they expect to win, but what really counts is that, as the result of their safety program, many children, many of their friends and neighbors are alive today. This to Wichita is worth more than the awards won.

The State's Stake in Highway Safety

By W. EARL HALL

Managing Editor, Mason City Globe Gazette and Chm., Nat. Com. for Traffic Safety

In the past several years I have worked in many fields of highway safety activity. I might cite my newspaper editorship, my participation in our state Safety Council and my current position as Chairman of the National Committee for Traffic Safety, but only to indicate that no single task has carried quite the responsibility of representing the Governor of the State of Iowa in an address on "The State's Stake in Highway Safety."

Perhaps my deep appreciation of both the honor and the challenge of the next nineteen minutes is rooted in my firm belief that certain factors combine to give a state government the leading role in highway safety. At the very least, a state gets an equal billing with the individual highway user, with the municipality and with public support organizations in this drama of deaths and injuries. Whether you insist that we have an all-star cast, or whether you are willing to set a state alone in the spotlight's center, you will agree that safe highway transportation is a shared effort in which every component has an opportunity to prove capability.

A state's unique position in traffic safety is derived from its strategic location as the center of legal and moral responsibility. Except for certain phases of interstate commerce, the Federal Congress has left traffic laws and regulations, and their enforcement, as the province of 48 sovereign states. That thirty years of haggling and bickering has failed to produce completely uniform motor vehicle laws or completely uniform traffic control devices is a sad

commentary on the American ability to work together. In my opinion, unless we can correct conditions through the existing state governmental structure, with the aid of techniques and devices now available, it is only a matter of time before the Federal government will assume jurisdiction in the statutory regulation of highway safety. If that time arrives I doubt that any amount of screaming about "state's rights" will return our lost opportunity. This fact alone might be considered one of the state's principal stakes in highway safety.

It is not unreasonable to claim that a state government has the most direct responsibility for the coordination of the official highway safety program and the stimulation of local activity in traffic safety. This is a natural outgrowth of the fact that municipal traffic ordinances often hinge on state laws, and that such important items as state traffic law enforcement are resolved in the county and municipal courts. It is obvious that a state should expect more and better highway safety in municipalities only if it sets a good example.

The 1700 delegates to the President's Highway Safety Conference last May developed a plan of action which, it was hoped, would serve as a guide for those who have charge of bringing highway safety programs up to the standard which is essential for realization of a permanent reduction in the traffic accident toll. This Action Program was not born in a muddle of theory. It was written by those who have the job to do in every section of our country. This plan, together with the seven

technical reports of the Conference, represents today's total fund of knowledge accumulated through our experience in the quest for safe highway transportation. Today, little more can be said or written on highway safety except as an amplification to some particular portion of these reports. Only time and further experience will make any material changes in that which is proposed as the way to highway safety. Included in the Conference recommendations are the successive steps which a state must follow if it has set its sights on an objective of safer highways. What must a state do?

First, it must perfect its own official program for highway safety. No state measures up to all the specifications of the President's Conference master plan. The difference in the amount of change needed to attain this very practical ideal varies only in quantity. I am presuming that no one challenges the wisdom of the position that a state must set its house in order first before the municipalities or the general public can be expected to exert their full power in the same direction.

Second, the process of "setting the house in order" requires the elimination of overlapping safety jurisdictions and duplications of effort. It is not uncommon for a state to have from six to nine departments concerned with regulation of the use of the public highways. If these departments themselves cannot agree in either fundamentals or details they cannot expect a favorable response from the highway user. We have even seen the extreme of disagreement in two state departments over the type and color of clearance lights which mark the width of a truck. I can cite another state in which one department regulates vehicle and driver licensing, another department vehicle weights and widths, another department the hours of service of commercial vehicle operators and yet another department exerts general policing power. Such confusion can only produce confusion as to what items constitute the official highway safety program.

Third, a state must agree, within its own family of departments, as to its future course in attaining highway safety. Official steps may be made through only two means: legislative action and administrative rules. The average administrator

will place the blame for failure of a highway safety program squarely on the shoulders of legislative leaders. The average administrator will contend that special interests, trades and pressure groups influence the law maker when he considers a matter of regulation. The popular hue and cry against regimentation has made it especially difficult to secure the enactment of traffic laws which even hint at the invasion of private rights. A legislator who will agree with the idea that we should have safe highways will hesitate before he will record his vote in favor of periodic inspection of motor vehicles or re-examination of drivers at the age of 60 before issuing further license privileges. In contrast, legislative committees will point out that administrators have been given broad general powers to issue such administrative rulings as are necessary to carry out the intent of a particular statute. Under these conditions it will be claimed that the administrator is not making full use of the authority with which he has been vested. Frankly, my sympathies are with the administrator—if he makes too much use of his power to regulate by ruling he will find himself out of a job when his appointment next comes before a Governor or an Executive Council.

Fourth, a state must take much of the initiative in seeking public support for its official highway safety program. Some of this support will be automatic when the public is convinced that the state knows what it wants in public safety and how it proposes to get it. Other support will come only through a gradual evolutionary process, patiently educating the people until they can see economic gain as well as social betterment in a single forward step.

These four objectives are stated in rambling terms. Were I to expect them to be a sufficient mapping of the route to highway safety I could be justly accused of evasion. Actually, these are the specific steps:

1. An analysis and comparison of a state's highway safety program with the recommendations of the President's Highway Safety Conference. This is largely a matter of self determination. There can be little question on any specific point. A state's driver license law either measures up to the standards necessary to achieve

safe highways or it does not. We only fool ourselves if we read into our law the principles which are missing. To justify a lack in our law because in our state the situation is "a little different" is an open admission of weakness. This analysis is the first step toward coordination. Assistance is available to us through one or more of the important supplemental highway safety programs currently being conducted in the United States.

2. When the analysis is complete, and coordination is about to become a reality, each state should hold a highway safety conference. This conference accomplishes the double purpose of advising the public of the outcome of the analysis and coordination and inviting public support by encouraging public assistance in formulating the future program. To date 13 states have held highway safety conferences since May 10, 1946. Four other states have set definite dates before the end of the year. Other states have agreed to hold a conference but are hesitant in naming a time. While I will acknowledge the gains which have been made in the past 4½ months I do not hesitate to say that for ¾ of the states to take no positive action since the national meeting on highway safety has all the earmarks of a disgrace. Such a lack of understanding is indicative of political terror, moral atrophy or mental stagnation.

3. Invaluable help in a state program can be secured by a full scale participation in some of the broad and important supplemental highway safety programs. The National Pedestrian Protection Contest is a good example. Every state must recognize the benefits of the Brake Emphasis program of 1945 and the Police Traffic Safety Check for 1946. Still closer to the immediate problem of coordination and plans for the future is the National Traffic Safety Contest.

There are times when a state must stand before a mirror and do some scrutinizing. A state must scan its own official reflection for imperfections and shortcomings, particularly when these imperfections and shortcomings may be taking the lives of the people the state is intended to protect.

Self analysis is good, but not enough. Like people, a state needs to look at itself through the eyes of others. A state must see itself as it is seen. A state must inven-

tory its traffic accident prevention procedures by comparing them with those of its neighbors and in the light of recommendations made for its own well being.

In connection with its National Traffic Safety Contest, the National Safety Council is offering an analysis service of which any state can well afford to take advantage. The inventory is made at the time the annual Contest report is prepared. When the judging is complete and the outstanding records and programs are recognized, each performance item on the report of each state is tabulated. Thus, performance standards are developed.

Possessing this information, along with the recommendations of the President's Highway Safety Conference and those of various organizations, such as the International Association of Chiefs of Police, the American Association of Motor Vehicle Administrators, and the American Association of State Highway Officials, the Council can make a critical diagnosis of the traffic program of any state so requesting.

Such an analysis was made this year of the reports submitted by 33 states, including the State of Iowa. Despite the fact that my state was singled out by the Contest Committee of Judges for the State Grand Award, the analysis report revealed many imperfections and deficiencies in our traffic accident prevention program—some minor and some glaring. You can be assured that this analysis was forcibly brought to the attention of each state department head concerned.

While these analysis reports to states are kept confidential, several governors have revealed the content of their reports for public scrutiny.

4. A state which wants and receives the greatest measure of public support for its highway safety program is one which gives its material as well as its moral endorsement to the activities of a statewide safety organization. We have in existence today a sufficient number of examples of state safety council supported by state funds to indicate that political domination is not necessarily a part of such support. Frankly I believe, as did the Committee on Organized Public Support of the President's Conference, that financial assistance for a non-official state safety organization is the

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best way for a state to recognize the public nature of the enterprise. If this condition cannot prevail, it in no way lessens the importance of the safety organization, but it does intensify the need for the strongest possible backing from a state government for the idea of an active state safety group.

The state's stake in highway safety is a matter of the public welfare and of economic stability. No government can overlook the humanitarian problem which results from fatalities and injuries on our streets and roads. No government can afford the economic loss from these personal deaths and injuries, and the attendant property damage. In recent years, despite expenditures running into billions of dollars for highway construction and maintenance, the monetary loss from highway accidents has nearly kept pace. While our highway income has been the greatest in history we have dissipated it in property

damage and, at the same time, have suffered the incalculable loss in human lives.

If a state recognizes the extent of its stake in highway safety its program and accomplishments will only be as good as its leadership. This leadership starts with the Governor, and goes on down through the various department heads and employees to the point where it has direct, on-the-spot contact with the general public. A weakness anywhere along the line may nullify the gains made at other points. A coordinated program for highway safety means consistent hard work and no deviation from the objective. The public must be ready to support "a ceaseless campaign to give our public officials the essential laws, personnel and budget to operate an adequate safety program . . ." This support can be expected only as a complement to a forceful, intelligent official program. Common sense will allow no alternative.

How We Did It

(Panel Discussion)

By representatives from city and state winners in the 1945 National Traffic Safety Contest

Discussion Leader: NORMAN DAMON, Vice-Pres., Automotive Safety Foundation.

Participants:

FRANK O. BAYNE, Dir. of Safety Education, Wichita (Kans.) Police Dept.

MAJOR J. H. BOICE, Chief, Lynchburg (Va.) Police Dept.

JAMES CORR, Mgr., Buffalo (N.Y.) Safety Council.

JUDGE HARRY H. PORTER, Chief Justice, Evanston (Ill.) Municipal Court.

W. HOWARD SHARP, Eng., Connecticut State Hwy. Dept.

JACK W. SOWARD, Asst. Mgr., East Bay Chapter, NSC, Oakland, Calif.

CAPT. A. F. TEMPLE, Chief, Texas Driver License Div.

CARL T. BAILEY, Exec. Dir., Utah Safety Council.

BERT L. WOODCOCK, Dir., Safety Education Div., Iowa Dept. of Public Safety.

MR. NORMAN DAMON: I would like to pay my personal tribute to these winners. They set an example that can well

be followed with profit in each state and each community. These men represent the leaders in traffic safety for 1945. I hope that in 1946 all states and all cities will equally become leaders.

I would like to point out to all of you that I believe the NTSC provides the best running inventory that any state or any city could ask as a measure or a gauge of progress or of backsliding.

MR. BAYNE: In 1945, Wichita won the grand award in the Traffic Safety Contest. I think I can tell you how we did it in about two words—hard work. We drove home safety education every minute of the day in every conceivable manner to all classes of people and if you really do that, ladies and gentlemen, that's work!

In June of 1944, we lost the services of our traffic engineer and were unable to replace him until November, 1945. So, without the services of a traffic engineer in 1945, we had to redouble our effort in safety education.

This was done with the 100 per cent co-operation of all civic clubs, the Chamber of Commerce, the schools and even the churches, where 75 per cent of the pastors admonished their congregations to drive and walk safely as they left their respective churches.

The program carried on in Wichita can be followed by any other city. We feel that we have a long way to go before attaining perfection. I think that all cities can improve their safety program by exchange of views and ideas with other cities. We in Wichita are ready at all times to exchange our plans with those of other cities, not in the spirit of "We are the winners of the grand award," but in the spirit of helpfulness and friendliness with everybody; in the hope that the exchange of ideas may improve our respective programs, and that our program may be so designed to be of greater help to us all in saving more lives in this humanitarian work we are all engaged in.

MAJOR BOICE: The third paragraph of the pamphlet "America's Traffic Safety Champions," under the heading of Lynchburg, Virginia, I think will explain to you how we accomplished this feat. This sentence merely says this: "It is interesting to note that despite the manpower shortage, 75 per cent of the total uniformed force spent at least 50 per cent of each day working on traffic."

Now our theory is simply this: every uniformed man we have in our department is a traffic officer.

Despite the fact we have a Traffic Bureau, we do not allow an officer even on foot patrol, to pass up any traffic violation. We supplement the Traffic Bureau with uniformed patrolmen. We carry it one step further and do not allow plainclothesmen to pass up traffic violations. It might be interesting to you to know that I have to appear in court myself a week from Friday on the case of a drunken driver violation.

I think that every chief of police should set the example for his men to follow and should insist that his men abide by the rules and regulations and by the ordinances of his city. We are meticulous on that point. We maintain a tight chain of command.

I realize we are a small city as compared to the cities represented here by

other members of the panel. Our Traffic Bureau consists of eight men to start with, but one of those men has the duty of keeping in contact with the newspapers to promote safety; another one with radio stations to promote safety; another one keeps in touch with the civic clubs and P.T.A. Association, and we have assigned each man to some specific thing to promote safety right down through the whole category. For instance, the man who contacts the newspapers, preserves all the clippings that pertain to safety in our local newspapers and at the end of the year, he has that file and it is a tremendous help in making out our report.

MR. CORR: Cooperation is responsible for the fact that Buffalo won the honor of being the safest city of 500,000 population or over last year.

We have what is known in Buffalo as a Board of Safety. It is comprised of civic members interested solely in the activity of traffic safety. That committee meets every week formulating, discussing, and approving plans on traffic safety. Many of the requests that come in from the public are received through our organization, the Safety Council, and we in turn pass them over to the Board of Safety.

We feel that the greatest credit for winning that award perhaps should be given to the police department. They have done an outstanding job. They made something like 2300 arrests for traffic in 1945. We have a squad of about 350 motor vehicle men that patrol the streets constantly.

Our automobile association has done a remarkable job in school patrol works; in furnishing patrol badges, and various kinds of material to educate students who are trained by our police officers. They also furnish posters and literature of all types to the schools in Buffalo and all throughout Erie County.

A great deal of credit can go to our radio and newspapers. Last year we attempted to put on a program for a 13 week period in which the radio stations participated. However, due to the President's death, and the ending of the war, we did not finish out that particular phase of our work. We felt, however, that it had done a tremendous lot of good. It reached everybody in the home as well as the people on the street.

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Our newspapers also helped us in bringing out traffic violations in picture form and in news items and various other ways.

We of the Safety Council last year conducted about 200 meetings of all types. We never let a meeting go by. Through our PTA's, the women's clubs, the Boy and Girl Scouts, and any other type of organizations we could reach, we stressed the value of their cooperation with us. We feel confident, that if the spirit of cooperation can be obtained in the cities in which you work, there is no doubt but that accidents in traffic will be reduced.

JUDGE PORTER: As you know, our Traffic Safety Council commenced about the fall of 1928. We reached, I think, the maximum peak of enforcement along about the year 1931, and we have generally in Evanston held the level of enforcement at that peak ever since. Complete candor requires me to tell you that during the year 1945 there was no change in our program.

Our educational program has been for many years now, intensive. That program did not change, and in short, I have spent an hour and a half talking with the commander of our Traffic Division of our Police Department in Evanston, prior to coming to this session, trying to pry from him some one thing that has been done in our city in 1945 that was different from what has been done the year before or in any year before. He was at a complete loss to explain anything new that had happened in his department. From November 30, 1944 until January 18, 1946, or a period of 13 months and 18 days, we went without a single traffic death in a city of 70,000 population, swollen by the war to 82,000.

Our city has long delayed furnishing us with a proper building for carrying on the police court activity. This year, as distinguished from 1945, they finally have have given us a new city hall building. I have never seen anything that was so utterly amazing as the attitude of those people who come into the courtroom in this building. The room is exceptionally beautiful. A considerable amount of money has been spent on it and in contrast with the attitude of the public in the old buildings, we have an entirely different situation now to handle in the courts.

However, I might say that nothing has occurred during the year 1945 in our city

which has changed our picture one single whit. We kept the heat on in traffic law enforcement. We have kept an intensive educational program. Our engineer is progressing this year. We have eliminated in the main center of town a fountain and that straightened out the kinks in the main traffic. Complete candor requires me to say that this year since the 18th of January, we have had three traffic deaths.

MR. SOWARD: On the 1st of October, a new captain in our Traffic Division requested us to outline a program of intensive selective enforcement and selective education for the remaining three months of the year. We could not, I regret to say, do all of the things the new captain wanted us to do, primarily because of lack of finances. However, within the division, the Police Department arranged to take care of many of the things that it was not possible for us to do.

The radio stations, the newspapers, and all the other agencies of public information gave us whole-hearted cooperation during the remaining three months of the year.

On October 1, the traffic death rate for the City of Oakland was higher than it had been the previous year as 91 persons were killed. The three months of selective enforcement and three months of education paid off as it reduced the death toll from 91 the previous year to 69. Those 22 deaths were saved in the last three months of the year which shows definitely that intensive selective enforcement and intensive selective education can do it.

We are still carrying on the same type of program, not so intensively, but we will, during the last three months of this year, do the same. At the present time, our death rate is 6 below last year, which, in turn, was an improvement over the previous year.

CAPTAIN TEMPLE: I think the primary things that led to the winning of the first place award in the Southern Region were public education and state-wide enforcement. Even though our highway patrol was only 75 per cent of full strength during 1945, the job was carried on by each man working longer hours, making more accident investigations, making more arrests, making more warnings and traveling more miles.

In addition to these things, numerous police schools were carried on during the

year. Each returning veteran to a department was placed in a retraining school. Several schools were held for traffic officers from the various state departments in the state. It was primarily public education. We think that is responsible for the record made by Texas in 1945.

The Texas Safety Association gave us their wholehearted support and cooperation in reaching the people of our state. They not only have provided time on the radio and press releases for contacting the people, but they have assisted the Department of Public Safety in the distribution of three quarters of a million pamphlets on safety education. They have assisted the department in placing a driver training course in more than 200 of our high schools. They have assisted us in all types of the traffic schools that have been conducted and have cooperated with the Department in making the State of Texas a safer place in which to drive an automobile.

The traffic courts of our state have made the penalty known to all drivers when they are arrested. That has helped to a great extent in holding down accidents. Our Accident Report Section has been reorganized and better use was made of the records in 1945 in selective enforcement and selective education.

Those things, we think, led to the winning of the first place award in the Southern Group of States.

MR. BAILEY: We started our traffic safety program in Utah in 1939, and at that time the governor of the state organized a traffic safety council. He set up a Traffic Safety Coordinating Committee consisting of leaders of various departments. Since that time the efforts we have extended as a state organization with the cooperation with the cities and various civic groups, have gradually developed a public consciousness of the seriousness of the traffic situation.

We recently completed a Governor's conference. We had represented at that conference 565 people representing 91 of our cities and all of our counties. We feel that through their cooperative effort, we have been able to do the things we have done. I am speaking of 1945. We are looking forward to a more aggressive year in 1946. There are three essentials as I see it, in trying to curb traffic accidents.

The most important is stringent enforcement of the traffic regulations. That is the quick-range method of getting results. That can only be obtained through the cooperation of various police departments and the justices and judges.

The second, of course, is education. We have a fine cooperation from the press. We have 66 newspapers in the state that belong to the Utah Press Association, and they have given us an unstinted amount of space in their publications. The city press have done likewise.

We have an outstanding driver licensing bureau. We have stepped up the requirements for driver licensing. We had a lot of opposition to that, but nevertheless it stuck.

MR. SHARP: The State of Connecticut has been fortunate in receiving over the past several years, six awards and three honorable mentions for its traffic and safety work from the National Safety Council.

The traffic division of the State Highway Department does not claim to be the agency solely responsible for these awards, but we do feel that the traffic engineering work carried on by the traffic engineering division is a definite contributing factor in winning these awards together with the cooperation and coordinated effort of the other state agencies interested in traffic and safety work.

We feel that the successful functioning of our traffic engineering division is due to the practical application of the theory of traffic engineering and also the research work which is continually being carried on.

One of the basic research functions of our traffic engineering division, which in fact should be a function of every traffic engineering agency, is the analysis of highway accidents to determine the factor which may be contributory to the accident by the highway, by the vehicle, or by the driver. We have in our files a card system showing the analysis of every accident occurring on state highways for the past six years. The facts gained from this traffic analysis are used to a great extent in determining design features, location and method of delineation, line painting, and so forth. We also maintain an accident spot map which is continually watched for the development of an accident "hot spot," so that we may be able to take the neces-

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sary steps to correct conditions before public sentiment is aroused.

It is felt that the proper use of a few signs is more advantageous to the safety of the highways than the use of a great many signs which is a habit quite easily acquired. With this in mind, we instigated a sign inventory system whereby a record on a punch card system is maintained of every sign in the field. This record, of course, is not made until after a designated section of the state has been inventoried by a trained man to determine what signs are needed and to see that each sign is erected to convey a definite message to the public. Our highway system is 75 per cent complete under this system, and we have been able to eliminate approximately 6000 signs. As yet, we have not received complaints from the motorists or enforcement officials or local traffic authority due to the lack of adequate signs. We have limited the use of special signs and oversized signs through a study of the existing conditions. It is felt large signs should be placed to indicate the condition to the motorist traveling at a high rate of speed far enough in advance so he can bring his car under control to execute whatever may be required.

All signs which are used on the state highway system with the exception of parking signs are reflective so that the same message may be conveyed to the driver at night that is conveyed during the daylight hours.

We maintain 3000 miles of line painting on the state highway system. Keep in mind that Connecticut is a small state. Three thousand miles comprises a great proportion of our total state highways.

In addition to center line painting, we maintain shoulder lines in areas where there are no sidewalks provided, but where there is quite a bit of pedestrian traffic along the road. I might explain the vernacular I use here of "shoulder lines." In a great many of our rural areas where there are schools and where the areas cannot financially afford sidewalks, we in Connecticut, in connection with our regular highway construction, maintain a hardened shoulder. It may be an oiled shoulder which in proximity to schools, churches, and places like that, makes for the safety of pedestrians. We place a white line on

the edge of the pavement so that the pedestrian can use what would be normally called a shoulder area for walking purposes. Since we adopted that principle, I do not recall having any injuries of pedestrians within the marked area.

There are also maintained stop signs at all side road intersections on the state highways, as practically all of our trunk lines are considered to be boulevard stops. Guide lines approaching all channelization installations in areas where the roadway may be restricted by bridges or underpasses are maintained.

Prior to the final drafting of plans for new construction by the design section of the Highway Department, the traffic engineering division was given the opportunity for reviewing these plans to determine whether the design of the intersection would handle the traffic with the least amount of accidents. I am happy to say that the cooperation between the design section and the traffic section and the results obtained are gratifying and certainly result in a safer highway.

MR. WOODCOCK: We in Iowa have a lot of problems. To tell you how we happened to win the grand award in 1945, I would like to say this: such an award doesn't just come. It isn't through the effort of one organization or department or division that such an award is won.

Our real program in traffic safety began in 1939, and it has been increasing ever since. I would say in making a generalization that the award really was won because of the complete cooperation of all state departments of the State Safety Council, and so forth, with extra cooperation from the Highway Commission, and I don't know how many engineers. We might take a poll of police chiefs here and find very few, but we have two of them from Iowa. Our highway commissioners are here every year, and they attend all of our conferences in the state. Then, our Educational Department, in cooperation with the Highway Patrol, is responsible for thousands of speeches in service clubs and all types of organizations.

But, I think that the traffic contest itself probably has done more than any other medium to promote the program of safety throughout the whole state of Iowa. The state working with the cities and the

cities in turn working with the state, all pull together to reduce the accident toll in the State of Iowa. Just generalizing, it is the complete cooperation of all state organizations and then the grand help of all of the members of the national organization that has made it possible for us to win.

Discussion

JUDGE HILL (Dallas): We pass speed laws, give a man a fate highway to travel on and a powerful automobile out of which he can get an excess speed over the speed limit, and then we expect him to observe that speed law. I would like to ask, wouldn't it be much more simple for the automobile makers to put a governor upon that which he could press and regulate his speed? Most of the people I catch for speeding do so unintentionally. Wouldn't it be practical and possible for the automotive engineer to place a governor on a man's car and when he gets in the 45 mile zone, he could press a button and he would have a 45 mile speed. If he is in the 60 mile zone, he does the same thing. He would be automatically within the speed limit. Is that practical?

MR. DAMON: I am not an engineer, but the engineers have been able to answer most questions with respect to car manufacture. I can only quote to you what General Knudsen, former President of General Motors said at one time, and this goes back to public opinion: "If the public wants cars with governors, we will build them with governors." I think if you could assure the industry that today people will buy cars with governors; that they wouldn't tamper with them; that they wouldn't disassemble them, and that you could enforce that in the 48 states, you could put governors on the 25,000,000 cars now on the road. I frankly don't know whether we would gain or lose because obviously if you have a car from one state on the road with a governor and you have another car along side of it and he doesn't realize in the passing maneuver that the other car does have a governor, you are going to pile them up head-on. I think perhaps those who are traffic engineers realize that in the passing maneuver there is an extraordinary small fraction of time, a small margin of safety left by the time that clearance has taken place.

I think the suggestion is one that can't be answered categorically by saying "No, it couldn't be done," or "Yes, it should be done." I would like to call on someone else to express any views on it.

JUDGE HILL: What would you need in the way of public opinion to convince you that that is practical?

MR. DAMON: Public opinion that would put governors on the 25,000,000 vehicles now on the road, would presumably require state laws in 48 states. Does that answer that part of it? The question is in two parts with respect to the practicality of first, putting governors on new cars; second, the question of putting governors on the cars now on the road. Otherwise you would have speed differentials that create a passing hazard far in excess of the hazard now existing.

MR. CLAUDE STUBBE (St. Paul, Safety Engineer): Is it required by the Department of Education that safety education be a part of the school curriculum in Kansas?

MR. BAYNE: No, it is not required. During the past two years, we finally got to a point where the Director of Education in the State of Kansas made a few passes along that line. We have safety education in only 33 of the Kansas high schools, but I do believe we are on the road to getting progress in that direction.

MR. STUBBE: Do you believe the Federal Government should require all states to adopt that in their public education.

MR. BAYNE: Decidedly so. I think the majority of safety men would agree with me on that.

MR. BAILEY: In the State of Utah it is a requirement for teachers' certification. They are required to have certain credits for safety education before they are certified as teachers.

MR. HODGES (Great Britain): Bearing in mind the different numbers of vehicles, differences in population, differences in densities and various things of that kind, how do you manage to judge them impartially?

I was very interested in the remarks made by Chief of Police Boice. In Great Britain, we have some 250 Chiefs of Police and almost without exception, every one of them is solidly behind the movement.

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and, if I tell you that out of those 250, nearly 100 of them actually acted as local secretaries to the local safety council, you will see we have a great deal of help from the police.

MR. DAMON: That is one question we should refer to the International Association of Chiefs of Police in this country. They have a Safety Division which is doing a very effective job and this past year carried on one of the most effective nation-wide programs we have had.

JUDGE POWERS (Akron): I have been disappointed that we haven't had an educator on our panel. If public opinion and public support are needed to cut down our traffic accidents and traffic fatalities, why don't we begin in our schools? Why don't we give full curricular credit for teaching safety education and driver training? It has been proved in Cleveland. They have tested it out. They had 1800 persons who took it in a certain high school. They traced their driving careers. After five or six years out, they found this group had less than 50 per cent of the accidents and deaths as against another controlled group of the same number. If we can cut down traffic accidents 50 per cent by resorting to that simple expedient, why don't we listen to it? Why don't we do something about it?

MR. DAMON: I would like to point out there are two questions again involved in your own question. One, the matter of public opinion that will back an educational job in the school; and second, the acceptance of that responsibility by the educator.

On the first question, my attention is called to the fact there will be a public safety education session tomorrow morning. I think you will find that topic fully explored. I would also like to call attention to the fact that the National Committee for Traffic Safety, including 64 organizations in its membership, has just accepted an assignment to support driver training and driver education in the high schools in this nation as one of their major projects.

MR. WOODCOCK: Perhaps you didn't notice that I happen to be the Director of Safety Education. One of our leading sections is the Educational Section. Public opinion, of course, as the other men told you, through press and radio is important.

In the Iowa Teachers' College, they have a safety course for teachers and we are on the road to making it mandatory that everyone graduating from teachers colleges will have to have credits, probably a minor, in safety education. They are going to have a practice driver training range available for adults in the communities, high schools and so forth. Teachers will get driver training and then they can go out and teach. In Iowa, there are 300 schools that have some form of driver education, and our experience has been as you mentioned. We have cut down the accident rate. We will not get anywhere until we train drivers and I think that answers the speed proposition.

Speed is not one of the main hazards. It is not the cause of accidents and I think we are barking up the wrong tree when we chop down the speeder altogether or try to regulate automobile speed mechanically. The engineers will tell you that we can build the safest highways in the world and you can go out and kill yourself on them, and you can do the same thing with the safest automobile. Certainly if anybody drives 50 miles an hour in a 35 mile zone, he doesn't know what he is doing. We won't get any better unless we train them first. Until everybody is trained to drive an automobile and know what they are doing and can pass a comprehensive driver's license examination, you are not going to have safe drivers.

MR. BAILEY: At the Governor's conference in Utah there was a recommendation by the Educational Committee which consisted of leaders of our educational group. They recommended that they develop and have in some of the schools now, a driver educational program as an extra-curricula. They recommended, too, a behind-the-wheel program with the understanding that many of our civic clubs will provide cars with dual control as a civic club contribution to many of the school districts to carry the program through.

INSPECTOR MILLER (Washington, D. C.): In 1939 we passed a pedestrian regulation, after we had submitted the program to the public and found we would have public support. We went through with an educational program for several months and then we attempted to enforce

it. We increased our enforcement until we reached the peak, I believe in 1944. Since that time, it has levelled off a little bit, but now we think that we have good observance.

It is good, for example, in the downtown section, but in the outlying sections where traffic signals are somewhat scattered, not as good. This year, our program seems to be more effective than usual, in that our deaths so far are much less than they were at the same time last year.

At present, we are carrying on more of an educational program than an enforcement program. The radio stations are co-operating and have given us more time than we have ever had in the past. The newspapers carried on a program the first part of August and on into September. In the District of Columbia, we went 23 days without a traffic fatality, which shows what you can do if you intensify your program by use of the radio and newspapers. But, don't lose sight of enforcement. We stepped up the enforcement, not only with the pedestrian, but the drivers. We had more traffic cases the first months of this year than in all of 1945.

JUDGE HILL: What is your pedestrian percentage of deaths as compared to all deaths?

INSPECTOR MILLER: The average city percentage runs around 67 per cent to 70 per cent. Our percentage of pedestrian fatalities in the District of Columbia was

slightly less than 79 per cent and a fraction.

MR. DAMON: Dick Bennett, Secretary of the Safety Contest will give you a summary of what the discussion has covered.

MR. BENNETT: I think by and large our panel members and members of the audience have put a stamp of approval on the words of one of our earlier speakers, Mr. Darr, that public support is absolutely necessary. I know from my own personal observation that none of these cities and states that won in the 1945 contest got way out in front of the public—they took the public along with them. That is how they won.

Another thing I noticed was that every speaker used the word "cooperation." Some of them used it many, many times. I think that is important too.

Another point they mentioned was balance. I think Bert Woodcock said no one department could take credit for it. You have got to have balance. The National Traffic Contest helps get balance. It shows the weak points and shows where the sections of your over-all program aren't up to standard. As Mr. Damon told you, the National Traffic Contest, does provide a measuring stick. It is an inventory. We are not inventorying you; you are inventorying yourselves in comparing the reports. I hope you all do.

TUESDAY MORNING SESSION

October 8, 1946

Group Session for Police

Presiding: CAPT. WILLIAM L. GROTH, Safety Eng. Dept., Virginia State Police, and Chm., Police Div., Traffic Sect., N. S. C.

Why Investigate Traffic Accidents?

By **PROFESSOR J. L. LINGO**

Director, Public Safety Institute, Purdue University

The value of accident investigation as an important phase of any traffic accident prevention program has been generally recognized and accepted since the theory was first proven through practical application in Cleveland and Evanston nearly twenty years ago.

Most of us are familiar with the usual claims which are made regarding the values and purposes of accident investigation. We know that accident investigation is the very foundation upon which most of our really effective traffic safety efforts are based. We know that it is the only method yet found

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to adequately get the facts so necessary for use in our programs of enforcement, engineering and education.

We know that accident investigation will help to determine if law violations are committed and, if so, to collect evidence which will support a prosecution. We know that it is the only way we have to gather factual information concerning the circumstances of accidents which can then be used in preventing future accidents.

Before we can discuss the reasons why we should investigate traffic accidents, it becomes necessary to analyze the entire problem in relation to what is being done and what needs to be done. In other words, if we are willing to accept the premise that accident investigation is the very foundation for all effective traffic safety efforts, how well have we accepted our responsibility for doing the job?

Just where do we stand today in regard to the use of effective accident investigation techniques by our city and state police departments? This is certainly one of the questions that must be answered before we can proceed with our general discussion.

It is quite evident that the police of this country are doing a very poor job of accident investigation today. This also implies that the police are doing a poor job of the other traffic enforcement activities that must be predicated on the facts gathered through proper investigation of traffic accidents. I seriously doubt that there are a hundred police departments in the country today who are conducting truly effective traffic accident investigation programs.

Whether or not you agree with this estimate, the important fact is that, individually and collectively, the police of this country have not yet fully accepted and lived up to their responsibilities for saving lives and conserving property through sound traffic law enforcement.

The reports submitted by states and cities enrolled in the National Traffic Safety Contest further substantiate my previous statement regarding the poor showing made by most of our police departments.

Of the nearly 1100 cities in this country with 10,000 or more population, only 380 or about one third submitted reports in the 1945 Contest. Does this mean that the other two-thirds, or about 700 cities, were not

doing enough in traffic safety to justify making a report? Does it mean that the police departments in two-thirds of our cities are ashamed of the job that they are doing and want no record made of it? Does it mean that over seven hundred city police departments are just not interested in conducting a sound traffic enforcement program?

Whatever the meaning, it clearly indicates the need for drastic improvement in the majority of our city police departments. It also serves to characterize the past and present conditions regarding this important problem.

In order to be effective, the results of accident investigation must be translated into practical summaries and reports. These summaries and reports must be placed into practical use. What about the uses that are made by our police departments of the reports and records obtained through accident investigation?

Again referring to the National Safety Contest for 1945, we find the following interesting summaries: (1) "Enforcement planning was based on accident reports and records in slightly more than half of the cities over 250,000 population but in only a quarter of the cities between 25,000 and 250,000 population." (2) "Only about one-fourth of all cities indicated that accident reports and records were used for educational purposes." Again we must keep in mind the fact that we are referring to only about one-third of all cities over 10,000 population, who were sufficiently interested to submit reports in the Contest.

In the state section of the National Contest the reports also showed serious weaknesses in the uses of accident records. A quotation from the reports states: "Relatively few states made special tabulations of accident data for enforcement planning and only about a third use special summaries for this purpose."

For nearly twenty years we have agreed that accident investigation is a very valuable and important technique, that it is basic to the entire traffic safety program of any state or city. Yet with all of our agreement, its practical application has been sadly neglected.

Unless this responsibility is more generally accepted—unless the facts about accidents are better obtained and used—most of

our efforts to place accident prevention on a factual basis will prove futile.

What then, do we need to do in order to correct the present difficulties and place accident investigation on the plane where it belongs? How can we make police administrators and police officers more conscious of their responsibility in this field?

Perhaps the best answer to these questions lies in again pointing out certain of the present weaknesses that exist in many of our police departments today. The weaknesses would range from poor attitudes on the part of police officials in certain departments to complete lack of equipment, personnel and training in others.

In my work, a part of which consists of making traffic surveys in various cities, we find city after city where such weaknesses have been allowed to continue for years. One of the very surprising factors in this regard is that, in many instances, the police officials of the city are not aware of or are not interested in the conditions that exist.

Many city police departments still operate under a policy of ignoring completely those traffic accidents in which no injury or death occurs. Others limit investigative attention to those accidents in which there is death, serious injury or where the combined property damage is \$25 or more. The fallacy of this policy is obvious but it is still the established procedure in many departments, with the result that only a small part of the city's accident picture is known.

We have found city after city where only a fourth or a third of their traffic accidents were even reported to the police. This, of course, means that even a smaller number were investigated.

Most of us know the advantages to be gained through complete reporting and investigating of accidents in any city or state. There is no mystery about the methods that can be used to increase such reporting and investigating activities. We know that there are many police departments who have done an excellent job of getting the public to report accidents immediately through the use of an immediate reporting ordinance backed up with proper public education.

Another weakness which we frequently find involves the quality rather than the quantity of accident investigation. This is the condition where the department is re-

ceiving a high number of accident reports and sends squads to the scene to investigate every accident. The weakness lies in the poor quality of the investigation that is made at the scene and in the poor report that is prepared by the investigating officer.

While drivers' reports of accidents are known to be almost useless from a real factual standpoint, we have also seen many reports made by police officers that certainly do not provide much basic information.

The reason for this condition usually involves the attitude of the individual officer. This attitude may be based on many factors but is generally due to a lack of knowledge or understanding of the importance of his particular job. This, of course, will indicate the definite need for better administration and training in the department. Over-specialization in traffic work, lack of proper equipment, low salaries and many other factors play an important role in moulding the individual officer's attitude toward the job of accident investigation and traffic law enforcement generally.

Many times, the poor attitude of a police officer toward accident investigation is due entirely to the practice of the department of not making the proper use of accident reports and records. This may be due to a lack of understanding of the value of such records and to what uses they may be put by the department. On the other hand, the officer may know that the time and effort spent in investigating accidents and in the preparation of reports will prove futile because the reports are not used to any advantage.

This factor, I feel, is probably the greatest weakness in the traffic safety efforts of most police departments today. They either make no effective use of the facts gathered through accident investigation or they fail to properly acquaint the individual officer with the uses that are made of his reports.

We have seen that there is much room for improvement in our efforts, both collectively and individually. We must realize that the time has come to stop kidding ourselves about the place and responsibility of law enforcement in the traffic safety field. We must make realistic answers to these questions and sincerely strive to eliminate the conditions that make such weaknesses possible in our state or city.

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We must all realize that accidents can be reduced because, in a true sense, they are not really accidents. Too many of us have been thinking of accidents as something bound to happen and accepting a defeatist attitude about reducing them. Accidents, in the main, are caused, and usually some violation or violations of law are involved in the causes. Because they are caused, they can be controlled. Such control depends upon the thoroughness with which the police attack the problem of investigating the occurrence and reporting the facts which they discover. Perhaps it would improve our thinking along these lines if we changed our terminology and substituted another word for accident.

I strongly feel that the police departments of this country should make a sincere and realistic effort to evaluate their traffic enforcement activities in relation to the nationally recognized standards recommended by the President's Highway Safety Conference. If they do not meet the standards, every possible means should be taken to make the necessary changes.

Every police department should enroll and participate in the National Traffic Safety Contest. Whether or not the city wins an award is of little significance in relation to the valuable services which it receives through the analysis of its report and the followup assistance which is available from the National Safety Council.

Every police department should take advantage of the survey and in-service assistance programs available through the International Association of Chiefs of Police Traffic Division, the Automobile Protective and Information Bureau, various colleges and universities and other agencies.

Every police department should recognize the value and need for adequate training and should utilize the services of the many organizations which are capable of rendering assistance in this important field.

In many departments the job could be greatly improved by the development and use of more efficient policies and procedures and by more effective administration.

Police administrators must accept the reality of traffic law enforcement as an integral part of modern police work and not consider it as a stepchild to be kicked around by "ward heelers," so called "traffic experts" and other amateurs. They must realize that traffic law enforcement is a

collective police responsibility and not just the problem of a selected group within the department. This, of course, implies more effective coordination of all police activities and a broader concept of law enforcement generally. It means a change of emphasis in the trend toward over-specialization in traffic work which has been responsible for many of our present difficulties. We have, in many departments, carried specialization in traffic activities to the point where less than a fourth or fifth of the potential police enforcement capacity is even expected to be devoted to traffic activities.

Bruce Smith, an eminent authority on law enforcement, has stated: "Strenuous efforts have been made to convince general patrol officers and specialized traffic officers that each should play the other's game. Such efforts have failed, in large measure, because the generalist tends to be distrustful of the preoccupations of the specialist, while the specialist tends to narrow down, rather than to widen the scope of his interests. If the functioning of the police force, or any part of it is made dependent upon the closely articulated action by a number of specialized units or bureaus, the failure of one may destroy the effectiveness of all."

In concluding our discussion it might be well to return to our original question: "Why Investigate Traffic Accidents?", and try to point out some of the outstanding advantages from the standpoint of the police department and of the individual police officer.

Accident investigation, properly used, can be of great benefit to any police department.

We have already seen some of the weaknesses that are sure to exist when law enforcement is based on opinions rather than upon facts. These weaknesses are not limited to enforcement alone but are sure to be found in all of our efforts involving education, engineering and legislation, as well.

How, for example, could we hope to revise our outmoded city ordinances unless we have the facts about what is needed? Accident investigations can provide a large part of these facts.

How could we conduct a selective educational program for pedestrian safety unless we know the facts about pedestrian accident experience? Accident investigation can provide these facts.

How could we determine which of our intersections need engineering attention unless we know where, when and how our accidents are occurring? Accident investigation can give us this information.

So then, the most important answer to our question is that effective accident investigation will provide the facts upon which all of our efforts toward real accident reduction are based.

Most of us are primarily interested in the enforcement phase of the traffic safety problem. We could spend many hours of discussion on the great number of advantages to be gained for law enforcement through effective accident investigation. In general, these advantages are the same as would accrue to any business project that was being operated on an efficient and factual basis. Some of the more important advantages to be gained through effective accident investigation are:

1. It raises the standards of police performance and brings law enforcement nearer to the professional status that it so rightfully deserves.

We hear a great deal about professionalization of the police service today. One of the retarding factors in this regard has been the enthusiastic, but often premature attempts to apply the word "professional" to policing without sincerely facing its implications. Factual accident investigation, properly used, would do much to assist the police in meeting the implications and responsibilities of professionalism.

2. It shows the public that the police are aware of their obligations to enforce the law and to protect life and property, thus resulting in better public support and improved public relations.

In other words, effective accident investigation and its related activities in policing, provide one of the best media for public education and for obtaining public support for the needs and objectives of the police. When higher salaries or more expensive equipment is needed, the public will support the police only if they are fully aware of the reasons why such things are needed.

3. It provides for an effective utilization of police manpower and equipment on the basis of real selectivity.

We all are familiar with selective enforcement and the advantages to be gained

from basing our program on the facts about where accidents are occurring, when they are occurring and the major violations that are causing them. The importance of selective enforcement needs no further elaboration on our part today.

4. It creates an attitude on the part of the driving and walking public that accidents are not merely individual affairs but that they are likely to result in action by the police. In a sense, it protects the interests of those who are the victims of a wrongful act or violation of law.

It seems incredible that many police departments today will arrest a driver who goes through a preferential street without stopping, but where no accident occurs. Another driver commits the same act, an accident results, and no arrest is made. The creation of a public awareness that police action will likely result from a violation of law in accident cases is one of the best means of deterring future violations.

Just as these factors are sure to materially benefit the department, so will they prove most advantageous to the individual officer.

Effective accident investigation will also benefit the individual officer in a number of other ways.

It provides a real interest motivation and incentive for doing a better job. He will know that the department is functioning as a coordinated unit and that his efforts play an important part in determining the success of the departmental program. He will know that the information which he spends time and effort in obtaining is being properly used. He will know that this information and his part in the entire program is vital to the reduction of accidents—to the saving of lives, human suffering and money.

These factors are very important because no departmental program can be effective if the individual officers are not thoroughly interested in traffic law enforcement.

In concluding this discussion, I should like to express my thanks to all of you who have listened so attentively. I hope that at least I have been able to bring you a new thought or two regarding this important matter.

I hope that when you go back home you will make a realistic inventory and evaluate the job that is being done in your own department.

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I hope that all of you will realize the value of the factual approach to traffic safety and make every effort to place your operations on such a basis.

I hope that we may stop making excuses for poor performance and really begin to get the job of accident investigation done properly.

I hope that law enforcement generally will accept its responsibility in the traffic safety field and that in the coming months we may experience some real results in accident reduction throughout the nation.

Law enforcement today is on the spot. All of us can help to place it in the high position where it rightfully belongs.

Why Investigate Traffic Accidents?

(Summary of Panel Discussion)

Leader: **CAPTAIN JOHN F. O'NEILL**

Accident Investigation District, Bureau of Police, Philadelphia, Pa.

Participants:

CAPT. J. MILLARD GIBSON, Commanding Traffic, Police Dept., Sioux Falls, So. Dak.

H. W. JOHNSON, Supt., Traffic Safety Div., Police Dept., Kansas City, Mo.

CAPT. RUXTON M. RIDGELY, Maryland State Police.

LT. GEORGE WARNER, Traffic Div., Police Dept., Lansing, Mich.

SGT. MAJOR PRESTON B. WEEKS, Accident Reporting Div., Georgia Dept. of Public Safety.

Enforcement should be handled by all members of a department, but accident investigation should be assigned to specially trained men whenever it is possible. There

should be as much specialization by personnel engaged in accident investigation as there is in criminal investigation, since accident investigation is fully as intricate and requires an equal amount of special knowledge and training.

Every attempt should be made to increase the quantity and quality of reports turned into the police department. The steps which must be taken to increase such reporting are proper legislation, education of all members of the police department, education of the public through all possible media, prosecution of those who fail to report or who report late, improved service to citizens who do report promptly and properly and wider use of the sound slide-film, "On Record," to make the problem and its solutions known.

TUESDAY MORNING SESSION

October 8, 1946

Group Session for Traffic Court Judges and Prosecutors

Presiding: **JUDGE JOSEPH M. WYATT**, Chief Justice, Baltimore (Md.) Traffic Court.

Adequate and Consistent Fines and Penalties

(Summary of Panel Discussion)

Leader: **JAMES P. ECONOMOS**

Ex. Secy., Traffic Court Committee, Jr. Bar Conf., American Bar Assn.

Judge Ruvian D. Hendrick, City Court, Shreveport, La.:

Laws are made for the protection of the life and liberty of citizens. The enforcement of such laws should be designed to further this purpose. All aims of the

judges occupying traffic benches should be directed to the education and correction of offenders. Punishment is secondary and revenue should not be taken into consideration. In order for a traffic court to be effective, its activities must be coordinated

with the needs of the community along traffic safety and enforcement lines.

Judge Reva Beck Bosone, City Court, Salt Lake City:

No matter how minor an individual's rights might be, they are of sufficient importance, judicially speaking, to warrant individual attention by the judge. This ideal is not achieved where a Cafeteria Court exists. The cooperation of the public plus a rigid application of uniform fines has proved effective in Salt Lake City. Thus the imposition of a \$35.00 fine on all speeders who are unable to show legitimate excuse or extenuating circumstances has been so effective that virtually no repeater problem exists. This can be attributed to the high fine and impartial imposition thereof.

When an offender does appear with two previous convictions of moving violations against his record, a jail term is imposed. Drunken drivers get a high fine and short jail sentence for the first offense; a straight jail term for the next misstep. The experience has been that an increase in fines if followed by a decrease in accidents.

Judge Guy Shearer, Traffic Court, Louisville, Kentucky:

Records are subject to the rules of evidence but are of great value to the court both in determining guilt or innocence and for the assessment of the proper penalty. Such records as are not acceptable under the rules of evidence for the purpose of determining guilt or innocence may be helpful, if received after that issue has been determined, on the question of punishment. A conviction on felony charges, records of physical facts concerning the scene of the offense, and facts set out on driver's license of the accused are generally acceptable as evidence.

Those listed below are generally prohibited:

- (1) Records of all previous motor vehicle violations and convictions other than felonies.
- (2) Records of conviction for misdemeanors in Police, County and Magistrates' Courts.
- (3) Records of accused's previous attendance at the Traffic Safety School.
- (4) Records of traffic accidents occurring

at the scene of the offense over the past five or ten years.

- (5) Records of the Traffic Court's penalties.

Judge Edmund R. Smith, Municipal Court, Kansas City, Missouri; and Vice-Chairman, Traffic Court Division, N. S. C. Juveniles include the group of persons under 21 years of age. Some courts with traffic jurisdiction are enabled, by the governing statutes, to handle those age groups above 17.

What a particular court can do in treating violators within these groups depends upon the power and authority given to the court. The most effective deterrent is to arrange to take away the juvenile's driving privileges either by suspension of license or parental cooperation. Another excellent punishment is attendance at traffic schools, particularly for those who do not know basic requirements of the traffic code. However, this punishment is no better than the management of the school. Fines are only worth while if the offender "sweats them out" and not if the parent pays. The use of parental cooperation on this score is important and can easily be obtained.

Judge Otis R. Hess, Municipal Court, Cincinnati, Ohio:

Since judges administer laws and laws usually specify penalties, the judge is legally bound by the provisions of statutes. Punishments not therein provided should not be used. However, where the court is permitted probationary powers, it can, by means of offering violators probation provided they agree to accept certain requirements, utilize provisions not ordinarily provided for in the law which creates the offense and specifies its punishment. Examples of this are having license plates turned in for a specified period, restricting driving privileges and sending offenders to traffic school.

Judge Joe M. Hill, Corporation Court, Dallas, Texas:

The purpose of traffic courts is to obtain compliance from drivers. Punishment is not an end in itself. The experience of one driver in court should be passed on to those who escape the experience of a trial. This is traffic enforcement through education and depends, in a large measure, on the radio and the press. Two important aspects of enforcement which cannot be over-estimated are certainty of punishment and the

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lesson of courtesy. Most infractions are committed unthinkingly. All drivers are prone to violate traffic laws and the job is to impress on them the importance of con-

centrating on the job at hand. If we were able to sell the idea of courtesy behind the wheel, much of the traffic law enforcement problem would be eased.

TUESDAY MORNING SESSION

October 8, 1946

Group Session for Traffic Engineers

Presiding: T. J. SEBURN, Traffic Engineer, Department of Public Works, Kansas City, Mo.

The Responsibility of Highway Features in Traffic Accidents

By WAYNE N. VOLK

Traffic Engineer, State Highway Commission of Wisconsin, Madison

A few years ago statements on the assignment of responsibility for traffic accidents to highway features could be made with impunity since few facts were available. Now, however, the Interstate Highway Accident Study being conducted jointly by the Public Roads Administration and the National Safety Council should result in the development of factual relationships between highway features and traffic accidents.

This study is based upon accidents records rather than opinion, and from now on, anyone who makes statements on the subject takes the risk of having at least some of his opinions contradicted by the findings of his survey.

There have been, in the past, a few reliable studies which indicate very definite relationships between highway features and accidents. Engineers have worked with these incomplete data in rebuilding highways in states and communities, especially in the case of divided highways with grade separations and the use of the freeway principle.

The generally accepted definition of a freeway is that it is a highway upon which direct access to abutting property and all possible conflicting or interfering traffic flows are eliminated. In California, for example, accidents on regular major city arteries were compared with accidents on two express highways to which access was controlled and all cross traffic removed by grade separation structures. On two regular city streets, there were 4.4 and 2.5 fatal or injury accidents per million vehicle miles

respectively, while only 0.5 fatal or injury accidents per million vehicle miles occurred on two sections of expressways which carried comparable traffic. Control of cross traffic plus elimination of pedestrians from the express highways accounted for the major portion of the accident reduction.

You have no doubt noted that these accident reductions have been accomplished by improvements produced by building a very high type of highway ranging in cost from \$60,000 per mile in favorable terrain to \$1,000,000 per mile or more in urban areas. The Public Roads Administration has estimated that from 95 to 97 per cent of state highway mileage may never progress beyond a 2-lane highway simply because funds would not be available and traffic volumes would not justify a higher type of roadway. It is necessary, therefore, to study the characteristics of 2-lane highways and traffic behavior on them to eliminate features which cause or contribute to accidents.

Some of the highway features contributing to accidents are specific flaws in the roadway itself such as a hole, stock pile of material, loose surface material, etc. Drivers rarely blame the accident on such factors as lack of proper signs, the sharpness of a curve, restricted sight distance, etc. When a representative of a highway department makes a personal investigation of any location having an accident record, the first thing that he hears from residents and other interested parties is that there aren't enough signs, and secondly, that the curve is too sharp or that some other highway feature is not right.

Classifying holes in the road, etc., as "defects" has enabled some students of this problem to use the term "fault" to describe such factors as inadequate lane width, restricted sight distance, narrow shoulders, sharp curves, etc. Using the more inclusive term "fault" it is possible to blame the highway for 15 to 40 per cent or more of the accidents. But modern superhighways from which these "faults" have been eliminated do not necessarily result in a reduction of the accident rate. In building the Pennsylvania Turnpike all available knowledge was utilized to make it foolproof and eliminate accidents. Yet accidents occurred. Instead of driving too fast for the roadway as is usually the case, motorists on the Turnpike were driving too fast for their own physical limitations or the condition of their cars.

Accidents still occur on some of the nation's most modern highways, yet, we all know of many roads having poor physical features which do not have a high accident rate. This incongruity leads one to believe that newspapers may be correct in speaking of the "scene" or the "location" of an accident. Rarely do they cite the highway as the cause of the accident. Defects such as a hole in the roadway, rocks on the road, narrow shoulders where emergency parking is often necessary, and so forth are "causes" of accidents, but lack of proper and reasonable care, skill and judgment on the part of drivers furnish by far the greatest "cause" of accidents. Because we cannot hope to build many miles of foolproof superhighways, we will have to have increasing co-operation from the average motorist if we are to achieve any substantial reduction in accidents.

One element of the highway involves curves and turns. In South Carolina a study showed that the accident rate was 1.6 per mile on curves and 1.0 per mile on straight stretches, both sections carrying similar traffic. Ohio found that curves of greater than 4 degrees made up 6 per cent of the total rural state highway mileage, but contributed 15 per cent of the accidents. We hope to have data sometime to tell us what is the critical curvature above which accidents will increase disproportionately, so that new highways can be properly designed. Until that time, we will have to be content to eliminate or ease some curves,

and to mark those remaining so that they will not be the scene of accidents.

Hills may also contribute to accidents. Ohio found that hills with a grade exceeding 7 per cent constituted 2 per cent of the total rural state trunk highway mileage but accounted for 8 per cent of the accidents. Excessive grades are rarely reduced except in large-scale reconstruction projects, but if one of the factors involves hazardous overtaking and passing of slow-moving trucks as they grind up the hill, one remedy is to add a special lane up the hill for such vehicles, thus freeing the rest of the roadway for faster traffic.

Intersections are the scene of a considerable proportion of accidents. Many familiar things can be done to help drivers negotiate intersections safely (warning signs, speed control, stop signs, traffic signals, channelization, lighting, and finally separation of grades). Most of these remedies can be applied to existing highways.

The subject of signs is controversial. Many persons believe all that is needed is to provide bigger and better signs. It is becoming increasingly apparent to anyone who has occasion to travel unfamiliar highways, that bigger and better signs are just what we need. Many highways are woefully in need of improved signing. I do not mean that they should be lined with billboards, but the signs that are used should be satisfactory for both day and night driving and they should be fitted to the job.

For instance, take warning signs for curves, narrow bridges, etc. The present standard, reflecting symbol sign is, in my opinion, satisfactory for the great majority of curves. Its value can be greatly increased at night by the addition of a small sign stating the so-called "safe" speed for that curve. We do need larger symbol signs for the unusual hazard. In general 24" signs for "One Way Bridge" or other hazards requiring the use of words are not large enough to permit the wording to be read at night, at present-day speeds, under unfavorable conditions of visibility. These signs need to be larger.

Accidents at intersections are frequently caused by the driver being in the wrong lane to make the desired turn or because he was not informed of the intersection soon enough. This means that advance in-

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formation signs for intersections of numbered routes must be made readable at greater distances and must be placed sufficiently far in advance of the intersection to permit the motorist to slow down to make his turn.

Because driver faults cause the largest proportion of accidents, and because drivers tend to out-drive the range of their vision and to rely on the highway being free from obstructions or faults, the highway engineer must be careful not to introduce an unusual hazard without providing extraordinary protection. We had an instance of this in northern Wisconsin recently when a flash flood washed out a bridge on an important highway and a temporary Bailey bridge was set up a few feet to one side of the site of the former structure. The highway at this point was absolutely flat and it was possible to see approaching vehicles for a half mile in either direction. The standard reflecting warning signs were erected well in advance at either end of the temporary bridge and a barricade backed with a low mound of earth was placed across the pavement to prevent cars from being driven into the gap left by the missing bridge. In quick succession three accidents occurred, and in each case the driver apparently kept driving past all of the "Slow," "Bridge Out," "Turn," etc., signs until he suddenly saw the barricade and then it was too late to stop. All of these accidents occurred at night. It was apparent that the solution was to build up the mound of earth high enough to prevent drivers from seeing the headlights of approaching traffic across the gap. To be on the safe side we also reduced the number, and increased the size of the advance signs.

Although most of this discussion has been on the rural highway problem with which I am most familiar, we all know that city roadways contribute to accidents. About two-thirds of all fatal accidents and nearly half of all injury accidents in cities involve pedestrians. Yet little has been done in most cities to protect them—indeed the emphasis is on speeding up the flow of vehicular traffic.

There are several ways in which pedestrians and vehicular traffic can be aided simultaneously. One is by providing channelization at excessively wide or confusing intersections. This facilitates traffic yet

provides pedestrians with a refuge, enabling them to cross the street in two or more stages, through one-way instead of two-way traffic streams.

Medial safety islands and loading islands can also be provided for pedestrians especially on broad thoroughfares where pedestrians are unprotected. These islands, as well as all channelization, should be of a type which will not be a hazard to motor vehicles, else the danger will merely be transferred from one type of traffic to the other. They must be well marked and lighted or they will become in themselves a hazard. The motorist is entitled to reasonable indication of the presence of an obstruction in his path.

Restricted vision at intersections, seemingly inherent in the development of streets in most cases, is a factor in many accidents. This can rarely be eliminated. It usually necessitates the use of restrictive measures such as stop signs, traffic signals, etc. Restricted vision is important to pedestrians at other locations. It has been found advisable to eliminate parking in front of schools during hours of attendance. The recent elimination of parking in the downtown section of Philadelphia resulted in a 40 per cent reduction in pedestrian mid-block accidents.

Inability of drivers to see pedestrians and objects in front of their vehicles under older types of street lighting has been an important contributing factor in accidents. This factor is often aggravated in cities which have a higher percentage of dark-surfaced pavements than rural highways. The important remedy for this is, of course, adequate street lighting. There is a new edition of the Recommended Practices of Street and Highway Lighting developed jointly by the Illuminating Engineering Society and the Institute of Traffic Engineers, which contains revised standards for the lighting of various classes of streets and highways.

In conclusion, it may be pointed out that we can reduce the contributions made by the highway to accidents by eliminating such items as intersections, excessive curvature, narrow shoulders, limited sight distance, pedestrians, excessive grades, railroad grade crossings, defective surfaces, narrow bridges, and so forth, and by adding good marking and signing, speed zoning, lighting, signalization, guard rail,

flatter ditch slopes, channelization, sidewalks, and so forth. Of major importance is protection of the highway from unrestricted and unreasonable access which has in the past done so much to nullify highway improvements. There is obviously much that can be done to increase the

safety of travel on highways which do not justify superhighway status. It is to be hoped that the results of the Interstate Highway Accident Study will give us some of the answers in numerical form so that we can continue this work on the basis of factual data.

Results of Houghton Lake Skidding and Traction Tests

By RALPH A. MOYER

Research Professor of Highway Engineering, Iowa State College, Ames;
Chairman, Committee on Winter Driving Hazards, N.S.C.

Winter is a salient factor in the traffic accident problem. Studies by the Committee on Winter Driving Hazards show that the mileage death rate increases sharply during the winter and reaches its peak in December. Studies by this Committee show that accident death rates increase from 24 to 53 per cent in the snowbelt states during the winter months and that reduced visibility and inadequate traction are the primary hazards of winter driving. Tests have consistently demonstrated the need for improved winter road maintenance, especially on city streets.

In January of this year, the Committee on Winter Driving Hazards conducted a series of skidding and traction tests for commercial vehicles at Houghton Lake, near Roscommon, Mich. The purpose of the tests was two-fold: to make a limited investigation of the skidding characteristics of heavy vehicles on ice and to develop testing techniques for a more comprehensive study later. The tests were hampered by adverse weather which prevented complete investigation with the largest vehicles and full loads, but more than 700 stopping, circle and acceleration tests were run. While incomplete in some cases, the tests revealed new facts and corroborated others. Some of the more important findings are:

- (1) Temperatures near freezing are more dangerous than zero temperatures when driving on ice. Wet ice greatly increases braking distance and acceleration time of bare tires.
- (2) Glare ice requires nearly nine times as much distance to stop as dry concrete. On drive wheels only, standard chains reduce this to three times as much distance and premium chains to twice as much.
- (3) Pumping brakes and gearing down is better than locking the brakes on ice.
- (4) Sanders are effective only if the right kind of grit is used.
- (5) Chains aid acceleration on ice, but in this respect premium chains do not show marked advantage over standard.
- (6) Automatic locking differentials help acceleration when only one drive wheel has traction.
- (7) Chains permit some increase in speed without side skidding on curves.
- (8) Natural rubber tires are superior to synthetics in stopping and accelerating on ice. However, the difference is not great enough to justify the claim that synthetic tires are responsible for all skidding accidents.

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TUESDAY MORNING SESSION

October 8, 1946

**Joint Session—Public Safety Education Association
and Traffic Safety Education Association***Presiding:* DONALD SLUTZ, Managing Dir., Traffic Safety Assn. of Detroit.**What Cities and States Can Do to Help Each Other**

(Summary of Panel Discussion)

R. C. Salisbury (Dir., Safety Div., Wisconsin Motor Vehicle Dept.): The state should provide accident summaries on a state-wide basis for use in the local communities of the state. In Wisconsin an annual accident facts booklet is published for this purpose. It is used by police, schools, counties, etc. The state has a driver accident reporting law. If the state is to receive necessary information, this is needed. Otherwise it must depend upon local enforcement agencies to forward reports to the state.

Charles W. Goodson (Exec. Secy., Fresno County [Calif.] Chapter, N. S. C.): The local community to do an education job needs accident facts. These can be supplied by the state in respect to state-wide data, but there is need for much additional accident reporting and analysis on the part of small communities. Until this is obtained, accident records cannot be satisfactorily used in planning education programs.

Lieutenant George E. Hurteau (So. Carolina State Hwy. Patrol): The state has an important part to play in supplying the communities within the state with tailor-made traffic safety education programs. However, it should avoid putting itself in the position where the local communities lean on the state to do their job for them.

Chief James J. Kupic (Chief of Police, Manitowoc, Wis.): The city needs program materials and, particularly in the case of small cities, the state, as in Wis-

consin, can play an important part in making it available. This material can be used for the press, radio, schools, meetings, etc.

Leo J. Welch (Dir., Safety Education, Div. of Safety Education, New Jersey Dept. of Motor Vehicles): Theatres are one of the best mediums for presenting traffic safety to both drivers and pedestrians. The state can help in doing this in several ways. If possible, it can produce its own film, which should be of theatrical calibre. It can help in the distribution of films made for general distribution by arranging previews for local officials and arranging block bookings. In the latter case, the local community should be advised of booking dates. In addition, the state can suggest supplementary programs to accompany the showing of the film. The state can also maintain a loan library of 16 mm. subjects and sound slide films.

A. P. Gorman (Pres., Kingsport [Tenn.] Safety Council): In small communities without a paid director of safety education it is necessary to depend much more upon outside help than in larger places. The state should furnish plans for programs such as the brake check program from time to time.

W. A. Huggins (Chief, Accident Prevent. Bur., Calif. Dept. of Motor Vehicles): In California it is planned to work with local communities and offer them a month by month program of education so that all cities in the state will be carrying on the same type of activity at the same time.

TUESDAY AFTERNOON SESSION

October 8, 1946

General Session

Presiding: CAPT. PAUL J. PRICE, Traffic Div., Dayton (O.) Police Dept.

Reducing Highway-Railroad Crossing Accidents

By COL. C. R. BRADLEY

Commissioner, Mississippi Dept. of Public Safety
 Dir., Public Relations Bur., Mississippi Dept. of Public Safety
 Paper presented by A. S. Windham

One of the oldest of all traffic problems—grade crossing accidents—is still one of the most serious, despite all the traffic safety advances which have been made in recent years. It is serious, not from the standpoint of the number of persons killed, which actually is a small part of the yearly traffic toll, but from the standpoint of the certainty with which persons involved in grade crossing accidents die.

In traffic accidents generally, one person in 35 who are injured, dies. In grade crossing accidents, one in three dies. Even without that comparison, it should be obvious that chances of survival are slim when you are involved in an accident with a train weighing thousands of tons. Right here lies the seriousness of the whole grade crossing situation.

For the first time, however, the problem has been tackled actively on a nationwide basis by the National Safety Council, officials in the various states and the country's railroads. The Grade Crossing Program, begun actively only the first of this year, is still far too young to show any sweeping results. One fact, however, seems to indicate that the Program is exerting a helpful influence on the problem. That is the fact that statistics for the first six months of this year, 1946, show that grade crossing fatalities rose only 6 per cent over the same period of 1945 while traffic fatalities skyrocketed 40 per cent above the toll of the first half of 1945.

My own state of Mississippi provides an excellent example of the manner in which the cooperation of all agencies concerned with grade crossing accidents can achieve a marked reduction in the toll. In late 1944,

Mississippi had the worst record for highway-railroad grade crossing accidents in the United States. That fact motivated the Department of Public Safety to plan a program to reduce the toll. Several conferences by the staff of the Department, officials of the National Safety Council and officials of the several railroads operating in Mississippi shaped the campaign.

A formal conference in the Governor's office shortly before the holidays that year formally opened the campaign. Representatives of the railroads, of the National Safety Council and of the state government discussed the problem at length with the Governor and representatives of the press and radio who were present were given a good picture of the situation in Mississippi. As a result of this conference, the first action of Governor Bailey was to issue a proclamation on the highway-railroad grade crossing problem which was given wide circulation throughout the state.

Although the press and radio cooperated excellently in the job of educating the public on the hazards of carelessness at grade crossings, the program in Mississippi was essentially one of personal contact through speaking engagements which reached over 300,000 persons in 73 of the state's 82 counties. Mr. Sid Law of the Illinois Central Railroad worked with Capt. A. S. Windham, Public Relations Officer of the Dept. of Public Safety and the two of them visited over 650 schools, both white and colored, and some 250 adult groups and civic organizations during the first 12 months of the program. The results of the program speak for themselves—grade crossing accidents in Mississippi were reduced 50 per cent.

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Traffic Schools

(A Panel Discussion)

Discussion Leader: JUDGE EDWARD C. FISHER, Municipal Court, Lincoln, Neb., and vice-chairman, Traffic Court Div., N. S. C.

Participants:

CAPT. GERALD C. KOPP, Supt. of Education, Div. of Police, Louisville, Ky.

SGT. TED R. SMITH, Chief Collision Investigator, Police Dept., Pasadena, Calif.

LT. OLIVER MEISTER, Public Relations Unit, Police Department, Cleveland, O.

CAPT. FRED BOSSMAN, Police Dept., Saginaw, Mich.

CAPT. JOHN A. RICHARDSON, Commanding Traffic Div., Police Dept., Portland, Ore.

JUDGE FISHER: It seems to me that the keynote or central theme in this congress has to be to get the cooperation of the public. We can do that by education. It is now quite generally realized that the prime function and purpose of traffic law enforcement is to educate motorists, point out the dangers in unsafe driving, and induce them to comply voluntarily with the rules laid down for their own good.

There are several opinions as to how this can be achieved, whether by strict enforcement campaigns, or by other means. Many cities have decided that the best means to accomplish this is by setting up traffic schools of different types, giving education along traffic safety lines, and by the way, one of the speakers in our session this morning had a good suggestion on that, that rather than call them violators' schools or traffic schools, call them traffic safety schools.

The significance is great, it seems to me. Some of these schools are in the nature of penal institutions, where the judge sends the violators. Others are used chiefly for those who volunteer to come in. Some are for juveniles, in order to avoid penalizing children. Others are open to all.

Some of these are conducted by police departments, and some by safety councils, some in the schools, and some by the courts themselves. Many contend driver education and traffic education should be a part of the schools. Others say they should be right in the enforcement department.

Speaking on behalf of the judicial side of the picture, and citing my own expe-

rience in Lincoln, we started traffic schools some years ago jointly by the court, police and local safety council. At first they are attended quite heavily by volunteers, just a sprinkling of violators, but as it progressed along, that portion was reversed, and we had only a sprinkling of volunteers, and during the war it was attended only by a few.

Recently our school has been full of juveniles, who are successful in making the officer conducting the class prematurely gray. Properly staffed and conducted, they are a very valuable aid in carrying on the traffic law enforcement. We found it much more successful in the case of those who attended voluntarily, for their own education, self protection, or civic pride, whatever made them come, rather than for those who attended simply in order to get out of paying a fine.

Those latter were very apt to feel resentful about it as simply another form of penalty. After that traffic school dwindled out, I set up what I called an extension course. That is an alternative to every traffic violator. There are certain exceptions, as in the case of serious offenses, such as suspension of sentence, during which the party gives up his driver's license or driving and studies traffic rules. He has to pass a test, and writes a paper on traffic safety. That might be called a traffic school conducted as part of the course. All the work was homework, and none of the shenanigans in the classroom or anything of that kind could get in to it. A fellow had to work on it or he couldn't get his driver's license back.

In offering it as an alternative, we made it purely optional on their part.

Then there is the question, can any of these types of traffic schools be worth while? Some are better than others, and we are hoping the discussion today will develop the advantages of these different types.

CAPTAIN KOPP: I suppose all of us recognize the fact that in most places throughout these United States, you are experiencing an increase in traffic accidents

and facilities. While we have had an increase in accidents, we do have a decrease in the fatalities in Louisville.

One of the things that I think is of the greatest help in reducing traffic accidents is a sound educational program.

I realize that the three must go hand in hand, education, engineering and enforcement. Lack of one of them will cause your entire program to collapse. But every city or town must furnish some means for its citizens to become more familiar with the traffic laws that govern the individuals. You can not hope to get across to your citizens the fact that they must obey traffic laws only through a group of police officers controlling the streets.

A traffic school is something to the greatest advantage as far as the citizens are concerned, helping them to gain a better and broader understanding of the traffic laws.

The most essential beginning, I believe, in having a good traffic school, besides having a good sound program in your school, is to have the cooperation of your judges. We are most blessed in Louisville with having a traffic judge who realizes the importance of good education. Guy Shearer is our traffic court judge in Louisville, and is helping us to a great extent seeing to it that our traffic school is filled up every meeting night.

Our traffic bureau should also have some means of sending persons to traffic schools. It may be that you have in your city or town something similar to conditions such as we have in Louisville. We can not sentence a person to traffic schools for violation of traffic laws, but we can do this. If the person is arrested, the judge can fine that person and suspend the fine if this person goes to traffic school.

If he fails to attend that traffic school, the fine is reimposed on the individual, or he may give a particular fine of say, forty dollars, and this person may then enter a motion that he would like to go to traffic school, and the fine may be cut to ten or fifteen dollars if he successfully completes the traffic school. We have found that works to a great advantage.

A person who is given a citation cannot be sent to traffic school through our traffic bureau. They can come in with that citation and enter a plea of guilty, and pay the

fine, or, in lieu of that fine, may attend the traffic school and then the case, at the completion of the school's course, is dismissed.

They, of course, also have the opportunity to go before a court in order to be heard in a traffic citation case.

Probably the best way that I can explain the working conditions of a traffic school would be to describe our traffic school in Louisville. It was inaugurated September 4, 1946, and at that time we called it a Traffic Violators' School. We wanted to get as many volunteers in to the school as we could, so we dropped the word "violin" and then had a noticeable increase in the number attending the school.

Persons given citation tickets can come in and elect to go to the traffic school, if they so desire. If they do so, they must attend the traffic school for three nights. They are given a notice telling them what will be required of them at the time they elect to go to the traffic school, telling them what nights to appear in the school.

At the end of the school course, they are required to take an examination, on which they must make seventy per cent or better. If they so complete it, the case pending against them will be dismissed.

If one of the persons fails to comply with the rules of the school, if he fails to attend one of the three nights or does not attend at all, then a warrant is issued, and he is brought in before the court.

If it is a traffic bureau case, the individual then comes in to the court and he explains that he was unable to attend the traffic school for such and such reasons, and usually then the judge will pass a fine on the individual for the driving violation.

We only send persons to the local court for driving violations. Those driving violations do not include hit and run, assault and battery, manslaughter, or operating under alcoholic beverages. It only includes such violations as failing to stop for a stop sign, the running violations, you might say. One of the things we try to do is not only tell an individual in the traffic school that he must do certain things or must not do certain things. I don't think you get far with individuals by saying this is the law, you must stop for a stop sign and let it go for that.

The idea is to point out to the individual why it is so necessary for him to do a

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certain thing while driving or walking on our streets. To give you a sample of one of our lectures, it goes something like this.

A little simple stop sign—this is not a canned lecture, but the usual lecture runs something like this—many of our citizens come up to the stop sign and read S-T-O-P, and even though they might be the most educated type of person, sometimes they make "slow down" out of S-T-O-P.

We all realize S-T-O-P does spell stop, and that to comply exactly, they must come to a complete stop. Our wheels must stop rolling. But that is only half of what is required when we come to a stop sign. You must sit there and wait until traffic is cleared before you pull onto that boulevard.

But let's forget about the law for a moment. Look at the human side of the thing—we are all human. We can do certain things according to habit. When you want to walk down the street, you don't think I want this leg to go in front now. You move them automatically. With your subconscious mind, you form the habit of walking down the street, of moving the legs.

If you will pull up to a stop sign, even if it's a traffic light, don't roll across. Look both ways and make sure you are not storing the wrong kind of materials in your sub-conscious mind.

Some day you will be out there driving along, and traffic will be heavy. You will be thinking about something other than driving, and you won't pull up at the stop sign because you got in the habit of going when traffic is light, and when you go in to heavy traffic, then you will be involved in a serious accident.

That is a sample of part of our program in the traffic school. We don't tell them they must stop for a stop sign, we point out the reason why it is necessary to stop for a stop sign or anything else as far as the laws are concerned. What we are trying to do is get across to the citizens an idea of our entire traffic program and the importance of obeying these few simple rules that govern their conduct.

We are trying to do that in our traffic school. To give you a little bit more about the mechanics of the school, we have three separate lectures, and they must attend all three. The first is known as the fundamentals of driving safety practices. The

second is rules of driving procedure. We break down the rules or laws, so the citizens have a much better understanding of them. The third is on the seriousness of the accident problem. In that particular lecture we start out with a few statistics.

Then we show them pictures of accidents which have actually occurred on Louisville streets. We tell them the violations, and the accident's location is flashed on the screen. We made a thorough study of the background, the history and the sad things connected with these particular accidents. It may be called an emotional approach, but we have found it is a very effective approach. That emotional approach gets the people to thinking. "After all, that can happen to me."

Here in the traffic school, we have a chance to build up the law enforcement agency by showing them what you are trying to do. We are not trying to hinder them in any way, but actually we are trying to help them.

I do feel this is one of the grandest things that can be used for an educational feature to get across to your citizens the importance of obeying traffic laws and at the same time, being the good-will ambassador to build up the law enforcement agency.

SGT. SMITH: Pasadena, as you know, is the home of the famous California Institute of Technology, the place where the atomic bomb was developed. You no doubt are familiar with the vast destruction created by that weapon.

Inversely, I wish I could have come here with a report saying we had interested some organization in devoting as much time and effort to the expansion of traffic safety programs, that would save as many lives as that weapon is attributed to taking. I am sorry I can not do so. I am here merely to explain the organization and operation of our local traffic school.

The school is created for the purpose of taking care of the juvenile violator. State law prohibits the taking of any person into regular court under the age of eighteen years. They must be before a court of hearing, not a court of trial. Therefore the traffic school is organized to fill that gap, to carry on a constructive program whereby the violator may be taught the rules to cooperate with the community organization.

Three types of violation are handled

there: The juvenile violator who drives defective equipment is required to submit a certificate from an official inspection station, thereby clearing that charge; the second type is the violator of the laws of registration, possibly parking or some of the more minor violations. He is required to report with one of his parents and is admonished as to the seriousness of that law, sent home, and the parents are instructed to give him a little aid along the lines of studying the vehicle code.

The third is the one we are most interested in—the juvenile involved in a moving violation. That is where the traffic school fits in. The captain in charge of the juvenile division acts as a mediator between the violator and the juvenile court, and is able to more or less instruct this individual violator to attend this traffic school, and thereby keep him from having to appear in court after passing satisfactorily an examination in this course.

In that school we don't have a standard text book. We use a short summary of the California Vehicle Code supplemented by a pamphlet called "Accidents Don't Happen"—a brief summary of the more important driving rules designed originally to be used by the police officer when he issues a citation.

The back of that pamphlet has the various violations listed. Officers check the particular violations for which the person was stopped, and while issuing the ticket, the violator looks over the section, which is written in very plain language, with a little diagram depicting the violation. We found it desirable for use in the school for reference work.

We make use of visual aids. The visual education department of the city schools has put at our disposal a 16 mm. sound film and projector and 35 mm. sound slides which are used as fill-in to show the different violations. We have made enlargements 18 by 12 inches, of accident photographs, which are typical of certain violations. The class instructor uses them to depict the results of certain violations.

We find them very beneficial for that purpose. We have a sand table model consisting of a board about the size of this table, on which is laid out a typical intersection with the control devices of the guide lines, turning buttons and traffic control devices

of all types. We use the very elementary method of using model cars. The instructor moves the cars to depict certain violations. We feel that that visual lesson is one much more lasting than a verbal explanation of the violation itself.

One thing a little different about our particular set-up which might be found in other communities is a school carried on by the department of motor vehicles in our community known as the driver instruction course, with volunteer attendance, by which an instructor from that organization in the evening session conducts a class designed to prepare an individual for obtaining his license for operating a motor vehicle.

In addition to that, we have compulsory courses in the local high schools for driver training. We do not have behind-the-wheel training.

You will notice that I have not mentioned the fact that a police officer carries on the school. We find it is very undesirable to have an officer in uniform trying to teach this class, when an officer in uniform was the one responsible for that student having to sit in there those five days an hour and a quarter each, listening to the more or less dry subject of traffic law enforcement.

We find the chip on the shoulder attitude is not desirable, and we restrict that phase to be carried in to the end of the course, after which the regular school instructor has laid the foundation work. We then have the police officer, one of our traffic investigators, come in to the class possibly, for ten minutes at the end of the course, and give a demonstration or an explanation of the operation of the drunkometer—a subject new to most of the students. It attracts their interest right away.

That then, works over into a few minutes of public relations on the topic of why police officers issue tickets and the matter of selective enforcement.

We find in that way we create a very desirable impression. Our end product is a young person growing up to be a member of our community cognizant of his responsibility as a driver and user of the highway.

LT. MEISTER: Our school in Cleveland starts off with answering a few of the why's and devotes a considerable part of the time to the attitude of the drivers appearing in the school.

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The first thing that we discuss is the traffic law itself. All too often, when a man is arrested, and goes to court, the net result is that his pocket book is ten or twenty dollars lighter, and he has a feeling of resentment toward the police and the court. So we explain why the law is necessary for the regulation of traffic and for the reduction of accidents.

We explain that the laws are the demand of the people themselves, that the court had no part in it, and that the police have no interest in it except as they are commanded to enforce it.

A good many citizens have a vague feeling that the laws are a part of a plot to obstruct or confuse them, and I think any one who is connected with the enforcement field is familiar with this slightly paranoid attitude on the part of the public.

Another common attitude we have found prevalent is the thought that every other person should be subject to the laws but not they themselves. Any officer that makes an arrest will find that the man will denounce all other violators, yet excuse his own violation.

We try to explain this paradox and point out one violation is just as much an accident maker as the next. Then we explain the function of the court. In Cleveland the court has as high as five thousand violators appearing before the judge in one month, and he can't devote a great deal of time to them.

We explain that the violator is selected for the school on the basis of his repeat violations, or his unsafe attitudes towards traffic. In the school we start off with passing out a digest of the laws, mimeographed. We pass out the reaction cards such as Aetna puts out, and then we explain to the drivers we made a test study of some twelve hundred drivers who have gone through the school, we studied them for two years before, and the two years after attending the course and found that there was a reduction in the two year period after attending the school, of 86 per cent in traffic violations, and 67 per cent in accidents.

We point out that this is to the violators self-interest to attend the course and to pay attention to what is going on. As we explain the various traffic orders, we point out the physical factors, such as reaction

time, visibility, and other physical factors that go in to the traffic picture.

In discussing the cases in the traffic orders, we do not permit the violator to discuss his own case. We point out that questions are welcome, but that this is not a court of appeals. We find one wastes a lot of time if you permit the person attending the school to discuss their own cases.

At the conclusion of the second night, the violators take a final examination which is a true and false type. Those that pass, and have attended both of the sessions, receive a card certifying their attendance and that they satisfactorily completed the course.

To sum up, we found that the traffic school does serve a good purpose. It serves to improve public relations for the police department and for the court, and we believe that it has a real part in the safety education program.

CAPT. BOSSMAN: Our first traffic school was organized in 1939. It was advertised quite widely to the public and accepted wholeheartedly. The attendance ranged from 80 to 100 persons at each session. A majority of these attended voluntarily. Some were young persons who wanted instruction in motor vehicle law in order to qualify for their license, and some were older persons who wanted to review the driving laws. The others were juveniles and first offenders who were ordered to the school by the Traffic Court. Most of these persons had a very good attitude towards the school. The course consisted of four sessions of about an hour and a half each. These were given one night a week. At the end of each session a set of questions were handed out. The subject matter covered driving laws, courtesy rules of the road, good driving practices, and a short discussion of skillful driving. All instruction was given in the classroom and was by the lecture method.

After a six month period the school fell off gradually until in 1940 the school was closed temporarily.

In 1941 the material was revised and consolidated. It still consisted of four sessions. The first session was devoted entirely to a discussion of the importance of the safety problem. Figures were presented comparing traffic to war, fire, and crime. It was shown that traffic is the big problem

of today. Discussion was invited on this subject. Sessions two and three were devoted to a discussion of traffic laws. Enough material was covered in these two sessions to enable the student to pass the written examination given in taking the Operator's License test. The fourth session was devoted to Driving with courtesy, Skillful driving, and miscellaneous traffic laws. A film of about 10 minutes' length was shown, usually during the second and third sessions. These films were of the safety films circulated by auto manufacturers and insurance companies. It was shown after the discussion period and before the examination. The sessions began with a lecture period. This lecture covered the material in broad form. After this, the class was opened to a discussion period. In this period students brought up personal examples of bad or good driving, traffic problems, etc. The instructor also described recent accidents and offered them to the class for analysis. It was found that discussion periods stimulate thinking and interest in the class. Lectures over 20 minutes would become tiring and boring. Films without advertising would be preferred to the type used. No funds were available in the budget for the rental of films. They were a very successful form of education. Large charts were also used as visual aids.

The material of the school was presented in such a manner that a student might enter his enrollment at any time. Each lesson was complete within itself and independent of other sessions. After six months or so this school also fell off and it was discontinued.

After a short period the superintendent of schools was approached with the offer of presenting it in the high schools. He reacted favorably, as did the two high school principals. The course was given one lesson each week. It was given 3 periods per day for four days (2 days at each of the schools). It was found that one hour periods were too short to allow adequate instruction. Pupils also objected to an examination after each period. If periods are limited to one hour, there should be at least six periods. These should be followed by examination to cover the six lessons. Most of the pupils hoped to get an operator's license upon completion of the course. It was explained that they would receive sufficient instruction to pass their test, but the

test must be taken separately. This school was stopped when the Instructor entered the armed service.

It will be no trouble for us to start a traffic session in our schools again as the superintendent of schools is in favor of it. It is only a matter of time when all public schools will be giving a course in traffic to improve the students' knowledge of traffic laws and their relation to accidents, physical laws of motor vehicle operation, the relation of equipment to safe driving, personal driving limitation and driving techniques, etc.

Our big problem at present is how to conduct a traffic school successfully for adults with no let down after a short period. How are we going to get the judges to cooperate; to keep the violator coming to school? That is our problem. The judges find too many excuses for not sending them to school.

At the present time we are only conducting a traffic school for juveniles and that is against the wishes of our probate judge.

CAPTAIN RICHARDSON: The juvenile violator, when stopped by a police officer and given a citation, is directed to go to the traffic office on the fourth floor of the police station at a designated time. He appears before one or two policemen, who in an interview, jot down certain information on a card as to his family life, etc., to see if there might be something behind whatever violation he has committed. If it is found there are some home conditions causing the violation, the mother or father or both of them are requested to come down and appear before the traffic officer.

In all other cases the boy will either get a suspended license, or merely be reprimanded or put on probation. But in all three instances, he will be required to attend the traffic school. In this school, we have a primary class held on the first three Saturdays of each month, and an advance session on the fourth Saturday of the month.

These schools are held in the police department school room and are conducted by traffic officers. The boys have previously been instructed on what the school consists of, and are sold on it. As a result, we find many of them bring their friends down with them.

The first hour is given up to discussions of different traffic laws, and in that hour

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we have some case histories, with some blown up pictures of bad accidents, and we outline the violations.

After that, we have a slide film, and then give them an examination. They have to pass the examination or they will be forced to attend the advance school.

The advance school takes up where the others left off. It is for the more serious violators, and those who failed to pass the primary school, and, in addition, make use of psycho-physical tests equipment.

They get right down to reaction time and skid marks, and show the fellow how long it is going to take him to stop his automobile. In this school are mostly speed violators.

The juvenile court and the municipal court both let us handle the boy without an appearance in the court. However, if it is a serious case, or a serious accident, we would automatically remand him up to the juvenile court, and not take him through the school. We have had good cooperation.

During the war we found that our pedestrian accidents had increased greatly, especially fatal accidents. So we started a program of pedestrian enforcement. We had had a little experience with that once before, and it didn't work out. This time we got a lot of publicity and gave out a lot of written warnings, and started in with the pedestrian. In conjunction with that we set up a pedestrian safety school. When the officer stops a pedestrian, he writes out a citation form, the violator may either go to court or post bail. In addition, the officer hands him a card telling about the pedestrian safety school. He also can attend this school.

This school is handled by the traffic safety commission held in the city hall. The notice directs the recipient to report at eight o'clock, for one hour, in the Council Chambers of the City Hall on the Tuesday following the date of the arrest.

We treat them as if they are a group of citizens interested in promoting safety and cutting down accidents. We don't discuss cases in any school. They are handled entirely by the safety commission.

In that school, we discuss violations which contribute to pedestrian accidents, where they are occurring, and what can be done to stop them. We go in to it very deeply

and do a good selling job on preventing pedestrian accidents.

They also use a slide film there. "Are your Feet Killing You?" which is shown at the end of the session.

When the people go in to the school they sign a register at the door. The citation is stamped "Pedestrian School," and sent back to the judge of the Municipal Court who, if the man attends school, cancels the fine or bail, or whatever it might be. If he does not attend the school, he has to go to court or post the bail in the regular manner.

We had originally another school set up in Portland for violators. That school was abandoned sometime ago, and plans are now in progress to reinstate the adult violator's school. So next year we will probably have three schools operating in Portland all on traffic; the pedestrian school, the juvenile violators schools, and the adult violators school. All will be handled in cooperation with the police department and the traffic safety commission.

SERGEANT HERBERT GERMAN (Detroit Police Dept.): The first school in Detroit was about 1921. But in August of last year we started something new in the precinct stations, strictly on a voluntary basis.

We set up three one-hour sessions, that is one hour each week. That worked out all right, because we didn't have very many come in and we didn't want many because we thought it was a proving ground rather than a regular set-up.

The first session was given over to the problem of accident responsibilities. The responsibility of the police officer, the citizens, the meaning of the license, et cetera were also considered.

The next two sessions were given over to the traffic laws and an explanation of them, accompanied by slides.

Later in the year we had additional schools, and we now have a total of eight in seven of the precinct stations, and because the attendance is so great, we have had to cut them from the three original one-hour sessions to one two-hour session.

We still have a number who come voluntarily, but now every person under 18 must attend one two-hour session before he is

permitted to get a license in Detroit. They of course, bring a lot of their parents with them on a voluntary basis.

We have quite a number sent from the court, and that includes the referees in Detroit and the license bureau, which sends those who are unable to pass the examination properly.

The slides, about 120 in number, cover all phases of driving and walking. They are pictures taken locally. They are not something across the city, but something that applies in the students' own neighborhood.

We insist that the police officer be in uniform to help break down resentment. We have it to start with and we feel that when they leave, it is gone.

The purpose of the school is explained. Why have a traffic school, what it consists of, and what we hope to do with it. Then the policeman's duty comes next in the order of its importance. I believe how the police officers fits in to the problem, what he does in the protection of life and property, and how it applies to traffic as well as other phases of police work should be brought out.

His part in assisting the driver, controlling traffic, the knowledge of conditions, and how he corrects those conditions is considered. Then, secondly, the citizen's responsibility. What he has to do, not just leaving it to some one else, but what is the part he has to play in that.

Then last, the value or the meaning of the license itself, how he gets it, how he may lose it, what he must do to get it back, what it amounts to, what the appeal board does under certain conditions. The second and third session are given over to the explanation of the rules.

At the conclusion of the school, he is given an identification card which has his name on it, signed by our commissioner of police, and the instructor's name is also placed on the card. On the back of it is a little pledge, which says, "I pledge myself to obey all traffic laws, and assist others in making Detroit a safer city for drivers and pedestrians."

We ask them to sign that and keep it with them as their own personal property. In case of a juvenile applying for a license, he takes this down with him to show that he has attended school. The fact that he is

able to make out his examination properly at the license bureau, shows he has had the proper instruction at the school.

MR. BEN HEINZ (Portland [Ore.] Traffic Safety Commission): I am connected with two traffic schools, and will be with three in another few weeks, and I have visited most of the schools which have been discussed here. First, somebody wanted to know the answer about how to get rid of the judges that won't go along. Kick them out, of course. Don't fool around with anybody that won't go along with any program.

By the way, be careful of picking your instructor. I am not going to get in an argument with police officers, I still hold a membership in police organizations, but I think you should have an officer in your school. Be sure and pick him carefully. The key factor in teaching is the instructor, and I think an educator, and officer familiar with education, should both be instructors in that school. But the organization of your material and so on, should be by the educator. This man said you pass out materials at the beginning of the school. Would an educator pass out materials at the beginning of one or two hour schools, so that the people would read that instead of paying attention to what is going on? No, he would not. I hold a life certificate as an educator, and I know the answer to that one.

JUDGE FISHER: Just briefly, I will sum up the discussion. The purpose of traffic schools is to educate and promote voluntary compliance, correct first offenders and start the youthful drivers right, and reach the consistent violators. The approach must be educational, not punitive.

The types for whom it is provided are

- (1) drivers who need instruction or corrected attitudes and
- (2) volunteers.

The name should not be "violators school" or similar title, because this discourages volunteers, leads to resentful attitude on the part of those attending.

The school should be held forth as an opportunity to learn. The instructors should be well qualified and enthusiastic. Examinations should be given and certificates of proficiency awarded.

Relationship of the Various Agencies In a Traffic Accident Prevention Program

(Panel Discussion)

Discussion Leader: COL. F. C. LYNCH, Secy.-Mgr., Greater Los Angeles Safety Council.

Participants:

MERTON E. RIDGE, Traffic Eng., City of Wichita (Kans.).

INSPECTOR JAMES M. LUPTON, Dir. of Traffic, Detroit Police Dept.

JUDGE J. J. QUILLIN, Portland (Ore.) Municipal Court.

WALTER D. LADD, Secy.-Mgr., St. Joseph (Mo.) Safety Council.

HARRY E. NEAL, State Traffic Engineer, Ohio.

E. P. LEE, Supvrs., Drivers License Div., Minnesota Hwy. Dept.

CAPT. EMERSON H. WESTWICK, Illinois Dept. of Public Safety.

MILES STANDISH, Chm., Governor's Committee on Coordination of Public Information Media, Rhode Island.

COL. LYNCH: This is a vital and important question, a question of the relationship between the different agencies that are attempting to contribute their bit in the community program or the state program of accident prevention. The unfortunate part about it is that in most communities, and most states, if you talk to the courts, everything is wrong with the police, and if you talk to the police, the trouble is with the drivers license, and the drivers license says it is the engineers—we have never been able to find out who is responsible for the inefficiencies today. We hope to find specifically how we might get these agencies to cooperate one with the other.

I am going to ask the panel if they will be specific. If there is ever anything which happened in their states or their community in which the traffic engineer, for example, contributed to the work of the court, or if there is any case where the court has contributed specifically to the work of the police. We would like to have specific things pointed out to you people, rather than philosophies. We are all full of philosophies, and few of us are full of activities.

MR. RIDGE: Certainly a Traffic Engineer should be an engineer, but even

though I am somewhat of an embryo in city work, I think I can speak with authority and with well-remembered regrets, when saying that engineering to the City Traffic Engineer must be basic and of far greater import must be "human engineering."

God bless the poor misunderstood traffic engineer, or perhaps more often conversely—I'll have to stop there; ladies are present. I have tried to think of all phases of engineering, and with the exception of planning (a close cousin to traffic engineering) I can find none with so unanimous an objective purpose becoming in nearly every instance subjective to some of our citizenry. Well, the doctor prescribes some pretty bitter pills and still we go back. You must be wondering what all this builds into—only this—I wanted to work myself into a position to soliquilize for a few moments.

I want to think of the traffic engineer as the doctor—not a divine healer, just the old country type—called to administer to an ever-rising epidemic—the traffic accident problem. He cannot do the job by himself and I am not relegating any other agency to an inferior position when I appoint him coordinator of the program, for it is a cooperative job.

John Q. Public is the patient. He is well aware of his disease but his desire to recover still isn't genuine, the mental attitude must be improved. Here the doctor must depend upon consultants, specialists. There is no medicine to prescribe, education, conjolance, subtlety must do the job. There is little past history or prognosis, still any doctor will agree it is the most important hurdle to recovery. Every available appeal must be used and new and increasingly alluring methods explored lest the patient return to his lethargy.

Often the patient shows signs of psychiatric unbalance, restraints become necessary. But the doctor must assist in exploring the causes of these outbursts, perhaps some of the medicines have been too

severe or unreasonable and perhaps physical handicaps have aggravated the illness. The doctor must demand enforcement of his prescriptions, rigidly but reasonably.

The patient is improving but an operation is necessary to bring complete recovery. Scars of inadequate planning and care in his youth must be removed and his continued health assured with permanent remedies.

I could not let the patient die because I couldn't find a part in the story for the undertaker and it would have been embarrassing for the doctor to end up a quack.

Returning from the slightly ridiculous to the fundamental let me sum it up this way. The city traffic engineer is faced more and more with selling human engineering. I was trying to be realistic quite recently when I told a fellow engineer that I thought the public must be given first consideration when traffic changes are contemplated. He retorted that I was cowardly. I wonder. I spoke a moment ago about the objective becoming subjective. Nearly every traffic improvement in cities tears down someone's building, takes away someone's favorite parking spot, changes someone's way home—and so on and on. These things may not be as dear to someone's heart as they might claim, but many pebbles have started landslides. Salesmanship and a little horse-trading are essential. Public confidence cannot be ignored if a traffic program is to be accepted and succeed. A little sedative now and then to ease the pain isn't in my opinion, cowardly if it brings co-operation.

And last but not least, we must have complete cooperation within our own family — our departments and divisions carrying the responsibility for the traffic safety program must work together. A friendly push or pull is very necessary for success.

I'm for ungilding the lily. Traffic engineering is relatively new and in my opinion we've been too interested in qualifying it technically. Sure it's as basically engineering as any other but it requires as no other generous quantities of common sense engineering, human engineering; and I'm going to spice mine up some with a little showmanship.

COL. LYNCH: When Hoover called

the first national conference on street and highway safety; one of his philosophies was that traffic regulations should be so apparently equitable that they are self enforceable. I think it might be well to impress that upon the minds of all traffic engineers; if they have regulations which are not apparently equitable, they should not be put into effect until they did become apparent by means of other agencies' educational work.

INSPECTOR LUPTON: Last May the President of the United States said, in discussing automobile accidents, and I quote; "The nation cannot afford, and will not tolerate this tragic waste of human resources."

During the same conference the able Congresswoman from Connecticut, Claire Booth Luce, said: "It is not unreasonable to say that any locality can attain almost any safety goal, it sets."

The responsibility for curtailing these tremendous losses in urban areas, lies squarely in the lap of the municipal police administrator directing traffic safety programs. Because the most important part of any traffic safety program which has been, is now being, or ever will be carried on, is the administrator. Unless there is an able administrator who has vision, perspective, initiative, intelligence and imagination, coupled with the ability to run the program so that it properly controls and reduces accidents, the program will in effect fail. That, Mr. Municipal Police Administrator is indicative of your importance to traffic control generally and to traffic control programs specifically.

My part in today's program is relatively simple. I have been asked to discuss broadly and briefly, and incidentally in ten minutes, the responsibility of the municipal police administrator in developing and administering a long-range effective traffic control program. Since the responsibilities of the municipal police administrator are nothing more nor less than his troubles, my job resolves itself in telling you about my troubles, and who can't talk long and loud about his own troubles?

I shall discuss these responsibilities as I see them and in the order of their importance in my opinion to the municipal police administrator. His first responsibility is sincerity. Unless he as an administrator

believes in the importance of traffic control to himself and his community life, its fundamental necessity to society's welfare, then he will fail. The very nature of the activities incident to good traffic control require a sincere belief in their importance. This is true because these activities will be interpreted by the public as restrictions on what they will call their rights, but which actually are only privileges accorded them by law.

Therefore, unless there is a sincere belief on your part, you as an administrator will be unable to sell these important issues to the public, and as you know your individual traffic control programs can be only as good as residents of your community want them to be. I mentioned sincerity as a responsibility of the administrator only to stress its overall importance; there is no inference intended; your presence here today is indicative of your sincerity.

The second responsibility of the administrator is loyalty, aid and cooperation with other allied safety groups. It is important that the administrator recognize that he cannot do the entire job alone. In most cases he is not a Traffic Engineer, and he is not a public educator as such, he must therefore depend upon these organizations to aid him in carrying on a balanced program of traffic control. This will include specifically the furnishing of information pertinent to the accident experience in his locality.

Third, in order that he be able to furnish authentic information regarding the accident experience, the administrator must set up within his organization a bureau comprised of a sufficient number of carefully selected and trained accident investigators to carry on the careful investigation and reporting of all accidents occurring within the area under his jurisdiction. It is a further responsibility of the administrator to present, through his accident investigators, such evidence of traffic law violations, if any, as will satisfy the court beyond a reasonable doubt that the violation alleged was committed.

Four—In addition to supplying information necessary to the carrying on of a good traffic engineering program and a satisfactory educational program, he must develop and direct on a highly selective basis, an enforcement program.

Five—He must know at what levels all phases of the traffic control program produces best results and he must keep such activities at those desirable levels.

Six—He must have courage; be constantly on the offensive and discourage the granting of special favors.

Seven—He must recognize, encourage and support good legislative measures and he must just as energetically discourage, disapprove and criticize proposed legislation not consistent with safe driving and walking practices. And last, but not least, he must measure his activities by results obtained; in other words he must be ready to discard and throw out programs which do not produce results, no matter how good they may appear theoretically.

All of these things the administrator will be required to do; in some instances without adequate compensation and possibly with political interference. However, I am sure that in the field of policing, accident prevention can be expected to pay the greatest return. If during your career as a municipal police administrator you can by diligent effort save only one life, you will have on society's books, fulfilled your responsibility and in addition thereto have the self-satisfaction that comes only from knowing that your job has been well done.

It has been a pleasure to meet with you and take part in the 34th National Safety Congress. It has been a pleasure because I am sure that it is from this type of meeting where the representatives of the several agencies responsible for traffic control can meet, discuss problems, and exchange ideas, that activities will develop which will be beneficial, not only to the individuals present, but to the communities which they represent as well. These activities will be in the main the development of more effective traffic control programs which will in turn produce desirable reductions in traffic accidents, and that is you will appreciate, the objective of the Congress.

COL. LYNCH: Thank you very much. That is typical with a policeman, you can't argue with them. When he is overpowered by numbers, he leaves.

I thought maybe we were going to get a beef out of him like they do in Los Angeles, about lack of cooperation with

the traffic engineer and police—they go out and slap up a few traffic signs without inquiring whether there is personnel to enforce them, and certainly signs put up which are not enforced, are bad for the community probably in its entirety.

I might say our engineer uses that inability as an excuse for not putting them up, too.

We have had pedestrian control for twenty years, and up to the 27th of September, we still found it necessary this year to issue 13,308 citations for violators of pedestrian regulations, so we are still having trouble with pedestrian control, but we are still making arrests.

JUDGE QUILLIN: Wherever possible traffic cases should be tried apart from any other Court and in surroundings which would inspire respect and deference not only for the traffic regulations but also with ample consideration given to the safety features.

The Court should always convene on time at regular stated intervals and be conducted on standards equal to those adhered to in the Courts of general jurisdiction in the area.

The judges who sit in Courts dealing with traffic offenses should always bear in mind that their function is mainly a corrective one, only to a small degree punitive, and with this in mind the traffic courtroom should impress defendants as a classroom as well as a courtroom. It is my opinion that even in the most simple matters ample time should be taken by the Court to explain the reasons for a conviction, if one must be had, and also point out an object lesson with brief statistics or any other available method so that the defendant may leave the courtroom with a feeling that he or she has gained something from the experience apart from the penalty which must be inflicted under the law.

Notwithstanding the fact that the average person who is tried for a traffic offense does not think of himself as a criminal, it is my opinion that Court should not be backward about advising them that their offenses are of a criminal nature and that they are being tried as a criminal, distinguishing, of course, between the offenses which are of a felonious nature and those which are misdemeanors only.

Avoid all "star-chamber sessions" and every other court practice which tends to reduce the formality of the traffic hearings as well as every practice which might lead anyone to believe that different or other consideration is given to influential persons or friends than is accorded to the average citizen. This is more important in my opinion in traffic court than in any other place in the halls of justice. To live up to this ideal will require a very great deal of patience and perseverance, but it will also pay dividends and make our traffic courts the most potent agency for good in prevention of traffic accidents and traffic law violation.

In the matter of penalties, our Court should give studied consideration to the duty of recommending suspension of the driving privilege in every case where a defendant is shown to be dangerous, reckless or careless, with the public safety and welfare and should study the possibility of curing some of the most vicious and persistent practices by judicious use of this privilege of suspending drivers' licenses.

These are just a few of the ways of which it occurs to me to be possible for the Court to improve its service to the public and its relationship to other agencies working on the problem. There are many ramifications to every one of the above numbered suggestions, and I am of the opinion that these will offer plenty of points from which to begin our discussion of this most important problem.

WALTER D. LADD: The primary function of the community safety council in a traffic safety program is that of education and coordination. Even its coordination work has an end result that is educational. A properly organized and conducted safety council also represents and speaks for the people of the community in all matters having to do with traffic safety.

Traffic safety education generally follows three lines: First, mass education of the public in correct driving and walking practices and in acceptance of necessary controls; second, specific education of individuals, as in the conduct of driver and pedestrian training in groups and classes; and third, the education or "selling" of those who, by their official positions, have a responsibility for traffic safety such as

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police officials, judges, prosecutors, engineers and school officials and teachers.

The first and second phases of the educational program are continuous and vary in different communities only as to specialization and effectiveness. This constitutes a job which is never ended, and will not be ended in the foreseeable future. It is a program which has scarcely scratched the surface thus far. I daresay it would be impossible to find a safety council executive who is satisfied with what he has done along the lines of mass education or specific education of the people whom he seeks to educate.

Mass education is carried on through the newspapers, other printed publications, the radio stations and theatres, at meetings of citizens, with billboards and posters, by the wide distribution of folders and booklets, blotters, calendars and every other form of printed material. This is "shot-gun" education. We never know how many people read it or see it or listen to it. Still less can we judge how many people learn something they need to know from it. We can only repeat and repeat, knowing that repetition eventually gets some results. We buy certain soaps and razor blades and automobiles and beverages because of this ceaseless repetitive advertising of those products.

Formal instruction in driver training and pedestrian classes is the "rifle" method. It is the most effective method of education, and if it could be universally applied, we could reduce the traffic problem to minor importance. Our difficulty there is applying the method. Where it is applied it succeeds. Comparatively speaking, very little of this kind of work is being done. Most safety councils have an almost virgin field to develop in this kind of education.

Every safety council should use every effort to get driver training into the high schools of its community, and to get commercial vehicle owners to train or permit the training of their drivers. These are the two groups that can be reached in an organized way. From this beginning, such training can be spread out to the general public.

If a safety council is doing a successful job, public officials, including school administrators, will ask the council for help, rather than resent the council's efforts to

get them to do their part in the program. All the council's efforts to educate such individuals should be given in a spirit of helping them.

The third phase of the educational program is vitally important. It is one of the safety council's most important jobs, and one for which the council receives little or no credit. This is because it cannot claim credit. As a rule, none but the officers and directors and committee members of a safety council know what is done along this line.

The scope and nature of this educational work varies from city to city. Where a school system is accepting its responsibility for safety education and carrying on a first class program, the safety council can forget that part of the community program. But the traffic engineering department may be weak or even nonexistent. A mayor and city council may have to be sold on providing a capable engineer and work crew and furnishing the money for the program.

Or the police department may need educating in its responsibility for traffic safety, and even taught to organize and operate an efficient traffic division. Or the traffic court may be weak and judges and prosecutors may have to be educated to their duties and how to perform them properly in line with their responsibilities.

Changes in administration of any of the agencies or departments having to do with traffic are usually headaches for the safety council, because it is often necessary to do the job all over again. I believe all of us here are familiar with this problem.

While my remarks have to do chiefly with what the safety council should do and can do, a word about how it should be done may not be out of place. I think it is fundamental that the person in official position should be approached tactfully, and persuaded to accept his responsibility, learn what he should know, and perform his duties on the basis that it is good policy for him, that it will gain prestige for him, or make him votes when he needs them, or otherwise benefit him personally by doing a good job. Second, he should be allowed to take all the credit for what he or his department does. The safety council's efforts should be persuasive and strictly under-cover. Only the

most unusual or hopeless situation calls for using a club. Sometimes this may be necessary as a last resort.

The safety council should obtain the cooperation of every other organization in the city that can be woven into the program. This can be done in many ways. They can be enlisted in joint projects—specific things for which they can take credit. They can give financial help. They may desire to undertake projects by themselves, and in such cases the council can often suggest and aid them in these projects. But fundamentally, this is all education.

The safety council can and often does influence public opinion in favor of some project or action. While the result may be decidedly one of action, such as enforcement of pedestrian regulations, a stiffer schedule of fines for violators, the elimination of "fixing," legislation for motor vehicle inspection, driver training in the schools, or a better traffic signal system, the safety council's responsibility and work is still essentially education.

We have an example of coordination in St. Joseph. The safety council prepared and obtained enactment of an ordinance creating a city traffic commission. This commission is advisory in its functions, but it gets together around a table once or twice a month the chief of police, the head of board of public works, which has sole control of the streets, the head of the city legal department, the city traffic engineer, a member of the city council, the safety supervisor of the public schools, and three or four private citizens to discuss traffic matters. Thus, when action is recommended, every agency concerned knows about it and has accepted such action. In the final analysis, this set-up has a high educational value, as well as ironing out differences privately.

MR. NEAL: I understand this discussion involves relationships of the various agencies involved in conducting a traffic accident prevention program, and involves the matter of the relationship of the police courts, engineers, safety council, drivers license departments, et cetera. As a traffic engineer, I want to say that the engineer is fully cognizant of the need for the cooperation with the various other agencies.

The traffic engineer must have the co-

operation for the traffic regulations which he designs and installs, otherwise they will not operate. In order to get that cooperation, the traffic engineer must be careful that he installs reasonably enforceable regulations.

For example, our problem in the State of Ohio, as a traffic engineer, is different from the city traffic engineer's problem, and many times he is called upon to install traffic lights at intersections on the state highway system. We try to install those signals on the basis of factual studies rather than opinions and demands. Obviously it is foolish to install a traffic signal in a rural intersection, where traffic will be stopped unnecessarily time after time, with nothing demanding passage on the intersecting road. I mention that as a specific example of how the traffic engineer can be in cooperation with our state highway patrol.

In Ohio we have enlarged in a program of speed zoning on the highways, trying to install these speed zones strictly on the basis of engineering investigations and make them reasonable, because if they are not reasonable, the public will not observe those altered speed limits, and naturally the police, the state highway patrol, is going to have a great deal of difficulty enforcing those regulations.

We feel cooperation with a Safety Council is highly essential. We have an Ohio Traffic Safety Council, an organization composed of representatives of 75 leading organizations throughout the state of Ohio, which have an interest directly or indirectly in the traffic safety problem, and we depend a great deal on that organization which is purely voluntary. It has no funds, other than when they pass the hat and need funds for some particular occasion.

It has been very helpful in that it enables us, or is assisting us to get needed traffic regulations in Ohio. I hate to admit it, but our traffic laws in Ohio in some respects are very much in need of change.

For example, we are one of three states which does not have a law requiring the reporting of motor vehicle accidents, and our work in traffic engineering work is more or less handicapped in that respect. Our Traffic Safety Council has helped us get the uniform traffic law passed in Ohio,

and we are very hopeful we will get the report at the next session of legislation.

MR. LEE: I can't speak for all administrators of driver license laws. Probably the best I can do is tell you something we are doing in Minnesota. There we coordinate these various agencies because we have come to understand that we are engaged in a cooperative movement, the sole design of which is to improve the quality of driving on our public streets and highways.

In order to accomplish that, we have brought together for conferences on many occasions, representatives of the courts, prosecuting attorneys, police officers, sheriffs, highway patrol, and driver license departments, and in Minnesota we do act hand in hand in trying to create a better condition of drivers.

The way we accomplish this in some respects at least, is by the various agencies assisting each other by doing the part that they are required to do under the law, by doing the part they are required to perform in order to accomplish the ultimate end so far as drivers licenses are concerned. We feel that the law must be administered, that the courts and the police and the prosecution will know what we are going to do.

They know that we will refuse to issue a driver's license to a person that is incompetent to drive, regardless of who the person might be. They know that furthermore, if it is necessary that the person have restrictions on his driver's license, he will have those restrictions on there, so any police officer, any enforcement officer, or court, will know what driving privileges the individual might be limited to.

We also revoke licenses in every case where the law provides for revocation of license. In Minnesota the court has a right to recommend the suspension of a driver's license in any case where there has been a conviction for violation of traffic laws.

All the courts in Minnesota know that drivers license administration will follow the recommendations made by the court, and we do that because of the fact that we don't like bureaucracies, and we are not a bureau in the common understanding of that term.

We feel that traffic enforcement is primarily a local matter, and the courts hav-

ing much more information concerning the circumstances surrounding any person's convictions, are in much better position to determine whether or not the suspension of a driver's license might be beneficial in producing a better quality of driving by that individual.

Therefore, when the court recommends a license be suspended for thirty, sixty, or ninety days, or up to a year, we do that. And of course we get the heat, we get the pressure, but in every case we tell them to go home and make their peace with the local court. If they can convince the court that they are entitled to a different kind of treatment, and if the court is willing to change its recommendation, we will even follow that change recommended, and this happens occasionally.

So far as the police are concerned, we follow the recommendations of the police, particularly as to reexamination of drivers. Very often after a person has been issued a driver's license, something happens to the individual, and, sitting in a little office in St. Paul, we don't know anything about it, but whenever any individual has had the finger pointed at him by a police officer, you can be sure that the individual is going to have an examination. And the police officer is going to be advised of the outcome of that reexamination.

If it is found that the person is not entitled to further driver's privileges, those privileges are taken away from him, and the police officer is advised. If it is found he should have a restricted driver's license he gets that kind of a license, and the officer is advised.

Besides this, the Department in Minnesota, is the chief center of record keeping for all traffic violations, all drivers conduct. There is no other place in the state where they keep a record of drivers.

In Minnesota, we had what we call a cash register system in the police court. That system operates by virtue of an order of the Municipal Court. In the Police Department they have a place where a person can come in for speeding or going through a stop sign or minor violation, and deposit an amount of bail determined by the court, and we used to do that in accordance with that plan. If a person was picked up for speeding, he would deposit \$5 or \$10, determined by the court.

I have run into cases where men were getting speed tickets, and going down and paying fines every few days, and that was all that was happening to them. They didn't have any respect at all for the traffic laws, because all it meant was sending the office boy down with five or ten dollars, and then he was all through with it.

I called this matter to the attention of the courts, and immediately a new order was issued, where, if a person comes in to deposit a bail, before the cashier or the police sergeant can accept that bail, he must call our office and determine the individual's record, and if he is found to be a repeater, bail is not accepted. He is given a warrant and ordered into court.

We are very happy with that arrangement in Minneapolis and St. Paul. We use it every day, every day and every night. We have people on all the time to give information to the courts and to the police. Our record system is also used by the squad cars. If they find some person involved in a traffic accident, or involved in a violation of traffic laws, they hold the man there for the purpose of determining whether or not he should have an arrest ticket or merely a warning, and before giving that man an arrest ticket or warning, they receive through the radio, and by telephone to our office the individual's record.

Thus the police officer on the job knows the type of person he is talking to. He knows whether or not he is entitled to some consideration because of the fact that he has not had a bad previous driving record.

CAPT. WESTWICK: In discussing the "Relationship of the various agencies which are involved in conducting a traffic accident prevention program," it is my purpose to approach the subject at the level of state government and point out such observations as viewed by a state police administrator.

In Illinois, as in many states, the various departments of state government concerned with the problem are so closely interwoven as to aim and purpose, that the efficient functioning of any one division would be seriously curtailed without active cooperation of the others.

It is reasonable to assume that the Illi-

nois State Police is the division most directly concerned with the problem. This is true because of its position as an enforcement agency charged with the responsibility of protecting the lives and property of those citizens who travel upon the highways of the State.

Their duties, of necessity, range from funeral escorts to the apprehension of dangerous criminals, but, their primary objective and that which claims the major part of their attention is the prevention of motor vehicle accidents and the subsequent saving of life and property.

It was not so many years ago that the policeman obtained and held his job by virtue of his ability to knock someone down and drag him off to jail. His employers were chiefly concerned with the removal of the offender from the view of the public, for a matter of hours, days, or longer, and the matter of education or correction was scarcely considered.

This system might have continued, and with the required degree of satisfaction, had it not been for the advent of the motor vehicle and the subsequent character and number of violations.

Police administrators came to the realization that motor vehicle violations were not only increasing at such a rate as to make enforcement bodies subject to ridicule, but in so doing were causing accidents which were killing and injuring useful citizens in numbers never before equalled in the history of our civilization. Corrective measures had to be taken and it was then that police administrators found the need for revised police techniques and the cooperation of all agencies interested in the general welfare of the public.

Before the police officer can commence his activities in accident prevention, it is necessary for him to be provided with information on the cause of accidents based on a study of past experience. This information is obtainable only from a complete and properly administered records system.

In Illinois, we obtain this information through the cooperation of the division of highways, under whose supervision reports are recorded and analyzed. Also, through the cooperation of city and county police and administrators who investigate the accidents and forward the reports.

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Having been provided with the necessary information as to who, where, what and when the violations causing the accidents are occurring, the enforcement officer is prepared to make his attack on the problem.

His efforts may result in the stopping of an offender in which the degree of misconduct is such as to warrant no more than the pointing out of his failure and the suggestion as to corrective measures, or, it may result in a more serious violation where an arrest is made and a summons to appear in court is issued. In both instances, the offender must be made to realize his mistake and a definite effort made to prevent a recurrence.

If the officer neglects to do this, he has failed in his purpose. However, in the case of the summons to court, another cooperative agency enters the picture in the form of the judge or magistrate who hears the offender's case.

The mere paying of a fine or time spent in jail will in no way correct the condition or prevent its re-occurrence if the offender leaves the courtroom feeling that the only purpose in his arrest was to deprive him of certain liberties or extract money from his resources.

To this end, the court must work in cooperation with the officer in the process of adequate education. The offender must be brought to realize the danger involved in the violation and the inevitable result of this type of misbehavior.

Education in traffic safety is not confined to that which is applied to an offender, but must be selective and offered at an age level most applicable to the molding of a correct attitude toward driving.

In the Illinois State Police Department, this responsibility is placed in the hands of the traffic safety section, a group of police officers who are specially trained in driver education.

Included in the duties of this Section is the organization and training of school boy patrols, the operation of psychophysical testing devices and the organization and supervision of bicycle contests.

They also appear before industrial, civic and service groups at which time they conduct training programs and lecture on traffic safety.

Foremost in the duties of this Section

is the program of driver education in high schools throughout the State. Every high school in the state is visited at least once a year by a member of this section at which time valuable assistance is given the school's course in driver education.

Guidance and counsel in the furtherance of this school program is given by the State Department of Public Instruction, whose active cooperation is of extreme value in the continuation and improvement of this very important educational program.

Many other state divisions, including public health, crime prevention and correction cooperate and assist the state police in their never-ceasing war on motor vehicle accidents. The battle has just begun. Cooperation, coordination, and a never-ceasing determination of effort must and will result in the decrease and elimination of this National disgrace—OUR HIGHWAY TRAFFIC TOLL.

MR. STANDISH: I know that the problem which faces the Safety Council through living through it in my own state is one of such magnitude that it far exceeds the funds available to that body to carry out its legal function, and I know that it must have help. I also know from good training during the war in war activities and advertising that that help is available and can be had, and where we haven't money to use, we have to substitute something else for money and get the job done.

I have worked with our state safety commission now for the past six months, since the inauguration of the police check program, at which time I found the State Safety Commission talking to itself. It didn't know the techniques of how to secure the support and the publicity necessary to enlist the public support behind their program to achieve their objectives.

We know those techniques, because we have lived through them, as I said, during the war. So I simply went to the chairman, Judge Pat Curren, a very determined and enthusiastic State Safety Commission Chairman, and said, "Can I help you?" And they not only met me with open arms, but conferred a title on me.

The first thing I did was to look at the forces we had at our command. We have

great public groups who have very deep and sincere convictions and interest on this subject. We have in existence avenues of information to the public which also are centralized in various scope, if you pick the right spot and the right person touches the spot, you get a reaction. We also have a large group of advertisers whose customers are the people who want this job done.

Our problem was how to coordinate these groups, and how to get some real action, how to get what my friend on the right calls, "bird shot publicity," of which he is not sure of the value.

But I want to tell you that Mr. Copell is sure of it and Chief Lee and the others are sure of the value of it, and I am sure of it. I know exactly what it will do. Now all we have to do is get it. That means we have to do a lot of things that are impossible. We have to do a lot of things that have never been done before, and I am just dope enough to try it.

We have tried it in our little state. Here is what we did. The first thing we did was to call in a group of women representing the Congress of Parents and Teachers, and the Federation of Women's Clubs, the Women's Advertising Club, and the Volunteer Women of America, et cetera. We sold them on the idea that if they didn't care enough about the program to take the lead, and themselves ask the public for support and assistance, then nobody would care, and nobody would do anything about it.

They rose loyally to the occasion, and at the present moment, the Congress of Parents and Teachers is the public support body in that state for a three months program. They are today holding the first state meeting with the superintendent of state police, the chairman of the Safety Commission, and the chairman of the State's Safety Conference, and a number of other state officials, all present at the first statewide meeting, and traffic safety is number one on the program for the next year.

They are wildly enthusiastic, and we are giving them support. Now, in order to get their organization enthusiastic about it, we had to show public evidence of their interest and their enthusiasm. Therefore, we next went to the media and called together all the owners and managers of

newspapers, and radios, and outdoor advertising, car cards, moving picture operators, and gave them four or five drinks, because this is making the lion lie down with the lamb.

We had the chairmen of the Safety Commission present and told them the story and told them that right in that room that the job would be done or would not be done. No one else had the power and the facilities which those men commanded to do this job, and it got later and later and later, and they were shouting at each other and had little grievances which they aired among themselves, and each had to get out and meet his wife, but we finally said, "Gentlemen, before anybody goes out to meet his wife, let us tell you this, if you don't do this job, men, women and children are going to be killed in this state next year which you could have prevented. Any one that has to get up to go and meet his wife can go."

Not a soul moved. Those men can not resist the appeals of large public support bodies. Their very existence in the community in which they operate is an obligation. They are men of flesh and blood. They have families, wives, and children. They themselves are not indestructible, and they owe a debt and obligation to the city which gives them their business and profits and their existence, and they know it.

Business today understands that its facilities are no longer sufficiently employed when employed only for private profit of private individuals. The time has come when all business and all advertising must accept that social obligation of using a part of its facilities for the social improvement and the meeting of problems of their own communities, and I think they are ready to accept that obligation at this time.

So in order, as I said, to stimulate the interest of the clubs, we informed these media that it was essential and necessary that they make a contribution themselves, of starting now on a three year basis, and that this was just the beginning of something else. If in three years we can lick this campaign, then we will have a media committee, a state-wide public information committee which is an enormously powerful and effective group which can turn its

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attention to any social problem, and with the power it has at its command, lick it.

Business, gentlemen, needs the understanding and support of the public. This is the last nation on earth, in which we have business operated by private individuals without over-all totalitarian controls and business knows it.

That is why advertising will cooperate with you, because they want to be liked. They want the people in their communities to understand what advertising is. When they see newspaper ads and posters, and listen to commercials they want them to understand that is part and parcel of the kind of life we elect to lead in this country, and essential to its continuance and maintenance.

So right off the bat, the Outdoor Advertising Association said "Our donation can be most effectively made if it is made over the signature of the public support body." So we offered a showing of posters throughout the state to the signature of the Parents and Teachers, which cost them not one penny. The operators pushed the posters and donated the space and put it up and it is effective.

We had to do that if we were going out and ask advertisers to do the same thing. Now the butchers and the bakers, and the candlestick makers sell to the Congress of Parents and Teachers in the forms of fathers and mothers and families. They want their patronage. They want their goodwill. Very few are the tradesmen in any community who will say, "Well, I will not convert some part of my advertising in the medium that I normally use, to the purpose of helping to save the lives of my customers and their children."

In this way we can again greatly augment the flow of public information on safety to the people who need it. We now have the promise of a motion picture operator's full support in running trailer films. Our radio stations already are turning out safety programs and offering time to public support bodies for short talks on their programs.

The newspapers have been highly cooperative in giving news stories on these activities of these public support bodies, and in taking photographs of them unveiling their posters, and otherwise furthering the campaign. In this last three month

period, there has been more support by more media, at the same time, of public safety than has ever been achieved in the history of our state.

And what is more, never before in the history of our state, did the owners and managers of the advertising media ever sit down with their feet under the same table.

I am delighted to hear that the American Association of Newspaper Publishers is joining as a participating body in our National Committee for Traffic Safety. I also understood that the National Association of Radio Broadcasters are coming in.

When those organizations become participating groups and form national committees with a state chairman in every state, we can then put those media chairmen together in every state in the United States, and we will have in existence, by that mere action, a powerful group which can integrate a continuous flow of publicity on safety to the public, and that is invaluable. These men own the media. They don't go begging for it. They tell the boys to do it, and that is the sort of people that we need.

We, in our own industry are using the work that has been done as a pilot operation in Rhode Island, as a pattern for a national program of three years. We have as I said already in operation, a program under the sponsorship of the Congress of Parents and Teachers, which will be run through September, October, and November, starting September 1st, for a three-months' period. The General Federation of Women's Clubs in our state will pick up the ball at the end of that three months, and another large group whose identity I am not sure of, but which might be our combined service clubs, Rotary, Kiwanis, Lions, and others, all co-operating together on the same program.

Later another group will take over. So as time advances, in widening circles, we bring in greater and greater groups of people, arouse their interest, secure their cooperation, and support their activities in this campaign. And as time goes on, those groups will grow and grow, so that more and more people are doing the same thing for different reasons.

That is the job of the Safety Council, to get a lot of people to do that same thing for different reasons. Gentlemen, it can be done. It is my hope that our own industry

alone will contribute at least three quarters of a million dollars to this program, in fifteen thousand cities and towns in the United States.

I know that the other media will cooperate, and I know when intelligent advertisers integrate the use of media; and when we intelligently integrate all interests in this campaign, you will have a growing force of publicity so constantly before the public they can never be wholly free from the consciousness of safety.

We will get our information from our accident records, and from the National Safety Council, and we will push consistently month after month on the hazards greatest at that particular time; and hit them from every side.

Don't be impatient. It takes us a little time to organize so large an activity. We ourselves are faced with the problem of selling this program to one thousand members who have got to withhold saleable space to advertisers crying for it in order to give it to the safety campaign.

But we still think it is the most intelligent thing we can do, because while advertising can not hold a course on economics to teach the American people the meaning of advertising, it can make some dramatic

demonstration of its power, that they will accept it as necessary without any economic demonstration.

I feel absolutely confident that in the next three years, if we can secure the cooperation that it looks as if we now can secure, we can build behind you a coordinated force through your official Safety Councils in every state and city, which will drop this accident record down fifty per cent or more. I hope down to twenty-five per cent of where it stands now, and then it is a controllable situation.

We are full of confidence as to the power of the great media of publicity to do this job. If it isn't happening right away in your city, get hold of your outdoor operator, of your newspaper owner, get hold of your radio stations, and ask them to get together. They have been instructed in every case to contact the safety director.

We have a state chairman in every state, and he has already been instructed to contact the official safety director of his state and community, and offer his services. We will build an integrated campaign, taking care of all the details ourselves. We ask your support. We ask your assistance, and your full cooperation at every turn. I think between us, we can do this job.

WEDNESDAY MORNING SESSION

October 9, 1946

General Session

Presiding: COL. LIGHT B. YOST, General Motors Corp.

Present State Programs Compared with President's Conference Recommendations

By A. W. BOHLEN

Executive Director, American Association of Motor Vehicle Administrators

As an outgrowth of the Action Program adopted May 10th, by delegates of the President's Highway Safety Conference, fifteen states have already held conferences in the names of their respective governors. These states are Virginia, California, Ohio, Alabama, Montana, Indiana, South Carolina, Colorado, Pennsylvania, Minnesota, Iowa, North Dakota, Utah, South Dakota,

and Michigan. In addition some 14 states will have their meetings in the near future.

First of all, in order to clarify my remarks about these conferences, it seems to me, to be desirable to give you a very brief outline of what was called for by the President's Conference. The Conference Action Program suggested the setting up in each state of one committee composed of

state officials to act as a co-ordinating body and another committee of leaders in civic, service, business, fraternal, professional, labor, farm, and similar men's, women's, and youths' organizations to act as a public support group.

The co-ordinating or official committee was charged with appraising existing conditions within the states and utilizing recommendations of the conference as a "measuring stick" to determine exactly what was needed to develop an effective highway safety program. This committee was also charged with co-ordinating highway safety activities; moreover, it was charged with acquainting the public with the results of its analysis and comparisons to the end that organizations and citizens might know exactly what elements constituted the official highway program.

The non-official organization, on the other hand, was charged with serving as a clearing house and co-ordinating agency for the respective agencies from which it derived its membership. Its purpose was to advise, stimulate and otherwise assist in the development of the traffic safety programs of its participating organizations, without, of course, giving directions to individual organizations' programs. Likewise, this group was charged with working closely with the official co-ordinating committee.

The states for the most part have followed through in excellent shape in the mechanics of the Action Program. Seventeen states have established official co-ordinating committees and 10 have created non-official public support groups.

The ultimate success of the recommendations of the President's Highway Safety Conference depends entirely on the follow-through by the official and non-official groups.

In reviewing the work that has been done by the Governors' Conference thus far, however, the need for a more critical appraisal of conditions existing within the states is indicated. Moreover, the need for fuller utilization of the technical recommendations of the President's Highway Safety Conference to determine exactly what is needed to develop an effective official highway safety program is also pronounced.

It is not enough simply to set up an official state committee on the one hand

and a public support group on the other hand without giving full force and effect to the conference recommendation that a full appraisal of existing conditions within a state be made.

In the four months following the conference, less than a third of the states have held meetings. Thirty-four meetings remain to be held. A strong blow in the interest of highway traffic safety can be struck if the states in which conferences are still to be held will undertake a realistic appraisal of existing conditions. Certainly to do so will require more than a little effort—more than a little planning. It will also require more than a little patience to do a thorough going job.

If the President's Highway Safety Conference is to be something more than just another series of meetings in which lip service to safety is freely given, a comprehensive study of all elements affecting the highway traffic safety problem must be made. Officials comprising the state co-ordinating committee should insist on and aid in putting into effect a system of evaluating what is now being done so that their own state's program can be brought into line with the national effort.

The Action Program published by the conference sets forth seven elements constituting a balanced program. These are laws and ordinances, accident records, education enforcement, engineering, motor vehicle administration and public information. Each one of these should be thoroughly analyzed and broken down so that it may be compared with its counterpart in conference recommendations.

At the state level, it is necessary not only to consider the broad principles with which the President's Conference dealt, but it is also necessary to consider in detail minor matters, in order that the state program may be brought into proper relationship with conference principles.

It seems elementary to me that any Governor's Committee on Laws and Ordinances should take appropriate steps to bring about a critical appraisal and comparison of a state's laws with the uniform vehicle code and to actively support a program designed to effectuate any needed revision. Such a committee should also establish means of evaluating what is being accomplished in the way of obtaining uniformity of adminis-

tration, interpretation and enforcement of existing laws, and should make an accurate appraisal of the extent to which punishment was certain and the degree to which like offenses are similarly punished.

The Committee on Accident Records should design and carry out a plan to improve the collection of accident reports and at the same time should undertake a program to improve the quality of reporting. Moreover, the challenge to improve the usefulness of such records in the interest of the engineer, the enforcement official and the vehicle administrator should be squarely met.

In the field of education, a comprehensive continuing program is indicated. The committee charged with this assignment must concern itself with all phases of the educational problem. It must make large plans to teach the necessary skills in walking and driving and must make equally large plans to develop proper attitudes in the performance of these skills, at the same time integrating them into the existing levels of instruction.

The Committee on Enforcement should in its field survey current policies and practices in light of conference recommendations and should prepare a schedule of improvements to be made. Such a schedule should in effect be a time table designed to secure early correction of existing shortcomings in all areas of operation. The range of activities of this committee should be designed to improve respect for the police, the prosecutor and the court, and to marshal the forces of these agencies into a more uniform, hard striking contingent.

The Committee on Motor Vehicle Administration should consider its duties and functions in the light of the words of Major General Philip B. Fleming's address on "Budgeting for Safety." In this address the General said: "A thing that has always puzzled me is the contrast between what we are willing to do to promote fast highway travel and what we seem willing to do to make travel safe."

This committee should not only undertake to carry out the general suggestions and recommendations of the President's Highway Conference Committee report on motor vehicle administration but should also take effective steps to contribute materially to the development of a sound driver

license program. Deficiencies in a state's program should be spotted and a time table for their correction worked out. Then a program to accomplish these objectives should be vigorously prosecuted.

The Committee on Public Information has a problem of organizing the several media of information, the public officials concerned and the various interested organizations into an effective force. This assignment is no small one. It is, however, one that will require ingenuity, perseverance and a great deal of effort to get mass acceptance of the concept of individual responsibility.

All phases of the report of the Conference Committee on Engineering should be carefully considered and a means for weighing the state's activities against it worked out. It is also incumbent on this committee to establish continuing activities in those fields where follow-through is necessary. Since much of the engineering program will require support in both money and public acceptance, adequate liaison with the public information committee should be developed. These are but a small part of the area of operations of this group.

At its 1945 conference, the American Association of Motor Vehicle Administrators passed a resolution requesting the President of the United States "to call together responsible public and civic leaders to mass nation-wide support for our efforts to provide safe and efficient highway transportation." This resolution resulted in the calling of the President's Highway Safety Conference in Washington, D. C., this year.

As evidence of its recognition of the problem and leadership in seeing that President's Conference aims are fulfilled, I quote from A.A.M.V.A. President Malcolm McEachin's speech at the southern region meeting: "The highway accident problem of all national problems, is one of the most important today. It goes without saying that it is our most important problem since it directly affects every citizen.

"The question is: What are we going to do about it?

"It seems to me that the delegates of the President's Conference—which was in substance a responsible group of representative American citizens, exploring the means by which our highways may be made safer—have given us, the motor vehicle administrators, a charter for our future activities.

"The Conference told us in effect what the American public expects of us. They told us first of all that they were behind us: that they would give us support in those things that have been tried and have proved effective in reducing traffic accidents. That is important. Moreover, it was made abundantly clear that federal authorities had no intention of invading our areas of operation. That also is important. But the conference, in evaluating the techniques and standards in use in the several states, noted many weaknesses that need correction. The public is demanding that we make the desired corrections which are now embodied in the recommendations of the eight conference committee reports. The President's Conference made 15 specific recommendations to strengthen apparent weaknesses in the field of motor vehicle administration. Five of these recommendations can be put into effect by us at once. They are:

1. Liaison between the several state departments is essential where overlapping of jurisdictions exists in highway transportation matters if the general public is to receive maximum benefits.

This recommendation is important because the public looks to us to put our own house in order to be able to undertake an intensified safety program. Much remains to be done in developing inter-departmental co-operation.

2. Motor vehicle departments should keep the general public fully informed of their activities for the purpose of gaining public support.

If we are to maintain the impetus given to the traffic safety movement by the President's Highway Safety Conference, and if we are going to bring into being many of the things for which AAMVA stands, it is extremely important that we develop information with respect to motor vehicle administration activities that will be of interest to the public.

3. Motor vehicle administrators should assume the responsibility of bringing about the adoption of nationally recommended uniform laws and standards in their field.

It will not be long until the fall elections provide us with a new crop of state legislators. Now is the time to begin laying plans for necessary amendments in our state laws. It seems to me that, through

our public groups, we should be able to tell our problems to legislative candidates so that regardless of who is elected our story will have had the benefit of pre-election consideration. If this can be accomplished, much headway will have been made.

4. The relationship between motor vehicle departments and state legislatures should be one whereby the motor vehicle administrator should become a technical advisor to the legislatures in matters that pertain to nationally recommended uniform laws, standards and practices in this field.

If we take advantage of the situation now in spreading constructive information in regard to motor vehicle matters, it will not be difficult for us, as administrators, to assume the role of technical advisers in matters pertaining to uniform laws, standards, and practices in the field of motor vehicle administration.

5. Adequate facilities and personnel should be provided for analysis and driver control as well as development of information and statistical data of a research nature.

I realize that there are many departments that are understaffed and there are many difficulties in developing information, not only with respect to driver licensing, but also with other functions of motor vehicle administration, regardless of the difficulties we are likely to encounter in securing adequate personnel to do this job. It seems to me that we should make an exceptional effort at this time to establish a factual basis for our arguments for better legislation. Funds and personnel must be found to do the job of developing facts and providing more and better public information.

With respect to driver licensing the committee on motor vehicle administration made the following recommendations to the states:

The minimum standards for driver examinations recommended by the American Association of Motor Vehicle Administrators should be adopted by all states whose standards are lower. But where possible, this committee recommends that higher than present minimum standards be adopted. It is urged that everything possible be done to implement research in the field of driver examinations.

We will never have a better opportunity to make a sound, vigorous attempt to put driver licensing on the high plane it should be. If we fail to do this, I'm sure public reaction will result in greater condemnation of certain practices and that confidence in us will be lost. If we fail to make the public understand that driver licensing is *not* just a racket, the fault will be ours.

The continual loss of qualified personnel to private enterprise is a matter of grave concern. Trained men are leaving state service in large numbers because of attractive offers from the outside. This is a situation that is not likely to change, so long as private corporations are willing to bid for the services of state employees by paying salaries higher than state agencies are authorized to pay.

We must come to realize that if we expect to keep our present high caliber of personnel we will have to pay them on a scale commensurate with the importance of

the job and on the current level of economic conditions.

Adequate funds should be provided for the establishment of necessary facilities where proper examination of applicant drivers may be conducted.

While, in many instances adequate funds are not presently available to provide facilities for proper examination of applicant drivers, I feel that every effort should be made by us to review our budgets and costs of operation with a view to amending our operations so that necessary facilities may be provided.

Motor vehicle administrators should continue with their work in driver education and training and continue to maintain facilities in their respective departments to that end.

It is entirely possible that a review of our operational costs and the proper channeling of the savings will permit us to undertake a more intensified program of driver education and training.

Present City Programs Compared With President's Conference Recommendations

By CARL J. RUTLAND

Chairman, Citizens' Traffic Commission, Dallas, Texas

Before drawing a comparison of the status of most American cities with the action program recommended at President Truman's Highway Safety Conference in May of this year, I should like to suggest for your consideration an improved medium or agency by which many of these recommendations could be activated.

Such an agency might be called an administrative traffic committee. It is an internal committee within the city government, comparable in nature to a committee which, in some states, has been set up on a state level with the governor serving as chairman. The membership of the state committee is composed of the heads of the highway commission, state police, state school department and the attorney general. The chairman of the internal committee in the municipal government would be the chief operating executive of the city—the city manager or perhaps the mayor, and the members would be the traffic engineer, director of safety education, traffic court judges, police chief, public works engineer,

public utilities supervisor, city attorney and the city plan engineer. The most active person in the promotion of traffic safety among the members could serve as secretary of the committee. Meetings should be held monthly. The President's Conference recommendations, as well as additional traffic matters, should be taken up one by one, studied, and if advisable put into effect.

It must be remembered that in the final analysis the responsibility for the achievement of practically all of the Conference recommendations rests with municipal officials. Nearly all departments of the city government are involved, and share some of this responsibility. In many instances traffic activities overlap between departments. It is obvious that a unified front is essential for effective control measures. For example, some of the recommendations are largely responsibilities of the police department, but the police hesitate because there is no coordinating agency wherein matters affecting the courts, engineering or legal departments or other departments in

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the city government can be clarified and agreed upon.

The medium of such a committee will provide for mutual understanding of all departments as to the reasons for the recommendations and the expected results. It will provide for coordination between departments and combined action to achieve results. It will decide on how to achieve public support when that becomes necessary. It will provide for the most efficient method of carrying out the recommendations.

In making general inquiries as to what progress cities have made in connection with the recommendations of the President's Conference, I frankly admit that the report is only slightly encouraging. Perhaps therefore a coordinated committee such as has been suggested is needed and can be the vehicle through which these recommendations may be put into effect. I am sure that in this room there are persons who serve in key municipal positions and who should be members of such a committee. I challenge them here and now to take the lead when they return and promote the formation of such a committee.

It is obvious that most cities have either not put into effect these recommendations, or have not intensified those which do exist, otherwise the traffic accident record in those cities would have been materially improved. A comparison of the present status of cities with the Action Program would be of great interest, but since no cumulative facts have been made based on this year's performance, the only comparison that can be drawn comes from facts submitted by the 400 cities of more than 10,000 population which sent in entries in the 1945 National Traffic Safety Contest.

Most of the cities reporting have record bureaus of one kind or another but many are non-standard and are ineffectual because of lack of funds, insufficient equipment, and untrained personnel. Thirty-nine per cent are using non-standard accident report forms. The record and spot maps, in many instances, could be more intelligently used by departments concerned with traffic control. It is obvious that records and spot maps are essential before any kind of worthwhile selective job can be done by the police, engineers or educators.

All cities having more than 500,000 population, report having traffic engineers.

Eighty-three per cent have traffic engineers in the 250,000 to 500,000 population bracket, but less than one-third of those under 250,000 have traffic engineers. In most of the larger cities which have traffic engineers, the engineer reports to the city engineering department or the director of public safety. There were very few instances where the traffic engineering department was set up on a level with public works or police, and reporting directly to the chief operating executive. Our traffic engineering departments are not strong enough. They are in many instances handicapped for manpower and funds. They are not set up with sufficient prestige and influence in the city government. City councils, in many instances, are not aware of the vital need for traffic engineering, of how it functions, or of its objectives. It is well to remind ourselves that the establishment of physical facilities to move daily millions of motor vehicles in our municipalities with safety and dispatch over an intricate network of streets and under varying kinds of regulations, becomes more and more a scientific traffic engineering problem. There must of course be close alliance with the police and other departments, but policing is one science, and traffic engineering is another.

Of the cities reporting in the National Contest, 16 per cent had less than 90 per cent of uniformity of signs and signals. Incidentally, the cities with more than 500,000 population are the greatest offenders—70 per cent of them have less than 90 per cent of uniformity. Is there any reason why the adoption of the Uniform Manual, which is available to every city in the country, should not be one of the first steps undertaken by the suggested Administrative Traffic Committee?

As a general rule, cities require as a minimum approximately 4 full time traffic officers, equivalent, per 10,000 population. With the exception of cities of over 500,000, 70 per cent of those with less population have much less than this general minimum. Most police departments are woefully undermanned insofar as traffic personnel is concerned. Most police departments do not have an adequate program for traffic training new recruits or men already in service. Fifty per cent of cities from 100,000 population up train their new recruits in a range from 31 to 72 hours,

and their men already in service from 5 to 20 hours per year. In few instances only would this be called adequate. The Conference recommendation urges full courses for recruits, and refresher courses for men in service. It also recommends that traffic officers should receive supplemental training in their special fields of activity, special courses for commanding officers and selected attendance at suitable regional schools.

Fifty per cent of the cities over 250,000 use selective assignment methods in enforcement, less than 15 per cent under this population bracket have selective enforcement.

Only 61 per cent of the larger cities have full time traffic courts, that is where traffic cases are segregated from other charges.

In many cities the enforcement index is low. There does not exist the consciousness on the part of the public that punishment is certain. There is insufficient concentration of enforcement on those causes—excessive speeding, driving while intoxicated, bad pedestrian behavior, and failure to yield the right of way—which account for the greatest percentage of deaths and injuries. Some cities have started enforcement of pedestrian regulations, but this step is progressing all too slowly.

There is a great need for more City Council interest in and support of strong and certain enforcement measures.

Over all there is progress in all phases of enforcement, however it is slow and spotted.

In the Contest reports, 90 per cent of the cities with more than 250,000 population report that some person in the school system has been assigned by the Board of Education to supervise safety education in the entire system. School progress is encouraging. Many high schools are taking up behind-the-wheel driver training. Classroom instruction in automobile driving and traffic safety is being carried on in well over 50 per cent of the cities in the population bracket from 100,000 to 500,000.

The President's Conference recommended that continued efforts be made to interest the citizens in the community safety program, and to secure public support of constructive efforts by public officials.

Public interest is becoming more manifest. Perhaps the terrific post-war death and injury toll has had some measure of effect in this connection, but the direct efforts of the press, screen and radio, public officials, and community organizations are slowly but surely paving the way for greater achievements in all phases of this movement.

In closing it might be well to bring to the spotlight the very significant fact that most of the recommendations made at the President's Conference require some expenditure of municipal funds. Such funds are already available or may be made available without tax increases by the motorists themselves by reason of parking meter revenues and traffic fines. Since the motorists actually contribute these funds, such funds should in the first place be returned to them through traffic improvements which make for their safety. Strangely enough, nearly every constructive measure adopted not only means improvement in the accident record, but also provides a substantial by-product in the form of revenue received from enforcement of such measures. Such revenue not only covers their cost, but produces a net profit! Pointing specifically to Dallas, Texas, the revenue in the municipal court and the fines bureau eight years ago amounted to approximately \$7,000 per month. The traffic control movement begun during that year has consistently made improvements since. Today, as a result, largely of the splendid enforcement program backed by public support, the returns from them amount to over \$100,000 a month, or well over a million dollars per year! This is far in excess of the cost of every traffic control measure which has been asked for and approved during 1946. These measures include substantial amounts for traffic engineering, more and better trained police manpower, a new court building, three motor vehicle inspection stations, a completely equipped driver training program as a starter in one of the high schools, and an adequate budget for the public traffic educational program. The adoption of these measures by the city government is not only reducing deaths and injuries, which is the primary objective, but is producing an amazing amount of revenue with which to carry on the program. The beautiful thing about it is the fact that the public heartily supports it.

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Coordination Through Public Support Organization

By W. EARL HALL

Managing Editor, Mason City (Iowa) and Chairman, National Committee for Traffic Safety
Summary

My talk will be confined to two subjects: one, a book and, two, an organization. The book is known as the New Testament of traffic safety. It is just that. The story it tells offers new hope that lives will be spared in the rush of travel along America's streets and highways in the years ahead. This all-important book is the compilation of the proceedings of the President's Highway Safety Conference, the Plan of Action for traffic safety. This book can be the new route to traffic safety in the United States. If all the recommendations could be put into effect over night, our traffic toll would drop to 8,000 or 10,000 fatalities a year.

When nine out of ten people want safety—and not before—we will achieve our aims. Through the National Committee for Traf-

fic Safety we are trying to get the safety story to every person in the United States. Our aim is to get those nine out of ten persons—and all ten if humanly possible—to believe in safety and think safety constantly.

However, there will never be an entirely satisfactory solution to the traffic safety problem until we have a safety organization in every community. Where one already exists, we must do our part to assist it in every way possible. Where there are none, we must do our part in helping to set up such a safety organization. These are broad steps, certainly, but they are the basic steps necessary for saving the lives of our families, our friends and neighbors in the slaughter that is calmly called "America's traffic toll."

The Function of the Coordinating Committee for Federal Departments

By ROBIE DUNMAN

Staff, Federal Committee for Highway Safety

Five months ago the President's Highway Safety Conference recommended that three committees of independent and equal status be formed for the purpose of coordinating a highway safety program on a nation-wide basis. The three committees recommended were, a Coordinating Committee for Federal Departments, a National Committee of State Officials and a National Committee of Non-Official Organizations. Coordinating committees were also recommended for the States, counties and municipalities.

Executive Order 9775, giving effect to the Conference recommendation, is one of the great documents of the highway safety movement. When the President signed this order the Federal Government formally recognized the prevention of traffic accidents as a national problem. The document is a charter for the Federal Departments to stimulate and coordinate their own high-

way safety activities. It authorizes the Federal Departments to cooperate with other agencies, official and non-official, in the field of highway safety, and provides the vehicle for encouraging such cooperation. The Order provides for continuation of the Federal leadership as exemplified by the President's Highway Safety Conference. It is additional evidence of the sincere interest of the President of The United States in the traffic accident problem and meets in every respect the Conference recommendation of a coordinating committee for Federal Departments.

The Federal Committee will seek to continue and strengthen the cordial working relations developed between Federal people and representatives of the non-official organizations during the months of preparation for The President's Highway Safety Conference. It will formally recognize The

National Committee for Traffic Safety as the National Committee of Non-Official Agencies recommended by the President's Conference. The Federal Committee will seek the assistance of the National Committee for Traffic Safety and will assist and cooperate with them in every possible way to effect the Action Program.

The National Committee of State Officials will be recognized by the Federal Committee as the keystone of the coordinating structure. It is this group that will have to be out in front and perform the direct effective work. The Federal Committee will recognize the basic principle that to be effective, highway safety operations must be carried on locally. It will cooperate with and encourage and assist the National Committee of State Officials to the fullest extent.

The Federal Committee on Highway Safety will stimulate desirable action through established groups within its member departments.

It is expected that the committee members will be top ranking officers from the Federal Agencies represented on the committee and that each committee member will have a qualified alternate who will function much the same as the technical advisors to the Director and Coordinating Committee of The President's Highway Safety Conference. There will be a small staff located in the former headquarters of the President's Conference, Room 7009, Federal Works Building, Washington, D. C. The telephone number is extension 3151 on Executive 4950.

A large staff would be required to carry out full-scale operational functions in a field as broad as that of highway safety. However, a small staff will be adequate to carry on the coordination function of the Federal Committee. A summary of the activities of the staff, following the President's Conference, should give some idea of the type of activity in which the staff of the Federal Committee on Highway Safety may be expected to engage. Foremost in these activities is the handling of correspondence. Every announcement from the White House or from the office of General Fleming concerning highway safety brings an avalanche of letters. These letters are referred to the staff for handling. Many letters indicate that the writer has a

sincere interest in safety and a desire to be of help, some advance ideas that are not practical, and a lesser number are obviously attempts to sell products or to secure jobs. Business firms have submitted copies of proposed advertising matter carrying safety messages for comment and criticism.

Each letter is given an individual reply based upon the writer's suggestion or request, with the intention of encouraging continued activity in the safety field. Where possible, inventors or those with suggestions of improvements in equipment or facilities are referred to organizations that may be interested or of assistance in their development.

The staff has distributed 70,000 copies of the Action Program and reports of the 8 technical committees. These reports have gone to National organizations, State, county and city officials, safety organizations, newspapers, magazines, radio stations, schools, colleges, universities, committee members and to all those who attended the Conference. In addition, 12,000 Action Programs and Committee Reports have been furnished upon individual requests. Orders for these publications continue to be received. Because of the demand for bound copies of the Action Program and Committee Reports, arrangements have been made for the Government Printing Office to print and bind 500 volumes. The major part of this number are covered by orders now in the hands of the U. S. Superintendent of Documents.

Assembling, editing, and distributing the report of the Conference Proceedings has been another staff chore. This 191-page report includes in addition to the addresses of The President, Justice William O. Douglas and Representative Clare Boothe Luce, the verbatim report of the general sessions of the Conference, a brief report on the activities of each Committee, and lists of the Conference organizations and those in attendance.

Many requests are received from States, counties, and cities for information and assistance in preparation for State and local safety conferences. These requests are being met to the extent possible with the available personnel and facilities. Whenever the Staff has been unable to comply with requests of this nature, they have been referred to some non-official agency known to be interested and willing to assist.

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This summary of activities of the continuing Staff of The President's Highway Safety Conference will indicate to some extent the type of activity that may be expected of the new Federal Committee.

The number one project of the new Federal Committee will undoubtedly be the preparation of a manual on highway safety based upon the recommendations of The President's Highway Safety Conference, for use by the Federal Departments. The Army, on July 15th, issued orders endorsing in principle the recommendations of the President's Conference and there should be no opposition by other departments to the adoption and use of such a manual.

Periodic publication, perhaps once each month, of a bulletin or news letter will be a major activity. This publication will go to the approximately 200 organizations and departments making up the three National

Coordinating Committees and will report association safety activities and other matters of general interest.

It is hoped that arrangements can be made with the Post Office Department for stamp cancellations that direct the public attention to the seriousness of the traffic accident problem.

The Committee will become informed of highway safety research projects, programs, and activities of the participating agencies and will serve to make generally available information on this subject.

The Federal Committee on Highway Safety will carry on its activities with this one thought ever in mind—our responsibility to promote highway traffic safety and the abatement of highway traffic accidents can only be met by concerted action with all others who strive for safer streets and highways.

National Committee of State Officials

By LT. COL. FRANKLIN M. KREML

Director, Traffic Division International Assn. of Chiefs of Police
Summary

In line with the President's Highway Safety Conference, the National Committee of State Officials will have its first organizational meeting the first part of November. The members of this committee are: International Association of Chiefs of Police, American Association of Motor Vehicle Administrators, American Association of State Highway Officials, Association of Railroad and Public Utility Commissioners, Association of Chief State School Officers, Association of State and Territorial Health Officers, Governors Conference and Association of Attorneys General. The last two were added to the list appearing in the Action Program of the President's Conference.

The principles set up by the National Committee of State Officials are:

- (1) Traffic control and safety is primarily a state and local job. Serious thinking should be given this principle.
- (2) No new types of official agencies are necessary.
- (3) The "Action Program" is endorsed.
- (4) Coordination is necessary at state and national levels.

- (5) Further research and development are necessary. This was not included in the President's Conference, but research and development are necessary if we want to solve effectively our traffic control and accident problems. It must be conducted on a coordinated and cooperative basis.

Objectives of the National Committee of State Officials as stated in the Action Program are: (1) Appraise present conditions; (2) Coordinate state programs; (3) Liaison with non-official organization; (4) Liaison with Federal Officials Committee. The Committee will work as a coordinating agency, through and for official organizations. Specifically, the committee will evaluate and develop the Action Program. It will endeavor to coordinate the various official organizational activities, resulting in greater efficiency and much faster progress. Citizens, civic leaders, and public officials should give support to participation in the National Committee of State Officials. We must get away from individual and uncoordinated effort.

The National Safety Council's Part in the Over-All Program

By **SIDNEY J. WILLIAMS**
Manager, Public Safety Dept., N. S. C.

My topic is aptly worded because if we in the National Safety Council want the President's Conference to have any lasting results the first thing all of us must do—members and officers as well as staff—is to put on our overalls and apply ourselves to the tedious, often discouraging job of putting the recommendations into effect in every state and city. Not that this is the job of the National Safety Council alone—far from it. To reiterate an oft-stated vital fact, the Conference itself—the committee reports, the newspaper headlines, the flash-light photographs of celebrities—all these add up to little more than nothing unless all of us, officials, highway users, public support groups and everyone else, are willing to toil and sweat, to be rebuffed and knocked down and still come back for more, through all the laborious and unglamorous task of translating words into action.

The things on which the National Safety Council can particularly help are these:

First, the State Conferences: encourage the calling of them, where this has not already been done; help, where requested, on the program; in particular, urge conformance with the strong recommendation of the President's Conference that these state meetings be not just a series of inspirational speeches, but be based on a careful appraisal of the situation and needs in the particular state. For the latter, unless some other and better appraisal can be made, our analysis of the state's report in the National Traffic Safety Contest is available. Then—if requested—help in the

setting up of both the official coordinating committee and the public support committee or safety council; help these bodies to get going and to keep going, by giving them the experience of similar groups in other states; all this, I repeat, if and when requested—not otherwise.

Second—repeat this word for word, for the city or metropolitan area conferences: help in the setting up, the presentation of an appraisal, the formation and operation of a continuing group or groups. Whenever we have a strong local safety council, they will naturally assume this task as well as helping on the state conferences.

Third, the National Safety Council will continue to offer technical and statistical information on accident causes and remedies.

Fourth, the Council will continue to offer assistance to state accident record bureaus.

Fifth, we will continue similar help on state public education programs.

Sixth, we will continue to work with the states on programs of technical and other assistance to their cities, especially those of smaller size.

Seventh, we will support to the utmost all the President's Conference recommendations, through all our channels of national publicity, and

Eighth, through our active participation in the National Committee for Traffic Safety.

In all this the National Safety Council seeks no "leadership" except such as is earned by service.

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WEDNESDAY AFTERNOON SESSION

October 9, 1946

Group Session for Police

Presiding: B. R. CALDWELL, Deputy Chief, Director of the Traffic Bureau, Police Department, Los Angeles, Calif., Chairman, Police Division, NSC.

Uses of Accident Records

(A Panel Discussion)

Discussion Subjects: (1), Planning the Enforcement Program; (2), Checking Enforcement Performance; (3), Guiding Public Education; (4), Administrative Use of Records; (5), Traffic Engineering Use of Accident Records; (6), Driver Licensing Use of Records; (7), Court Use of Accident Records.

Participants:

CAPT. LESTER J. DIVINE, Traffic Division, Police Department, Oakland Calif.

SGT. JOSEPH L. CHILDS, Safety Traffic and Operators License Division, Michigan State Police.

W. BURKE SMITH, General Manager, Massachusetts Safety Council, Inc., Boston.

GEORGE D. EASTMAN, Chief of Police, Seattle Wash.

GEORGE J. FISHER, Assistant Traffic Engineer, Ohio Department of Highways, Columbus.

MAJOR A. F. TEMPLE, Chief, Driver License Division, Texas Department of Public Safety.

F. C. SANFORD, Traffic Division, Police Department, Salt Lake City, Utah.

Planning the Enforcement Program

By CAPT. LESTER J. DIVINE

We, who have made the field of traffic control our particular specialty, all agree that motor vehicle accidents can be prevented through the use of the three "E's," engineering, education and enforcement. In the development of this idea we have also concluded that before anything intelligent can be done in any of these fields of endeavor there must be a pool of accurate, reliable knowledge about traffic accidents and their causes. Furthermore, this knowledge must be properly interpreted before it is of value in traffic accident prevention.

Some traffic administrators have allowed the idea to develop that unusually heavy stress upon enforcement alone will solve the problem. This may be a perfectly natural method of reasoning, since the police officers' primary duty is law enforcement, but we know from past experience that it is not a valid line of thought. Accident investigation and accident record analysis are not only important they are absolutely essential to successful selective enforcement. It is, therefore, important that traffic ad-

ministrators recognize this and maintain adequate accident investigational and analytical services, capable of developing clear, concise and complete reports of the existing accident picture. When this has been done, the groundwork for good enforcement planning has been laid.

Adequate enforcement planning requires a complete awareness of the desirability of selective enforcement. The tremendous toll of injury and death seems to indicate that, at this time, many departments choose to completely ignore the principles of selectivity. It might be well, therefore, to review the definition of the term "selective enforcement."

By "selective enforcement" we mean the application of enforcement in terms of patrol strength and violator apprehension in such a manner that enforcement effort is generally proportional to the need for attention in terms of times, locations and causes of accidents as indicated by accident experience. Naturally, this basic plan may be modified to secure adequate concentra-

tion on extremely difficult problems or problems of a special character.

Among the primary factors affecting enforcement planning is the type of police organization concerned. Differences in organizational structures will naturally cause a difference in the methods best used by municipal departments and those used by state forces. In cities, special traffic patrol forces are generally used as true selective enforcement units, leaving the basic coverage to uniformed patrol forces. Statewide policing usually presents a different picture. It is generally necessary to maintain a fairly uniform distribution of manpower, and reserve forces to detail to the "hot spots" are usually lacking. As a result, planning in municipal and state forces differ to this degree.

In cities, all accident record analysis and planning will be done in Traffic Division headquarters. In state work, all general study and planning should be done at headquarters, leaving detailed assignment of manpower to the districts. Because of the distances involved and other factors, local districts will be better acquainted with their own problems and in a better position to effectively detail available men. However, all local planning should conform to the general plans and policies of state headquarters.

Another important factor in the development of the enforcement plan is the analytical program. We must bear in mind that analysis now offers fewer and less accurate clues to the future picture than in normal times, due to the rapid and severe fluctuations occurring during the war years. We are now in the post-war period, a period which will continue to present an ever changing picture. Prior to the war, we were able to plan our next year's enforcement program on the previous three or four years' experience. Now, it is virtually impossible to do so. However, our current records are already demonstrating the directions adjustments are taking and the new trends are apparent. In some cases the administrator will have to rely upon his experience in the field, perhaps even guess a little, but, whenever possible he will use factual data as developed by the analytical method. As the traffic situation "levels off" the repetitions pattern of accidents will again become very apparent.

Under stable conditions, it is possible to plan from one to three months ahead. In order to develop a usable picture, it will be necessary to analyze the experience of the immediate past, using a one to three month period depending upon the volume of accidents investigated. It is possible to use the experience of corresponding periods of time of preceding years, provided allowances are made for any changes which may have occurred in the intervening time. Thus, problem arterials of previous years may not warrant attention now because of the closing of war plants, housing projects, etc.

Severity of accidents bears little relationship to the problem of enforcement programming at this stage. Our primary consideration here involves the accidents which can be prevented by enforcement. Those accidents whose solution lies in education or engineering should not concern us here, for at this point we are dealing with enforcement alone.

The first of the three factors in a selective enforcement program involves the time element. The first step is the distribution of enforcement manpower to conform to the time of occurrence of accidents, a process duplicating the assignment of accident investigation crews. Plotting an hourly frequency curve will graphically demonstrate the need for men by time. For example, if 35 per cent of the accident experience occurs between 4 p.m. and 6 p.m. then ideally 35 per cent of the available personnel should be on duty or at least assigned at that time. It must be appreciated that regular time losses such as court time, meals, special details, etc., will materially affect the orderly distribution of manpower.

A large city will require a 24-hour span of enforcement coverage, generally with overlapping shifts. Smaller communities will probably require less than a full day span of such effort for, where traffic volumes are low, such effort will not be justified. If the accident experience falls below 5 per cent of the total for any given period, for example from 2 a.m. to 5 a.m., that period may be disregarded in our planning, and enforcement at those times left to the accident investigation units and to the patrol divisions.

Similar studies must be made on a day-of-week and on a monthly basis. These

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studies will indicate when days-off and vacations can be given without impairing enforcement strength. The important thing to watch here is that men are actually on the street at the times when accidents are occurring.

The second factor to be considered in enforcement planning is "where" are the men to work. In the development of this factor, the administrator's most valuable guide will be his spot maps.

The first step involved in area control of accidents deals with the establishment of beats or patrols. Jurisdiction is divided into districts and line patrols in such a manner as to include in each enforcement beat an approximately equal percentage of the total accident experience. In developing the beats it will be necessary to take into consideration those natural boundaries which are a part of every community.

Area patrols are those in which the officer has a prescribed district within which he covers all streets or roads. A line patrol is one on which the officer rides a designated street or series of streets during his tour of duty. There may be a combination of both area and line patrols wherein a given officer will cover a district for a portion of the tour while covering a line patrol during the remainder. It may also become necessary to superimpose a line patrol on an area patrol. The patrol system should be flexible enough to be altered as circumstances warrant—next month a beat may have to be extended here or shortened there. Constant checking of the spot maps will demonstrate where enforcement is needed.

The third principal factor used in the development of the selective enforcement program involves the violations causing accidents. It is essential that men assigned to enforcement know what the accident-causing violations are in order to effectively deal with the problem.

Of the three factors involved in enforcement planning; time, location, and violation, the last is, perhaps, the most difficult to cope with. Time and place of accidents are both routine tallies in which it is unlikely that great errors will occur. However, from initial investigation of an accident to the man on the street arresting subsequent violators, the interpretation of accident causes may differ considerably. The necessity of having uniformity in the under-

standing of the violation factor of selective enforcement cannot be over stressed.

In the process of building a selective enforcement program the traffic division administrator must have complete assurance that, first, every accident reported is thoroughly investigated primarily to find the law violations (and I use the plural advisedly) which caused the accident. Since it is generally accepted that accidents are caused by a chain of circumstances it is important to know that which occurred prior to the violation which allegedly caused the accident. The importance of this is apparent when one considers that right-of-way violations are indicated as the cause of large numbers of accidents when we know that illegal or unsafe approach speeds are really the basic cause of such collisions.

Secondly, the information concerning accident causes must reach the enforcement personnel. This may be accomplished through bulletins. These should convey to the officer on the street the impression that they emanate from an accurate, reliable source and that the material is current and factual. It is important that the analyst be familiar with the thinking of the working officer and with conditions as they actually exist on the street.

Thirdly, to be successful, selective enforcement requires interested, informed, and capable supervision. Sergeants or squad leaders should be conversant with the method and function of accident investigation, accident record control, and record analysis. For example, officers may or may not cite violations as instructed. The temptation to gravitate to places where "easy" violations are plentiful is very great. Conversely, in some places violations causing accidents may be inadvertently overlooked, deliberately thrust aside as being "petty" or otherwise dismissed. Supervisors must assume the burden of training, discussing and generally demonstrating the necessity of adhering to the plan as outlined by the administration.

There cannot be too much stress placed upon the importance of records coupled with careful, thorough, accident record analysis in the enforcement planning picture. Every stable organization bases its approach to the future upon its records and the police must do likewise, if we are successfully to cope with increasingly hazardous traffic situations.

Administrative Uses of Traffic Records

By CHIEF GEORGE D. EASTMAN

Police records systems should, in the main, perform four major purposes:

1. Act as an official memory of police operations.
2. Make a public accounting for police operations and monetary expenditures, and by so doing, successfully interpret police methods and objectives.
3. Perform in a disciplinary manner.
4. Serve as a base for the analysis of emerging situations, and in the anticipation of problems, and assist in the development of plans.

In the complex undertakings performed by many men, precision and certainty in action and control over far-flung operations can be secured in some degree through a requirement that the manner of performance shall be recorded and this record be summarized, tabulated, and otherwise adapted to the needs of administrative review.

Only by this method may the policies and driving force of the administrator be extended throughout all of the ramifications of a metropolitan police department. The administrator must have, in condensed, readable form, an accurate summary of activities to use as a "line of progress" check. It is imperative that the administrator know what is happening and what effect police service is creating. He must also be able to locate inadequacies in planning and deviations from policies, at the time they first appear.

An adequate records system is the only feasible manner of properly evaluating the efficiency and performance of individuals. Standards of performance and efficiency must be created on a basis of known facts.

Only by proper recording, classifying, and tabulating incoming complaints, reports, and requests from the public will the administrator be able to accurately determine the extent of the problem posed.

The traffic administrator has his objectives clearly defined for him by the nature of his assignment. Broadly defined, his dual purpose is to: (1) Reduce accidents; (2) Expedite the flow of traffic.

It is realized, of course, that there are many factors that must be considered and

many activities that are included in the operations of his division, but in the final analysis, the two objectives mentioned are the primary obligations of any traffic unit.

The principal administrative use of traffic records is to determine the "where" and "when" and "why" of accidents. This is the very foundation of selective assignment and selective enforcement, which are accepted as the keystones of a proper traffic program.

These activities stem from traffic records and their application can only be checked, adjusted, and guided by traffic records.

(1). Daily recapitulations of arrests and citations are the administrator's constant check on the enforcement activities of his entire unit. The daily activity report from individual officers and their monthly recapitulation are the similar checks on the activities of the persons in the unit.

(b) Daily tabulation of reported accidents, by type, location, and time of day, keep the administrator up-to-date on the accident problem and indicate necessary changes in assignments and tactics.

Uniformity of action and adherence to policies and tolerances established by competent authority is a prerequisite to progress.

Selective assignment and enforcement have taken the guesswork and haphazardness out of traffic programs. Analysis and a clear understanding of the traffic problem have resulted in definite plans for solving, or in decreasing this problem.

All of these are of no avail, if the activities which are designed to put these plans into effective operation are not efficiently done, by the prescribed methods, in the prescribed manner.

It is therefore fundamental that the administrator *must* have accurate, current, and concise information as to whether this is being done. Traffic records are the *only* method of acquiring this information.

My department represents an annual investment of \$2,000,000.00 by the public. The Traffic Division accounts for the expenditure of an appreciable portion of this sum. The public is entitled to know just what they are receiving for money so invested.

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While the Police Department is not in a position to end a fiscal year with a balance sheet showing an actual cash outlay and pecuniary return, dollar for dollar, it should be in a position to show that the money spent has been justified by the returns from the investment.

Traffic administrators must also be able to show that the methods and objectives established by them are adequate, effective, and proper. They must be able to substantiate these methods and objectives both from the standpoint of solution of the traffic problem and as reasonable expenditures of manpower and finances.

Accurate, complete traffic records, properly tabulated and summarized, are the only practical manner of attaining these ends. The numerous intangibles that make evaluation difficult which are present in any police program, are emphasized and exaggerated in a traffic program.

By means of accurate records of public relations and activities, driver consultations, safety education operations, and traffic engineering activities, many features of traffic programs which have been heretofore on an "estimate" basis can be brought much closer to a factual basis.

By including a true presentation of the

relative value and desirability of these intangible factors in an over-all report, together with the more concrete items already mentioned, traffic records approach the fulfillment of one of their major purposes.

While the function "To act as an official memory of police operations" is listed as the first major purpose of a records system, it is actually one of the most passive of uses.

It is obvious that the many and varied activities cannot be trusted to human memory, but a records system designed merely to record and hold information is scarcely deserving of the designation of a unit of the police department.

Complete information, properly indexed, is extremely valuable during the investigation of a case, but unless this information is used beyond the specific case, the retention of it in the files serves only as an accumulation of doubtful historical value.

In conclusion—while there are several basic administrative uses of Traffic Records, it is safe to say that an alert, earnest traffic administrator will find that he is constantly finding new uses for records and each new use will suggest other worthwhile uses and studies which will better equip him to discharge his duties and responsibilities.

Traffic Engineering Use of Accident Records

By GEO. J. FISHER

The traffic engineer uses the records, relating to traffic accidents in his area of operation, as the backbone and basis for his program of activities. They are used by him to:

1. Select locations most in need of improvement.
2. Justify the installation of signs, markings, traffic signals or channelizing islands.
3. Warrant a reduction in the statutory speed limits.
4. Establish one-way streets.
5. Justify the enactment of traffic regulations for safer operation at these locations.

Perhaps not all of the uses have been enumerated, but a sufficient number has been given to show that accident records

are all important to the engineering phase of traffic safety and facilitation.

A few phases of accident recording and filing that have been very useful to us in Ohio may be helpful to others who are not employing such methods of analysis at present.

First: Computing Mileage Accident Rates

It has been generally recognized that a direct relation exists between the frequency of accidents and the amount of highway usage, which may be expressed as a rate per million vehicle miles. Such a rate may be established for the entire street or highway system by dividing the total number of accidents by the annual travel in terms of millions of vehicle miles. Such a rate, established on an annual basis, may be regarded, for purposes of analysis, as the

existing average rate of the entire street or highway system.

In Ohio, for example, the rate for 1945 on our rural state highway system was 1.9 accidents per million vehicle miles. While this rate does not seem serious, it must be remembered that a mile section of highway with an average daily traffic volume of 2700 vehicles will aggregate a million vehicle miles of travel during a year.

Accident rates were computed for all sections of the Ohio rural state highway system, based on reported accidents and highway travel of each section. Sections having an accident rate above the 1.9 index were summarized and the summary revealed much valuable information concerning the prone sections of the system. The summary was also used to determine the need for a traffic engineering study of the sections and to justify the incorporation of improvements and the establishment of specific traffic regulations.

A study of the day-night ratio of accidents on each individual prone section was also useful in determining the need for reflectorization of signs and the application of glass bead paint for lane and center markings. In fact, a map showing these prone sections could be the basis of signing and center lining programs.

Second: Spot Maps

Most state traffic accident record bureaus keep and maintain various kinds of spot maps to show the frequency and locations of accidents. From an engineering standpoint, it might be advisable to keep a spot map for rural areas with a map legend according to roadway character.

The map pin colors would then indicate curves, hill crests, grades and driveways.

These kinds of locations usually cannot be identified on the ordinary spot map.

By using colored pins to represent the character of the roadway, it is possible to identify curves, grades and hill crests. This is particularly helpful in spot analysis of specific locations since the reference points are none too accurate on the original accident report.

In Ohio, we also keep a five-year map of accidents at specific points such as intersections, bridges and railroad crossings. While this seems like a duplication of work, we have found that such a map is necessary to identify locations where the accident frequency for any one year is not sufficient to justify detailed analysis.

Third: Summary Sheet

If the accident record bureau and traffic engineering division are separated, it is difficult to obtain all of the necessary information needed in preparing strip maps or collision diagrams of the original accident data without actual reference to each individual report.

We have developed a special summary form (8½"x11") on which the location, date, time and other customary information on each accident are tabulated. However, the form is so made up that sufficient space is available for showing the position of vehicles, direction of travel, point of impact, etc.

By using a template to outline the roadway and carbon inserts between sheets, it is possible to transcribe all necessary accident data plus a diagram of the accident on a small size sheet. With such a form, detailed analysis of sections of roadway, intersections, etc., can be made without reference to the original report.

Checking Enforcement Performance

By SGT. JOSEPH CHILDS

Mich. State Police

My subject implies that an enforcement program is in operation and that we wish to determine its effectiveness. The theory of traffic law enforcement is that it prevents traffic accidents. The effectiveness of a T. L. Enforcement Program is therefore determined by the number of accidents it prevents.

Enforcement performance must therefore be checked against accident frequency. Traffic Accident Frequency can only be determined by careful analysis of accident records.

A thorough analysis of traffic accident records in order to determine not only the number of such accidents, but in order to

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determine WHERE they are happening WHEN they are happening and WHY they are happening is prerequisite to checking enforcement performance.

A police administrator who plans his enforcement program on the where, when and why of his accidents is on sound ground but his job is not finished when he assigns his personnel. Police administrators must apply similar business methods to his business. He must know not only where his men are assigned but what they are doing as well.

Traffic Arrest Experience must therefore be analyzed in much the same manner as traffic accident experience. It is necessary to know WHERE traffic arrests are being made, WHEN they are being made, and for WHAT OFFENSES they are being made.

When the WHERE, WHEN and WHAT FOR of enforcement experience can be compared with the WHERE, WHEN and WHY of accident experience we can begin to check enforcement performance.

Checking the Enforcement Performance of any police organization is an administrative job which I do not believe can be accomplished in its entirety at Headquarters particularly in a State Organization. The organizational structure of a department must be taken into consideration and a complete plan worked out which not only takes into consideration the department as a whole but each subdivision of the department and finally each man.

For example, we have eight districts in our department, each under the command of a captain who is directly responsible to the Superintendent of the Uniform Division. Within those eight districts are 45 detachments each under the command of a non-commissioned officer and under each non-commissioned officer are from 5 to 20 men.

The accident record section of the Department can and does furnish to the Superintendent comparisons of accident experience with arrest experience for each district.

It is an administrative responsibility of our Superintendent to point out to our District Commanders where their enforcement performance does not compare with

their accident experience and to furnish to the District Commander information which will show the performance of the Detachments under his command.

It is the District Commanders responsibility to point out to Detachment Commanders where there enforcement experience is not up to par.

It is the Detachment Commander's responsibility to know what each man under his command is doing or not doing and to point out to the officers where their enforcement performance needs correction.

If our theory that good, well directed enforcement reduces accidents the police administrator may reasonably expect a reduction in traffic accidents when the WHERE, WHEN AND WHAT FOR of his enforcement experience checks with the WHERE, WHEN and WHY of his accident experience, provided of course that other things such as volume remains constant.

The administrator may find however that even though his enforcement experience compares favorably with his accident experience accidents have not decreased.

He must then check further.

(a) Perhaps enforcement is not the answer. Maybe engineering is necessary.

(b) Perhaps the enforcement index is not high enough to be effective.

(c) Perhaps a study of accident records for that area will show the need of a safety education program.

(d) Perhaps he will find the conviction ratio of arrests in that area to be unusually low and the number of suspended sentences unusually high because of an uncooperative prosecutor or court.

(e) Perhaps he will find that the mileage or amount of traffic has increased more than was anticipated.

When a check of Enforcement Performance reveals that the WHERE, WHEN and WHAT FOR of ENFORCEMENT does not compare with the WHERE, WHEN AND WHY of accident experience the police administrator may find any one of the following

(a) His subordinates are not doing their job in the manner in which they were instructed.

(b) He does not have sufficient personnel assigned to that area.

(c) The quality of accident reporting is too poor to make accurate comparisons possible.

(d) An in service training program is needed to stimulate the manpower of the department.

(e) There is not proper cooperation between the enforcement team consisting of the police, the prosecutor and the court.

We do not claim to know all the answers to the problem in Michigan. We do know that the problem is complex. We do know that the better the accident reporting the better you can check your enforcement performance. We have learned that appearances are sometimes deceiving

and that the obvious answer is not always the correct one.

We are following to a considerable extent Public Safety Memo No. 106 entitled "A Method of Using Accidents Records for Enforcement Purposes." It is our belief however that there are several good bookkeeping systems used in business and that in our business of protecting life and property each one of us must set up a system in accordance with our organized structure and the staff we have available.

No doubt many of you have many good and practical ideas. The main thing to remember about an idea however is that it won't work unless we do.

Guiding Public Education

By W. BURKE SMITH

General Manager, Massachusetts Safety Council

Having heard how to plan your Enforcement program and how to check your Enforcement performance, now how do we Guide Public Information?

I humbly submit, it is very simple—just tell the public the story—the story of the accident situation in your city or state—but tell them in a professional manner—tell them all of the details on accidents in a manner which will set up the Police Department as a professional organization within the government which knows what is going on to the minutest detail—and knowing what is going on knows what to do about it provided it has the Three M's so essential to efficient police department operation—Men—Money and Material.

Of course, this is all predicated upon your police department having installed The Standard Accident Reporting System—or its counterpart. Without such a system you cannot tell the public or your city officials the true situation in a professional manner—because you simply do not have the facts. If your department does not have The Standard System or its counterpart installed, I suggest you get a copy of the National Safety Council's Public Safety Memo No. 69 before you leave Chicago—it will tell you how to install and operate it.

But for the purpose of my short discussion with you, let's assume every department represented fully realizes that no

enforcement program is successful without public support—and that such public support is not forthcoming without adequately acquainting the public with the accident picture, and that it is necessary to convince city and state officials of the importance of an adequate traffic accident prevention program in order that sufficient budget will be provided (for all intents and purposes we will consider some such officials as part of the public in this discussion—this is not intended to be derogatory in any sense—officials have hundreds of things on their minds—any number of departments to consider—the department with the best public relations is uppermost in their minds because they do read the papers and listen to the radio, particularly when it has to do with an official agency).

So on with Public Education—what is it? Simply the judicious use of newspaper space, radio time, house organs, outdoor advertising space, lobby and window displays, booths at various expositions and so forth—building displays and creating posters—furnishing data for newspaper articles based entirely and absolutely upon the accident records in your Traffic Bureau as compared with National Records and records of neighboring cities or states as the case may be—and of further importance—telling the public that it is information based upon the summary compiled by your Records Bureau.

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Now don't think the space is difficult to get—it isn't if you have a factual story to tell—and your weekly, monthly, and quarterly summaries tell that story.

For example, if you are planning a pedestrian drive, invite the reporter covering headquarters into the Record Bureau and show him the pedestrian record—show him on your spot map where most of them are being caused—check the location file with him for causation factors—you have that on the summary, of course, but let him see your system and how it works—go over special studies you have made on hours of accidents indicating of course when most pedestrian accidents are caused. Even a calloused newspaper man will be impressed (and incidentally, the callousness of newspaper people is only a fallacy—I'm sure you've determined that—they are human even as you and I) he'll ask you questions and unless I miss my guess, will outline a fine program of press notices for your Pedestrian Campaign—and might even, if you're cagey in your approach, rewrite several of them for the house organs in your area.

You can do the same with the program director of your radio station—you may have several—invite them all down to the bureau—give them the same treatment. They, too, will be impressed with the efficiency of your operation—with the fund of factual data you have on file—and presto!—you tell them what you want—they assist in working out a schedule and you have splendid radio coverage for your campaign.

Then phone the display manager of your leading department store or stores. Invite them down to visit you—take them on the same tour—they will be impressed—they are salesmen selling through displays which are attractive and sensational—if they have the facts or the material to build on—you have the facts, you suggest a window display—they'll go to work. You may not always get a front window—it may be a side window or even an interior display—but it will be seen and people will be educated and your campaign will be successful.

The display men usually have plenty of material on hand to build an additional display for downtown office lobby use—you can suggest it, give the store a credit line card—see the building superintendent, and

you have another vehicle for Public Education.

Talk to your leading outdoor advertiser, give him the same treatment and suggest utilization of the 24 sheet posters produced by National Safety Council and The Outdoor Adv. Assn.—he might sell the space to local sponsors or he might give you one or two at no cost for a short period.

But remember—your entire story—your whole Public Education Program is based upon fact—upon your police record of actualities. These people will not assist you, except passively, if you engage in platitudes—if you say “We are having too many pedestrian accidents.”

Hit them between the eyes with a statement such as, “Last month 9 pedestrians were hit by cars between A & B Streets on Downtown Avenue—two of them died—if they had walked 200 feet in either direction to the intersection and had waited for the pedestrian signal, there would have been no accident.” That, gentlemen, is impressive, and you have inestimable material in your accident record files if you get people interested.

Concerning Expositions—Better Homes, Food Shows, and others of a local nature. The manager of such an affair, according to my experience, is only too glad to provide space at no charge to official agencies—particularly the police as it adds color to his show. So, when such an affair is announced, look up the manager, ask for the space, contact one of the display men in the department stores—and he will assist you in building an exhibit—will no doubt loan you the material and will build it around the records of actualities in your bureau—again not platitudes.

Now, of course, I mentioned a Pedestrian Campaign—merely as an example. But, many others would be developed in accordance with the local situation such as—Accidents at intersections where there is some type of traffic control, speed, mechanical defects, reexamination of drivers, driver education, or publicizing your student patrol.

But again I stress, base it—even if it is a general story on the overall accident situation—upon your records—upon actual fact.

I assume most of you or at least representatives of your department appear be-

fore luncheon clubs, dinner clubs, service clubs, church and fraternal societies and so on, delivering talks on police work and accident prevention. In such instances—build up your Records Bureau as the foundation for your accident prevention work. Explain how your enforcement program, assignment of patrols, etc. are based upon traffic flow and accident experience—explain how your accident spot map and your enforcement spot map are utilized in the enforcement program—how collision diagrams and the location file are utilized in traffic engineering—it will be impressive—you will demonstrate the selective and scientific manner in which the police department attacks the accident problem. You will make friends for the department—and when the people to whom you have been speaking read your press notices or hear your radio spots or programs, they will know that it is all based upon fact—that it is scientific and selective.

Another smart stunt is to invite the group to hold its next meeting as a tour of inspection of police headquarters. When they accept, you take charge of the tour, if you can, and bring them through the accident records bureau first. That is important because many of them may have to leave before the tour is completed—and your prime purpose for having them there is to give them a short course in accident prevention and traffic control—then bring them to the radio room, detective bureau, and the other glamour spots, as it were, in headquarters.

Incidentally, don't sell the school students short in this whole matter of Education through your accident records bureau—particularly your senior high school students. Bear in mind, this group will be voters in a few years, they'll be applicants for the police force in a few years—get 'em young, educate them thoroughly during their youth and they'll be in your corner when they reach maturity.

Many police administrators don't like tours of inspection—I can't understand why because, in my opinion, it is one of the best vehicles of public relations the police have—if you are presented with that problem—bring the mountain to Mohammed. Build a sample accident spot map—an enforcement spot map—an enlarged location file—a drivers' record file—including colli-

sion diagrams—and so on—bring all of these props when you make your speech and explain their workings as you go along bringing in how you build public educational programs as well as engineering, enforcement, etc.

You can get a local photostat outfit to blow them up for you if your own machine is not large enough—or a draftsman in the engineering department will do it in his odd moments.

In view of my present position and past experience I naturally feel that this subject is the most important insofar as police functions as related to accident prevention are concerned—of course the administrator—the engineers and others closely allied with us in this work have their ideas—but, every man to his own fancy said the old maid as she kissed the cow.

I don't have time to go into the many ingenious and promotional ideas which have developed from the use of accident records in guiding Public Education—there are many, many excellent ones. They are all publicized in detail in Public Safety and in the International Association of Chiefs of Police Bulletin—if you don't find what you want there—write to the National Safety Council or to the IACP Safety Division at Northwestern University—explain your problem—they will tell you how it has been attacked in various sections of the country—you can apply the one best suited to your locality.

Now, of course, you are not going to reach all of the people in your community this way—but you will reach an important cross section of them—you will reach the important influential citizens who will be in your corner whenever anything controversial develops because they will know you are basing your program upon fact and record—they have seen how your accident records bureau works and of course, remember as you cultivate and gain the confidence of the press and radio you will be reaching most of the people.

So, in summation, if you have a standard accident reporting system or its counterpart, use it in guiding Public Education—if you don't have one, get one started as soon as you get back.

Invite the newspapermen, the radio people, display managers, government offi-

cial, advertising agencies, clubs and influential citizens to inspect your accident records bureau—explain how it is utilized in

your general program, and a good public educational program will follow simply by "doing what comes naturally."

Driver Licensing Use of Records

By MAJOR A. F. TEMPLE

The burden of checking the upward trend in traffic accidents lies squarely upon the shoulders of those of us charged with the administration and enforcement of the traffic laws. It is imperative that we assume this responsibility, and without a moment's loss of time, concentrate our efforts on streamlining outmoded procedures and make full use of all available means that have proven effective in traffic control and accident prevention.

Our position in the traffic picture is much the same as that of a doctor faced with an epidemic of contagious disease, and we will do well to follow his procedure in the treatment.

First, we must determine the cause of traffic accidents from our records, and, at the same time that treatment is being applied to the individual patient, maximum efforts must be directed toward eliminating the germs that cause the disease, by inoculating those who will be exposed and isolating those who are afflicted.

Our most effective and direct approach to the inoculation and isolation of the driver lies in the rigid enforcement and administration of a good Driver License Law.

The lifeline of traffic safety lies in the control of the driver as an individual. Records are kept and used by any driver licensing program for only one fundamental purpose—to aid in this control.

The effectiveness of this aid is dependent first upon the validity and availability of the records themselves. I do not hesitate here to advocate the principle that the least governed are the best governed, provided, in so doing, I may insist upon its proper application. Taken literally, the principle is, of course, wholly false, with an immediate reversion to anarchy. Taken logically, in its true concept, it simply eliminates the "red tape" of governmental functions. Too often in the past we have become lost in a maze of correspondence,

files and cross-files, overlapping and irrelevant data in seeking to gain vital information. We must dispense with this dead weight and lost motion, if we are to keep pace with the automotive age.

The preservation of human life demands that we keep pace. It cannot, however, be attained in a day, in a week or in a year. We have gained momentum, but we must continue to apply with equal diligence that same interchange of ideas which brought about the modern motor car, if we are to achieve comparable results in its control.

This control, which we are seeking to place on the driver is, in its simplest analogy, nothing more than a case history. No doctor would attempt to treat a patient without making full use of such a record. If it is the patient's first contact with the physician and he has no record, pertinent facts are obtained and the case history is begun. The applicant for an original driver's license is in much the same position. He submits pertinent information and a case history is begun which may form the basis for prescribing the treatment of future safety ailments.

Added to this original record, the reporting of accidents and moving violations often supplies much useful information. And, let me add here, the reporting of seemingly minor accidents and violations is not to be considered as so much dead weight in our files. This accumulation may indeed enable us to spot the accident prone driver and apply preventive measures before he becomes involved in serious consequences.

If we wait for the serious violation or the serious accident before establishing a record upon which to apply our action, we are gambling with life and death.

It has been reliably estimated that common safety practices are violated an average of 300 times before the violator suffers any ill effects as a consequence.

Surely these 300 violations offer us ample time and opportunity to take appropriate action to prevent this first ill-effect. Prevention is the very essence of safety.

If we are to succeed in our purpose of using the records for preventive safety, we must work to effect uniform and consistent accident and violation reporting.

In addition to those uses of the records, the cumulative knowledge of cause and effect thus gained provides an invaluable source of information upon which to formulate selective examining programs offering the utmost in educational value. The ideal goal remains the examining of every driver periodically.

A further vital use of the records springs from the inventory of accomplishment which they provide, not alone for our guidance, but for the guidance of the public in support of our program. The groundwork has already been laid. We have widespread public acceptance of safety as a movement. We must now proceed with facts and figures to guide this acceptance into specific phases of our program. We need concrete action to enlarge each phase which we

know to be necessary in order to bring about the marked results which will, of themselves, insure the continuation of public support.

Our aim in this must not be merely the presentation of sufficient evidence to gain a passive acceptance from the citizenry. The time is now right, the psychological moment is here for aggressive action toward transforming this passive acceptance on the part of the average citizen, and his duly elected representative in government, into a more active considered and intelligent support for the cause of driver licensing.

In this, as in all other branches of safety work, we cannot separate the use of the records into a driver licensing function primarily. Their use is rather a safety function. As such the records sections serve as the G-2 or Intelligence Corps of our operations. It is this section which provides the information for the movement of our safety troops in accord with coordinated plans. The better the intelligence the less loss of life, and the quicker our objective attained.

WEDNESDAY AFTERNOON SESSION

October 9, 1946

Group Session for Traffic Court Judges and Prosecutors

Presiding: LYMAN M. TONDEL, JR., Nat. Chm., Junior Bar Conf., American Bar Assn.

Improving Traffic Courts

(Summary of Panel Discussion)

Leader: JUDGE HAROLD H. NEFF, Municipal Court, Charleston, W. Va.

Emile O. Bloche, Prosecuting Attorney, Oak Park, Ill.

Persons on trial in traffic court are as a general rule law-abiding citizens and the impression they get will be their general impression of courts, judges, prosecutors, attaches and attorneys in general. It is important, therefore, that they not only get a fair trial, and realize they are getting one, but also that they take away with them a good impression of the court.

From the legal point of view the defendant has some important rights—even in traffic cases—and he should be made aware

of their existence. These include: (1) to know the charge that he is to be tried upon and in as much detail as is required by statute or ordinance; (2) to have an opportunity to make his plea without intimidation; (3) in most jurisdictions, to a jury trial; (4) to be represented by counsel; (5) to hear the testimony of the witnesses in person; (6) to cross examine the witnesses even though not represented by counsel; (7) to be heard in his own defense and to present such evidence and testimony as he or his counsel may deem necessary and proper to his side of the case.

To be treated equally is also one of the inalienable rights of the defendant in traffic cases. "Fixing," of course, abolishes this right. All defendants should be required to appear in person and it is only logical to expect that all those charged with the same offense and who are guilty of that offense should have to face approximately the same consequences.

Judge Harry E. Chambers, Oklahoma State Advisor, American Bar Association Committee on Improving Traffic Courts, Tulsa, Okla.

The Traffic Court differs from the criminal bench in such things as the purpose of the laws, the volume of cases, the type of evidence, the character of the defendants, and the fact that traffic cases do not lend themselves to legal precedent. Traffic cases should be tried separately from the criminal docket because the defendants in traffic courts are usually above the average criminal court defendants and because the aim of a traffic court is to impress and educate the defendants with the importance of and need for traffic law observance. Traffic courts should be beautified and modernized to be the equal of any court in the land, and the court should be conducted in a manner to inspire respect and deference for the law.

Judge Eldon R. Sloan, Police Court, Topeka, Kansas.

The tendency of the public to measure the effectiveness of its prosecuting officials by the records of convictions has resulted all too frequently in making "deals" wherein a person charged with one offense is permitted to plead guilty to a lesser offense and thus the prosecutor avoids the risk of an acquittal to mar his record. This is harmful in two ways: first, it often allows a guilty person to escape the full consequences; second, innocent persons are often frightened into a plea of guilty to a minor offense in order to avoid a possible conviction for a more serious offense.

Without doubt the offense most often subject to abuse in the matter of reduction is that of driving while under the influence of intoxicating liquor. Where the law provides for an automatic driver's license forfeiture, it often results in an unequal

penalty to different offenders. If the accused is dependent on the use of an automobile for his livelihood, taking his license results in a far greater penalty than to a person who uses his car merely for pleasure. Therefore, there is a strong tendency to reduce the charge for this first type of accused person.

The remedy to this situation is to give the power to revoke or suspend drivers licenses to the courts. Severe penalties are not deterrents to traffic violators; it is the certainty of punishment for every violation that creates respect and cooperation. Therefore, if judges were given authority to use their own discretion in revoking or suspending drivers licenses, it would be possible to make penalties fall more equally and to abolish much of the pressure to reduce charges.

Jack Devoe, City Prosecutor, Lincoln, Nebr.

The use of the word "prosecutor" should be discouraged. It is quickly and commonly twisted to "persecutor." Every good prosecutor appreciates that his job calls for protecting the rights of the accused as well as presenting the state's case.

It should be the prosecutor's job to make out the complaints and to otherwise relieve the court of other details permitting him to concentrate on the big job of judging cases.

Discussion

Embarrassment is caused by requests by attorneys for six month postponements in order to prevent trial of the criminal action prior to the civil suit. This is obviated in most cities by local rules barring postponements for more than ten days or periods up to thirty days.

The offender and the public still don't consider the traffic violation, no matter how serious, in the same light as other criminal offenses. Thus everyone is ashamed of shoplifting and tries to hush-up the affair. In drunk driving, everyone raises sand with the court for convicting the violator. The answer is to educate the public that the traffic offender is just as much a criminal as a thief. There should be intensive efforts to arouse public opinion in favor of better traffic law enforcement.

WEDNESDAY AFTERNOON SESSION

October 9, 1946

Group Session for Traffic Engineers

Presiding: D. GRANT MICKLE, Traffic Eng., Automotive Safety Foundation.

Relation of Parking to Traffic Safety

(Presented for Wilbur S. Smith, Associate Director, Bureau of Highway Traffic, Yale University, New Haven, Conn.)

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The parking problem is bad, as everyone will admit. One well-known traffic authority, asserted: "As parking is now practiced throughout these United States, there just isn't any such thing as 'Relation of Parking to Traffic Safety,' for there is no safety. There isn't enough space at the curb in downtown districts and use of the available curb space creates many difficulties."

Grandiose plans and schemes have been conceived and advocated, yet no city has completely solved its parking problems. Matters of congestion and the insufficiency of storage capacity are most dealt with because they are daily realities to every motorist and street user. The element of hazard, the influence of curb parking on traffic safety, is less frequently considered because only a small percentage of persons is directly involved and because community effects are not as real. Accidents and hazards involving vehicles parked at the curb should be considered in all studies of parking; data on them are valuable in determining correctives and, more often, aid in getting needed changes adopted. Parking causes congestion and congestion may cause accidents. Removal of congestion will often reduce accidents.

The influences of parking on traffic safety are elusive and it is often not possible to prove all the hazardous conditions created. Many cases and examples, however, prove that improvements can come from parking changes.

Facts About Parking Accidents

General Involvement of Parked Vehicles in Accidents: In cities and in states, collisions involving parked cars (including parking and unparking) constitute a sub-

stantial part of all accidents. The latest information compiled by the National Safety Council¹ shows 9.2 per cent of all accidents in urban areas and 4.5 per cent in rural areas involving parked cars. Only 1.3 per cent of urban and 2.5 per cent of rural fatal accidents involve parked cars. To these values, however, can be added several others related to parked vehicles; five per cent of the urban accidents involved cars leaving parked positions—1.1 per cent of the rural; 2.6 per cent of the urban and 3.9 per cent of the rural mishaps involved cars stopped in traffic. It is evident, then, that approximately 17 per cent of city accidents and 10 per cent of rural accidents involve vehicles which are parked, maneuvering into or out of a parked position, or stopped in traffic.

It is further significant that 5 per cent of the pedestrians killed in cities and 6 per cent of those killed in rural areas, entered the roadway from behind parked cars. Nine per cent of pedestrians injured in each area came from behind parked vehicles.

A study made in 1940 in 10 large cities shows that accidents due to parking range from 5 per cent to 28 per cent of the total accidents reported.²

A survey of rural accidents in 12 states indicated accidents involving parked or stopped vehicles constitute 12.4 per cent of all rural accidents, with a variance between the 12 states from 6.6 per cent to 16.3 per cent.³

¹Accident Facts, 1946. National Safety Council. pp. 65-66.

²"Accidents Due to Parking in Congested Areas"—J. E. Bender, Bureau of Highway Traffic, Yale University, 1940.

³"Accidents on Rural Highways Due to Parking"—W. W. Davis, Bureau of Highway Traffic, Yale University, 1940.

Recent figures from Flint, Michigan* show that 12.3 per cent of the accidents in the business district involve parking.

Figures for rural accidents on state highways in South Carolina* for 1946 show that 7 per cent of all mishaps involve vehicles parked or standing. Vehicles stopped on roadway or in a parking maneuver were noted in 10.7 per cent of the accidents.

Some of the best roads experience many parking accidents. One of the nation's most talked of highways, the Merritt Parkway, has many accidents involving parked vehicles: From June, 1938 to July, 1940—17.7 per cent of all accidents involved parked cars; from May, 1945 to April, 1946—12.2 per cent of all accidents involved parked cars. During some years of the war period, one-fifth of all accidents on this road involved parked vehicles.

A recent study of accidents involving Army vehicles* shows that 3 per cent are attributed to unsafe parking, and approximately an additional 7 per cent to unsafe backing from parking spaces. About 10 per cent of these accidents, then, are of the parking type.

Delay and congestion in traffic, even though they do not produce accidents at the point of trouble, may cause accidents elsewhere. Rushing to make up the lost time, chances induced by irritated minds, and other outgrowths create hazard. An example from San Antonio* shows that the correction of a bottleneck near an intersection reduced accidents 71 per cent within a one-block radius.

Influences of Angle and Parallel Parking on Accidents. Angle and parallel parking usually produce different accident rates. In most instances, parking accidents are more numerous where angle parking prevails. The indirect influence of angle parking on accidents is also greater than that of parallel parking. Persons leaving such spaces are inclined to inject their vehicles blindly into the traffic stream, forcing moving cars to swerve, inducing collisions with vehicles in other lanes. More congestion is created and congestion breeds accidents.

To avoid collisions with cars parked at an angle, drivers tend to "steer clear" of the rear of such vehicles, usually clearing them by as much as five or six feet. Some will even drive with their left wheels over the center-line to clear parked cars.

Another hazard created by angle parking is that of drivers making U-turns across on-coming traffic to enter curb spaces on the opposite side of roadway.

Eliminating all-day and long-time parking, parallel parking will often accommodate parking demands except during periods of extreme demand. At these times, even angle parking does not meet the full needs.

A survey on a business street in Chicago* revealed a 63 per cent reduction in accidents when angle parking was changed to parallel.

A study in an Oregon city* reveals more accidents with angle than with parallel parking. Two street sections of the same length and almost identical widths have solid business frontages. Each street has an average daily traffic of 8,000 vehicles. With other types of accidents about the same for the two sections, parking collisions are almost three times greater on the street with angle parking than on the one with parallel parking.

In Miami Beach, Florida* in 1938, cars were parked diagonally on Washington Avenue—an 80 foot street. Thirty-six per cent of the city's accidents and 65 per cent of the transit accidents occurred on this street; delays were terrific. In 1939 angle parking was changed to parallel and speeds were controlled by a flexible progressive signal system. A check after one year showed only 3 per cent of the city's accidents and 1 per cent of the transit accidents on this street. Results were so good that all diagonal parking is now being eliminated in the city.

An interesting case comes from Kansas City, Missouri.* Accidents were reported for streets on which angle parking was changed to parallel in 1938, and was changed back to angle 18 months later. With angle

*Data furnished by Mr. Henry A. Barnes, Traffic Engineer, Flint, Michigan.

*Information furnished by South Carolina State Highway Department.

*Figures supplied by Mr. R. S. Holmes, Safety Branch, U. S. War Department.

*Information furnished through American Transit Association by Mr. H. A. Briggs, Safety Dir., San Antonio Transit Company.

*A Plan to Relieve Traffic Congestion in the Ashland-47th Shopping Center—July 1939. Chicago Motor Club, City of Chicago and Chicago Surface Lines.

*Data furnished by Mr. F. Bruce Crandall, Acting Traffic Engineer, Oregon State Highway Commission.

*Data furnished by Captain John Hoover, Traffic Inspector, Miami Beach Police Dept.

parking there was an average of five accidents per block per year involving parking; with parallel parking, one accident per block per year, an 80 per cent reduction.

A main street in a Minnesota town of 10,000 population reported a bad traffic condition. Signals were requested. Parking was changed from angle to parallel. Accidents were reduced and movements became so orderly that signals were no longer sought. Six months before the change, 27 accidents were reported which involved parking or unparking. During the six months following the change which included heavier traffic and a period of higher accident frequencies, there were only 16 accidents—a 41 per cent reduction. Enforcement and other conditions were unchanged.

Even though facts on curb parking accidents may not convince officials that angle should be changed to parallel, they often prevent changing parallel to angle. Such a situation developed recently in Macon, Georgia.¹² A study on a downtown street in 1945 showed that 57 of 182 accidents, 31 per cent of all reported accidents, occurred on an especially congested 1200 foot section. In these 57 accidents, angle parking was the cause or major contributing factor in 76 per cent. On two of six blocks of another important street in Macon, angle parking prevails. Of 68 accidents in the six blocks in 1945, 30, or 47 per cent, occurred on two blocks with angle parking. The cause of 47 per cent of these 30 accidents was traced directly to parking. With these examples, moves to abolish parallel parking on other streets were defeated.

Double-Parking Induces Accidents. In many city areas, sufficient loading and unloading zones are not provided at the curb or off-street, for commercial vehicles. In others, the facilities provided are not well used because of lax enforcement. As a result, many collisions involve, or are caused by, vehicles double parked, stopped in the roadway, or, for that matter, at the curb where general parking is prohibited.

A study made by a transit company¹³ revealed that double parked vehicles either directly or indirectly contributed to 17 per cent of bus accidents in congested areas. These collisions represent 4 per cent of the company's total for the city.

When double parking is allowed to go

unregulated, serious conditions can develop. A case was furnished in which double parking had been permitted to such an extent that few drivers now pull to the curb, fearing entrapment by double parkers. Another case indicated that this condition had grown so bad in a small town that the highway department was requested to erect signs along main streets saying "No Triple Parking." Parking had moved completely away from the curb. These conditions illustrate dangers stemming from enforcement at its worst.

Stalled and Stopped Vehicles. Because of mechanical failures and for other reasons, many vehicles stall or must be stopped in the traveled portion of the roadway. Often the stop is of an emergency character. A number of collisions take place with these vehicles and driver actions aimed at averting collisions often result in other types of accidents. These conditions are usually worse in rural areas where speeds are high and transverse maneuvering areas are restricted. Short-sight distances obviously contribute greatly to such mishaps.

Collisions with vehicles stalled or stopped in the roadway are apt to be more numerous and more severe during hours of darkness. Frequently the vehicles are not lighted and adequate advance warning is not given.

In 1945, about two-thirds of the deaths involving vehicles engaged in interstate commerce with mechanical defects, involved vehicles stopped in or along the roadway.¹⁴ One-fourth of the mechanical defect accidents were due to vehicles colliding with vehicles which were disabled. 2.7 per cent of all interstate motor carrier accidents involved vehicles stopped because of mechanical failures.

"Runaway" Vehicles. A surprising number of accidents involve vehicles which break loose from parking places on grades. Brake failures and carelessness are usually the causes. Not only are such actions likely

¹²Facts submitted by Mr. T. J. Seburn, Traffic Engr., Dept. of Public Works, Kansas City, Missouri.

¹³Information furnished through American Transit Association by John Gerson, Manager, Transportation, Georgia Power Company.

¹⁴From study of San Antonio Transit Company by Mr. H. A. Briggs, Safety Engineer; furnished through American Transit Association.

¹⁵"Analysis of Mechanical Defect Accidents of Motor Carriers—1945," Interstate Commerce Commission, August 1946, page 4.

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to result in severe damage to the "runaway" vehicle, but, also, great dangers are created insofar as collisions with other vehicles, persons, and property are concerned.

An I.C.C. study²⁴ of mechanical defect accidents of motor carriers for 1945 shows that 24 of 31 accidents involving parking were due to brake failures; some occurred while the vehicles were parked on grades, others when engines failed going up-hill. In both cases, "runaway" conditions were created.

Unattended cars left with motors running have also been known to create "runaway" problems. When cars are parked with motors running, another hazard develops from the likelihood of carbon monoxide poisoning. Insurance companies report accidents resulting from persons becoming affected by carbon monoxide while stopped. Not realizing their "groggy" condition, they become involved in collisions upon starting their cars.

Parking Violations and Inadequate Control Cause Accidents. Double parking, parking on the wrong side of the street, parking in prohibited zones, parking too far from curb, parking improperly as to space layout, and other such violations add to the hazards created by parked cars. One case is known of a city which legalized double parking on downtown streets—and soon regretted it!

Irregular parking at the curb and on an 84 ft. median strip on a highway in Michigan²⁵ created a serious accident problem. Strict regulation aided by erection of a fence around the median strip to control exits and entrances, brought an 87 per cent reduction in accidents involving parked cars.

Pedestrian Accidents Affected by Parking. Many pedestrians are struck by motor vehicles as they enter the roadway from behind parked cars. If no parking prevailed there would not be a visual obstruction created to develop this hazard. Most correctives will likely come from control of the pedestrians, rather than the parking of vehicles. However, there are some cases in which the matter of improving the visibility between motorists and pedestrians is of sufficient concern to justify drastic prohibitions, or controls, in curb uses for parking.

Pedestrians in the roadway in the process of working on or pushing stalled vehicles

cause another problem. Other accidents have been reported in which persons, especially children, were seriously injured or killed from being struck by moving vehicles after falling from parked vehicles. Persons getting out of parked cars and cabs on the street side cause other pedestrian mishaps.

Involvement of Transit Vehicles in Parking Accidents. Buses and street cars, because of their size and operating characteristics, are often involved in collision with stopped vehicles and with vehicles in the process of parking or unparking. In addition, these vehicles are delayed by improper parking and stopping practices; running times of buses and street cars have been greatly reduced by changing from angle to parallel parking, by prohibiting parking entirely, or during rush-hours, and by other parking correctives.

Parking in bus stops, particularly during peak hours, is especially hazardous because of the congestion developed and because of exposures to traffic of persons using buses.

Patrons of mass carriers may be unduly endangered by situations developing at loading and unloading points by improperly parked vehicles or by inadequate parking regulations. Patrons like to step directly from the curb to the bus, or vice-versa, and will attempt this for distances up to four feet, resulting in mishaps and injuries.

During the first 8 months of 1946, 10.4 per cent of all street car accidents, and 18.9 per cent of all bus accidents in New Orleans²⁶ involved parked cars. Many more were undoubtedly due to parking maneuvers.

Trying to "squeeze in" another parking space near the intersection, especially where meters are used, causes traffic problems. A case from San Antonio, Texas,²⁷ is typical; buses making a right turn were involved in 5 accidents in a four-month period at an intersection in the business district. Delay and congestion were developed by buses in negotiating the turn. One parking meter was eliminated at the intersection and no

²⁴*Getting Results.* No. 3. National Conservation Bureau. Example submitted by Mr. J. L. Webmeyer, Traffic Engineer, Wayne County, Michigan.

²⁵Information furnished through the American Transit Association by Mr. J. C. Baine, Jr., Gen. Supt. RR Dept., New Orleans Public Service Co., Inc.

²⁶Information furnished through American Transit Association by Mr. H. A. Briggs, Safety Director, San Antonio Transit Co.

accidents of the above type have occurred in two years; delays due to bus turns were also eliminated.

Prohibition of parking opposite street car loading zones and on the approaches to these zones reduces accidents. The sign on the end of a loading zone in the District of Columbia²¹ was knocked down 22 times in a 13-month period. The throat on the right side of the platform was opened by removing three parking spaces preceding the approach to the zone. Accidents were all but eliminated—one was reported in 9 months.

During an approximate two-year period, two street car lines operating over narrow streets in the business section of New Orleans²² had 708 accidents. Five hundred, 71 per cent, occurred on a section of the line which represents only 25 per cent of the round-trip distance. Of these 500 accidents, 30 per cent were collisions with parked cars; this shows the strong influence of illegal parking on transit accidents.

Prohibition of Parking Often Necessary. Where traffic densities are heavy, congestion and accidents may be greatly reduced by prohibiting parking at the curb and by rigidly controlling loading and unloading operations. Results of such actions are shown by many experiences. Congestion was great and accidents were numerous in mid-town Philadelphia²³ in 1946 due to one-way streets with center car tracks and left-side parking. By prohibiting parking on practically all streets, permitting loading and unloading only on the right side, and allowing loading of heavy materials on the left side only with special permits, average speeds were practically doubled and accidents were reduced 15 to 20 per cent in the affected area while city-wide they increased 45 per cent.

On a street in Washington,²⁴ parking at the curb was prohibited for a distance of about 2 miles. The street is 42 feet wide, with a double street car track in the center. After a year, a 27 per cent reduction in accidents was noted, with the same volume of traffic.

Buses operating on a two-block section of a narrow street in New Orleans were involved in 27 collisions with parked vehicles in seven months. Parking was eliminated on one side of the street in one block and only commercial loading was allowed

on that side of the other block. After more than a year, no collisions were reported on the first block and only four occurred on the other block.

When parking is prohibited, care is necessary to see that stopping and standing is not allowed. One truck parked on a street creates a bottleneck and reduces the efficiency of the street. Many side-swipe accidents are caused by cars pulling out and around parked trucks, or three lanes converging into two or two into one. Any stopping or standing, even momentarily, seriously impedes the flow of traffic on heavily traveled streets, making a stringent ban necessary. Streets on which parking is not allowed in Washington, D. C. have had their capacity increased 15 per cent by enforcing "No Stopping" regulations during rush hours.

A reservoir for vehicles on the approach to a signalized intersection can be created by prohibiting parking for a distance of 50 to 150 feet from the intersection. Such action results in efficient intersection performance and signal operation, thus reducing hazards. When street widths change at intersections, parking prohibition on the far side, on the narrow street, reduces the bottleneck effect and eliminates collisions.

Prohibiting parking during rush hours is becoming a common practice to alleviate congestion. Such action invariably reduces accidents. On an important artery in Washington, D. C.,²⁵ 60 feet wide and occupied by a heavily used street car line, parking was prohibited on one side from 7 to 9:30 am and on the other side from 4 to 6 pm. A check-back after 3 months revealed a 70 per cent reduction in accidents, with a marked increase in speeds and traffic volumes.

Prohibition of parking in the congested area of Dallas, Tex., during the afternoon

²¹Information furnished by Insp. A. E. Miller, Met. Pol. Dept. Washington, D. C.

²²Data obtained from the American Transit Assn., from J. C. Baine, Jr., Gen. Supt., St. RR. Dept., New Orleans Public Service, Inc.

²³*Giving Results*, No. 76. National Conservation Bureau. Example submitted by Mr. E. A. Mitchell, Chief, Bureau of Traffic Engineering, Philadelphia, Pa., and from information furnished by Philadelphia Transportation Company through the American Transit Assn.

²⁴Information furnished by Insp. A. E. Miller, Met. Pol. Dept., Washington, D. C.

²⁵Information furnished by Capital Transit Co., through American Transit Assn.

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from 4:30 to 6 pm has given marked relief from accidents and delays.²² Average speeds increased 27 per cent. A "Before" and "After" check of accidents for 3 months showed 15 accidents (6 property damage) before the change and 11 accidents (all property damage) after the change; a 21.6 per cent reduction in all accidents and elimination of personal injury accidents.

Accidents during peak hours of the afternoon (4:30 to 6 pm) were practically eliminated over a four-block area in New Haven²³ by prohibiting parking. "Before" and "After" studies reveal an 88 per cent reduction in all accidents with parking at the curb prohibited. Similar prohibition on two blocks of another street show even better results in terms of accidents prevented.

Eliminating parking in congested areas need not destroy business. It must be remembered, however, that complete elimination of parking without off-street facilities can destroy the utility of streets. A realistic analysis of the curb capacity available to each business establishment on most business streets will always reveal that few businesses would ever have as much as one full parking space per place of business—it is just impossible to affect business greatly by curtailing or prohibiting parking in such areas!

A congested business street in St. Paul²⁴ was greatly improved by eliminating parking, resurfacing, installing new curbs and sidewalks, and eliminating all trolley poles, ornamental lights and advertising signs which extended more than 12 inches from store fronts. Limited deliveries are permitted from 9 to 11 am only. The street has been so "opened-up," without widening, that traffic is greatly expedited, accidents are reduced, and business has increased from 20 to 40 per cent since the improvement.

Influence of Road Design on Parking Accidents. There are many phases of design in both rural and urban roadways which have a direct bearing on involvement of parked cars in accidents.

Curb heights, sudden transitions in street widths, and inadequate widths to accommodate both moving traffic and parking are perhaps the most common design factors inducing parking accidents on city streets. In the first case, vehicles may not be able

to park properly nor may occupants properly leave cars because of extremely high curbs preventing opening of doors; lack of adequate curbs may encourage the improper positioning of parked vehicles so as to obstruct sidewalks. Bottlenecks and inadequate widths for traffic loads necessitate changes in space arrangements, expensive widening, and rigid regulations which may be difficult to enforce.

Widened streets and special curb cut-backs may allow parking and, at the same time, remove interference with moving traffic. In some cities the land owners have volunteered to bear the expense of such treatments rather than risk the enactment of parking prohibitions. Control of the design, construction and use of such special curb cut-backs is essential. Minimum depths of 18 feet or 20 feet, pavement markers requiring parking at not greater than 45 degrees to the line of the roadway, and adequate sight distances at intersections are among the needs suggested. Effect of maneuvering to and from cut-back parking stalls on traffic lanes should also be considered in its adoption.

Rural and suburban areas present a number of additional design factors which have direct relationship to parking hazards. Inadequate shoulders make it difficult, even impossible, for vehicles to be stopped off the traffic portion of the roadway. On some of the newest highways in this country, there are very narrow shoulders which are obviously not capable of being used by vehicles, even in emergencies. Cases are known in which guard rails are constructed so close to the pavement as to make it impossible for an automobile to be driven off the concrete.

Getting vehicles off the traveled surface is further complicated by the construction of curbs along rural highways where parking is not permitted on the roadway surface. These curbs constitute at least a partial barrier, and discourage motorists from driving over them onto shoulders that might be available. The need for properly designed curbs, if they are used at all, is imperative.

²²From information supplied by Mr. W. C. Brandes, Traffic Engineer, Department of Traffic Control, Dallas, Texas.

²³Data procured from Mr. H. P. Clark, Chief of Police, Dept. of Police Service, New Haven, Conn.

²⁴Facts obtained from Mr. J. E. P. Darrell, Asst. Traffic Engr., Minn. Dept. of Hwys.

Bus turnouts created by widening and surfacing shoulders on rural and suburban roads have reduced accidents in many localities. The dangers of collisions with school buses, to children using them, and other types of accidents are alleviated by providing adequate space on the shoulders for bus stops.

The inavailability of parking and emergency storage spaces on bridges, fills and other locations on rural roads creates additional accident hazards involving parked or stalled cars.

Failure of highway designers to provide adequate turn-outs and parkway areas at points of scenic interest, and elsewhere where stops are commonly made by motorists, can also create a parking hazard which may contribute substantially to accidents.

Some highway engineers construct four-lane undivided roadways adjacent to cities and through small towns without allowing sufficient pavement width for parking. Since parking cannot logically be prohibited and since even an occasional parked car reduces the travelway by one lane, such practice becomes short-sighted. Almost invariably, where four-lane undivided roads are justified in such areas, curb space is needed for parking. Unless sufficient width is provided for curb parking, the effective street width is reduced to two-lanes and congestion and hazard are created, again bringing the matter of parking squarely into road design.

Relationship of Access Control to Parking. Along many roadways through suburban areas the problems of access control become especially acute in relation to accidents. Where promiscuous entrances and exits are permitted, many accidents are likely to occur. A common location of this type for accidents is at the road-side stand or "honky-tonk" where drinking, festive attitudes, and other conditions are apt to contribute to hazards developed by parking and unparking actions.

Other access hazards develop at parking lots and garages. While these may not directly involve parked vehicles, they grow out of terminal actions.

Summary and Conclusions

Several suggestions have been made in this paper, and examples shown, of utilization of accident facts in dealing with curb parking problems.

Delay and congestion, even though they do not produce accidents at the point of trouble, may cause accidents elsewhere. An example has been cited where correction of a bottleneck near an intersection reduced accidents 71 per cent within a one-block radius. Short-sight distances contribute to such accidents and in hours of darkness advance warning and vehicle lighting are extremely important for accident prevention.

"Runaway" vehicles frequently break loose from parking places on grades. Brake and up-grade engine failures and carelessness are frequently the cause. Drivers affected by carbon monoxide while parked with engine running have been known to become involved in collisions upon starting.

Space violations and inadequate control such as double parking, parking on wrong side of street, parking in prohibited zones and other such violations add to hazards created by parked cars.

Although pedestrian accidents resulting from walking from behind parked cars will likely receive most correction by pedestrian control, improved visibility is often of enough concern to justify drastic prohibitions, or controls of parking at the curb.

Parking correctives which can help to improve bus or street car safety and reduce running time include: changes from angle to parallel parking; rush-hour or entire parking prohibition; and clearing parking from bus stop areas or adjacent to street car loading zones.

Complete or rush-hour parking prohibition together with rigid control of merchandise loading and unloading operations, where needed, can greatly speed up traffic movement and reduce accidents. Signalized intersection performance can often be improved, and hazards reduced, therefore, by eliminating parking near the intersection.

Parking from the Retailer's Standpoint

By ROY JOHN

Managing Director, Associated Retailers of Indiana

I would like to emphasize that I am not speaking as a parking expert, not speaking even on the subject of parking, per se. Rather I am attempting to analyze the processes of thinking and experience that have led the retailer to be interested in parking and other problems that lie outside his store; and then I will offer a specific plan for dealing with the parking problem.

The retailer's function, stated simply, is to assemble consumer goods at a convenient point and then induce customers to come to that point and purchase them. In the first half of this operation the retailer is a buyer, and in the second half he is a salesman.

Unquestionably, it has been customary in the past for him to put majority emphasis on the buying side of his job with its attending activities of receiving, stocking, pricing and arranging the merchandise at the point of sale—all the mass of details involved in moving goods from the hands of the manufacturer to a point within reach of the hands of the consumer.

Now it is apparent that in a basic, logical sense the retailer, as the distributor of consumer goods, is responsible for covering the entire span between the place where the goods are made and the place where they are consumed in the home. I refer not merely to physical transportation, but rather to all the tangible and intangible factors involved in getting the goods under proper circumstances from point of origin to the point of consumption.

Obviously, it would be of no use to bring goods to the store and let them lie there permanently. Half of the job lies on the selling side and it is interesting to note how gradually the retailer has moved into this area of his responsibility that lies between the arrival of merchandise at the store and its arrival at the customer's home.

There was a time when retailers were inclined to feel that the job of getting goods from the source to the retail sales counter was practically the whole of their responsibility—that merely having on hand somewhere around the place, covered up in a dust-proof box or drawer, the things that

customers asked for voluntarily out of their own recognized needs and without too much stimulation or encouragement, constituted a competent job of retail distribution.

In those earlier days, operations on the selling side were largely restricted to handing goods to a customer and recording the sale, and these were considered routine activities of secondary importance. Little thought was given to that large area of selling problems lying between the goods on the retail counter and the consumer at his home.

However, during recent decades, a quiet, steady, continuous change has occurred in this attitude. With the growth of modern facilities and the attending increase in competition, the selling side of the retailer's job has been increasingly emphasized. Formal training courses for sales people conducted on the employer's time is now standard practice in larger stores and chains; and community classes for smaller stores are conducted widely under the George Dean Act. The careful selection and training of competent store personnel is now a major retail activity.

Another significant change on the selling side in recent years is the growth of the merchandise display movement. It no longer is sufficient to have the merchandise on hand or even to have it out where the customer can see and touch it. Now it must be so attractively packaged, so well lighted, and so effectively dramatized in its presentation to the eye of the customer that the article is more than half sold before the salesperson makes her contact.

So, it is clear that retailers have moved on from being merely buyers and stock-keepers to being real salesmen within the walls of their stores. That is, they have added to the span of their responsibility the interval lying between goods-on-the-counter and customer-entering-store. There still remains a largely unoccupied selling area lying between the front store door and the customer's home, and the outstanding problem in this area is *parking*, to which he must and will give much attention in the near future.

It seems desirable to recognize this development in the views and policies of retailing in order to properly evaluate its present interest in the parking problem and other phases of the traffic subject. Clearly, this interest does not represent merely a short-ranged, temporary attempt to get more business. Rather, it is the result of a slow, glacier-like underpush of the industry as a whole toward better service for the public under modern competitive conditions—a movement that started long before we had traffic problems and will continue after parking solutions have been found.

There can be no question about the retailer being an important source of help and leadership for dealing with parking in the future. Then it is apparent that the future well-being of his business (as well as that of every other kind of business in town) is dependent on the possibility of his out-of-town customers and many local ones, to park their cars close enough to his store to make it practical for them to trade with him.

I know there is the view that convenient parking facilities for privately owned cars might well be discouraged in favor of an expanded use of better *public* transportation. Economically some defense can be made of this view. But my guess is that those who place faith in it are either evading the issue in wishful thinking, or are connected with public transit companies.

People prefer to drive their own automobiles with the feeling this gives of convenience, privacy and comfort. It is a typical American attitude. They like to be able to carry home in the spaciousness of their own transportation the things they buy. Of course, there always must be the combination of public and private facilities in larger centers but the trend unquestionably is in the direction of more and more private transportation that clamors louder and louder for convenient parking arrangements. The issue must be faced.

Another situation that insures an expanding interest in parking by merchants and all other down-town interests, is the much publicized trend toward suburban business developments. It has been well demonstrated that Mrs. Jones is willing to drive several miles out of her way in order to shop for *certain things*, where she can park conveniently. This development has sent a flock of cold shivers along the spine of the

down-town business community—especially in larger cities—and will be an effective sharp stick for prodding the city fathers and business leaders into action.

As a matter of plain fact, what is it the suburban store has that the down-town store doesn't have? The answer is parking—just the one single advantage of parking space; and mind you that is only a temporary advantage. If the outlying store succeeds in drawing a profitable volume of customers to its isolated location, then other businesses are certain to spring up around it and very soon the same old plaguing question of where to park puts in its appearance.

On the other hand, what does the down-town shopping center have that the suburban area doesn't have? Everything, except ample parking space. It has the big and little stores with their large assortments and services; a complete assembly of goods and services in all lines that are within comfortable walking distances from each other; doctors, dentists, lawyers, and other professional services; the best picture theatres; the best old line, well established institutions of the community—all across the street from each other. It is a combination that can't be beaten for serving the public, and scattered outlying clusters of small stores with limited stocks and services never will dislodge the down-town business community. It would not be in the public interest to have them do so.

But suburban developments will prosper at least until the down-town parking problem is solved and the best guarantee we have that adequate solutions will be found with some speed, will be the existence of prosperous expanding suburban developments, shaking their threatening finger at the slow pokes down town. It seems to me a quite healthy situation.

All this time I have been talking about parking from the standpoint of retailing, in spite of the fact that parking today is the personal business of every member of the community. Can you think of any person who isn't involved? All business and professional people and the interests they represent in a community, are deeply involved; all vehicle owners are painfully involved; the life and safety of every citizen—man, woman and child—is gravely involved in the present universal traffic tangle. It does not need a prophetic eye to foresee that

the community which persists in failing to provide a proper traffic welcome for its citizens and visitors will suffer a decline that shrinks the value of investments for every member of the community.

Therefore, I come at once to the proposition that parking and its accompanying traffic difficulties are a community-wide question that directly concerns every citizen and must be dealt with on a co-operative community-wide basis if adequate and happy solutions are to be achieved.

Assuming there are no thin-skinned traffic engineers present I would like to ask as gently as possible whether you, like most professional technicians, are inclined to feel that the problems in your field are too technical and mysterious to be considered by the patient and are capable of solution without the understanding and participation of the patient? I venture to ask this delicate question because of the many instances where traffic surveys and solution plans have been worked out painstakingly by competent engineers, sometimes at sizeable expense, but failed to be accepted or applied in a thorough-going way by the communities concerned.

Would it seem to you that it might be worth trying the idea of beginning on the other side—the community side—by first helping the community to organize in a democratic fashion for the purpose of facing its traffic problems; and then carefully putting the community in the position of having to make its own decisions and live up to them?

On this basis we have worked out a co-operative traffic program in Indiana that has been adopted by our State Highway Commission. I'll give the plan to you in exactly the form in which it was presented to the Governor and the Highway Commissioner, as follows:—

CO-OPERATIVE TRAFFIC SERVICE FOR INDIANA COMMUNITIES

Co-Operating Agencies: Indiana Highway Department; U. S. Public Roads Administration; Indiana State Police Department; Purdue Safety Institute; Associated Retailers of Indiana

Plan of Procedure

I—Organization of Initial Community Meeting to Explain the Service.

A—When a request that is considered

valid, has been received from a community for traffic assistance, the first step will be the careful setting-up of a representative community meeting to be made up approximately as follows:

1. City Officials:—Mayor, Chief of Police, Councilmen, Fire Department Chief.
2. Head of City Planning Board.
3. Officers of Chamber of Commerce.
4. Officers of Merchant Organization.
5. Banking and Manufacturing Representatives.
6. Women's Clubs Representatives.
7. Superintendent of Schools.
8. Head of Ministerial Association.
9. Press and Radio Representatives.

B—At this meeting, representatives of the co-operating agencies will explain the traffic solution service and the conditions under which it may be made available. Conditions under which the service may be available to a community are as follows:—

1. Consent by those present at the initial meeting, together with any other local persons who may be desired, to constitute themselves the local Traffic Plan Committee.
2. Agreement between representatives of the co-operating agencies and the local Traffic Plan Committee that a sufficient traffic problem exists to justify application of the co-operative service program.
3. Definite assumption by the local Traffic Plan Committee of full responsibility for leadership in carrying out the program, it being clearly understood that the co-operating agencies merely will furnish the necessary traffic facts about the community, together with recommendations for their solution; and assist in educating and organizing the community in support of the solution plans that may be adopted by the local committee.
4. Formal invitation from the Traffic Plan Committee to the co-operating agencies for assistance.
5. The traffic assistance service, where given, will be without charge. However, it will be furnished only to those communities which evidence a serious and business-like determination to deal adequately with their traffic difficulties.

It seems desirable to recognize this development in the views and policies of retailing in order to properly evaluate its present interest in the parking problem and other phases of the traffic subject. Clearly, this interest does not represent merely a short-ranged, temporary attempt to get more business. Rather, it is the result of a slow, glacier-like underpush of the industry as a whole toward better service for the public under modern competitive conditions—a movement that started long before we had traffic problems and will continue after parking solutions have been found.

There can be no question about the retailer being an important source of help and leadership for dealing with parking in the future. Then it is apparent that the future well-being of his business (as well as that of every other kind of business in town) is dependent on the possibility of his out-of-town customers and many local ones, to park their cars close enough to his store to make it practical for them to trade with him.

I know there is the view that convenient parking facilities for privately owned cars might well be discouraged in favor of an expanded use of better public transportation. Economically some defense can be made of this view. But my guess is that those who place faith in it are either evading the issue in wishful thinking, or are connected with public transit companies.

People prefer to drive their own automobiles with the feeling this gives of convenience, privacy and comfort. It is a typical American attitude. They like to be able to carry home in the spaciousness of their own transportation the things they buy. Of course, there always must be the combination of public and private facilities in larger centers but the trend unquestionably is in the direction of more and more private transportation that clamors louder and louder for convenient parking arrangements. The issue must be faced.

Another situation that insures an expanding interest in parking by merchants and all other down-town interests, is the much publicized trend toward suburban business developments. It has been well demonstrated that Mrs. Jones is willing to drive several miles out of her way in order to shop for *certain things*, where she can park conveniently. This development has sent a flock of cold shivers along the spine of the

down-town business community—especially in larger cities—and will be an effective sharp stick for prodding the city fathers and business leaders into action.

As a matter of plain fact, what is it the suburban store has that the down-town store doesn't have? The answer is parking—just the one single advantage of parking space; and mind you that is only a temporary advantage. If the outlying store succeeds in drawing a profitable volume of customers to its isolated location, then other businesses are certain to spring up around it and very soon the same old plaguing question of where to park puts in its appearance.

On the other hand, what does the down-town shopping center have that the suburban area doesn't have? Everything, except ample parking space. It has the big and little stores with their large assortments and services; a complete assembly of goods and services in all lines that are within comfortable walking distances from each other; doctors, dentists, lawyers, and other professional services; the best picture theatres; the best old line, well established institutions of the community—all across the street from each other. It is a combination that can't be beaten for serving the public, and scattered outlying clusters of small stores with limited stocks and services never will dislodge the down-town business community. It would not be in the public interest to have them do so.

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II—Simultaneous Surveys and Accumulation of Data to Support Recommendations.

A—Traffic Surveys.

1. In order to acquire all traffic facts that are essential to the preparation of an adequate traffic plan for a community, it is necessary to conduct separate surveys of the following four separate but interlocking phases of the problem:

- (a) Trading area analysis;
- (b) Traffic movement;
- (c) Curb parking;
- (d) Off-Street parking.

Initially, the traffic survey crew may consist of two engineers—one in the office and one in the field—together with proper supervisors, all of whom should be permanent employees; and a proper number of interviewers to be employed in each community being surveyed.

B—Traffic Enforcement Survey.

1. One enforcement specialist with necessary assistance.

C—Safety Education Survey.

1. One safety education specialist with necessary assistance.

III—Organization and Coordination of Factual Data and Preparation of Specific Recommendations.

A—It is apparent that the several types of surveys listed above, will produce a considerable volume of data whose usefulness will depend in large measure on the accuracy with which it is organized and the skill with which solution recommendations are deduced.

This work will be partly clerical and partly of an exacting engineering nature. The clerical assistance will need to be employed for the purpose but it would seem desirable for the engineers in charge of conducting the surveys to sit in on the preparation of recommendations based on those surveys, together with whatever additional engineering skill can be arranged for this operation. The recommendation reports, especially the one for Off-Street Parking, will need to be worked out in close co-operation with the local Traffic Plan Committee.

IV—Presentation of Recommendations to Local Traffic Plan Committee.

A—Experience will show whether entire

completed reports can be presented to the entire local Traffic Plan Committee; or whether sections of certain reports will need to be presented to sub-committees, first, and then presented in whole to the Committee as a whole.

When the reports have been presented informally and digested by the local committee and a resulting composite traffic plan for the community has been adopted, a special occasion ought to be made of the formal presentation event—including a dinner meeting and newspaper and radio publicity.

V—Visual Education and Organization of Community in Support of the Traffic Plan Adopted.

A—The history of traffic solution programs is that they tend to die a natural death at this point after having been planned in detail at great labor and expense—because of lack of community-wide understanding, interest and support. There have been unhappy examples in Indiana.

To bridge this gap, a slide film with sound is to be provided to sell the traffic solution idea in general; and another local slide film, made from facts uncovered in the specific community where it is being shown, will sell the locally adopted traffic solution plan. These films are to be shown under local chairmanship to all important groups, including luncheon clubs, a merchant mass meeting, women's clubs, manufacturing plant employees, schools, etc.

It will be important to have a proper resolution of approval passed at each such meeting and a copy of the resolution transmitted to the chairman of the local Traffic Plan Committee.

Simultaneously, the best use is to be made of newspaper and radio publicity.

Finally, action by the City Council to effectuate the plans which have been agreed on ought to be scheduled in proper time-relationship to the impact of the community educational campaign.

Conclusion of the Plan

Clearly this program is designed to assist communities to deal with their traffic problems on their own initiative. The official public traffic agencies of the State agree merely to hand up the proper tools—the operation must be performed, if at all, by the community itself. It gets well away

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from the practice of trying to superimpose traffic arrangements on a community that doesn't understand the purpose or necessity of such arrangements and so doesn't have its heart in the project.

This plan is a recent development and we do not yet have experience under it, but I am confident that we will apply it in one form or another in our Indiana communities.

Small City Traffic Safety and Parking Problems

(Summary of Panel Discussion)

Leader: HENRY K. EVANS, Director Traffic Engineering Division, National Conservation Bureau.

Lloyd M. Braff, Staff Engineer, DeLeuw-Cather Co., Chicago.

Smaller cities have proportionately more severe congestion and more parking problems than the large metropolitan centers. The reason is that in the small city nearly everyone comes to the business district via passenger car, whereas in the larger cities a greater percentage of persons coming to the business district use public transportation. In addition, it will be found that in the smaller cities the drivers will not walk as great a distance from their parking point to their destination as will the city driver. The obvious solution is to decrease curb parking and to increase off-street parking.

J. E. Johnston, Traffic Eng., Dept. of Roads and Irrigation, Lincoln, Neb.

State highway authorities are faced with the parking problem from the following standpoints:

1. Parking on the travelled way of high-speed highways.
2. Parking in connection with roadside service establishments.
3. Parking on state highways in urban communities.
4. Parking on state highways which run through cities.

The remedies for each of these problems are:

1. Stabilized shoulders, increased pavement widths.
2. Legislation, enforcement, controlled access, purchase of wide right-of-way.
- 3 & 4. Legislation and enforcement, and off-street parking provisions.

William F. Kavanaugh, City Traffic Eng., Syracuse, N. Y.

Syracuse is now trying to do something

about its parking and traffic problem, the latest plan being to try to move northbound traffic through the business district on one thoroughfare and southbound traffic on a parallel thoroughfare. Up to the present time, this has been working out satisfactorily, with the rate of traffic flow being increased.

C. G. Stoneburner, Highway Eng., Highway Div. of Arlington, Va.

The first off-street parking regulations in Arlington were adopted on June 25, 1938. They provided, in general, that any dwelling, apartment house or multiple family use of a lot must include provisions for garage or parking space, together with ingress and egress thereto. One space for each living unit was required. It soon became apparent that the safety objective was being impaired in some of the larger apartment developments where off-street parking bays were provided immediately adjacent to the public thoroughfares and not separated from the paved roadway. One step further was taken when the Zoning Ordinance was amended in May of 1942, to include off-street parking requirements in all commercial and manufacturing districts. In every district which was zoned as "commercial" a portion was set aside for off-street parking. Theaters, auditoriums, stadiums and other places of assembly, except churches, must provide one space (200 square feet) together with ingress and egress thereto for each four seats. This space must be within 400 feet of the main entrance in order to make it useable. Hotels are required to provide one parking space for each three guest rooms. With this plan in effect, all districts in the city are covered.

WEDNESDAY AFTERNOON SESSION

October 9, 1946

Group Session on Traffic Safety Education

Presiding: EDWARD J. FLANAGAN, Inspector, Public Relations Bur., Cleveland (O.) Police Dept.

How Cities Are Using Radio

(Summary)

This program consisted of the playing of actual transcriptions of traffic safety radio programs. Each was followed by comments by the representative of the city from which the program came and by Mr. Baylor.

TRAFFIC SAFETY ON NEWSCAST. Station WMAN, Mansfield, Ohio. Traffic Commissioner F. C. Boals of the police department presented a transcription of the five-minute traffic safety broadcast which is included each morning on the 7:30 newscast of Robert Horn. Each morning Mr. Horn covers one or two phases of traffic safety. His entire program has a wide listening audience within a radius of 25 miles of Mansfield, a city of about 40,000 population. This is the only station in Mansfield at present.

Mr. Baylor commented that this was a good example of tying in with a program which has an already established listening audience. This is a valuable technique irrespective of the size of the city, and is one which should receive particular consideration in smaller cities where the station is not in a position to assist in the preparation of traffic safety programs.

TRAFFIC SAFETY ON VARIETY PROGRAM. Station KFJ, Wichita, Kansas. Sergeant Frank O. Bayne, Director of Safety Education, Wichita Police Department presented a record of another program with well established audience from 4:30 to 5:00 p.m. Sergeant Bayne takes over after appropriate introduction by the master of ceremonies. He presents various things including music, sound effects, account of the accidents for the past twenty-four hours and reading of letters from listeners.

Mr. Baylor pointed out that this is another example of taking advantage of an already established audience. This is a good example of a program which does not

try to put a lecture platform in front of the microphone, but employs suspense, dramatization and the right emphasis.

TRAFFIC TRIBUNAL. Station KFI, Los Angeles, California. Sergeant Frank Crewe, Traffic Education Unit, Los Angeles Police Department, played the 370th weekly broadcast of this 15-minute program which has been on KFI for seven years. It is estimated that it reaches a listening audience of 92,000 persons. Thirty to forty letters are received each week and these are not deliberately stimulated. The program is prepared by the station with the cooperation of the police department. Formerly, talent was secured from radio schools. Now, professional talent is used. The format of the program is varied from time to time to sustain interest. Music, interviews and dramatizations are used. Sometimes famous names, such as movie stars appear. Occasionally the program is advertised by such means as car cards. This particular program was an interview with the police officer who takes the leading part in the motion picture "Traffic with the Devil." It also included the dramatic presentation of statistics and music.

Mr. Baylor pointed out that this was a good example of adapting known radio ingredients to making a good traffic safety program. Suspense was maintained throughout the program. To produce a program such as this probably requires at least 100 man-hours in advance of the actual broadcast. This program indicates that the station is well sold on the need for traffic accident prevention and the part which radio can play. One important factor in such a situation is the representative of the safety council or police department who is the contact with the station. That should be one competent person's responsibility.

TEENERS OF MELODY LAND. Station WHAS, Louisville, Kentucky. Captain

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M. E. Mittler of the Louisville Police Department presented this transcription. It and the following transcription are presented by the police department under the direction of the Superintendent of Education, Captain J. C. Kopp. For this program, Captain Kopp introduces the 'teen aged girl who serves as master of ceremonies on this 15-minute program. She in turn introduces a girl and a boy who sing. A short dramatization during the program focuses attention on traffic safety. This Saturday morning program draws from 15 to 20 letters per week.

Mr. Baylor stated that this was an excellent example of using the amateur juvenile show, a popular type of program, to put across a traffic safety message.

CRUISING IN TRAFFIC. Station WAVE, Louisville, Kentucky. Each Saturday morning from 8:00 to 8:15 Captain Kopp broadcasts from the WAVE mobile unit driving through the streets of Louisville. He broadcasts what he sees in the way of unsafe traffic practices, gives the week's accident report, interjects traffic safety rules and gives a final appeal to hold down traffic accidents. The program has been on the air since 1937 with the exception of two war years.

Mr. Baylor pointed out that this is another example of the use of a technique which holds the audience. In some cases, this type of program includes stopping and interviewing drivers.

MEN AGAINST CRIME. Station WWJ, Detroit, Michigan. This program is presented by WWJ in cooperation with the Detroit Police Department. The transcription was played by Mr. Ted Hayhow of the Traffic Safety Association of Detroit. "Men Against Crime" is a live 15-minute public service program of WWJ. It started on Friday afternoon, but is now on Tuesday evening. The station provides professional script writing and dramatic talent. This program is particularly aimed at the hit and run problem. Each broadcast presents a dramatization of a case from the files of

the Detroit Police Department. It is pointed out that a penalty is sure to follow if a driver fails to stop at the scene of an accident. When an actual hit and run has occurred, clues are broadcast on this program and as spot announcements on all Detroit stations.

Mr. Baylor commented upon the fact that the station felt that the program was sufficiently valuable to be accorded class A time in competition with network programs. He pointed out that this is another example of adapting a proven technique to traffic safety, in this case, the "who done it" technique.

MAN ON THE STREET. Station WGAR, Cleveland, Ohio. In this program, pedestrians are interviewed on the street. Five persons are interviewed in fifteen minutes. For correct answers to questions free theatre tickets are given. Incorrect answers bring driving manuals.

Mr. Baylor pointed out that the interviewer needs a thorough knowledge of the law as well as good radio presence and ability to handle situations as they develop. In Cleveland a police officer serves as interviewer.

DRIVER OF THE WEEK Station KOIN, Portland, Oregon. Mr. Ben F. Heinz, Director, Portland Traffic Safety Commission presented the transcription. In preparation for this program, drivers are followed for a certain distance through Portland streets until one is found who makes no errors for this distance. He is invited to appear on the program as Portland's Driver of the Week. The 15-minute program consists of a description of the driving errors of those who were followed before the driver of the week was located and an interview with the driver. He is given a certificate and a record of the broadcast upon which he appears.

Mr. Baylor commented upon the way in which suspense was maintained. This program has listening appeal and one way it is achieved is by its particular opportunity to present descriptions and individuals of local interest.

THURSDAY MORNING SESSION

October 10, 1946

General Session

Presiding: LESLIE J. SORENSON, Traffic Eng., Chicago, and Vice-Pres. for Traffic and Transportation, N. S. C.

The Dayton Pedestrian Program

(Summary of Symposium)

The Safety Council

By H. S. NONNEMAN

Pres., Dayton Safety Council and Pres.,
Ohio State Safety Council

The safety council's part in the pedestrian program in Dayton, Ohio, was carried on by the Pedestrian and Traffic Committee, one of the five committees in the council. The Pedestrian and Traffic Committee has its own budget and is also empowered to call upon the board of directors for additional funds when needed. The council's first important step in the pedestrian program consisted of active support for the city's pedestrian ordinance. The program itself consisted of the distribution of 50,000 folders to school children and 10,000 folders to service and civic clubs at the noon meetings and placing a special tabloid newspaper in every home in Dayton. Seventy-five taxi cards and 175 street car cards were used in the city's public vehicles. Theater trailers were used and additional publicity was sent out to newspapers, radio stations and house organs.

Newspapers

By ALAN PRITCHARD

Reporter, The Dayton Daily News

The daily newspapers of Dayton know a good thing when they see it. This is in essence the cooperation given by the newspapers to the pedestrian program. It was not a program of cut and dried news releases from the safety council but an educational reporting job which was carried on because of the pedestrian program's importance to the citizens of the community. All three newspapers gave generous news space to the pedestrian ordinance

project from start to finish. The program started in February with news stories on the first reading of the ordinance at a city commission meeting, carried through to educational stories, editorials, and features acquainting the public with the law and wound up with follow-up stories on the way in which the ordinance was working after it became effective on June 1. One paper carried a total of 380 inches of copy specifically on this subject and the others gave comparable coverage. The aggregate daily circulation of the three papers was 250,000, covering all of the area within a 50-mile radius of Dayton. In addition to the work of the daily newspapers, the house organs, shopping news, union publications and high school papers of the city cooperated in the program.

Radio

By STANLEY MOUSE

Radio Station WHIO

We realized that unless the pedestrian ordinance was accepted by the citizens of the community it would be impossible to enforce. As a result, meetings were held with the safety council committee to discuss the objectives of the program informing the citizens that they would benefit from the ordinance and telling them how they could obey the law. After the radio stations knew just what was to be done, we tried to get the message to the people by using all the different radio techniques. These included spot announcements, lectures, round table discussions, dramatic presentations and short wave broadcasts directly from the streets of Dayton. The radio stations not only made available the time necessary to conduct the campaign but

also offered the services of personnel from the production, education and continuity departments to handle writing beyond that done by the safety council.

Schools

By LESLIE L. DIEHL

Executive Secretary, Dayton (O.) Safety Council

The folders distributed in the schools were especially effective. They were taken home by the pupils, passed on to parents and thus had a family-wide circulation throughout Dayton. Pointing out, as they did, what might happen if the children failed to obey the new ordinance, the folders were of great assistance in securing the cooperation of parents. In addition, twelve 16 mm. and six 35 mm. trailers were used in the campaign. These were filmed in Dayton and illustrated the main points of the new ordinance.

Police

By CAPT. PAUL J. PRICE

Traffic Div., Police Dept.,
Dayton, Ohio

The enforcement of a pedestrian ordinance is an example of the use of selective enforcement. It is applying enforcement to the most prevalent type of traffic accident. The experience in Dayton clearly shows that lack of police manpower is not a valid excuse for failure to require pedestrian obedience to traffic laws. In Dayton, there was no period during which warning tickets were issued. Violating pedestrians were given citations beginning on the day the ordinance went into effect. On that day there was a radical change in pedestrian walking habits which proved the effectiveness of the education program. In the 16 months prior to the enforcement of the ordinance there were 36 pedestrian deaths. In the same number of months since the ordinance, there have been 22 pedestrian deaths.

Pedestrian Programs

(Summary of Panel Discussion)

Discussion Leader: LESLIE J. SORENSON, Traffic Engineer, Chicago, Ill.

Howard F. Ilgner (Supt. and Chief Engineer, Bureau of Electrical Service, Milwaukee, Wis.): There are some objectives of a pedestrian program which cannot be achieved by either education or enforcement. It is then necessary to utilize the third "E" of traffic safety, engineering, to make walking safe for pedestrians. Such engineering projects as improved street lighting, pedestrian signal lights or safety zones are sometimes the only means of safeguarding pedestrians in certain areas.

Harold F. Lillie, Dir.-Secy., Lansing (Mich.)-Safety Council: Lansing recently conducted an extensive pedestrian protection program. Enforcement was preceded by a six months' program of education, of which the issuance of warning tickets for a short period of time was an integral part. The courts and the police department found that there is very little criticism of the practice of citing and fining pedestrians for violations. We have spared no one and im-

portant officials have been arrested for pedestrian violations and have paid their fines along with the rank and file of the citizenry.

H. T. Everett, Chief, South Bend (Ind.) Police Dept.: The South Bend pedestrian program was begun in 1940 after an analysis of pedestrian accidents for the preceding six years had indicated its need. The education program included stationing Boy Scouts with banners at corners, issuing warning tickets to pedestrian violators and the stunt of stopping pedestrians who crossed the street in midblock, handing them a red flag and inquiring where they would like the body sent if they were killed. School children were given maps showing the proper route to school. Theater trailers were used, sign boards were placed in theater lobbies, messages were attached to waste containers, bumper strips were carried on automobiles, signs were placed on cars and the press and radio were used

extensively. Educational activity was also directed to motorists since accident analyses showed that "turning" motorists were an important factor in pedestrian accidents. Obedience to traffic signals was 58 per cent just prior to the pedestrian program in 1940. Eight months later, it was 79 per cent. In 1946, it was 98 per cent. South Bend now has walk-wait signals in the central business district. From 1934 to 1939, 53 per cent of the traffic fatalities were pedestrians. From 1940 to 1945, they were 39 per cent.

Discussion: The following facts were brought out in discussion from the floor.

Courts should be deeply concerned about the pedestrian problem and should give full cooperation to a pedestrian accident prevention program.

The Dayton ordinance was enforced in residential areas as well as in the downtown area. It was felt that better results would be obtained by enforcement in outlying areas. In order to obtain the most efficient enforcement of any traffic law, it is obvious that all police officers should enforce it. Pedestrian violators who resided in a place sufficiently far away from Dayton that they could not be expected to

know about the pedestrian laws were not given tickets.

Experience has shown that identifying pedestrian violators is not too much of a problem since most people carry identification. In Dayton it was found in approximately two per cent of the cases where there was no identification that the police officer could usually tell whether the violator was telling the truth or lying. If the violator was found to be lying, he was taken in by the officer.

Portland, Oregon, is attacking its pedestrian problem with a new type of louvre for the traffic signals. This louvre makes it impossible for pedestrians to see the traffic signals intended for motorists and consequently they have to obey the walk-wait signals.

In order to encourage non-traffic officers to enforce pedestrian laws, a record can be kept in the traffic division of their enforcement activity and when it is apparent that they are not holding up their end of the program, the police official to whom they are responsible can be notified. It is most helpful if the necessity for enforcing traffic laws is stressed in the training programs of non-traffic officers.

THURSDAY AFTERNOON SESSION

October 10, 1946

General Session

Presiding: W. GRAHAM COLE, Asst. Secy., Metropolitan Life Insurance Co., and Gen. Chm., Traffic Section, N. S. C.

Where Do We Go from Here?

(Forecasts of Activities of Various Groups Based on Points Developed at Congress Sessions)

Police

By COL. CHARLES H. SCHOEFFEL
Supt., New Jersey State Police, and Vice-Chairman, Police Div., N. S. C.

During the past four days we have heard many fine addresses and discussions on:

Traffic safety and the public attitude. The city's stake and the state's stake in traffic safety.

How city and state winners of the National Traffic Safety Contest managed to win these coveted awards.

Why we should investigate traffic accidents and the use of accident records.

How one state reduced highway-railroad

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grade crossing accidents 50 per cent in one year while the national average for such accidents increased 38 per cent.

The need for traffic schools was brought out. New and novel ideas were advanced as to the value of such institutions.

We discussed co-ordination of the activities of the various agencies which are involved in conducting traffic accident prevention programs. It was disclosed that considerable progress had been made these past few years in this direction. Considerable time was given to present trends in co-ordinating traffic safety programs.

The President's "Action Program" or conference recommendations stressed the need for co-ordination through public support organizations. Many, many ideas were expressed; we frequently heard the same thought three or four times. Here are some of them.

1. We need good safety programs to enlist sound and complete *public* participation.
2. With *public* opinion anything can be accomplished, without it nothing can be accomplished.
3. We must have co-operation, all pulling together.
4. Have the states establish official programs, accept their responsibility, show a good example so the municipalities will follow their leadership.
5. The states must set their own houses in order, eliminate overlapping and duplication of effort.
6. Establish proper and adequate legislative support without political consideration as to highway construction and motor vehicle regulation.
7. Have the states take the initiative in seeking *public* support for highway traffic safety programs. Hold highway safety conferences in conformity with the President's action programs.
8. Use the Chamber of Commerce for active participation in your safety programs.
9. Use every civic organization — the churches, the boy scouts, the girl scouts, the schools.
10. Use the theaters for showing safety shorts every evening.
11. Use *public* address systems on the streets and public highways.
12. Use traffic posters on intersections in down town districts.
13. Hold public monthly meetings — and meetings of city officials to map plans for continuation of the *public* interests.
14. Teach better walking habits to the *public*.
15. Use junior safety patrols to get the interest of children.
16. Use your police for traffic safety talks.
17. Strange are the ways of *public* opinion.
18. Traffic safety programs must consider the *public* attitude.
19. We need solidarity of *public* opinion to accomplish results.
20. We need a united *public* will.
21. By enforcement we have attempted a job that should have been done initially by or through *public* education.
22. With a complete understanding of what is wanted and what is expected of them, the *people* will ultimately support any program for the common good.
23. The present programs for traffic safety are excellent if public support is rallied.
24. Mention was made of personal contact with hatless men to find out why they did not wear hats. This thought was developed purely to point out that the way to reach the answer to any question is to establish personal contact with the fellow who has the answer—the *public*.
25. We must admit there is no organized opposition to a good traffic safety program, however we have failed to get public support because we have failed to enlist the services of those who we know are needed to do the job properly.

In summing up these suggestions, we find one predominating factor—one word which stands out above all others—that is the *public*, *public* participation, *public* aid, *public* support. We come to one conclusion—to do a job, efficiently, adequately, we must obtain the *public* confidence, their good will, their complete support, that the job we have set out to do is the concern of every man, woman and child in the nation. We need uniformity of ideas, uniformity of action, uniformity of purpose. I am not advocating regimentation which is all to prevalent today, but I do see the need of a uniform policy readily understandable by all the people so they will definitely understand what is expected of them when driving an automobile or when

as a pedestrian they are subject to death and injury by the automobiles on our public streets and highways.

We are informed that interstate traffic of automobiles is a national problem.

That we need better enforcement planning, particularly in the small police department.

Developments in the nation should be watched—there is no "magic formula" for this problem of ours.

To reach all of the people, we must reach into the home, the school, the church, reach industry and commerce. We must teach fundamental principles first and keep hammering home the need for traffic safety, for personal safety, for proper driving habits, for proper walking habits, for proper attitude, and proper consideration and courtesy toward everyone.

Just recently while attending a conference in the city of Washington, I heard one of the conference speakers state that we must redesign all of our highways because they are outmoded—we must rebuild new ones to take care of modern day traffic trends. He stressed the fact that highways built to carry 30,000 cars a day now must carry peak traffic loads of 60,000 or more cars daily. He also mentioned that our investment in good automobile roads the past twenty-five years has reached billions of dollars.

I cannot agree with him that an expenditure at this time of billions of dollars is feasible or within our capacity to pay for many years to come. The answer, partially at least, to the entire problem before us is a new approach, a realistic one on the part of everyone, a real desire to meet the challenge that confronts us, a real desire to greater coordination of effort in promoting traffic safety and allied progress which will materially aid in the reduction of accidents, deaths and injuries on our highways. Many speakers have directly or indirectly given you their thoughts on this subject. They sum up to the following:

Officials of the nation, of the states, the counties and the cities must develop a co-ordinated plan of action in uniformity of purpose, in planning and carrying out safety ideas. We have at our disposal millions of dollars, the best talent obtainable, ideas of large advertising corporations who so

successfully sell the products of industry and commerce.

We have hundreds of thousands of interested people who are willing and anxious to help.

This job is a tremendous one, too big for you and I alone, too big for any single state agency to tackle. We must enlist at the state level motor vehicle departments, state police, highway departments, the department of education, the public utility commission, which is concerned with vehicles in intrastate traffic, and many others concerned in the project.

In the cities, the same ideas of organizing a program must be followed, agencies with comparable duties to those mentioned previously must be urged to participate.

The next step is the support of all available civil agencies, as mentioned before, the home, the church, the civic clubs, industry and commerce.

There must be developed a sound public education formula utilizing every instrument at our command, the press, the radio, the billboard, and so forth.

Mr. Darr stated and truly: "The public can be made to change, if properly approached through an adequate and effective system of education."

All we need is an enthusiastic and capable leadership on an overall basis, that we have right here in the National Safety Council.

In the 35 years they have been operating they have made enormous advances in the interest of safety, they have gone further than any other organization in this matter of bringing home to us and forcing on us the need for national safety, not only on the streets and highways but in the home, on the farm, in the factory and elsewhere.

The National Safety Council has offered their services, offered to guide us in our work in promoting safe and sane driving and walking habits. We accept their offer. It is really a challenge to their initiative, to their ability and virtually to their existence. To do the job we must all pull together and follow the advice of our good friend, Sidney Williams who has stated: "We must get on our overalls and get out in the field; we must work and sweat and endeavor to swing public opinion to help themselves. If we all do just this, it is impossible to fail."

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Traffic Court Judges and Prosecutors

By JUDGE JOSEPH M. WYATT

Chief Justice, Baltimore City Traffic Court, and Vice-Chrm., Traffic Court, Div., NSC

The sessions just concluded were the best represented and most informative in recent years with 28 states and many of the larger cities of the nation represented. The various sessions and discussions brought out some of the following important facts which it would be well to carry away with us.

Judges and prosecutors should strive to educate the public to accept good strict judicial action. The support of newspapers and radio and all other channels of public information should definitely be sought. The public support program is highly important, but to obtain maximum effectiveness, it should be worked out carefully with all the factors weighed and tested to make certain that it is a sound program.

One of the things the court should strongly approve is a traffic school for

juvenile traffic violators. In addition, they should lend their support to the driver training classes and courses which are conducted for high school students. Such schools should not only give the students a knowledge of traffic laws and the principles of safe driving but should also provide an opportunity for them to acquire "behind the wheel" driving experience.

The support of the courts is essential to the success of a pedestrian control program. Such a project as a program to control pedestrians at signal lights would end in failure without the wholehearted support of the courts of the city involved. However, it is well to remember that a campaign of public education to solicit the hearty cooperation of the citizens themselves must be a forerunner to the pedestrian program.

Traffic Engineering

By EARL J. REEDER

City Traffic Eng., Miami, Fla

To attempt to summarize several hours of discussion into a few minutes—ten minutes to be exact—is perhaps a very large assignment.

With the Traffic Engineering field in mind, my function as I see it here is to bring together, bring out a few, some four or five of the rather outstanding things which I visualize as important developments and important lessons which we can take home from this Congress.

I think perhaps I should like to take the liberty of supplementing the deliberations in the Traffic Engineering field in this Congress by some of the things that were brought out last week in the Institute of Traffic Engineer's annual meeting at Columbus.

Now, the outstanding, the number one headache in the traffic field at both conventions was brought out to be parking. Streets are filled with cars that are attempting to move at the same time that they are

filled with cars that are attempting to be parked.

The problem is one which seems to have two general approaches so far as cities are concerned. The number one approach is the providing of some of the parking terminals around the fringe of the central business districts of cities and having those terminals serviced by shuttle buses that are going to and from the different parts of the downtown area, the purpose being to get out of the downtown area as many of the vehicles that we can that are seeking parking space, and substituting for them buses.

Another thing that has been brought out and one which I am happy to say we are attempting at the present time to put into effect in the City of Miami, is the requirement that all new buildings shall have adequate off-street parking and loading facilities to take care of the increased demands which they are producing or gen-

erating for parking and loading space in proportion to their needs.

That has been before the City Commission of the City of Miami and is now being studied from the standpoint of attempting to bring together some conflicting thoughts concerning it having to do mainly with the central business districts, but it is highly important that such a remedy be extended to the entire city, especially with the present amount of additional building in residential and outside business areas and industrial areas that seems definitely to be ahead.

Those two things, the fringe parking around the central business district, and the off-street parking requirements imposed upon new buildings seem to be the two outstanding things that are brought out in connection with the parking problems.

Mass transportation has been in for its share of discussion at these two meetings—and very properly. The outstanding thought concerning mass transportation is that we must have a much larger percentage of the people who are coming into the central business districts coming by mass transportation.

One thing that needs to be pointed out in connection with that is that we are not going to legislate the public into greater use of mass transportation. We could do that during the war—we could have ordered it; but now with the war over, we can't legislate it. It has to be produced by improved service which will make mass transportation a more acceptable means of getting to the downtown business districts than the private automobile is.

The penalty if that is not done is that the private automobile can take people to some other section of the city or to even another city if it is necessary to do that to find ease of access to business places.

One thing that was brought out at the Congress which seems to be of great significance, and one that has a great deal to do with looking forward into much improved conditions in the building of cities, is the control of the development of subdivisions to require that in new subdivisions there should be incorporated those things which we have found so necessary for safety and for efficiency in the use of the streets.

It seems we must rapidly get away from the day when it is possible for the developer of a subdivision to say, "We will not have sidewalks. We will sell the idea of green grass from your front door to the curb." That is a thing which, of course, is a very serious menace to pedestrians. We must get away from the day when the subdivider can say, "We won't worry about how we are going to light our streets. We'd like to think of this as an area that is very close to nature, you know, and where we are not going to worry about street lighting." But again, pedestrians and traffic must have their places.

Provisions for off-street parking in those areas are very important, because otherwise, as we have seen from the years of experience with pedestrians and drivers, streets parked full of cars and curbs lined with cars will be the hiding places for persons who inadvertently get out into the street and get seriously injured if not killed in traffic.

The building of view obstructions as a part of the scenic beauty of the subdivisions is something that cannot be permitted. On the contrary, we must do away with existing obstructions that are creating real hazards to drivers approaching intersections.

Then there was a subject on which some very excellent information was presented in this convention, and I refer to the winter hazard problem—which I feel unqualified to discuss.

It seemed to me that the information brought out as a result of research last winter and in other research that has been carried on during the years by the National Safety Council concerning winter driving hazards has been of great value.

One important thing that was brought out very emphatically, not perhaps directly in the way that I should present it, but it seemed to me to be the background of a considerable part of our discussion in several of the talks, was that we in the traffic engineering field, as well as you in some of the other fields of traffic administration and promotion, must sell the things that we have developed for public use.

I am strongly sympathetic with that viewpoint because it seems that regardless

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of how effective we may be in developing good measures for the improvement of traffic conditions, unless those things can be put into effect and can be used effectively by the people who must use them regardless of what they may be, signals, or signs, or markings, or off-street parking facilities, or what else it may be; if they are not sold to John Q. Public who must use them as pedestrians or drivers, they are not going to be used effectively. We might

as well have done something else as to design the methods.

Another point that was brought out which seemed to be extremely effective and important was that we need in our design to take into account and to confer with the people who are going to be the main beneficiaries from those things if they are put into effect, otherwise we have not sold the thing we are striving to put across, and consequently they are not effectively used.

Traffic Safety Education

By EDWIN S. SMITH

Dir., Hamilton (O.) Safety Council

In every concoction, whether it is a chocolate cake you are going to bake or a cement sidewalk you are going to lay, there is always some ingredient that holds the thing together, that makes it a cohesive unit. It seems to me that public education is the thing that coordinates and holds together the whole traffic program. I think safety council managers will go along on that idea, but before I finish here I hope you will agree that public education is the thing upon which we can all meet on common ground and work together.

During the time we have had these meetings, some very fine public education programs were presented. We had two types of programs primarily — state and local. Right after the President's Highway Safety Conference last May, a few states began to work on this problem of coordinating the whole state program so far as public education was concerned. In my own state of Ohio, a fine job was done. A complete program was drafted by the Department of Highways, and cities all over Ohio were asked and urged to come into the picture and cooperate.

It is all very well for the state to do that, for that's their job, but unless the communities themselves get into the picture and put these programs into effect the programs are apt to be just that much paper.

The thing that came out of the meeting the other day when we were talking about coordination of these state programs was that we must all get into the picture as local communities and put these programs

into effect if they are going to be any good. We also had some very fine city programs presented, and the one I want to mention is Dayton, Ohio, which has initiated a pedestrian program.

Every city in the country today is worried over that pedestrian problem, and Dayton has done a marvelous job in putting together a pedestrian program that has secured results. Captain Price told us this morning how pedestrian deaths despite the raise in traffic, have declined since this coordinated attack on pedestrian accidents.

A pedestrian ordinance was enacted after a year of work. Prior to the enactment of that ordinance, a public educational campaign was conducted in which the newspapers, the radio, leaflets, and posters by the thousands played an important part so that every citizen of Dayton was exposed to the fact that there was going to be a pedestrian ordinance in effect, and it related what everyone should do personally to come in line with that program.

Every agency in the community needs to work together to put over a public educational program. I wonder if that's happening in your community. It could be a great deal better in mine. However, just think of the other forces in your community which are interested in traffic safety and bring them into line, work with them, cooperate with them, offer your cooperation. It is only then that we can secure the effectiveness that we want.

Safety organization to be effective according to the consensus of opinion must

conduct a vigorous program in safety education, a vigorous program that goes on all the time; not spasmodic campaigns. Also, the Safety Council must work with officials, support the officials, and try to be the link between the officials and the community at large.

Radio has been shown to be one of the most effective means of public education, but there is another caution. There was another sounded at the meeting on radio. You are competing when you go on the radio with some of the highest paid advertising men in the country. So, when you go on with safety it better be good or it won't be listened to; and the suggestion was made by the radio men that you tie your program in with an established program that has a listening audience.

It was suggested that your news program is a natural to tie in safety messages. There are other instances in local programs, I am sure you can develop to tie in perhaps a five minute safety spot. There you have a ready-made audience. You don't have to develop your own. The second point on radio is if you are going to develop a program, go to your station people, radio people, and ask for their help. They are professionals, they know what you want, they know how to develop it, and with their help you can put over a much more effective public education program on the radio than if you tried to develop it yourself.

I have been asked to say a word of the future—what does the future hold in public education?

Let's make our program move fast, and then let us plan it so carefully that it goes smoothly with no hitches, so that once you start your program it goes right through

to its finish without a hitch. Then make sure that your program is widely advertised. Get it out before the public, and then you are going to get results. Col. Lynch of Los Angeles brought in such a program. It was a program that was developed for nation-wide use. This program had a different safety traffic subject for every month of the year with the idea that every community in the country would be working on that subject during that particular month.

The advantages of that approach were simple to receive. No. 1, you get national wide publicity for your program. No. 2, you get a tremendous amount of respect for your program locally because it is going on all over the country at the same time. No. 3, you can tie in local units of national groups in your community because those national groups have notified their local units about the program. In this connection I am thinking of PTA groups, and I am thinking also of such civic groups as Rotary Clubs and others who want a part in your traffic and safety program if you give them a chance.

I believe that the program presented by Col. Lynch was the most forward looking one that has ever been presented in recent years on safety and education. I hope that program is made available to every community in this country on a national scale and that we can have this national coordination which is so important.

So, to sum it up, I would say that the whole structure of our effort lies in how well we can get together and work together, coordinate our efforts in traffic education, and then let us get going fast, let's be sure it is a smooth program, and let's advertise it widely.

Driver Licensing

By GLENN V. CARMICHAEL

Staff Rep., American Assn. of Motor Vehicle Administrators

The licensing of drivers on a state-wide basis goes back to 1904. Now, 42 years later, driver licensing has reached that stage in most states where it is said that life begins at forty.

This year there is greater public support and demand for good administration of

driver license laws because there is more interest on the part of the officials to administer the law as it should be administered. I have seen proof of this state of development in our own local communities, and I am gratified to report for motor vehicle administrators that our members in

a number of instances have improved procedures and have strengthened the standards of licensing.

For instance, the standard of passing on the road rules or law tests has been raised from 70 to 80 per cent in Utah. It seems to this observer that the value of driver licensing is a weapon in the war on accidents as stated most ably in this Congress by Major A. F. Temple of Texas.

Said Major Temple: "The most effective and direct approach to the control of the driver lies in the rigid enforcement and administration of a good driver license law." Driver licensing as you know is made effective in reducing traffic accidents through two major activities of the division. One, the examination of drivers, and two, the improvement of drivers through suspensions, re-examination, interviews, and other like procedures.

In the first instance we expect to see in the very near future in every state the examination of all original applicants for a license. That examination will consist of a vision test, a sign test, a road rules test, and a driving test. It is reliably reported that Minnesota, Montana, and North Dakota will adopt this procedure. We hope that five or six other states not measuring up to par will do likewise. The President's Highway Safety Conference and the association which I represent are on record advocating the conduct of these examinations by full time state examiners properly selected and trained. The public support for driver licensing is so evident that the legislature, the administrator, the safety organization should take immediate steps to place the examiners in that class.

Check the status of examining in your own state to see if your state can measure up to recommendations. If it does not, you know what to do. Certainly there is a target at which to aim your sights in the future.

There is another. The traffic court division has as one of its objectives better court rooms in which to conduct traffic cases. Judge Porter of Evanston pointed out in session on Monday the most favorable attitude of the public because of the new Evanston courtroom—the Cathedral they call it. The driver licensing official has a pronounced parallel in examination rooms.

When we consider that examinations in most localities are conducted in rooms not designed for testing purposes, often garages, drugstores, fire stations, courtrooms on the third floor of the court house, halls, and other equally unsatisfactory places, is it any wonder that the public often is led to believe examinations are not important? Do you remember the surroundings in which you took your license test? Were you favorably impressed?

I think the future holds in store the construction of a series of locations for driver examinations expressly designed for that purpose. I look for the raising of standards and all phases of examination comparable to the example set by Utah as previously mentioned.

Mr. Ted R. Smith of Pasadena was one of several who reported during this Congress that drivers applying for a license are helped in regular training courses conducted by motor vehicle personnel so as to be able to qualify for a license. We hope to see adopted by more states as a requirement for licensing the successful completion of a course in driver training. The more training the higher the standards for qualifying and the better the driver.

Turning to the second phase of licensing, driver improvement, we see a field that will yield big dividends in safety if the state will only cultivate it. Already, techniques of plowing, so to speak, harvesting, and so on are known. We have yet to persuade many states to turn to this crop. The field is as fertile as examinations. You as administrators, judges, police, prosecutors, safety engineers, and civic-minded citizens should demand adoption of a driver improving program now when conditions are so favorable for you would reap a good harvest of safe drivers.

Our association advocates the policy of utilizing driver records, accident reports, arrests, conviction reports, warning tickets, complaints, and so on. If 90 per cent, let us say, of suspensions and revocations are for driving while under the influence of intoxicating liquors, it is an indication that the state is not making full use of its driver license law as recommended. If drivers with bad records are not given immediate attention by the driver licensing division in an effort to change them into

good drivers, then now is the time to go about remedying this deplorable situation.

The concept of driver control through suspension or revocation has been offered almost imperceptibly within the past five years. The next five years will see a complete metamorphosis. More examinations of drivers will be given on the basis of their records. More interviews and investigations to determine attitude will be accepted as part of the driver license division function. More effort will be expended by the division in every known way to change bad drivers into good ones.

E. P. Lee of Minnesota in a panel discussion on Tuesday stated most accurately how the driver license law should be administered. We hope that before long we can point with pride to every state as being in an exclusive class as described by Mr. Lee. He said that the driver license law should be administered so that the courts, the police, the prosecutor, and the public will know what the division will do and does do. If these groups and persons actively cooperate with and support the driver license division, there is no limit to

the good that can be accomplished with a good driver license law.

Paraphrasing Mr. Earl Hall, a state either has a driver license law or it doesn't have one. If a state has a law it is either administered as it should be or it isn't. You personally know the score at home. If you, and you, and you will do your utmost to bring about (1) a standard examination given by properly selected and trained personnel in the proper atmosphere to all original applicants, and (2) a driver improvement program that effectively controls drivers with bad records, driver licensing will bring fruition to the desires and hopes of all of us for safety, for you, and yourself, and me.

CHAIRMAN COLE: I was particularly glad that you emphasized the growing thought concerning the development of schools for drivers. It is my humble opinion that we should come to the point some day where no applicant for a driver's license will be considered until he can produce certification that he has had some instruction in this vital problem of how to drive an automobile properly.

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