

TRANSACTIONS

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32nd NATIONAL SAFETY CONGRESS

Volume II



Street and Highway Traffic, Commercial Vehicle,
Transit, Child Education, Home and Farm Safety
Sessions

CHICAGO

October 5-7, 1943

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The Transactions of the 32nd National Safety Congress and Exposition of the National Safety Council are published in two volumes. Volume I contains the General Subject and Industrial Section sessions, Volume II, the Public Safety, Child Education, Home and Farm Safety sessions.

Volume I is distributed to all members of the Council, Volume II to members particularly interested in the sessions it contains.

The Transactions are a record of the proceedings of the Congress, condensed and edited here for reference purposes. They are therefore an abridged version of the papers and discussions. The original manuscripts, some of which have drawings and charts not reproduced here, are available in the files of the National Safety Council.

The National Safety Council, at its Congresses, seeks to eliminate from discussion matters which are not pertinent to the aims of the Congress, or which are contrary to the Council's policies. However, it cannot accept responsibility for views expressed, either in the papers presented or in this record of them.

Extra copies of the Transactions may be obtained at the following rates: Volume I, one to ten copies at \$2.00 each; 11 or more copies at \$1.75 each. Volume II, additional copies, 75 cents each.

THE NATIONAL SAFETY COUNCIL, Inc.
20 N. Wacker Drive, Chicago, Ill.

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Using the Transactions

The two volumes of Transactions published each year are a source of supply for safety ideas, for safety methods, and for safety material. Used effectively, the Transactions volumes can become the safety man's "Five-Foot Shelf"—an encyclopedia of established methods as well as of the most successful experiment.

The safety engineer, the progressive industrialist, and students of safety will find these volumes valuable for reference. They contain the best knowledge and the long experience of the men and women who appeared before the 32nd Annual Safety Congress.

For easy use the material has been arranged and identified; first, by the major headings of the *Table of Contents* on page 2, and by the comprehensive *Index* at the back of the book. In the body of the book each group of meetings is printed in the same order in which they appeared in the daily time schedule of the original program.

The detailed alphabetical *Index* quickly locates specific safety material. It lists items in three ways: (a) by subjects discussed, i. e., cyclists, household appliances, military convoys, traffic "dim outs"; (b) by speakers, in the case of formal papers. Speakers' names are printed in italics; (c) by the division or group, as Child Safety, Home Safety, Farm Safety.

Solve accident problems. Traffic officers, judges, highway construction men are faced with unprecedented problems caused by the mushrooming of war plants and the attendant traffic congestion. Not the least of their troubles is the control and discipline of war worker-drivers and drivers in service uniform.

Arousing interest in safety in the schools and in homes and farms becomes easier after reading the experiences of the speakers at the Child Education, Farm Safety and Home Safety sessions. Several meetings concern curriculum problems; others farm machinery hazards; and still others household equipment, civilian defense, and off-the-job accidents.

Speech-making materials are abundant for the traffic engineer or the school or city official who is scheduled to talk on accident prevention, either in his own community or at conventions of his own profession. The Transactions contain excellent examples of safety talks as well as authorities and quotations for local press releases, poster and bulletin boards.

Safety promotion plans always profit by new and novel ideas. Speakers at the Congresses offer rich source material for the promotion of safety on highways, in homes and in schools.

Outstanding safety leaders are powerful influences in the promotion of the national safety movement. As officers or members of the Council's sections or as public officials they can be helpful in organizing individual safety programs.

National Safety Council services and the national safety program will be better understood through frequent use of the Transactions. A survey of the material contained in this volume will give a better comprehension of the growing power of the safety movement and a better understanding of the ways in which this power is made effective.

The Council's Program

The National Safety Council, a non-profit, cooperative association, aims at the elimination of accidents. It therefore advocates the following program of safety activities:

Creating interest in safety. People try to prevent accidents only when they are convinced that (a) accidents threaten personal happiness, industrial efficiency and economic security; (b) accidents have definite, ascertainable causes; (c) accidents can be prevented.

Finding accident causes. Accident causes are not the same in any two plants, in any two cities, in any two schools. They are not the same from one time to another. Every organization must study the causes of accidents in its own group so that prevention efforts will be effectively directed.

Maintaining interest in safety. It is the task of the newspaper, the radio, the magazine, the school, the public speaker and every other educational influence to keep reminding the worker, the driver, the pedestrian, the housewife and the school child that freedom from accidents is purchased by self-discipline plus active cooperation in the national program of accident prevention.

Engineering improvement. Many accidents occur because equipment is faulty. The punch press is unguarded, the automobile brakes are worn, the stairway is crudely built, the stop sign is obscured. We must insist that the things we buy—whether a stepladder or a stop sign, a bandsaw or a blast furnace—be safe things. And we must be willing if necessary to pay a higher price because of this built-in safety factor, realizing that it is true economy to do so.

Training for Safety. Many accidents occur because the person involved never has been

taught how to do the job in the safe way. Therefore people must be taught how to live safely. This teaching and training is a joint responsibility of industry, of schools and colleges, of governmental groups, of parents in the home, and of safety organizations.

Supervision for safety. We need good foremen in industry, alert patrol boys in our schools, diligent police officers on our streets, thoughtful parents in our homes. Supervision can greatly minimize the chances of accident, even when people attempt knowingly to take risks.

Legislation for safety. Sound legislation on traffic, on industrial matters, on public transportation, on home construction and maintenance, and on many aspects of personal conduct provides a standard to which a large majority of people are willing to conform. It also provides a basis for requiring the conformity of a small minority.

Safety organization. Every organization, regardless of its principal purposes, can and should find some place for safety in its program of activities. Accident prevention should have a large place in the activities of trade associations, chambers of commerce, service clubs, welfare organizations, educational associations and local and state governments.

Leadership. This program of activities can be effective only with the interest and cooperation of everyone—men, women and children. The National Safety Council provides national leadership through which the safety efforts of all our people may be coordinated and made effective. The Council offers fullest cooperation to all individuals, industries, organizations, communities and agencies whose purposes are in accord with its own.

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†As elected by the delegates in Congress session.

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TUESDAY AFTERNOON SESSION

October 5, 1943

General Session

Presiding: CARL J. RUTLAND, Chairman, Citizens Traffic Commission, Dallas, Tex.

The Challenge of Traffic Accidents in Wartime

By NED H. DEARBORN

Executive Vice-President, National Safety Council, Chicago

The war has done a strange thing to the word "total." We hear of "total" war, of "total" destruction, of "total" effort, of "total" production.

For a word that used to be so flat and colorless, so much a matter only of school sums and account books, the word "total" certainly has acquired glamour.

It is a glamour we cannot afford to ignore, for whether we like it or not, we are part of that sum, and our efforts do influence the ultimate result; not only for the immediate objective of winning the war, but for the one we more and more are coming to think about—the construction of a better post-war world.

It requires no flight of the imagination to understand that traffic accidents in wartime have a direct and serious effect upon the successful prosecution of the war. It likewise is true that something is being done about reducing these accidents—just as something must be done to correct any recognizable situation or condition which hinders an early victory.

From the peak of 40,000 deaths in the nation in 1941, traffic deaths fell to less than 29,000 in 1942. At the present rate the total this year will be in the neighborhood of 24,000, or a reduction of 40% from 1941. Lest you be heartened too much by this sizeable reduction, let me add that traffic volumes are about 32% under those two years ago. So our net gain for safety is slight indeed—but it is a gain. Our statisticians figure it represents a 5% improvement.

I have but to remind you that more and more people must be brought into the job of meeting this problem of accidents in wartime—and it is to be hoped that any measurable accomplishments toward that end now can and will be used for insuring even better control of traffic

accidents when wartime driving restraints are lifted. The total job of winning this war requires recognition of this dual aspect of the accident problem—and the further fact that something can be done about it.

The meeting of the challenge of this two-fold problem is really as simple as the fact that A is followed by B. If a man or woman is presented with the facts concerning the traffic accident situation and is sold on the idea that there is a certain process that must be followed in order to reduce the number of such accidents, it stands to reason that another convert will be added to the long list of those who are striving scientifically to prevent traffic accidents.

The Two-Fold Challenge

The first part of the two-fold challenge consists of traffic accidents in wartime.

The year that has just passed has brought a great transition in the attention to traffic safety. At the Congress a year ago we were directing all of our attention to the place of traffic safety in maintaining essential transportation and conserving manpower and material for winning the war. That problem is still with us, as important, as challenging as ever.

Traffic accidents killed 16,500 workers and injured 600,000 more during 1942.

Forty-two million man days were lost—man days that might have been spent in building airplane motors, landing barges, or gun sights. Or perhaps they were man days that would have been spent growing food, always a weapon when nations wage war. The cost of traffic accidents in 1942 has been estimated at \$1,600,000,000. That would be a sizeable contribution itself to the nation's war effort could it have been invested in war bonds.

Until the war is won we must continue our attention to transportation of employees and material, to adaptation of traffic control to wartime demands, to preventive maintenance for conserving the steadily diminishing supply of vehicles, and to other measures that are specifically adapted to war conditions.

Traffic Safety in a Post-War World

Along with the United Nations' change from defensive to offensive warfare has come rapidly increasing attention to what we shall face in traffic safety after the war.

Post-war planning programs of many kinds are claiming the attention of many organizations and many interests. None of these, however, offers greater possibility than that of planning for post-war traffic safety. The wartime challenge carries a direct challenge to get ready to combat the possibility of a sudden upsurge of accidents as wartime driving restraints and restrictions are removed.

Traffic patterns will change greatly when industry shifts from wartime to peacetime production and many employees retrace their steps back home from war production centers.

Driving restraints relaxed when war demands are again converted to peace time requirements offer a possibility of serious accident losses as free rein is given the millions of drivers now "chafing at the bit." If we would have a "safety minded" public attitude, then, much must be done about it now.

Millions of servicemen returning to civil life will cause many changes in our daily habits. There may be a serious relaxation in the public interest in traffic safety which has so laboriously been developed.

These and other changes in the industrial, commercial, occupational and financial structure are likely to bring serious problems in traffic safety if they are not foreseen and proper remedies applied.

To rephrase a comparison I made earlier, if 1941 traffic volumes were suddenly returned to the streets and highways of this country, the annual accident toll would account for nearly 38,000 deaths. This of course assumes that our 1941 enforcement manpower, engineering

efforts and educational programs were immediately returned to their 1941 levels but that we kept our present 5% gain for safety. Without a doubt the new problems presented at the end of the war will tend to change that 5% gain into a loss—unless we do something about it, and do it now.

We dare not wait until these changed problems are upon us before we attempt to identify them and do something about them. Rather, we must consult the accumulated experience of the past, watch carefully for all present indications of probable post-war conditions, and build up our safety defense against possible points of attack against our gains in traffic safety. Most important, we must get ready to take the offensive, so that not only will present gains be held, but infinitely greater progress be made in bringing safety to our people in their everyday lives.

The initiative that the Street and Highway Traffic Section has taken in preparing to meet the post-war traffic accident problem is commendable. It shows again the alertness of the leaders in the field of traffic safety to changing traffic conditions.

Conclusion

This Congress carries a challenge vastly different from any preceding Congress. The job we are in is far from being completed. We must continue to apply special wartime adaptations of the well-known three "E's" to the unfinished job of winning the world's greatest struggle.

The nearer we come to final victory, the nearer the time approaches for the great transition that must take place in applying the same three "E's" to another vastly changed traffic accident problem. We will need then new weapons in addition to our old ones, for attacking the post-war traffic accident problems.

The job of this Congress is to renew the inspiration and information that will continue our present struggle through to completion and also, will prepare us for the struggle after the war to conserve life and avoid suffering the loss from accidents on our streets and highways. Only by this means can the benefits of peace, which shall have been so dearly bought, be fully realized.

The Pedestrian Accident Problem and Its Solution

By INSPECTOR EDWARD J. FLANAGAN
Cleveland Police Department, Cleveland, Ohio

In the latter part of 1937, the Greater Cleveland Safety Council took an active interest in the pedestrian accident situation and, in cooperation with the police department, embarked on an accident prevention program. The traffic division was revamped to coordinate the program. A traffic engineer was employed and assigned to the traffic division. Surveys were started and an engineering program was on its way. We had no educational program other than a splendid safety educational program which had been in effect a few years before in the public schools. There was no educational program for adults. Consequently, the Bureau of Public Relations was formed within the police department.

The purpose of this Bureau was to create better public relations between the public and the police. This bureau consisted of a captain in charge, a lieutenant, a sergeant and twelve patrolmen. Radio programs and newspaper articles emanated from the bureau, explaining the functions of the police department and pointing out how the average citizen could cooperate. The Public Relations Bureau accepted as their first task, one which is still their most important—a traffic safety educational program for adults.

Providing Enforcement

Traffic authorities and civic minded citizens were divided on the advisability of instituting an ordinance providing enforcement on pedestrians. We debated that question for a year or more. Meanwhile we carried on a pedestrian educational campaign which brought some results but we lacked enforcement with those people who remained obstinate. High police officials argued that the enforcement of a pedestrian ordinance would be difficult and make the police very unpopular and that it would defeat our public relations program.

The proponents of pedestrian enforcement finally won out and it was decided to request the city council to pass the

ordinance. We then intensified the educational program by making more use of the radio and newspapers. Stunts of all kinds were employed that provoked newspaper publicity.

A policeman permitted himself to be wrapped in bandages and disguised with dark glasses. Bearing the sign "I Was A Jaywalker" he was paraded slowly through town in a wheelchair assisted by brother officers who handed out warning cards as they moved along the avenue. This warning card served notice that after July 15th arrest would follow any jaywalking practices. The warning card carried the simplified phraseology of the Ordinance. Police officers boarded street cars and buses with a megaphone requesting passengers to refrain from jaywalking. The police sound car cruised the streets. Signs and placards appeared all over town urging people to walk with care. Crosswalks were repainted and new ones created wherever the distance between intersections was great. Stanchions of the same type as those used to mark safety zones were erected to mark crosswalks, making them easily visible to motorists. Motorists were warned through the same publicity, that failure to yield the right of way to pedestrians lawfully in the crosswalk, would result in arrest.

On the morning of July 15th, we used a picked group of officers who were considered to be the diplomats of the force, and placed them at all intersections in the downtown and main outlying business centers. They gave pedestrian summons to all jaywalkers. The summons notified them to go to the Traffic Division and pay a fine of one dollar or go to court and face trial. Crowds gathered and found great amusement watching others get tickets.

We continued this procedure for a week and then left the job to regular routine police business. Some grumbling was expected by police officials, but surprisingly the public reaction was unanimously in favor of the campaign, which has since

become a permanent phase of law enforcement work. No serious complaints have been registered to date.

We then made house to house personal delivery by police officers, of a pamphlet entitled "Are Your Feet Killing You?" Results were gratifying and we found that where 80 per cent of our traffic accidents in 1940 were pedestrians, it was reduced to 71 per cent in 1942 despite a general increase in all accidents. The year 1942 however, brought some 80,000 additional war workers to the city and we find that they have met with more than their share of accidents.

The selective educational program now includes these newcomers to our city. I have briefly discussed the pedestrian situation in so far as Cleveland is concerned but there are basic fundamentals to deal with when attempting a solution of the pedestrian accident problem. So we must seek the reason for the pedestrian accident problem. Some of these reasons are:

Unfamiliarity With Driving Problems

Recalling that 9 of every 10 adults killed afoot are non-drivers and that most pedestrian fatalities involve persons aged 50 or over who formed their habits of street use when there was no serious motor vehicle problem, it seems evident that unfamiliarity with the problems of driving is a major reason for their accidents.

Relative Invisibility of Pedestrians

The ignorance of many pedestrians of how very close an oncoming car must be at night before the driver sees them, is probably the greatest single cause of night-time accidents. The second greatest cause of night pedestrian accidents is probably the failure of the average motorist to realize that the pedestrian does not have a proper understanding on this important matter, and to adjust his driving to take account of decreased visibility at night.

Effects of Advanced Old Age

The lack of keen vision and hearing added to their less agile pace and lowered alertness of persons of advancing years make them potential accident victims. It is probable that momentary lapses of attention and unawareness of existing haz-

ards are important factors. Unwillingness to readjust walking practices to present traffic conditions is another serious factor.

Other Causes

Unsound walking practices are the predominant factor in pedestrian accidents. We find that a large number of our accidents occur when people cross against the signal. They are victims of the minute saving phobia which urges them to cross against the lights, in the middle of the block and dash from behind parked cars, that's pedestricide.

Lack of proper pedestrian facilities is still another factor. It is now being realized that one of the major causes why pedestrians have trouble is that street and traffic facilities have not been properly designed for them. For example, a 90 foot roadway in a secondary business district that has no raised island or refuge for pedestrians. Other examples relate to traffic control signals. A pedestrian is expected to obey a signal even though there is no signal face directly in front of him as he crosses. Most signals fail to advise pedestrians when they should no longer start to cross. At a considerable number of signalized intersections, vehicles are allowed to turn right on the red light, thus adding to the pedestrians' troubles.

Behind it all, major reasons for existing pedestrian ills are the lack of local facts and even lack of proper analysis and use of what data are available. Most communities in the United States haven't known in many respects, what their pedestrian problems were and hence have not been in position to deal with them.

Educational Aids

Major developments in pedestrian conditions in the near future will be largely through better traffic education. There are several important points which should govern such educational programs. The rules for cooperative street use need to be sold to the public. Education should, in large measure, be selective and directed toward areas of major need such as the elders, the non-drivers, the foreign born or under-privileged and against those practices which produce the most pedes-

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trian accidents. Certain basic understandings must be developed, such for example as the large difference of speed of walking and of moving cars. Each pedestrian needs to realize the many things to which a driver must give attention, so that he will understand that the driver is not looking at him all the time and may not indeed have seen him at all.

Before I conclude may I now anticipate a question which you may ask. That is: "Who put up the money for Cleveland's educational campaign?" Well, this came largely from the Greater Cleveland Safety Council. The Auto Club has likewise been aiding greatly. The Green Cross Drive of the Safety Council has become an institution with an annual campaign the

same as the Red Cross and operates in approximately the same manner. A dollar charge is made for the individual annual membership. The member receives a campaign button for use while the drive is on and he also receives a membership card and a Green Cross sticker to place on his windshield. We find that people are made safety conscious when they pay their dollar to become members. The proceeds are used in part for supplying materials for traffic safety education. This year we have about 45,000 members. This co-operative effort between the citizens, the police department, safety agencies and industry is the best kind of evidence that safety for the pedestrian as well as the motorist is a community concern and interest.

TUESDAY AFTERNOON SESSION

October 5, 1943

Group Session for City and State Police

Presiding: Lt. C. L. LYCAN, Traffic Division, Police Department, Decatur, Ill.

The Mental Attitude of Automobile Drivers Toward Enforcement

By KARL MENNINGER, M.D.
Chief of Staff, The Menninger Clinic, Topeka, Kansas

*This is a paper
presented by
Menninger as the talk he gave
extemporaneously at the
Psychiatric Aspects
of Highway Traffic Law Enforcement
following a committee inserted as actual
speech made, (Info. from
Dave Baldwin 5-7-43)*

The thoughts of the man in the car are better known than the psychology of the police officer, whose duty it is to control the sometimes feeble-minded, often illiterate and frequently accident-prone driver. An evolution has taken place in the role of the police officer and correspondingly in his social status.

Many advances have been made in the past ten years over the small town constable and the city political-appointee type of law enforcement officer. State police organizations have the advantages of recent formation, new ideals and higher standards. These standards refer to physical status, intelligence and character.

But intelligence, physique and character are not the only factors to be considered in the selection of competent police officers.

Motives and emotions are just as worthy of consideration as brains and muscle. It is important to know why a man wants to do a certain thing, for example, to become a police officer. It is important to know what concept the young applicant has of the profession he is about to join. What does he hope to do in that profession? What ideals does he have and what sacrifices is he willing to make in order to fill his uniform with competence and pride?

There are always certain secret satisfactions or at least secret hopes connected with any new project. Does the young candidate for police training aspire to this job because he wants to look important? Because he wants to bully people? Because he wants to have an excuse for

remaining away from his wife longer hours? Because he likes firearms and wants to economize on the expense of target practice? Sometimes these secret motives are of determining importance.

Actually we do not know very much about the deep personal motives that impel men to elect any profession and certainly we know little about the motives that actuate prospective police officers. This does not mean, however, that it is impossible to ascertain these motives, to study them and their relation to the successful performance of the work elected, granted a co-operative group of subjects.

From a study of 50-odd police officers of the Kansas State Highway Patrol a number of technical facts of considerable interest were learned. Some inferences were derived, partly from our study of these officers, and partly from a study of other people—persons who have been arrested, and persons who were in need of help for medical reasons.

First of all, the police officer, in choosing his profession, is electing to be a superman. He is saying that he wishes to announce himself as stronger, wiser, calmer, more law abiding and, in general, a better man than the average man. In some of these respects he can prove his point; for example, in physical tests. Frequently, although not always, he can prove his point in respect to intelligence.

But in some of these respects it is hard to prove that one is a superman, hard indeed, to be a superman. Nevertheless, a superman is exactly what a police officer has to be. Why?

Must Control Impulses

Because he has to be able to control completely his own criminal impulses! This few people can really do.

We have to remember that all of the radios, bathtubs, neckties, cosmetics and automobiles in the world—all the things that we call civilization—constitute a very thin veneer over the basic biological nature of people who drive the automobiles and use the cosmetics, listen to the radios, do the arresting, etc. Every human being, whether he is a Japanese soldier, a Gestapo thug, a quiet little groceryman, a priest, a poet, a drunken bum, a president of the WCTU, a racketeer or a police

officer, has aggressive, destructive, lawless, cruel, selfish, ruthless tendencies within him which are capable of coming to the surface under the right conditions.

I call them tendencies to indicate that while they may rarely come to full expression, they are always there. Civilization is nothing other than the development of a program for controlling these aggressive impulses. Our entire lives are spent in trying to master and refrain from expressing them, and in helping others to do likewise. We are constantly losing partial control of these tendencies and requiring help from our neighbors or our police officers or our wives.

Now and then some individual gets so confused that he begins to defend the principle that he has a right to be all the things that society and civilization have agreed to prohibit. He may call it rugged individualism, he may call it expressing himself, and he may call it taking the law into his own hands.

However, thoughtful people know that in the long run, no matter how it is glorified or justified or legalized, lawlessness does not work. And in an effort to banish it from our society and banish it from our lives, we have developed a lot of things that help.

One of these aids to the control of aggressiveness is good manners. Now and then a police officer gets the hard-boiled sergeant's idea that good manners are not very important. We know he is mistaken. After all, the customs and laws of the country are merely some rules about good manners. It simply is not good manners to take another fellow's property. It used to be, but it isn't now, and it is written down in a book so it is called a law.

Good manners help. So does education. So does religion. So do work and play. In work one has to destroy something; it is certainly better to cut weeds than to cut throats, and it takes the same kind of energy, psychological and physical. It is better to beat a golf ball around the links or to beat someone at tennis than to use up this same energy in a fist fight.

People Need Umpires

To this list of some things that help in the control of the destructive impulses,

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I give a prominent place to the function of the "umpires." This is my conception of police officers of the new type—an umpire or linesman, whose primary duty is not to arrest people but to enable people to avoid the necessity of being arrested. People need policemen.

People are most comfortable when they feel there are rules and regulations regarding such things as driving, for example, which exists for a reason (the reason of safety, naturally) and from which it is not the privilege of any individual to break.

They are more comfortable when they feel that such rules and regulations are enforced by umpires who are not inverted footpads but who are friends of the driver, not of one driver but of all drivers.

If such a policeman must make arrests, he does it in a very different way from the predatory sadist, the small-man-in-big-blue pants who exploits his authority to the discomfiture of an occasional offender but who in the long run encourages law-breaking.

But to have this attitude, a policeman has to be a superman. Policemen must master their own aggressive, destructive, sadistic impulses, before they can efficiently master them in others. A police officer becomes in fact a representation of the conscience. It may either be a conscience of ideals or a conscience of vengeance. The police officer has many temptations, and one of them is to use his power and authority vengefully, and hence destructively, instead of constructively. The possession of authority is a great burden. Few can bear it and still fewer can be trusted to employ it constructively.

The man who has secret inferiority feelings, the man who lacks self-respect, the man with an overstrong, vengeful conscience, the man with such a burning resentment toward the authority he has had to submit to—such a man will become a bad police officer, a man who promotes public danger rather than public safety. It is of such men that prison bullies, sadistic third-degree inflictors, concentration camp torturers and corrupt wardens are made. Such individuals, given the authority of the law, become the de-

stroyers of the law. They think that to insure respect, they must instill fear.

Every police officer has to remember that people are not only animals, they are also children. No matter how old they are, they are always in certain respects children. This is one reason why the man behind the wheel in a high powered automobile is such a different individual from that same man as a pedestrian. A child is small and weak and he knows it and he thinks when he grows up he will be big and strong, but when we grow up we find we are not very big and not so very strong compared to all the forces in the world.

Inferiority Complex

Hence, all people continue to suffer from a feeling of inferiority. If one gives such a person a 90-horsepower engine that will run many times faster than the most vicious step mother or the most irate uncle or the most vehement father—give such a grown up child a machine like this and what does he care for little blue-coated policemen or little printed signs that say "slow," or little marks in a book that say "30 miles an hour." The child in him is always tempted to forget the rules and penalties and all the realities of social existence.

But the police officer has to remember them and has to remember the child in every man and the beast in every man—even in himself. If the child or the beast in the man has become dominant, the police officer can no longer stand as a symbol, a reminder, a warning.

He must act. Empowered by his authority, he must oppose the irrational childishness or the ruthless beastliness of the driver. He must put himself on the side of the driver's better self, his adult self, his mature self. And the police officer should never forget there is such a self.

Even the worst man has his ideals. It is on the side of these ideals, on the side of this offender's intelligence, conscience, knowledge and better judgment, that the policeman must align himself. This is the part of the offender which must not be frightened by the policeman but strengthened. It needs help from the police officer in suppressing the rebellious, ebullient element of the personality.

How shall we get supermen of this type into the police profession? How can we get men who are big enough and balanced enough and perspicacious enough to carry the necessary authority without being bullies?

Need Leaders With Vision

First of all, by clearly defining for policemen, for officers, for law-enforcement officials of all kinds, the definite psychological requirements of the modern police officer. Then we can look first for leaders who have caught this vision and can impart it to others.

But these men can rise up and new men can learn the way only if systematic educational programs are provided for the training of police officers not only in marksmanship but in psychology.

A further way in which such men can be obtained is by making the monetary compensation of police officers appropriate to the real requirements of the job. It seems absurd to expect men of superior attainments to be attracted by positions which pay sub-standard salaries and offer limited opportunities for advancement. No honest man who goes into police work expects to get rich but he should expect, (although I am afraid he cannot now ex-

pect it) to have economic security, credit for creditable work and an opportunity for advancement on the basis of merit.

Toward better compensation, there is needed an increased recognition on the part of the public of the principles of safety policing which I have outlined.

But for the public to appreciate it requires that we appreciate ourselves. Nothing is more human than the plaintive wail that no one appreciates us. Every psychiatrist hears it every day from almost every patient as well as his secretary, nurses, colleagues, and to say nothing of his own complaints to his wife and his friends.

It is true that no one is fully appreciated by others but to gain even some of the recognition one deserves, it is necessary to appreciate one's self, not in a false, misleading way, but in a way of true appraisal.

When police officers come to have a high opinion of themselves, recognize that they are leaders in the community, the conscience of the community—umpires in the great game of semi-domesticated human beings trying to live peaceably with one another in a complicated world, they will inspire similar respect, support and admiration from the public at large.

TUESDAY AFTERNOON SESSION

October 5, 1943

Group Session for Traffic Court Judges and Prosecutors

Wartime Problems of the Traffic Court

By JUDGE EARLE W. FROST

Municipal Court, Kansas City, Mo., and Chairman of Committee on Traffic Courts of the National Safety Council

The all out wartime objectives of conservation of manpower, war material and transportation have been seriously threatened by the continued high general traffic toll, and particularly by certain major wartime traffic problems resulting from increased frequency of traffic violations by defense workers, members of the armed services, and juvenile and parental delinquents.

Defense Workers

Defense workers engaged in essential war work are responsible for a disproportionately large percentage of traffic violations. This may be due to the great influx of such drivers into metropolitan areas, many of whom are wholly inexperienced in city driving and unfamiliar with even standard driving regulations, and

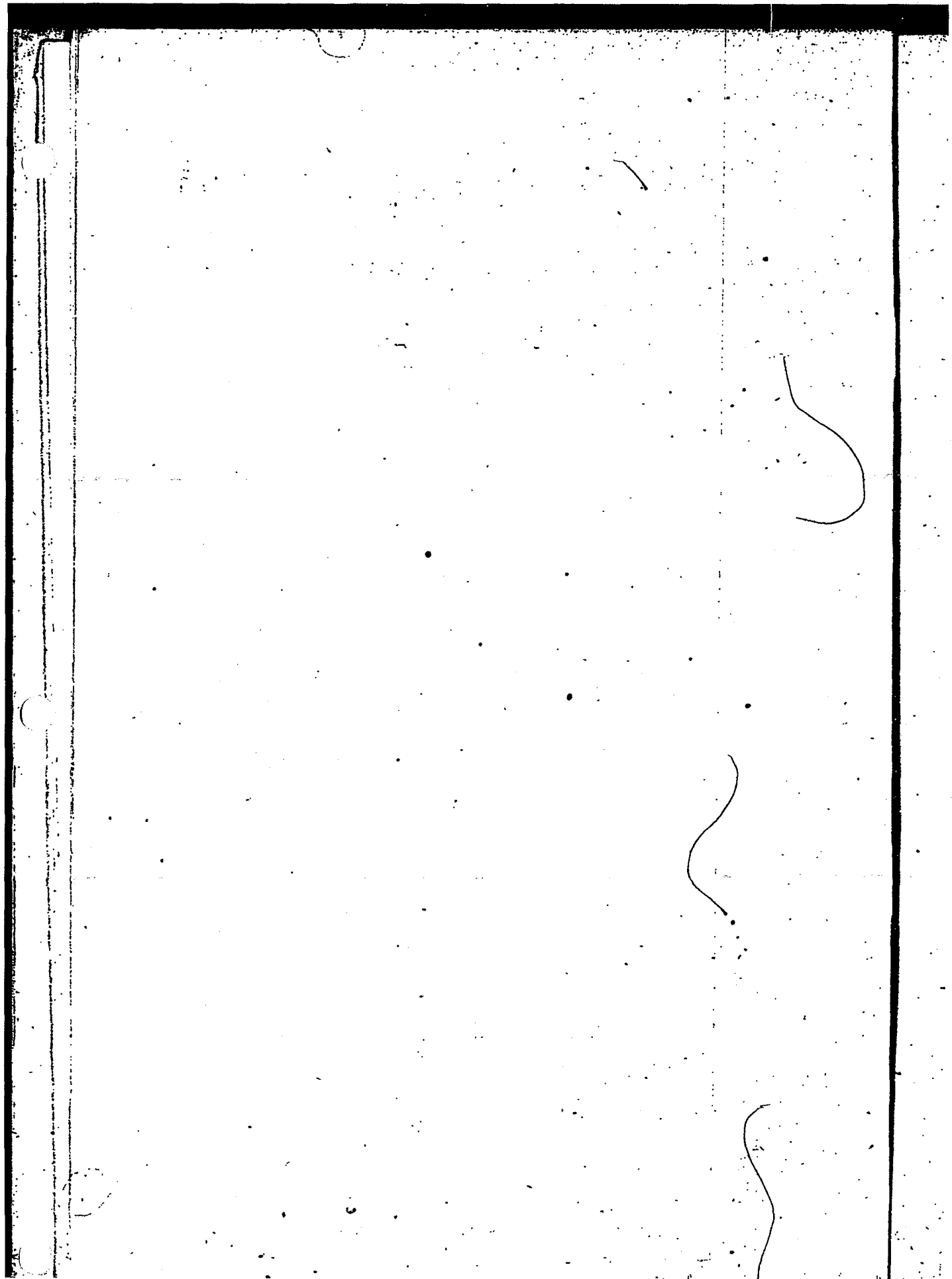
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Psychiatric Aspects of Highway Traffic Law Enforcement

KANSAS HIGHWAY PATROL

Reprint from the

**"Bulletin of the Menninger Clinic
Vol. 9, No. 1, - January, 1945"**



PSYCHIATRIC ASPECTS OF HIGHWAY TRAFFIC LAW ENFORCEMENT*

By KARL MENNINGER, M.D.

It is a very impressive experience for one like myself, unacquainted with the extent to which the program of safety planning has been developed, to attend such a Congress and Exposition as this, filling three large hotels with a week of intensive programs. The growth of interest in the important problems associated with the general idea of "safety" is indeed enheartening.

In strolling about through these miles of booths, reading the educational placards and examining the mechanical devices for the prevention of accidents, I was struck by the fact that the emphasis seems to be so preponderantly on the side of mechanical prevention, as if the psychological factor in safety insurance were something only incidental and relatively negligible. I realize that this is partly due to the fact that the psychological factors in accident prevention are not something which lend themselves to commercial displays. But this would not explain the absence of topics on the program dealing with the psychological factors.

I shall feel the more justified, for this reason, in limiting myself exclusively to the psychological factor in this presentation, particularly as it applies to the problem of highway safety. One could discuss this from many standpoints and, hence, I must make a further selection within this selection. Many studies have been made, for example, of the psychology of automobile drivers.†

We know from such studies that drivers are often feeble-minded, often illiterate, often totally unskilled in driving, often defective in vision, sometimes physically or mentally ill, and occasionally accident-prone.‡ When arrested for violations they are occasionally belligerent, defiant, supercilious, and uncoöperative, but always scared! The psychology of the man in the car however is better known to us than the psychology of the man outside the car, the

* Presented at the thirty-second National Safety Congress and exposition, State and Highway Traffic Section, Hotel Sherman, Chicago, Illinois, October 5, 1943.

A much shorter version of this article omitting some scientific data was published in *Public Safety*, August, 1944.

† One of the best of these is that of Dr. Lowell Selling, Director of the Psychopathic Clinic of the Recorder's Court of Detroit, who, with his numerous assistant physicians and psychologists, has published many articles on the subject.

‡ Regarding this latter category, see the discussion of purposive accidents in the author's *Man Against Himself*, N. Y., Harcourt, Brace & Co., 1938.

police officer whose duty it is to control these sometimes feeble-minded, often illiterate and frequently accident prone drivers.

It is unnecessary for me to tell this audience that an evolution has taken place in the career and role of the policeman, and in his social status. I am not here to make invidious comparisons, but we all know that many advances have been made in the past ten years over the small town constable or the big city political appointee type of law enforcement officer. We know that the state police organizations have had the advantage of recent formation, new ideals and higher standards.

Time was when the physical requirements of the policeman were the chief considerations in his selection. I recall an amusing discovery of one of my colleagues about twenty-five years ago. He had a theory that crime could be directly related to feeble-mindedness. He tested all the prisoners in a certain large state Penitentiary and the general intelligence average was indeed low. But to check his findings, he then tested all of the guards taking care of these prisoners and also a group of policemen, and he found the average intelligence of the men in these groups to be even lower. So he gave up his theory, but he started some thinking on the part of law enforcement people.

The state police of today constitute a superior group, not only physically but in point of intelligence. Intelligence and physique, however, are not the only factors in the selection of competent police officers. In modern psychiatric thinking we are no less concerned with emotional factors and motives than with brains and muscles. We think it is important to know, for example, why a man wants to become a police officer. We think it is important to know what concept the young applicant has of the profession he is about to join, what he hopes to do, what ideals he has for himself and his profession, and what sacrifices he is willing to make in order to wear his uniform with competence and pride. Then again we know that there are always secret satisfactions or at least secret hopes connected with any new project. Does the young candidate for police training aspire to this job because he wants to look important? Because he wants to bully people? Because he wants to have an excuse for remaining away from his wife longer hours? Because he likes fire-arms and wants to economize on the expense of target practice? Sometimes these secret motives are of determining importance.

The fact of the matter is that we really do not know very much about the motives that impel men to elect any profession or field of

work. Few of us in this room today would be satisfied with his own explanation of the reasons why he chose the work he is now doing. This does not mean, however, that it is impossible to ascertain these motives and to study them and their relation to the successful performance of the work elected; granted a coöperative group of subjects.

During the past year the officers of the Kansas State Highway Patrol (an organization of which I have the honor to be a member), under the direction of Colonel Will Zurbucken, have coöperated with the medical and psychological staffs of the Menninger Clinic in a rather elaborate study. One after another of these gentlemen presented himself at our Clinic, gave us a history of his life, interviewed one of our psychiatrists, took an intelligence test and gave his reactions to a number of other technical psychological tests—the Rorschach, the B.R.L. Sorting Test, the Thematic Apperception Test, and others. As a result of these studies we were able to draw some conclusions about the personality structure of a group of police officers, all of whom had been carefully selected and carefully trained, and all of whom were functioning in a superior manner. From this study of fifty-four police officers, we learned many technical facts of considerable interest. Through the kindness of Dr. David Rapaport, Dr. Merton Gill and Mr. Roy Schafer, who made most of the studies, I can report briefly what some of these findings were, and what they showed as to the motivation of the patrolmen.

First of all, 32 of the 54 (60%) were found to be well adjusted individuals, 17 (31%) showed some maladjustment features, and only 5 (9%) were definitely maladjusted. Interesting light is shed upon the nature of their adjustments to life if we consider the degree and kind of aggressiveness of these patrolmen as revealed by one of the psychological tests (the Szondi test). In general we can say that the patrolman appears to be a man ready to be aggressive in a controlled way. Clinical investigation revealed the parallel fact that these men liked to be active and to move around. They are good fathers and husbands when at home for a short time but get restless and anxious if they stay home long. The patrolmen who are under a greater tension than the well-adjusted ones, attempt in general to inhibit these aggressions with some degree of resulting maladjustment.

For the good patrolman, curbing other people's aggressions would seem to be an outlet for his own. However, if he is so aggressive that the patrol life itself does not provide sufficient outlet for his

aggressions, he is apt to either infringe on the regulations or to inhibit his aggressions and become or remain maladjusted.

Another datum established by this investigation reflects the change in the function of the patrol in the last 20 years. Twenty-one officers (30%) were of superior (I.Q. above 119) or very superior intelligence, 18 (83%) of "bright normal" intelligence (I.Q. between 111 and 119). Fourteen (26%) of high average intelligence, (I.Q. between 101 and 110) and only one (2%) of low average intelligence as measured by the Bellevue-Wechsler Intelligence Scale. One would expect, according to the old concepts, to find that patrolmen are outstanding in their bodily coordination of movements and in manipulations, while relatively unarticulate in their verbal facility. Actually however, the opposite proves to be the case. Statistical tests indicated that the patrolmen's verbal facility and thinking are definitely superior to their manipulative coordinating performance. This shows a radical change from the concept expressed in the "arm-of-the-law," to that of the officer whose task is mainly to think and talk to *avoid* using force. This fact is the more striking since better than half of the men come from a rural background which in itself would favor manipulative over verbal facility.

The manifold considerations open here for selection of and training for the job of patrolmen is hereby merely touched upon. Because we believe that the cultivation of hobbies represents a constructive adjuvant to good adjustment, it is interesting to note that only eight of the fifty-four had no hobbies; fourteen of them made collections of guns, pipes or other articles; thirty were fond of hunting and fishing; ten were interested in various forms of athletics; four in farming, eight in mechanical shop work; four in music; and a number of others in such miscellaneous fields as navigation, meteorology, photography and public speaking.

The main point is that the police officer in choosing his profession asserts that he feels sufficiently in control of his own aggressions to be able to assist others to control theirs. He elects to be regarded as a superman and in reality, *has* to be one. He asserts (by implication) in applying for admission to the Highway Patrol, that he believes himself to be stronger, wiser, calmer, more law abiding, and, in general, better adjusted than the average citizen.

In the physical tests, these men must prove their point in order to be accepted. The psychological tests reported show that usually, although not always, the patrolman proves his point insofar as intelligence and life adjustment are concerned.

Now it is very difficult to be a superman at all times and in all respects and yet that is exactly what the police officer has to be and must continue to be. It is very important that he realize this and realize also the reasons why it is necessary. Hence, in The Kansas State Highway Patrol school for prospective officers held under the direction of Colonel Zurbucken and Major Rutherford, we explain it and emphasize it as an important part of the preliminary training. What I (as one of the lecturers) tell the men is something like the material of the next few paragraphs.

From time to time we have to remind ourselves that all of the radios and bathtubs and neckties and cosmetics and automobiles in the world—all the things that we call civilization, constitute a very thin veneer over the basic biological nature of the people who drive the automobiles and use the cosmetics, listen to the radios, do the arresting, etc. Every human being, whether he is a Japanese soldier, a Gestapo thug, a quiet little groceryman, a Catholic priest, a poet, a drunkard, a racketeer or a police officer, has aggressive, destructive, lawless, cruel, selfish, ruthless tendencies within him which are capable of coming to the surface under the right conditions. I call them *tendencies* in order to indicate that whether or not they ever come to full expression, they are always there. They are instinctive, they are persistent, they never die out so long as life lasts and they are capable in anyone of expansion and exploitation.

Civilization is nothing other than the development of a program for controlling these aggressive impulses. Our entire lives are spent in trying to master them and to refrain from expressing them inappropriately and in helping others to do likewise. We are constantly losing partial control of these tendencies and requiring help from our neighbors or our police officers or our wives. Now and then some individual gets so confused that he begins to defend the principle that he has a right to let them go, to do all the things that society and civilization have agreed to prohibit. He may call it "blowing his top" or "losing his head"; he may call it rugged individualism, and he may call it expressing his personality, and he may call it taking the law into his own hands. But there can be no doubt as to what it is; it is just as damning as liquor on one's breath or stolen goods in one's hands, and when such an individual has sobered down he will admit it if he is not psychotic. It is criminality.

Indeed this is the very thing that World War II is all about. For reasons that are partially understandable but totally unacceptable to us, the Germans and Japanese have renounced the attempt to

control these aggressive, destructive, cruel impulses. They have, on the other hand, glorified the expression of brutality and cruelty. They have evolved a curious doctrine of pseudomascularity according to which one is only a man if he acts like a beast.

Meanwhile most of the thoughtful people of the earth know that in the long run, no matter how it is glorified or justified or legalized, lawlessness does not work. And in an effort to banish it from our society and banish it from our own lives, we have developed a lot of things that help.

One of these is good manners. After all, the customs and laws of the country are merely some rules about good manners. It simply is not good manners to take another fellow's property. It used to be, but it isn't now, and it is written down in a book so it is called a law. It is not good manners to take the food off another man's plate. That isn't written down in the books so it isn't a law but it is the same principle. Now and then a police officer gets the hard-boiled sergeant's idea that good manners are not very important. He is mistaken.

Good manners help. So does education. So does religion. Especially, I believe, do work and play help to control the aggressiveness in us—we can work it off and play it off. In work one has to destroy something; it is certainly better to cut weeds than to cut throats, and it takes the same kind of energy, psychological and physical. It is better to beat a golf ball around the links or to beat someone at tennis than to use up this same energy in a fist fight.

Last of all, in my list of things that help to control destructive impulses, I would like to put "the umpires." This is my conception of the police officer of the new type—an umpire or linesman whose primary duty is not to arrest people but to enable people to avoid the necessity of being arrested. People need policemen. People are most comfortable when they can have the feeling that there are rules and regulations regarding such things as driving, for example, which exist for a reason (the reason of safety, naturally) and from which it is not the privilege of any individual to take exception; they are more comfortable when they feel that such rules and regulations are enforced by umpires or referees. These must be honest officials, not wolves, not bullies, not inverted footpads who want to sneak up on someone or get something on somebody, but friends of the driver, not of one driver but of all drivers. People want to feel that these policemen are persons of friendly authority like the doctors who say you may do this and you may not do that; you have been making

a mistake; it's better to do this. If such a policeman must make an arrest, he does it in a very different way from the predatory sadist, the small-man-in-big-blue-pants who exploits his authority to the discomfiture of an occasional offender but who in the long run encourages law breaking and the defiance of and disrespect for the guardians of public safety. People like this kind of supervision, a policeman who has this attitude furthers public safety and makes people love the policeman instead of fearing and hating him. Those whom we love we strive to please, not out of fear but out of that very love—call it respect, admiration or anything else you wish, but it really is love.

The police officer has many temptations, and one of them is to use his power and authority vengefully, and hence destructively, instead of constructively. The possession of authority is a great burden and there are few who can bear it, and still fewer who can be trusted to employ it only constructively. The man who has secret feelings of inferiority, the man who lacks self-respect, the man with an over-strong, vengeful conscience, the man with a burning resentment toward the authority to which he has had to submit, such men will become bad police officers, officers who promote public danger rather than public safety. It is of such men that prison bullies, sadistic third degree inflictors, concentration camp torturers and corrupt wardens are made. Such individuals, given the authority of the law, become the destroyers of the law. They think that to insure respect, they must breed fear. But, as a very wise old police officer once remarked to me, the bullying policeman is always a scared policeman. "If you are not scared yourself," he said, "you won't try to scare other people." I felt as if I had learned a great lesson from this man who had never studied any psychology in books. I told him I thought he knew more about it than I did, and he said, very modestly, "No, but I have learned a few things the hard way, and I'm glad you are telling these young fellows something they don't realize the truth of as well as I do."

The man behind the wheel of a high-powered automobile is a different individual from that same man as a pedestrian. A child is small and weak and he knows it and he thinks that when he grows up he will be big and strong, but when he does he discovers that he is not so very big after all and not so very strong, when compared to all the forces of the world. Hence all people who are not outright feeble-minded continue to suffer from a feeling of inferiority all their lives. For some of them it remains a rankling sore; they are con-

stantly impelled to deny it or refute it. Give such a person a ninety horsepower engine that will run many times faster than the most vicious stepmother or the most irate uncle or the most vehement father, give such a grownup child a machine like this and why should he care any more in his secret soul for little blue-coated policemen, or little printed signs that say "Slow!" or little marks in a book that say, "Thirty miles an hour limit"?

If the child or the beast has become dominant in a man, the police officer can no longer stand as a symbol, a reminder, a warning. He must act. Empowered by his authority, he must oppose the irrational childishness or the ruthless beastliness of the driver. He must put himself on the side of the driver's better self, his adult self, his mature self. The police officer should never forget that there is such a self. Sometimes we talk so much about the bad side of human beings that we forget to mention the good side. Even the worst man has his ideals. It is on the side of these ideals, on the side of the offender's intelligence and conscience and knowledge and better judgment, that the policeman must align himself. This is the part of the offender which must not be frightened but strengthened by the policeman. It needs help from the police officer in order to suppress the rebellious, ebullient elements of the personality.

This explains the importance, then, not only of intelligence and character in the police officer but also of technique. To be sure, certain superior personality types come by the right techniques naturally, but for most of us they have to be learned, to be thought about, to be practiced. In no other way can fear, hatred, defiance and ultimate defeat of the police officer be prevented. It is not sentimental but highly practical to insist that the public's fear of the policeman be replaced with affection and trust.

How shall we get supermen of this type into the police profession? How can we get men who are big enough and sufficiently well-balanced and perspicacious to be entrusted with the necessary authority without being bullies, to be fathers and big brothers and friends to drivers who, as we said at the beginning, are sometimes feeble-minded, sometimes illiterate, sometimes accident prone, sometimes sick, and very, very often childish and forgetful? How can we find policemen who can measure up to their own ideals and standards of such supermen?

I think we can do this, first, by clearly defining for policemen, for officers, for law enforcement officials of all kinds, the definite psychological requirements of the modern police officer, perhaps something along the lines of the foregoing.

Secondly, we can look for more leaders who have themselves caught this vision and can impart it to others—such men as August Vollmer and Neil Anderson of California, Chief O. W. Wilson formerly of Kansas, Colonel Zurbucken and his associate, Major Rutherford—men like these I am sure are not so few as they are merely inconspicuous and unknown to me personally. You, in this field, know who they are and where they are and if you give them the encouragement they deserve you will find other young men rising up to follow in their footsteps.

But these men can only rise up and new men can only be expected to learn the right ways if systematic educational programs are provided for the training of police officers not only in marksmanship but in psychology.

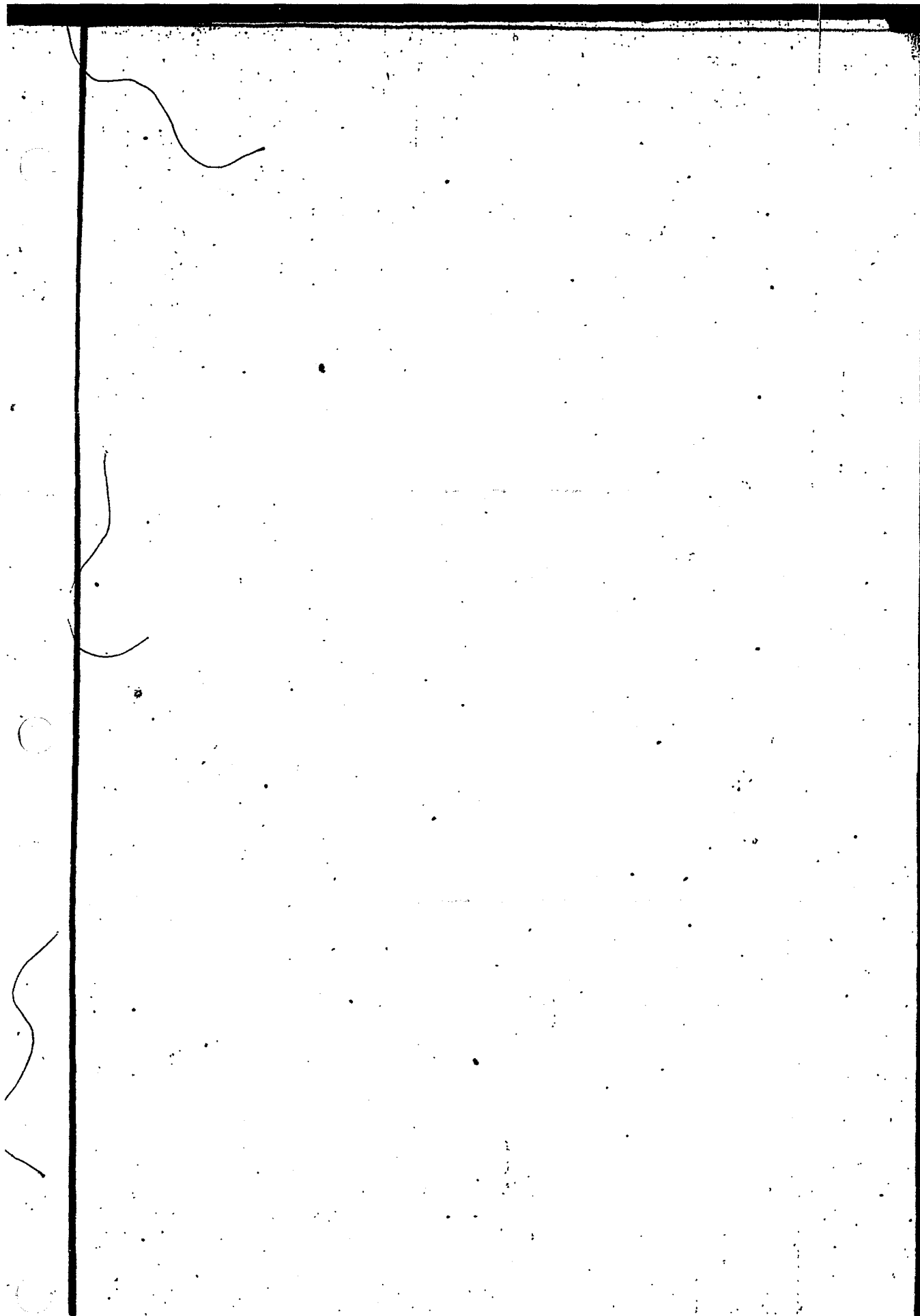
A fourth way in which such men can be obtained is by making the monetary compensation of police officers commensurate with the real requirements of the job. It seems absurd on the face of it to expect men of superior attainments to be attracted to positions which pay substandard salaries and offer limited opportunities for advancement. No honest man who goes into police work expects to get rich but he should expect economic security, credit for creditable work and an opportunity for advancement on the basis of merit. These things have all been said before and I am afraid they will sound very hollow to some of you who have hoped and worked for them so long. They are essentials just the same—essentials which it is in the interests of public safety to insist upon and extend.

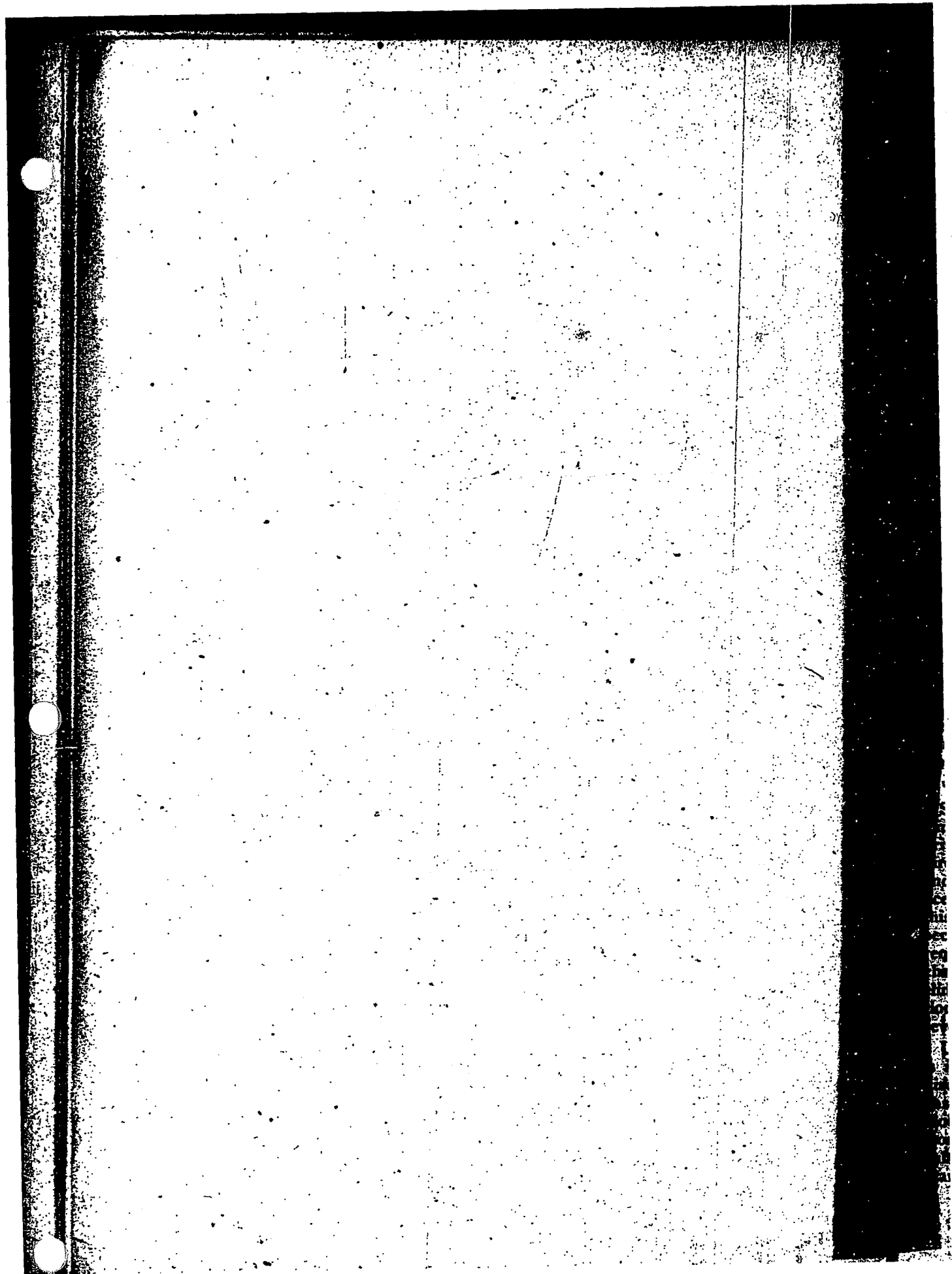
Finally, in order to get the type of men into police work that we have described, we need increasing recognition on the part of the public of the principles of safety policing. Nothing is more human than the plaintive wail that no one appreciates us. Every psychiatrist hears it every day from almost every patient. It is quite true that no one is *fully* appreciated by others. But to gain the recognition that one deserves it is necessary, first of all, to appreciate oneself, not in a vain way but in a manner of true appraisal. When police officers come to have a higher opinion of themselves, recognize that they are leaders in the community (the conscience of the community, as it were), umpires in the great game of semi-domesticated human beings trying to live peaceably with one another in a complicated world, they will inspire similar respect, support and admiration from the public at large, and men of the highest type will be attracted to this brave, fine profession.

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of whom are too irresponsible to be trusted with an automobile.

Among the special enforcement and problems arising out of these violations is the provision of court sessions for trial of workers to avoid conflict with work schedules. This problem requires more and varied traffic sessions. The sessions must be staggered to meet the different work shifts. Traffic cases must be segregated, continuances reduced to a minimum, and trials expedited.

In order to provide appropriate arrest and booking procedure to avoid delay in detention of workers, arrangements should be made between war industries and enforcement officials will permit use of ticket summonses for speeding and minor violations and eliminate bonds normally required because of non-residence of workers within jurisdictional boundaries. Penalties required for more serious violations should be moderate in amount and booking procedures should be simplified. This is, of course, primarily a problem of enforcement officials.

The imposition of fines rather than sentences of confinement, and installment payment of fines in cases where defendants cannot pay their fines in full, provide the best solution to the problem of satisfying penalties without conflict with working hours.

Unsafe Drivers and Equipment

Strict attention should be given to the elimination of unsafe drivers, particularly drivers carrying other passengers for hire. If we had adequate examinations and requirements for the issuance of license, we would not have to deal with this to the extent that is necessary today because of the woefully inadequate license requirements. Until such conditions are changed, about all that can be done is to eliminate the unsafe drivers after violations have occurred by suspension or revocation of licenses.

Unsafe equipment within defense plants should be immediately eliminated or replaced on discovery. However, little, if anything, has been done to eliminate unsafe automobiles carrying the same workers to and from work. This undoubtedly has resulted in many accidents and loss of much manpower because of injuries. One of

the excuses assigned for failure to take preventive measures has been that the task is too great and might result in some instances in eliminating the transportation means of a majority of the workers.

Accordingly, again, about all that can be done to solve the problem is to impose appropriate fines and penalties in the event of violations and to impound the equipment until made safe, after violations have occurred.

A definite traffic safety educational program should be provided for workers by defense industries. Such education is particularly necessary for workers involved in major traffic violations, and the courts should utilize court room education and require compulsory traffic school attendance for such violators.

A sound analysis of the enforcement problem would indicate that war workers deserve no special consideration from the courts of law or law enforcement officials, other than the measures before stated, and that war workers must expect to pay the full penalty for traffic violations. In fact, these violations are so damaging to the war effort, resulting in the aggregate in much absenteeism and great loss of manpower that, if anything, more drastic penalties should be imposed on war workers to bring them to a realization of the seriousness of such violations.

Violations of Service Men

In cases of traffic violations of members of the military services, the question of the legal jurisdiction of civil traffic courts arises. In wartime, although both the civil and military courts have concurrent jurisdiction, the military courts have superior or paramount jurisdiction, and unless this jurisdiction is waived by the military authorities and consent given to trial in the civil court, the civil authorities can only detain members of the military services and hold them for the military authorities.

It has been established that any consent to civil trial for military personnel must be made by the commanding officer of the individual to be tried. The accused person does not have the right to select the tribunal by which he is to be tried.

Close contact and cooperation should

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Among the special enforcement and court problems arising out of these violations is the provision of court sessions for trial of workers to avoid conflict with work schedules. This problem requires more and varied traffic sessions. The sessions must be staggered to meet the different work shifts. Traffic cases must be segregated, continuances reduced to a minimum, and trials expedited.

In order to provide appropriate arrest and booking procedure to avoid delay and detention of workers, arrangements made between war industries and enforcement officials will permit use of ticket summonses for speeding and minor violations and eliminate bonds normally required because of non-residence of workers within jurisdictional boundaries. Bonds required for more serious violations should be moderate in amount and booking procedures should be simplified. This is, of course, primarily a problem of law enforcement officials.

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Unsafe Drivers and Equipment

Strict attention should be given to the elimination of unsafe drivers, particularly drivers carrying other passengers for hire. If we had adequate examinations and requirements for the issuance of license, we would not have to deal with this to the extent that is necessary today because of the woefully inadequate license requirements. Until such conditions are changed, about all that can be done is to eliminate the unsafe drivers after violations have occurred by suspension or revocation of licenses.

Unsafe equipment within defense plants is immediately eliminated or replaced on discovery. However, little, if anything, has been done to eliminate unsafe automobiles carrying the same workers to and from work. This undoubtedly has resulted in many accidents and loss of much manpower because of injuries. One of

the excuses assigned for failure to take preventive measures has been that the task is too great and might result in some instances in eliminating the transportation means of a majority of the workers.

Accordingly, again, about all that can be done to solve the problem is to impose appropriate fines and penalties in the event of violations and to impound the equipment until made safe, after violations have occurred.

A definite traffic safety educational program should be provided for workers by defense industries. Such education is particularly necessary for workers involved in major traffic violations, and the courts should utilize court room education and require compulsory traffic school attendance for such violators.

A sound analysis of the enforcement problem would indicate that war workers deserve no special consideration from the courts of law or law enforcement officials, other than the measures before stated, and that war workers must expect to pay the full penalty for traffic violations. In fact, these violations are so damaging to the war effort, resulting in the aggregate in much absenteeism and great loss of manpower that, if anything, more drastic penalties should be imposed on war workers to bring them to a realization of the seriousness of such violations.

Violations of Service Men

In cases of traffic violations of members of the military services, the question of the legal jurisdiction of civil traffic courts arises. In wartime, although both the civil and military courts have concurrent jurisdiction, the military courts have superior or paramount jurisdiction, and unless this jurisdiction is waived by the military authorities and consent given to trial in the civil court, the civil authorities can only detain members of the military services and hold them for the military authorities.

It has been established that any consent to civil trial for military personnel must be made by the commanding officer of the individual to be tried. The accused person does not have the right to select the tribunal by which he is to be tried.

Close contact and cooperation should

be established between the civil and military law enforcement authorities. Through such cooperation, arrangements can be made for the handling and detention of military personnel so as to permit trial in the civil courts for minor offenses or to facilitate transfer to military authorities for trial. It is imperative, of course, that the civil authorities furnish military authorities complete reports on violations and competent evidence to sustain the charges. The civil authorities should insist on reports of the final disposition of cases turned over to the military to complete their records. The military courts generally can be relied upon to impose more severe punishment than civil courts, which probably accounts for the apparent desire of many members of the military service to have their traffic violations tried in the civil courts.

Juvenile and Parental Delinquency

Nationwide juvenile and parental delinquency is the latest wartime problem, and is a problem that indirectly affects traffic safety by contributing to the in-

creased frequency of accidents involving drivers and pedestrians of this type. This is the natural result of the increased number of such drivers and pedestrians on the streets and highways at night and their free use of intoxicants. Traffic courts must cooperate with other agencies to solve this problem. The manner in which these delinquents indirectly affect traffic accidents should be kept in mind in handling cases involving such individuals, whether the cases are for traffic or non-traffic violations.

Reconciling apparently opposing factors is necessary in handling traffic court problems involving war workers and members of the armed services. Both must be kept on the job. On the other hand, the ideal and practice of fair and impartial traffic law administration and all that has been accomplished in the cause of traffic safety must be preserved, and where necessary, drastic and severe measures must be applied to stop the carelessness that is seriously impairing our war effort.

TUESDAY AFTERNOON SESSION

October 5, 1943

Group Session on Public Safety Education

Round Table Discussion on Safety Education Tactics in Wartime

The first session for the public education group was a round-table lead by Leo R. Welch of New Jersey. Points discussed in this session stressed the need for reaching the groups of people who were causing accidents and yet had not been reached under previous programs.

A wartime program for safety education must be based on the following points: (a) public relations, (b) public education, (c) training, (d) local cooperation, (e) research and planning.

Discussion of films for public education dealt with the matter of whether the most horrible pictures should be shown, together with the relative merits of various films available.

There was discussion on how to make a safety talk more interesting and the matter of using stunts, dramatization and comedy were all given considerable debate. In the use of films it was agreed that students should be given an outline of the

film first in order that it may not be considered purely entertainment.

While fitting public education programs to the present times, it was emphasized that some influences will be very valuable later on. The training of military personnel, civilians, motor corps members and high school students under the pre-induction training plan had met with unusual success in several states.

Another adjunct of safety education which should not be under-estimated is the development of local cooperation. Usually it is easy to obtain and often the success of the entire program is dependent upon this assistance.

Another suggestion was that serious consideration must be given now to the possible necessity for the re-examination of drivers after the war when mental as well as physical defects will pose a definite problem to the motor vehicle administrator.

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TUESDAY EVENING SESSION

October 5, 1943

Joint Session With Commercial Vehicle and Transit Sections and
Institute of Traffic Engineers

Women in Transportation

By DOROTHY SELLS

Chief, Personnel Supply Section, Division of Transport Personnel,
Office of Defense Transportation, Washington, D. C.

There are now approximately 200,000 women employed in all branches of domestic transportation—rail, water, air, motor, street car and pipeline. Though this number represents only about 8 per cent of the total employment in the transportation field, it means that the number of women engaged in this industry, which has always been strictly a man's industry, has doubled within a period of two years. More than that it means that half as many women again, and 100,000 is a conservative estimate, must be added to transportation's labor force within the next year, if the necessary war services are to be adequately maintained.

Without further words or figures it becomes obvious to you who are so well acquainted with industrial techniques and problems, that such an influx of relatively inexperienced employees into a group of highly skilled industries—industries involving the safety of millions of human beings—must cause considerable dislocation. If transportation had to absorb 200,000 green men within a short period of peace time, it would be considered a big job.

What are these pioneer women in transportation doing, you will want to know. Most of you have seen them, white or colored, driving city buses, taxi cabs, street cars and delivery trucks; selling railway, airway and bus tickets; checking parcels; loading airplanes; working on railroad tracks; cleaning passenger stations and coaches; washing and servicing trucks; even serving in dining cars. Behind the scenes in the offices of railways, airways, intercity bus lines, motor truck and local transit companies thousands of

other women are also substituting for men. Increasingly women are being employed to perform mechanical and electrical work in railroad shops, in the hangars of commercial airlines and in automotive repair and maintenance shops. Some are telegraphers and telephoners; a few are dispatchers on railroads. Others receive and send teletype messages, plot weather maps, or guide airplanes on to the landing fields. Still another considerable group of women do inspection and instrument repair work requiring fine measurements and a high degree of accuracy.

Among these and a host of other jobs which I have not specified are many involving responsibility for the lives of their fellow workers and the lives of the public, to say nothing of their own.

Now what is the impact of women transportation workers upon accidents? Does experience substantiate the common belief that women as a group are poor drivers and that in almost every occupation they are accident-prone?

I regret that I am unable to give you any conclusive figures that will settle this matter of women and accidents forever. Neither in Great Britain nor the United States is there, to my knowledge, any statistical material that answers the question either way. For one thing women have been employed for too short a time in most of the hazardous jobs to warrant definite conclusions, and for another, both the statisticians and the employers seem to shy away from this moot subject. What can be said about women and accidents must, therefore, claim no more authenticity than general impressions and specific instances.

First, what do we know concerning accidents of women workers in Great Britain, a country where a larger proportion of women has worked longer in industry than in the United States? According to the annual report of the Chief Inspector of Factories for 1941, reportable accidents (fatal and non-fatal) to adult male workers had increased 42 per cent in 1941 over 1938 while it had increased 192 per cent for adult female workers. This staggering increase in the percentage of accidents to women is mainly attributed, however, to the large increase in factory employment due to war and to a marked increase in the number of women employed in dangerous occupations and in dangerous industries. Since the hours worked by the injured persons in these years are not known, the frequency rate is not given. Consequently these figures do not tell us much. The available figures in the report do show, however, that if all the accidents were equally shared, one adult man in 25 would be liable to an accident each year at the 1938 rate and one in 20 at the 1941 rate, while the rate for women in 1938 would be one in 105 and in 1941 one in 56. That sounds more encouraging for the women. Moreover, figures showing the percentage increase in accidents to women for a few specified industries notorious as "accident producers," add weight to the conclusion that the overall figure is heavily influenced by the fact that women are participating in a much larger number of the dangerous processes in industry.

Specifically with regard to the accidents of women in transportation, I can only state that my general impression from visiting a number of companies in the different branches of transportation in Great Britain during 1942 and 1943, and interviewing the supervisors of women workers, was that the actual facts failed to warrant the statement which I frequently heard: "women have a lot of accidents." When chapter and verse were called for, it usually turned out that the accidents cited amounted to nothing worse than a bruise or a cut or other relatively minor injury.

Up to the present, a proportionately smaller number of women seems to have been employed for mechanical work by

the transportation companies of the United States than of Great Britain. Women are more largely employed as bus and street car operators here, however. This difference may perhaps account for what appears to be an opposite impression on the part of employers in the two countries concerning the liability of women to accidents. When I ask local transit companies in the United States about the accidents of their women operators, I am told almost without exception that they are certainly as free from accidents as the men drivers, and sometimes I gather that they are a little better on this score. They drive more slowly and more cautiously, at least at first, and they have an unusually keen sense of responsibility with regard to human life. Of course, there is still the question as to whether or not this will continue when they become seasoned drivers, or when it becomes necessary to let down on qualification standards for women operators.

At any rate, the written testimony of persons having first-hand experience with women motor vehicle operators tends to substantiate the general impression that so far the women have measured up to previous safety standards.

The director of motor vehicle safety for one insurance company says, for example, in a recent issue of the *Commercial Car Journal*: "As to women drivers, they apparently are fully as safe and reliable as men drivers, at least for the operation of light equipment. One over-the-road operator in California has been using women drivers on a long haul and has found them to be most efficient and they are maintaining much better time schedules with lower operating costs."

Another writer in the *Journal of American Insurance* for June, 1942, reports that women give no evidence of being more accident-prone than men, though they are more susceptible to the following types of accidents: (1) catching hair, clothing, jewelry, etc., in moving machinery; (2) falling; (3) cuts and bruises. These accidents are obviously due in most cases to failure to wear suitable work clothing or to inexperience at work. As a group, this writer says, women tend to be less reckless than men and their safety record is good.

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The assistant manager of a company employing 125 women as drivers of Army vehicles from the factory to points of delivery states that his safety experience with women drivers has been especially satisfactory. Over a three-month period prior to December, 1942, the women drivers, while delivering 33⅓ per cent of the military vehicles handled by the company, had only 8 per cent of the accidents. The men drivers, who delivered 66⅔ per cent of the vehicles, had 92 per cent of the accidents. During the first 5 months these women delivered 2200 units for the Army, but they were not involved in a single accident necessitating more than \$50 in repairs.

Similar testimony is given by the Chief of the sales operating division of still another company using 700 drivers of light delivery trucks. He testifies that though women have a somewhat larger proportion of accidents than men, most of them result in nothing worse than dents or scratches due to failure to judge distances correctly when backing or when entering and leaving garages.

The consensus of opinion among supervisors of women bus drivers in local transit appears to be that women are as a rule safer drivers than the men now available for employment. One intercity bus company employing 300 women drivers on short runs finds that the accident frequency rate of women bus drivers is 20 per cent in excess of that for men, but the accident severity record of the women is better than that for men drivers. The women are inclined to misjudge distances when backing and making turns. One the other hand, they exercise greater caution at intersections and other dangerous places along the road, where the serious accidents usually occur.

Though there is some difference of opinion and no conclusive evidence regarding the relation between women and accidents, I think we can fairly say that women in transportation have done much better in this matter than was expected. When human life is at stake, however, doing better is not good enough. An effort must be made to eliminate all accident hazards.

When we look the problem squarely

in the face without any attempt to compare the record of the two sexes or to exculpate one sex or the other, it is clear that there are certain factors which tend to produce accidents on the part of women workers. Most of these arise out of the fact that women are inexperienced workers. Any new worker, whether a man or a woman, is subject to these same accident-producing factors, and they can be overcome for the most part by adequate training for the job coupled with careful safety instruction. It should be remembered in this connection, however, that there can be danger in over emphasizing accident hazards. Perhaps even more than men, women are contra-suggestible, and it is possible—in fact it has happened in Great Britain and elsewhere—that too much emphasis upon what not to do causes an accident-shy person to do that very thing with unexpected and sometimes tragic results.

There is the further fact that a great many women, indeed most of those who will be employed from now on, perform two jobs—one job as home-maker and another as bread winner, which means that they are frequently weary or their minds are pre-occupied when they begin work, especially if they are married. None of these problems are impossible of solution, however; not even the last one, as our brief experience with women in transportation so far indicates.

The likelihood of accidents involving women can be further curtailed, first, by recognizing that women, like men, are individuals, each with her different aptitudes so that a suitable selection of the right woman for the right job can be made; and second by teaching new employees about the necessity for wearing suitable work clothing, about the importance of cultivating a confident and leisurely attitude towards their job and about the advantages of taking special pains to overcome inherent weaknesses.

If, in addition, the hours of women workers are kept as near to 8 per cent as possible with short rest periods where that can be arranged, or if they are employed on a part-time or a split trick basis, in order to reduce fatigue; if the driving seats in motor vehicles are so placed that no undue strain upon the body is involved;

if seats are provided in workshops as required under most state laws; if women bus drivers are given day-time runs whenever possible; if provision is made for a hot meal in the middle of the day; and if every opportunity is taken by management to build up the confidence of women workers in themselves—if these simple and ordinary human steps are taken to

help women to help the United States meet its present emergency, there is no reason that I can see why both the accident frequency and the accident severity rate for women should not decline. Taking all the good points of women into account, they might even drop a little lower than either rate yet has stood for men.

WEDNESDAY MORNING SESSION

October 6, 1943

General Subject Session on Employee Transportation Problems of Industry

(This meeting is reported under Subject Sessions in Volume I of the 1943 Congress Transactions)

WEDNESDAY MORNING SESSION

October 6, 1943

Group Session for City and State Police

Cooperation of Police With Plant Protection Organizations

By P. J. DORR

General Superintendent of Plant Protection, Mack Manufacturing Corporation, Allentown, Pa.

Although actively engaged in the manufacture of vital war materials, thousands of small plants throughout the country have been unable to meet War Department demands in providing adequate police protection for those materials or the plant and property that produce them; consequently we must look to some outside agency that is ready and available to assist us whenever an emergency should arise.

At first glance this seems simple. Most industries are heavy taxpayers, with management playing an important role in civic and local governmental affairs. But because of the present emergency and the ever increasing demands for weapons of war, management is prone to put forth an all-out effort to produce these mate-

rials, thus overlooking the many directives emanating from Washington calling for the expenditure of vast sums of money towards the guarding of the responsible facilities and their product.

Surveys of our plants by the various government agencies, including the F.B.I., were made in accordance with a well developed and coordinated plan, and the many suggestions and recommendations offered by these agencies were made in good faith and with the understanding that big and small industry would, wherever possible, abide by them. But, again we are faced with small industry which wanted to do a good job but did not have the finances nor the personnel to put it across.

Just how should we go about to secure

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outside help in setting up a protection group within our property and still stay within certain budget limitations? First, we must bear in mind that big industry, employing thousands of men and women, are sufficient unto themselves, and naturally were fully prepared to meet this emergency and the many hazards that accompanied it with a well trained and disciplined force of men commonly referred to as "plant guards."

Therefore, for the moment let us concentrate on Small Industry.

Get Police Veteran

First of all it might be good policy to head this small group with a man having local police background—one that has many contacts in the police profession and is well thought of by all and sundry in the community. If no one is available, endeavor to secure a leave of absence for someone from the City or Borough officials, and at the same time ask for the redoubling of police protection in the immediate vicinity of the plant.

Now as never before, countless opportunities are continually presented, calling for full cooperation between police departments and plant protection units. All employees working in war industries must be finger-printed as a prerequisite to employment. This affords an excellent avenue for cooperation on the part of the local or state police, who will be glad to assign a man to teach the simple fundamentals of finger-printing. The F.B.I. likewise will classify and file this record, where it is always available in the event of further investigation. A regular employee can handle the printing, and very good results can be obtained without the installation of expensive equipment.

It is vitally essential that the local Chief of both police and fire departments, particularly in the larger cities, be consulted and taken into the confidence of the company. Frequent discussions covering plant problems on and off the property should be encouraged.

In the absence of police power for your men, or until such time as they can be sworn in as auxiliary military police by the Governor, ask the local authorities for more frequent and extended beat coverage. Look to them for protection from

the outside and for information about those working on the inside. Liquor joints, taverns, and so-called "danger spots" are the frequent hangout for those seeking information, and many a clever enemy agent cloaks his movements behind the guise of a good fellow, well-met. The copper on the beat knows his people. Cultivate him, gain his confidence, and above all, share that confidence with him alone.

Watch the "Joints"

Gambling joints and bawdy houses provide excellent rest havens for the weary worker, and through him valuable information often leaks out into the waiting hands of the enemy. Inquiry should be made continually through the owners of these places in order to determine if any of their patrons have attempted to secure information of a confidential nature from plant employees. Rate of production, type of material manufactured, and many other pertinent facts can be secured from men that have imbibed too freely.

Loiterers either on foot or in cars, who, without any apparent reason, are seen in the vicinity of the plant, should be turned over to the police for questioning.

Turn over all information on sabotage or suspected espionage to the F.B.I. At no time should there be an attempt to investigate or evaluate that type of activity. This is a job for specially trained officers who operate officially under the President's Proclamation.

Because of the limitation of authority vested in most plant guards, it is advisable that in the event of riot, mob violence, destruction of property, and the blocking of gates and traffic, you have a prearranged agreement with the local chief for him to dispatch men on call, and thus confine the guards to the area inside the property.

Seek out the help of a seasoned policeman to survey your traffic problems. A poor system wastes many valuable man-hours and leads to dissatisfaction, and in many instances injury, to the plant worker. Rules and regulations as prescribed by the department, and enforced later by the plant guard, will have a tendency to speed up production, make for a more efficient handling of traffic, and

eliminate the possibility of street and highway accidents.

Neighbors Can Help

Bring the Chief of Police and Fire Chief into your plants, show them the vital spots and hazardous areas, and above all, be sure that they are familiar with all entrances and exits. State police, sheriffs and their deputies, air raid, and civil defense personnel, are all good contacts to have in the event of disaster. One or two state police units to my personal knowledge are cooperating in this respect.

The neighbors can be brought into this picture. Have them report any signs of

disorder, attempts to photograph the property, or anything of a suspicious nature. They too will be glad to assist in keeping the plants in operation.

Fire brigades, air raid squadrons, first aid groups, all can be trained within your plant if proper contacts are maintained with your local and state police.

Police are ever mindful of their obligation and duty toward the protection of plants and personnel in their area, and at no time should the question of authority or jurisdiction interfere with our one purpose, and that is—safeguarding lives and property during these most troublesome times.

Building Support for the War Traffic Program

By ESTEL HACK

Manager, Louisville Safety Council, Louisville, Ky.

There never was a period in the history of this country when safe transportation meant so much to every American as it has since our nation became involved in the present world conflict.

Building support for the war traffic program is little different from building support for the peace time program, except that during times like these it is considerably more difficult.

Since Pearl Harbor, we have been sold, and rightfully so, on the idea that winning the war is our first job. We have not been convinced that the best ways for all of us to help in the war effort are first, to walk and drive safely ourselves, and secondly, to fully support our traffic safety program.

One of the principal reasons the traffic problem has not been solved with a greater degree of efficiency is that the problem of crime has been made paramount in the minds of most of our public officials, police officials, judges, and jurors, while accident prevention has been relegated to a less important place.

In some cities, for example, there has been no change in the amount of fines for major traffic violations during the war emergency. It is obvious that small fines in these days of big money mean little to the violator. He pays the pittance, goes

right out and commits the same violation over again.

We are in vital need of a renewed consciousness of the seriousness of the traffic accident problem. The terrific death and injury toll must be burned deep in the minds of all our citizens.

Leadership Needed

We often hear officials say that the traffic problem is a community responsibility. They reason, the citizens make the problem, therefore the citizens must solve it. I don't agree with that reasoning. Our citizens are not traffic experts. They don't have possession of our traffic records; consequently, they must have leadership. It is my opinion that the leadership should be furnished by the top official with the full cooperation of the local safety council.

I say it is the top official's first responsibility because he alone can select a safety-minded Director of Safety, Chief of Police, and Traffic Judge, and has the power to demand of these officials efficient performance of their respective duties. When the top official has assumed his responsibility and has appointed the right people to these key official positions, then it is the duty of the local

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safety council to fully cooperate with his administration in coordinating a well balanced community-wide traffic safety program.

I can hear you say: "That's a splendid idea but how are we going to sell these top officials on their responsibility?" I'll agree that it isn't an easy task, but I say to you it must be done. I'm sure most of you will agree with me that our failure to secure the full cooperation of top officials has resulted in the death and injury of thousands of our citizens each year. Unless we find a satisfactory way to enlist the full support of these officials, we'll go right on slaughtering multitudes of men, women, and children every year in spite of all our efforts.

Go to Top Official

Now, there may be many ways of solving this vital problem, such as public pressure groups, unfavorable publicity or, if you wish, an application of political ointment. However, I am not in accord with any of these methods. My idea, and it's predicated on experience, is to appeal directly to the official and submit to him records which prove very definitely that the traffic accident problem is the greatest individual, social, and police problem facing the community. The safety council is vitally concerned and most anxious to cooperate with him and his administration in doing more about it.

Emphasize to the official that the first responsibility for a safe community rests squarely on his shoulders, and that no

other organization or individual can do the job successfully without his support; that the citizens are looking to him for leadership and the solution of all of their civic problems; that the officials under his supervision will not do a safety job unless he assumes the leadership and responsibility.

The next step would be to offer the official the suggestion that he call together a small group of his advisors and plan the safety program to be followed, which obviously will be built around the three E's, Engineering, Education, and Enforcement.

Once this procedure has been followed and the top official's full cooperation obtained, then the officials and safety council together can sell the program to the community. Then, and only then, can we hope to accomplish the desired results in traffic accident prevention, and this holds true whether it be in peacetime or wartime.

Therefore, my recommendation to every person in this audience is that if you really want to build support for the war traffic program, and you do not have the full cooperation of the top official in your community, then get together the right group of people, call on your top official and follow through with the procedure we have outlined. If you are successful in this task it will be the greatest individual step you could possibly take toward building genuine support for the war traffic program.

Military Violators of Traffic Regulations

By MAJ. MARTIN F. OEHMKE

Judge Advocate General's Dept., 6th Service Command, Chicago

The War Department you no doubt realize has great numbers of motor vehicles, to carry the enormous commerce of the war, which traverse all sections of the country, and the maintenance and operation of which requires unceasing vigilance, planning, effort and cooperation to the end of a minimum loss of or damage to persons and property. Traffic laws and regulations of all the states and their municipalities are understood and regarded as a means to that end and cooperation with all enforcement officers and agencies is a settled policy of the War Department.

Quite naturally, therefore, the responsible officers of the Army are at all times interested in the "Wartime Aspects of Traffic." For the moment, my own thought concerns the handling of military violators of traffic regulations.

Military violators usually fall into two classes: those who transgress through intention or negligence, and those who offend through ignorance. The Army, ever confronted with the problem of discipline, applies the theory of prevention in an effort to provide itself with motor vehicle operators who will not be traffic law violators. This application is made by proper operation and maintenance of equipment and careful selection and training of prospective drivers. Commanding officers are enjoined by Army regulation, which has the force of law so far as he is concerned, to prevent improper use of vehicles which results in abuse. In the term abuse are included excessive speeds, improper use of controls, including gears and brakes, racing engine, over or improper loading, lack of or improper use of lubricants, lack of inspection, deferred maintenance, and accidents. Such abuse when due to carelessness or indifference of responsible personnel is considered cause for disciplinary action. Observe that improper or insufficient maintenance resulting in defective equipment cannot readily be made an excuse for a law violation, and that not only the driver of a vehicle but his supervising officer may be held responsible for defective equipment which may

be the actual or alleged cause of a violation.

All Drivers Trained

Prospective drivers are all subjected to prescribed courses of training before they are allowed to operate motor vehicles. A condition precedent to the training is the completion of a driver's aptitude test which includes inquiry as to general intelligence and capacity with particular reference to vision. The training covers the whole field of operation and such maintenance as does not require a mechanic. The end of the course should find the driver qualified as to mechanical knowledge, operation, which includes actual driving and handling under usual traffic conditions and knowledge of traffic regulations, road procedure, safety precautions, speed limits, and vehicle abuse. If he is so qualified, he will be provided with the Army's Motor Vehicle Operator's Permit, which, the appropriate regulation provides, will be a guarantee that the individual is a qualified driver. Such specialized training under Army discipline designated to inculcate respect for all law and order should produce a driver who will avoid infractions of traffic regulations.

Nevertheless, there are military drivers who do sometimes become traffic law violators. The Army does not distinguish such a driver from any other violator of military law and accordingly he may be punished by military authority and tribunals for such offenses as he may commit under applicable Articles of War. So he may be punished if he misuses, or wilfully, or through neglect, suffers any military property of the United States to be lost, or damaged, or wrongfully disposed of, and is required to make good the loss.

As already indicated, he will have been instructed as to the proper operation of his vehicle with regard to observance of all traffic regulations, and if he fails to obey such instructions he may be punished accordingly. For any other offenses he may commit in and about the handling and disposition of the vehicle entrusted to him he will be subject to military

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discipline. This means that he may be tried by court martial for homicide, in a case where he operates his vehicle so as to cause the death of any person.

Drunkenness No Excuse

The foregoing suggests that the driver is responsible for his personal conduct as well as his conduct with any vehicle entrusted to him. This he cannot escape by a plea of drunkenness. It is a rule of military as well as civil law that voluntary drunkenness, whether caused by liquor or drugs, is not an excuse for crime committed while in that condition, although it may be considered on the question of intent where intent is a necessary element of the offense. It may be noted here that military personnel may be punished for being drunk on duty, or drunk under such circumstances as to bring discredit upon the military service, and this is so in case of a drunken driver who may not have violated any traffic laws while driving. It is obvious, of course, that the Army would not knowingly permit an individual to be a driver if he is addicted to the use of alcohol or drugs.

Most of you know that Army dis-

ciplinary action against military violators of traffic laws does not prevent the prosecution of these offenders by civil authorities. The War Department expects all its drivers to observe all traffic laws, and except in unusual cases, where military necessity or expediency dictates otherwise, it will not interfere with such prosecutions. On the contrary, it may safely be assumed that military authorities will at all times cooperate with civil authorities to their general and mutual objective of the elimination of motor vehicle accidents involving military personnel, whether such accidents are due to law violations or other causes.

As a matter of cooperation, the War Department has had and now has agreements with the states of Illinois, Wisconsin, and Michigan, comprising the Sixth Service Command, for the handling of all traffic problems which are of common interest including, of course, the handling of military violators. The purpose of these agreements is to unify the efforts of all the authorities for the sake of safety in traffic. You may be assured that the War Department and its responsible officer personnel will adhere to and uphold such worthy purpose.

WEDNESDAY MORNING SESSION*

October 6, 1943

General Session for Traffic Court Judges and Prosecutors

Presiding: JUDGE HARRY H. PORTER, Chief Justice, Evanston Municipal Court, Evanston, Ill.

The Traffic Court Program of the American Bar Association. Junior Bar Conference

By JOSEPH D. CALHOUN

Retiring National Chairman, Junior Bar Conference, American Bar Association, Media, Pa.

Some of us have a primary concern over methods of highway and traffic administration. Some of us worry more about public regard for the enforcement of laws in general. All of us are vitally interested in American Welfare—the protection of our nation from external and internal dangers.

While the external dangers are today uppermost in our minds, we must remember that our ability to save ourselves depends largely on the condition of our household, and the importance of victory in World War II will be minimized if American Democracy does not strengthen itself in the confidence of its citizens. The

judicial and law enforcement systems must have public confidence, and in order to assure the retention or the regaining of that confidence, those systems must be strengthened and improved.

Education Necessary

And so, you who have been traveling with the importance of national safety, and we of the organized bar who befriend the administration of justice, find our paths intersecting at a peculiarly dangerous time in the history of our country. The young lawyers of America, as organized in the Junior Bar Section of the American Bar Association, have mobilized the resources of our organization in an effort to do something about this lurking danger of America's household. We believe that in order to have national safety, we must have not only education on safety, but we must have enforcement of the law relating to the violation of the rules of safety, and we can't have law enforcement without an effective, intelligent and comprehending judiciary.

We, as young lawyers, see in the faulty administration of the traffic courts, a source of weakness which leads to lack of public confidence in the judicial system, and a great defect in any program for law enforcement and national safety.

While the traffic laws are enforced in what is known as the inferior courts, there should be no inferior justice. The first court, and very probably the only court in which most American citizens first find themselves, is the traffic court. Approximately five or six million citizens each year come into contact with traffic courts, many of them juveniles and many of foreign birth. The impression they receive is an important one, and generally an unpleasant one. Most lawyers have nothing to do with traffic courts, and the disrespect which is bred by these experiences is, in my mind, one of the dangers I referred to in America's household.

You, of the Committee on Traffic Courts of the National Safety Council, have seen the problem also, for some time, and particularly those of you who are judges have become more and more traffic minded in the last few years. National and regional safety conventions, as well as regional and

sectional meetings devoted exclusively to consideration of traffic courts and related enforcement problems, have been held under the auspices of the National Safety Council. Most effective of these meetings have been some sectional meetings with State Bar Associations, where programs were devoted to consideration of problems facing judges and prosecutors in the handling of traffic violators, especially under wartime conditions.

Survey Undertaken and Recommendations Made

A survey was undertaken under the auspices of the National Committee on Traffic Law Enforcement, which resulted in the publication of George Warren's book on "Traffic Courts." This book is the fourth volume in the Judicial Administration series published by the National Conference of Judicial Councils, of which series Dean Roscoe Pound is the editor. George Warren, in his book, lists fifty-seven recommendations necessary to the improvement of traffic courts generally. These recommendations have been approved by four national groups within the American Bar Association, namely: the Section of the Junior Bar Conference, which I represent today, the Section on Judicial Administration, the Section on Criminal Law, and the House of Delegates. Also, this list has been approved by the International Association of Chiefs of Police, the National Conference of Judicial Councils, and your Committee of Traffic Judges and Prosecutors of the National Safety Council.

The fifty-seven recommendations may be grouped in three general classifications: first, basic changes in traffic court set-up and functioning, requiring state legislation and, in some places, Constitutional Amendments; second, changes which can be effected without legislation by some administrative authority, such as the City Council; third, changes in procedure, the equipment and physical appearance of court rooms, which can be placed into effect by the individual judge of the traffic court.

Opportune Time for Action

The safety considerations of the program are well known to you. The peace

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time situation of alarming death and injury rates occasioned in motor vehicle accidents originally brought about the study. Traffic engineers and safety engineers had progressed to that point in their work where it became necessary for them to enlist the cooperation of Bar Associations, judges and prosecutors, in improving the type of enforcement of traffic regulations found in traffic courts.

Now, the peace time problem has become more aggravated under war time conditions, and despite gas rationing, the rubber shortage and reduced speed limits, the percentage of decrease in automobile accidents has not been as great as the reduction of automobile travel. It is true that the dockets of the traffic courts have greatly decreased, but what better time could there be than now when the court can place in effect, and, if necessary, experiment with the more substantial reforms contemplated by our program? Furthermore, the time is here for anticipation of the post war problems that will come with the reconversion of the automobile industry to the manufacture of automobiles.

We can properly contemplate the post war problems relating to national safety, but the war is not yet won and every automobile accident today in which a war worker is injured means man hours lost from the war effort. In addition, we are faced with a vital national transportation problem. The automobile is a necessity. Parts are scarce. Every accident means a unit of transportation lost. The Brookings Institute has published a report which indicates a minimum requirement of twenty million automobiles, trucks, buses and other motor vehicles for a successful prosecution of the war effort. Today there are only approximately twenty-four million vehicles in operation, which number is rapidly decreasing to the essential minimum of twenty million.

Cooperation of All Agencies

The concentration of war workers in already crowded traffic areas and the problem of war worker and military violator of traffic laws have raised acute difficulties to be solved, and they can only be solved by the intelligent approach of the local

judiciary and the law enforcement authorities. It has been our experience that they welcome our help and the advice which comes from a nationally organized effort.

Through the cooperation of the National Safety Council, a grant was obtained from the War Production Fund, which enabled the Junior Bar Conference to implement and apply the program as suggested in the fifty-seven recommendations of Mr. Warren's book.

As Chairman of the Junior Bar Conference, I appointed a Traffic Court Committee, which has become a standing committee of our organization, and which has done a great job in establishing a foundation for future efforts in regard to the national safety program through the Bar Associations of the United States.

James Economos, of Chicago, during the past year, served as full time secretary of that committee, and all of us were delighted when Mr. Economos was elected the new Chairman of the Junior Bar Conference, for we know that he will continue his interest and efforts for improvement of the traffic courts.

Intensive Campaign Carried On

Although the manpower of the Junior Bar Conference has been strained by the demands of military and civilian service incident to the war effort, we have, during the year, carried on an intensive promotion campaign through field contacts with the local bar units, and a number of local Bar Associations have established Traffic Court Committees. Mr. Economos has traveled considerably throughout the United States and on one occasion he and I covered ten of the southeastern states, speaking before the local bar groups in those states.

Recently a very successful regional meeting was held in the west coast, participated in by the leaders of the bar in that area, the primary purpose of our efforts this year being to educate the lawyer in the importance of his interest and concern over the problem. After all, the legislatures, the city administrations, and certainly the courts are largely controlled by the thinking of the lawyer members, and we have felt that if we can have the local leaders of the bar aroused over the

local traffic court situation, we would then have the door open to improvement and further progress. We have found that the local traffic court judges have welcomed suggestions, and in fact, most of them have been keenly interested in what is being done throughout the country in relation to their particular problem. From Nashua, New Hampshire, to Houston, Texas, the Junior Bar effort for the improvement of the traffic court has had a very real and concrete effect. We have been able to get the young lawyers, not only in those areas but in other areas of the United States, to go into the traffic courts, to compare their local court with the more or less ideal court as recommended by George Warren, and to gain the sympathetic ear of the local judge and prosecutor.

These ambassadors of traffic court reform have laid a foundation of good will upon which we must continue to build in the future, if we are to make progress in this work. We have started the ball rolling, and the judges' thinking on this subject to the ultimate improvement of public respect for law, and to a real law enforcement program.

You, as prosecutors and judges of traffic courts, as well as we younger members of the bar, hold the future solution to this great problem in our hands. Your concern is our concern, and in the days of peace, which we hope will soon come, we who continue our efforts in this regard will certainly find our reward in aroused and intelligent public cooperation.

Some Important Recommendations of the "George Warren" Report

By JAMES P. ECONOMOS

Secretary, Traffic Court Committee, Junior Bar Conference,
American Bar Association, Chicago

You have been informed today that the 57 recommendations of the "George Warren" report can be divided into three main groups. It is advisable to repeat these general divisions, which are: (1) Basic changes in the traffic court set-up and functioning which require state legislation or constitutional amendments; (2) Basic changes which can be effected without legislative authority but require action only by a city council, county board, or state agency; and, (3) Basic changes in procedure, equipment and physical appearance of courtrooms, which require action only by the judge.

In addition, your attention is directed to the wartime court problems that arise out of violations of traffic laws committed by war workers and members of the armed forces. These are not touched upon in Warren's report and they developed after its completion. Fortunately, military violators have been fairly well taken care of by procedures developed by the civil and military police and naval shore patrol.

This is not true of war workers, but the various panels and discussions at these sessions will deal further with the proposition of working out procedures to combat this problem.

Any attempt to pick out the most important recommendation would be futile because the selection must depend on the approach used in determining importance. One group would attach considerable importance to one recommendation while another would not consider it vital to their program. My selection of recommendations for discussion today is guided by the preponderance of judges attending the sessions. The judge, in one sense, is directly concerned in all 57 recommendations, nevertheless there are improvements which only he can put into effect.

Need Higher Standards

Obviously, the most important recommendation we can consider is No. 36 which reads: "There is a general need

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for higher standards of decorum and courtroom procedure in traffic cases." Here the judge is directly concerned. The definition of decorum is: "Propriety of manner or conduct; dignity arising from suitableness of speech and behavior to one's own character, or to the place and occasion; decency of conduct; seemliness."

Therefore what the judge does, what he says, and what he requires of the defendants, witnesses, court clerks, bailiffs and other personnel will greatly determine the type of decorum that will prevail. If a courtroom is opened promptly at the appointed time, if all preliminary work required of the clerks is ready, if the prosecutor assigned to this court is prepared, then the judge can enter his courtroom from his chambers, wait until the formal pronouncement is made and then proceed with the business at hand. The clerk, or whoever does it, shall call his cases in a clear loud voice. The path to the judge's bench shall be easily accessible.

The judge should ask, in a courteous manner, what kind of plea the defendant wishes to make to the charge. From that point until disposition of the case, there is nothing that is more important in that entire courtroom than the trial of that case. Regardless of how minor the offense, the defendant must be made to feel that he is receiving the fairest and most impartial trial ever held in that court room or any other court room. The moment sentence is imposed, whether it be dismissal or punishment by fine or jail sentence or otherwise, that person should feel as if he had received the highest consideration. In traffic cases this is doubly important because of the safety and other educational problems involved.

Many Avenues Open

I know that this is an ideal but progress is never made unless ideals are set up for achievement. Some of you may say, you can't conduct your court in that formal manner. Some of you may say, your docket is too heavy to be so patient and so courteous. Some of you may say, you have no control over the clerk or the prosecutor. Let us grant that you are correct and I'll still say to you, "If you

want to achieve higher standards, you must work for them." There are many avenues open to you to make improvements here.

Let us go back to the defendant. He is usually standing alone in strange surroundings, apprehensive and self-conscious, and confronted with the representatives of the public, a uniformed police officer and a prosecuting attorney ready to present the evidence against him. To the court and court attaches, it may be only one of a hundred cases of that day; to the individual at the bar of justice, it is an all important case, which may have a bearing on his fate throughout his life. Let your court function in such a manner that no one can ever accuse you of high-handed injustice; lack of courtesy, and irresponsibility.

So far I've been talking about the judge's attitude, demeanor, and judicial presence. There is, however, another requirement that is essential. That is to require everyone in the courtroom to remain quiet; no unnecessary noise, no unnecessary interruptions, no hangers-on; or bondsmen cluttering up the scene and no recesses to speak to friends or others desiring to see you on business. This, too, is dependent upon your attitude. You do your job properly and the others will soon fall into line. It doesn't take very long to instill these qualities if you set the example. When you go back to your courtroom, take a mental yardstick with you to measure the standards you have set up in your court. If you find deficiencies, then do something about them.

Courtroom Housekeeping

Every artisan, every worker, every practitioner of medicine, and every lawyer, must have adequate tools and a suitable place where he can apply himself to his business, trade, or profession. He selects the best tools available and the best office, bench, desk, or other place to carry on his trade, business, or profession. The judge is not so fortunate because he inherits the courtroom and the chambers from his predecessor. This brings me to Recommendation No. 6 which reads: "Physical courtroom conditions should be improved as to facilities,

arrangements, cleanliness and appearance."

What problems arise when considering this proposition? Must we think of high ceilings, marble slabs, paneled walls, fancy woodwork, massive lighting fixtures, stained windows, beautiful pictures, leather chairs, and other items of interior decoration? Is there any set architectural rule for courtrooms? I do not know. I am certain we must leave the answers to the interior decorator and the architect but we must instill them with our objectives. There is one thing all of us know and that is that all court rooms should be designed for impressiveness and be so impressive that all persons crossing their portals will automatically doff their hats, as in entering a church.

The courtroom must be a temple of justice, not only in name but also in appearance. The judge can't do much about the structural picture but he can call attention to the lawyers, the citizens, and the city fathers about the conditions and request action. The situation in Chicago's traffic courtroom was bad. Judge Gutknecht and Judge Gorman called it to the attention of Chief Justice Sheffer. He then undertook to secure improvements. Slowly but surely, improvements were made and Chicago will have one of the finest traffic courtrooms in the country.

The judge can do other important things. First, he can request that the entire courtroom be clean from top to bottom and that it remain clean all day long. If this means no smoking, then it must be "No Smoking." If it means no chewing of tobacco, then there must be "No Chewing." He can insist that the superintendent of maintenance have all approaches to the courtroom clean before court opens every day. He can insist that the clerk and bailiff also adhere to this rule. Second, the judge can rearrange or ask for a rearrangement of the facilities in the courtroom. This may mean providing counsel tables, witness stands, jury boxes, and a traffic board or table to expedite the explanation of accidents by witnesses and parties. If the place provided for the court clerk is wrong, change it.

All of the changes required to meet this recommendation usually can be accomplished by a persistent and insistent judge. Some of the judges hold court in rooms and under conditions they would never tolerate in operating their own law office. If you have a cash register in your courtroom, you can surely silence it, even if it isn't removed from the courtroom.

Location of Courtroom

Many of you will recall Arthur T. Vanderbilt's foreword to Warren's book and the reference to courtrooms that smell. Why tolerate these conditions in the courtroom? The statement is made by George Warren that the motoring public is paying in fines and taxes for an adequate court system which it is not getting.

The location of the courtroom is a very serious problem. It should be located in the same building with the other courts and not be considered a step-child of the judicial system. In Philadelphia, every one of the courts but the traffic court is housed in modern buildings. Yet the traffic court is in the oldest police building in town; at least it seems to be the oldest. This example can be repeated many times over in this country.

Many courts trying traffic cases are known as police courts and housed in the police department building. As far as the trial of traffic cases is concerned, this is usually not advantageous either to the police or to the defendants; even though it may be as to other criminal business, as in drunk and disorderly cases. Many times the traffic court is separated from the place where the cafeteria court or violations bureau is operating. This is a mistake. They should be in the same building. As a matter of fact, wouldn't the ideal be a "traffic safety building"?

Now you have a right to ask, "Can this be a solution to all our troubles?" Does a new, clean, properly arranged, and impressively designed courtroom automatically confer superior wisdom, impartiality, and fairness upon a member of the judiciary? Of course, the answer is, "No!" You can even go further and say the most impressively arranged courtroom cannot take away the stigma of rank injustice. However, other things being equal, you at least have set the stage

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for the enactment of a scene in which justice is administered fairly and impartially with understanding and ability.

Need Specialized Training

We have written the script which is to be acted out in the courtroom and we have provided all the props necessary for this dramatic presentation. Now we must find the actor who will assume the leading role in this every-day drama dealing with the rights, liberties and privileges of a citizen. We could fill the judge's part by calling upon any lawyer to assume this role. However, we are not satisfied with just any lawyer and we must call upon lawyers with special training.

Therefore, we must be vigilant to obtain a person who will qualify with the conditions set up in Recommendation No. 14, which reads as follows: "Traffic judges should recognize the fact that a knowledge of traffic laws, traffic policing and engineering is necessary in addition to a legal background and should aim to obtain an understanding of these factors."

The first requirement of knowledge of traffic laws is a simple one. Any lawyer can read the traffic laws but what about traffic policing and engineering and what about safety education? This is the requirement which separates the wheat from the chaff.

Today it is very simple for any judge to find out what is being done by the police. The same is true about engineering and the same is true about safety education. All that any judge has to do is to step across the hall and into the police department. Buttonhole the chief of police and tell him you want to learn all about what his police are doing in regard to handling traffic and the activities undertaken in behalf of accident prevention.

A Few Days Study

A few days is all that is needed to get a fair realization of the different methods and procedures used by the police in this field. Your interest in their work will be flattering to them. They will show you, with great pride, the entire set-up and ask for your suggestions for improvement. Naturally, you will not be ready to make

suggestions for improvement in the police department because you don't know enough about them. This simple experience should lead you into greater research. There are plenty of books that Northwestern University Traffic Institute and the International Association of Chiefs of Police have prepared to assist you. The National Safety Council has many publications which will be useful to you.

Then there is the person with the title, "traffic engineer." Your next visit should be to his office. Sit down with him and ask him to explain the fundamental principles governing him in his work. The traffic engineer will be ready and willing to give you a clear insight into this problem. Do your utmost to understand these principles.

Next, find out what is being done by the safety council in your community. If there is no safety council, there must be a safety committee of some organization giving its attention to this problem. It may be the Parent-Teacher Association. It may be the Chamber of Commerce. But, whoever they are, be sure and contact them and find out what they are doing in their field. You will be enlightened at the progress that is being made in these fields.

After you have done all of this, then go back and read the ordinances of the City Council and state statutes pertaining to traffic laws. You cannot help but be impressed with the fact that the printed word has now taken on life and substance and become a living thing. You will not have this experience if the traffic laws are not based, wholly or substantially, upon the Uniform Motor Vehicle Code and upon the Model Traffic Ordinance. Here, again, you have another opportunity to promote improvements in the administration of justice. You will recall that Recommendations No. 1 and No. 2 deal with the subject of traffic laws. If you fulfill the requirements of Recommendation No. 14, you cannot help but do your bit to support the recommendations designed to improve the traffic laws. Your help in this respect can do much toward improving respect for the laws themselves, by assisting in the removal

of those laws which are unenforceable, unnecessary, and contain inherent defects.

Must Reach Other Judges

It is unfortunate that the judges in the audience are just the ones who do not need to listen to this kind of a discussion. Many of those who are absent also have some appreciation for the additional training required to adequately try traffic violation cases. However, there is a far greater number who have very little conception of their duty to society and to the promotion of the public's welfare. These are the judges we must reach. These are the men who must be instructed in traffic engineering and traffic policing and safety education.

Unfortunately there are too many part-time judges in this country. They cannot serve two masters and efforts should be made to consolidate the jobs so as to obtain more full-time judges. A full-time judge will do something to understand his job but a part-time judge hardly ever takes the time. It is one of the functions of your committee, just as it is the function of the Traffic Court Committee of the Junior Bar Conference, to spread, by one means or another, the necessity for this type of additional training.

When the Traffic Court Committee of the Junior Bar Conference held its first meeting in Chicago last February, it was arranged that they would meet the leaders of the National Safety Council in Chicago, visit Northwestern University's Traffic Institute, and attend a session with judges of traffic courts, prosecutors assigned to traffic courts, military police representatives, naval shore patrol representatives, traffic engineers, safety engineers, and others. These men pointed out the problems in their particular fields. Thereafter the Committee arrived at the conclusion that schools or institutes should be conducted for judges assigned to traffic courts. Not much has been done directly about this suggestion. However, the pattern for future activity designed to promote this conclusion has gradually emerged from the many conversations and discussions that Harvey Booth and I have had in the past year.

One of the objectives achieved through the promotion of regional conferences has been the increased knowledge on the part of the judges attending these conferences regarding additional training and skill required in the trial of cases involving traffic violations. We must continue this activity and plans are already being made for further regional meetings.

I want to stress again that the Junior Bar Conference believes, that the improvement in the administration of traffic courts is one of the most important problems requiring its attention. At its annual meeting here in August, the Junior Bar Conference recommended that the Section on Judicial Administration, another component of the American Bar Association, evidence its further interest in this program by the appointment of two new committees. These committees are a Committee on Traffic Courts and a Committee on Justices of the Peace. U. S. Circuit Court of Appeals Judge Orin I. Phillips, chairman of this section, has selected two state supreme court judges to take the leadership of these committees. The balance of the personnel will be made up of justices of the peace and traffic court judges.

The main idea behind this recommendation was the feeling that it was about time that the appellate court judges and judges of courts of general jurisdiction, recognize the judges of the civil and criminal courts of first instance. It takes all of them to form the judicial system. It is anticipated that, from now on, a greater appreciation of the problems confronting each will be used to the mutual advantage of both groups. The day is rapidly approaching when every judge of a traffic court will be a lawyer or a legally-trained individual.

In closing, let me assure you of one thing, that the campaign of the last year to improve the administration of justice in traffic courts will continue unabated and with renewed vigor this coming year. In paraphrasing the words of Chief of Staff General George C. Marshall, we say: "There must be no lessening of the momentum it has taken us twelve months to develop."

Panel Discussion

Presiding: JUDGE CHRIS. B. FOX, of the Oakland, California, Police Court was panel leader.

Members of the panel were: JUDGE J. J. QUILLIN, Portland, Oregon; JUDGE A. L. SENGSTOCK, Des Plaines, Illinois; JUDGE JOSEPH M. WYATT, Baltimore, Maryland, and JUDGE HARRY H. PORTER, Evanston, Illinois.

Judge Fox stated that the panel would deal with a few of the practical aspects of the recommendations, and that each question should be discussed thoroughly from the floor.

The first subject proposed by Judge Fox, aimed at making the court more impressive, was the use of an opening ceremony in municipal and police courts.

Judge Quillin reported that in Portland the following ceremony is used to open traffic court:

As the judge enters, the bailiff raps the gavel, declares the court to be in session, announces the name of the judge, and all persons in the courtroom stand. This opening ceremony is of much value in lending dignity to the court.

From the floor, the following specific practices were reported:

- a. Spectators in the courtroom rise and salute the flag at the opening of the court.
- b. Bailiff raps gavel, all stand, declares the court in session and gives the name of the judge presiding.
- c. In a court which has no bailiff, it was suggested that the clerk serve in his place in the opening ceremony.

Upon a showing of hands, the majority of the judges indicated that they use an opening ceremony similar to that used in Portland.

Judge Fox's next question concerned the wearing of a judicial robe.

Judge Sengstock said he does not wear one, but believes it would help in impressing the defendant and others present in the courtroom with the seriousness of the occasion. He would hesitate to wear a judicial robe unless a precedent were set by the so-called "higher courts" which he could follow.

The following suggestions were offered from the floor:

- a. The common use of judicial robes will come in time because it helps to dignify the judge and bring greater respect for those present in the court. However, it will be necessary for "higher courts" to adopt the procedure first.
- b. Wearing of a robe might make the defendant feel less at home in court and detract from the educational value of his appearance in court.
- c. In one municipal court represented, the judge wears a judicial robe in jury cases only. Some large cities require all municipal judges to wear robes.

The next question to the panel was: "How can the staff be trained and directed to add to the dignity of the court?"

Judge Wyatt declared it should be the right of the judge to select his own staff in order to have personal control over them. The judges of the Baltimore Traffic Court have this privilege, and the clerks are specially trained.

From the audience, five of the judges reported their court clerks were under civil service. In most of the courts the control of clerical staff is not too good, since they usually receive their job through someone else.

"How to maintain decorum in the courtroom" was Judge Fox's fourth question to the panel and group.

Judge Quillin declared it is most important for the judge to pay full attention to the case being tried, and he must not permit anything to be done which might distract his attention. He stated that quiet in the courtroom was a first essential to a good trial.

In the discussion from the floor, the following points were advanced:

- a. It may be necessary at times for the judge to be sharp in reprimanding persons who are not quiet in the courtroom.

- b. The presence of a telephone in the courtroom hinders courtroom decorum.
- c. In some courts there is a continuous series of documents passed across the desk of the judge. Even if the judge can sign these and concentrate on the cases being tried at the same time, it creates the impression that he is not paying attention to the case at hand. In courts where the judge must personally sign many documents, he might be able to set certain times for doing this, and if necessary, adjourn court for a short time. One judge reported signing warrants in advance in order not to have to do it one by one.

After discussion, Judge Fox called for a show of hands on several questions, which brought forth the following information:

- a. Only one judge has a telephone in court. It is on the clerk's desk in a court with a large volume of business.
- b. None of the judges permit the wearing of hats by men in the courtroom.
- c. One judge permits smoking in the courtroom.
- d. One judge permits irregular approach to the bench.
- e. No judge leaves the courtroom while a trial is in progress.
- f. No judges broadcast their court sessions on the radio.

Judge Fox requested discussion of the problem of court appearance of traffic officers, since this is a factor bearing in an important way on properly disposing of traffic cases. The following practices, aside from the majority which have officers reporting day by day, were described:

- a. In one court with an exceptionally large volume of business officers are represented by sergeants regularly assigned to court.
- b. In another court officers are assigned staggered court days and cite persons arrested to appear on those days so that the arresting officer can be present.

- c. In another city the arresting officers submit written reports.

Judge Fox stated that the physical factors are important in any court, and requested a discussion of such matters as arrangement and appurtenances needed to maintain decorum in the courtroom.

Judge Sengstock declared the layout of the court room is important, and all factors should be carefully studied from every possible angle. For example, the position of the judge is very important, and no one should be sitting on the same level as the judge.

In the discussion from the floor it was pointed out that gradual improvement is being made in courtroom arrangement and that this was making for more dignified trials.

Offsetting this, however, is the large volume of cases some courts must handle, which makes the modern facilities and arrangements of little value. As an example, several courts try cases with all those concerned standing in front of the bench. At least five courts represented stated that they have to use summary trials in order to get through. The answer, of course, is more judges where the volume is so heavy that defendants cannot be properly tried.

Judge Fox's last question was: "Should there be a prosecutor present in the traffic court?" In the discussion from the floor, the following practices were reported:

- a. A prosecutor is present in cases in which a plea of not guilty has been entered.
- b. Another court has a prosecutor present at all times.
- c. Several courts have none in continuous attendance.
- d. It was generally agreed that there should be a prosecutor present whenever the court is in session. The term "prosecutor" however, is not too popular, and another title, such as "public defender" or "public attorney" would be preferable to the term "prosecutor."

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WEDNESDAY MORNING SESSION

October 6, 1943

Group Session on Public Safety Education

Presiding: R. C. SALISBURY, Director, Safety Promotion, State Department of Motor Vehicles, Madison, Wis.

A Preview of Post-War Traffic Problems

By R. C. SALISBURY

Director, Safety Division, Motor Vehicle Department, State of Wisconsin

Transportation officials must plan now on how to handle the traffic problems of the post-war era. It is certain that these problems will not take care of themselves. Thus it remains for us to consider now the future use of every possible aid in the prevention of street and highway accidents.

Some traffic experts have viewed with apprehension our soldiers' homecoming. Imagine a truck driven by a former jeep operator meeting a car driven by a former tank man. Picture a combat flier zooming around a highway curve in his private automobile. See a dispatch rider who raised plenty of dust on Guadalcanal stepping his motorcycle up to speeds approaching the 100 mile an hour mark "just for the fun of it."

The majority, it is reasonable to assume, will be anxious to get back to normal lives as useful citizens, willing to take their part in making the world a better and safer place in which to live.

Taught to kill the enemy, will soldiers return and become criminals because of their war-time experiences? Men trained in psychology and medical research say "No." Then should we give much credence to the belief that because a man has been in battle he must be a vicious man behind the wheel of his post-war automobile?

The Civilian Picture

On the home front in this war, civilians have felt the pinch in transportation at many points. They have been restricted in the number of miles of travel allowed. They have been limited in the number and quality of tires. They have been

urged to share rides with others to make their cars last longer. With new cars not available, used cars have been at a premium. Jalopies which once would have been considered ready for the junk pile are still being licensed. Spare parts for all types of vehicles are getting scarcer with each passing month.

When the war is ended, civilians will want to return to pre-war travel freedom as quickly as possible. As long as the war is on, they will accept certain restrictions as being necessary for the prosecution of the war, but when peace comes, there will be a demand for the lifting of these limitations. With new cars on the market and citizens flush with money earned in a period of war prosperity, highways will attract heavy tourist traffic.

For how long after the war will the presidential order for a 35-mile speed limit be maintained? In lifting this ban, should lower speed limits than those of pre-war times be advocated? Should there be a nation-wide effort to get more uniformity in speed regulations, as well as in other traffic regulations?

Will a return to normalcy mean that we must continue seeing 40,000 persons killed annually in accidents on our streets and highways? Will we seek to hold on to the gains made during war-time? When hostilities are at an end, what will be our battle cry to replace the plea, "Save manpower for warpower"? How can we best attain freedom from fear of continued peril on our roadways?

The Post-War Car

Frequently one hears a person say, "I wonder what the cars will look like after

the war." Automotive leaders seem certain that the first post-war automobiles will be the 1942 models. This would be the quickest possible means of supplying the post-war demand for cars, for it would require the least amount of time in reconversion of facilities from war work. Keen competition among manufacturers, however, in all likelihood will force rapid appearance of newer cars with sleek designs and lower operating costs within a year or two after the war.

Some designers believe plastics will predominate in future cars and that they will be air-conditioned and sound-proof, with panoramic, full-vision windshield, a periscope-type rear-view mirror and a safety, shock-absorbing crash rail all around. A rubber executive recently predicted that electronically-controlled bumpers which prevent cars from getting into collisions are within the range of possibility. Windshield wipers may not be needed on post-war cars because of new types of glass now being manufactured. Some think the bantam-type car will become more popular than it was before the war. According to one survey, we can expect that by the middle of 1944 there will be a demand for about 12,000,000 automobiles and trucks.

Undoubtedly army engineers who have made extensive use of motor vehicles in waging the present war may have some influence on future designs of vehicles. Perhaps these influences will include smaller engines, sturdier bodies, better glass and safer tires.

Have manufacturers made the modern car too comfortable? Comfort is appreciated and desirable to a degree, but is it not possible that too much plush upholstery, fancy arm rests and amazing ease of operation detract the driver's attention from full-time alertness at the wheel?

Pedestrian Education and Control

The man on foot still remains the problem child in traffic control. In our efforts to reach motorists with the message of accident prevention, we must not neglect further education of pedestrians. While we are about it, we might go on record favoring a bit of enforcement for the pedestrian. The enforcement of pedestrian

laws might make those on foot appreciate more sincerely their own responsibilities for safe conduct in crossing streets and using the highways.

Since the hardest hit groups of pedestrians are those in the child and the elderly age classifications, education in safe pedestrian practices must be directed more largely to these two specific groups. Children of school age can be reached most effectively through the schools, with the cooperation of parents, teachers, police officials and school safety patrols. The pre-school child must be under the wing of the parent. The elderly pedestrian can best be reached through newspaper articles, radio appeals and special leaflets.

Larger cities might well give thought to establishing mid-block bus stops in downtown areas where there is heaviest passenger demand. In the summer of 1943 the city of Milwaukee demonstrated with success the use of this plan for the benefit of 40,000 bus riders, with the result that exposure of these persons to moving traffic was eliminated and end-to-end runs of buses were speeded up noticeably. This plan, of course, calls for no parking of motor vehicles on such streets in the mid-block areas, but the safer, smoother movement of all traffic is assured. Busriders can board and alight from buses without touching the street; end-block safety zones thus are freed for the exclusive use of street-car riders.

Pedestrian control may be expected to become a more important part of post-war discussions relating to traffic problems.

Driver Education and Control

The smallest high school can promote this phase of Driver Education by asking the cooperation of a home supervisor (parent, other relative or neighbor) to undertake responsibility of actual driving instruction, with lessons provided each week over a period of weeks by the school authorities. (This is part of the Wisconsin plan. A copy of *Your Guide to Driver Education, 1943 Edition*, will be mailed to you upon request to Safety Division, Motor Vehicle Department, Madison, Wisconsin). The "home-supervisor

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vision" plan of instruction also serves to re-impress on the adults the fundamentals of safe vehicle operation.

Driver education in high schools has gained momentum because of the interest in pre-induction training of youths about to be eligible for call to military service. Army pre-induction courses in this work now represent approximately 15 per cent additional classroom work because of added study in use of power winches, military map reading, motor marches, etc. Elimination of wartime, extra-curricular activities such as the Victory Corps, increased physical fitness program including training in commando tactics, etc., will leave more time for the adoption of a better driver education program in the post-war period.

Heavy school program schedules, combined with difficulty in obtaining supplemental gas rations, make actual driving instruction almost impossible at the present time. Any post-war Driver Education activities, however, must include behind-the-wheel training in order to derive the greatest benefits. Such training should be offered in all high schools, regardless of size.

In our efforts to get away from auto mechanics in order to stress development of proper attitudes in young drivers, we must not forget that the best driver is the one who knows something about what goes on under the hood of his car.

In the post-war period, driver examination procedures must be made more rigid. The time to impress a person with the importance of his driving responsibilities is at the time he applies for his license. Examiners must be thorough in testing knowledge of traffic laws, vision and actual driving ability.

Instead of "driving around the block" with the beginner, is it not worth the effort to set up driver-testing areas—proving grounds, you might call them—where all types of maneuvers required in actual driving can be tested to show whether or not an applicant has the necessary skills to operate a motor vehicle safely. Increased attention should be given, also, to the attitudes displayed by the applicant in meeting various traffic situations.

Should drivers, upon reaching the age of—say 65—be asked to submit to re-examination before being permitted to continue operating motor vehicles on public highways? Or should examination be required by law at the time of license renewal for every driver?

Solving Post-War Traffic Problems

In looking ahead to post-war traffic problems, we cannot seek any magic solution that will erase all trouble spots, nor should we expect any radical departures from the problems that confronted us before the war.

But if accidents continue to plague us in ever-increasing intensity as we return to civilian pursuits, people will want more and more "safety devices" on their cars—headlights that will automatically dim when meeting approaching cars at night, safety glass in windshields that will prove resilient when struck by the occupant of a car, body structures of such durability that no roll-over will cause any part to cave in, and other engineering aids that will help motorists to survive on the highway.

And the pedestrian will demand more sidewalks along rural highways, foot bridges and underpasses, more police officers at busy corners and more signal lights stopping all motor traffic at intervals.

We are anxious to see improvements made in anything that will help reduce accidents and make our roadways safer. We hope, however, that gains made in accident prevention during the war will not be eclipsed by a terrible devastation of life and property on our highways after the war. At the same time we must keep in mind that increased numbers of vehicles and drivers will increase traffic dangers.

Our present accident prevention programs must be continued and expanded. We must press our legislators for those laws we know can produce best results. We must demand adequate enforcement of all traffic laws. Speed restrictions and zoning particularly call for special study. And for the majority of our people—good, loyal citizens the year-around—we must have sane, sensible programs of public safety education.

WEDNESDAY AFTERNOON SESSION

October 6, 1943

General Session

Presiding: CARL J. RUTLAND, Chairman, Citizens Traffic Commission, Dallas, Tex.**Planning for Post-War Traffic Safety**

By BURTON W. MARSH

Director, Traffic Engineering and Safety Department, American Automobile Association, Washington, D. C.

Every state and each local community should start immediately—I mean precisely that, immediately—to make plans for meeting the serious post-war traffic safety problems.

Putting off this essential job can mean that communities will not be ready when these problems are in their laps.

Failure would mean a skyrocketing of traffic accidents which could produce easily an all-time high total. Doing this post-war planning job will mean new loads of work on the part of the folks sitting in this room as well as of understaffed officials, and civic leaders.

This job must be accepted now. We know it is one of our homefront jobs, and certainly when we think of our friends on the battlefield we can't afford to fail.

It must be recognized that the present reductions in traffic accidents are not an indication that this problem is getting under control.

You know very well that by and large the reductions reflect two things—the reduced numbers of vehicles, and the reduced mileages of those vehicles. In other words, reduced exposure. That is, a job you have to do—to sell that to the people.

To appraise this whole question we must look into the future. One of the questions is about the growth of traffic in the post-war period. With restrictions removed, traffic will increase quickly.

There is another situation which we will have to face. It is the argument which you all have heard, that aviation is going to put a terrific crimp in highway

transportation. That statement simply will not stand up under analysis.

The main field of the motor vehicle (and note I say "main") is what? It is for short trips, fifteen miles being the average before the war, and it is reasonable to expect that it will be approximately in that range after the war.

Remember, too, that highway transportation before the war accounted for at least four-fifths of all passenger miles rolled up in this country. The major importance of passenger car transportation also has been clearly demonstrated in this war.

Let's look at air travel. It is certainly going to grow, especially for long trips, not only commercial transport air travel but private transport as well. The helicopter is going to have its place in the sun, and so, too, I think, it is reasonable to anticipate the light plane.

We may even see such a thing as a combination air and highway vehicle. You can even imagine there will be an amphibian vehicle that you can roll across when the bridge is out, then drive on a highway, and in any congestion you can take it up in the air. However, as to the economics of all that I think we have our fingers crossed.

There are certain factors in air travel which indicate very clearly, it seemed to me, that it cannot be expected to take the place, to any large extent, of highway transportation.

First, takeoff and landing space. You have got to have a lot of takeoff and landing space, even with helicopters, if lots of people are going to use them.

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That is a very important factor when you think of the concentration of movements and mileages in and near cities.

Consider, too, that matter of the space which must be maintained between aircraft, both horizontally and vertically, if they are to be used in large numbers. Make the contacts in your mind, if you will, between large numbers of people using aircraft, and large numbers of people moving in close, compact highway traffic streams, three and four abreast, and with short spacings, and you will see that there is an important implication there.

Then, too, remember that aircraft motors must be warmed up. You and I will get into our car and we will go ahead immediately. If the engine stalls, so what? we haven't lost much.

But if you are up in the air a few hundred feet and the plane engine should stall, it would be a vastly different story. So if you consider the time needed to warm up aircraft engines, and the time required to get yourself to the aircraft and into it, and if you add those together, I think you will readily agree that often you could have been well on the way to your destination by highway transportation in that time alone, whereas you haven't even started by air.

At the other end, of course, there would be similar time taken, because you never could land aircraft exactly where you wanted to go.

These are some of the reasons, then, why air transport cannot be expected in the near future to reduce highway transportation.

"Why did you take time to mention this?" you ask. That is one of the points you are going to have to deal with in post-war traffic and traffic safety.

Improved public transportation, if it makes the right kind of bid, can have an increased value in cities. It can cause people to continue to use it who have had to use it because of wartime restrictions.

However, even granting increased utilization and greater importance of this form, public transportation is not likely to decrease the use of cars because of that good old fellow, John Q. Public.

There will be too many people who simply prefer to go on their way in their own private cars.

Now let us look at how much we can anticipate this traffic is going to grow:

It appears that highway transportation is destined to grow considerably. Probably the pre-war estimate of the United States Public Road Administration, that by 1960 there will be a doubling of vehicle miles of highway transportation, is not greatly out of line.

As new highway facilities are produced in this country they will attract new use. That already has been proved by the Pennsylvania Turnpike and other such roads.

We will have greatly increased traffic, and it won't be long after the war before we have it. If we agree on that, then let us look at some of the dangers and problems which are going to be confronting us. Among these dangers—there are these points. I will give them rather briefly:

First, post-war psychology with victory and release from restrictions. What is going to happen? All of us are going to want to celebrate. We are going to get up and go places. We want to be released from the restrictions and show that sense of release by doing things; and some will go so far as to want to make whoopee, and they will have money in their pockets, and they will want to make whoopee with alcoholic beverages when they are driving their cars. They will want to throw off all control, including self-control. That is a very definite danger.

Second, old and poorly maintained cars. Do you realize that at the end of this year, half of all our passenger cars will be seven years old or older, and that a quarter of them will be ten years old or older? An old car can be a safe car, but under present conditions of poor maintenance, many of those cars will not be in good condition.

Speaking of tires, one likelihood is that a lot of people will want to go places on weak and cut-up tires. Or, if you look at it the other way, maybe there will be lots of them having new synthetic tires. That will mean that perhaps they will have some of the newest synthetics which

are not yet developed to the point where they are satisfactory for high speed. There is some indication that is true.

With these cars driven by drivers some of whom have gotten out of practice, I think you will agree that there is a serious factor there. Vehicle inspection campaigns have been reduced in some places, which further accentuates this bad car condition.

Third, and again one of the most important of all; this speed limit question is going to be a highly important issue. You can't duck it. If speeds are built up to high levels with old cars in bad condition, and with tires that won't take it, and with drivers unaccustomed to heavy traffic and fast speeds, it isn't hard to visualize the results.

Fourth, road defects. Many roads are likely not to be in proper condition because of inadequate maintenance. I think you know the reasons behind that.

Fifth, relaxed controls. Controls have been relaxed and there are very real dangers that they will not be reinstituted promptly and effectively enough. State police forces? How much have they gone down? Forty to sixty per cent already.

Traffic engineering staffs are cut out entirely, or are reduced to a skeleton force. All those things mean that stop signs and traffic signals are not going to receive the attention they should. Lots of stop signs and traffic signals have been taken out, and properly so, because of war conditions. Now the question after the war of getting those back to the places, either where they were, or to the new places where they should be, is whether it will be done based upon the fact or based upon needs. Those are problems which relate to relaxed controls.

Another example of that: Driver examinations and re-examinations have been curtailed seriously in many places because of reduced staffs. Traffic judges have shown all too great a tendency, in many places, to go easy on service men and on war workers. Relaxed control is a very serious problem.

Sixth, drivers. There will be increased numbers of physically and, let us say, emotionally handicapped drivers after this war. If you consider the situation you

will recognize it immediately. Other drivers will be out of practice in heavy, fast traffic, and some new drivers who have developed in this in-between period will have never faced that at all. Their driving practices have not been tested, and this has been noticed by many judges.

Seventh, pedestrian faults. Children in all too many places again are playing in the streets. Many adults pedestrians are taking even more chances, and one reason they do so is because there is not so much traffic.

Eighth, the darkness danger: Most traffic fatalities occur during hours of darkness. Before the war, progress was made against improper headlight maintenance and use, and on improved street lighting. There is a danger that with all the wartime reductions on lighting, with dimouts and brownouts, that there will not be a quick enough relighting nor lighting improvement.

Ninth, arrested programs: Many traffic safety activities have been stopped or seriously curtailed, restarting of activities can be much harder than was expected.

There is a considerable danger of costly delays in reinstituting such activities as driver training and traffic research and traffic studies. It has pretty much gone to pot. Arrested programs are another real danger.

Tenth, financing: With heavy federal taxes there will be strong pressures brought to hold down state and local taxation. Remember, also plenty of post-war plans are going to be developed, and plenty of post-war ideas are going to be set forth which will need money.

Where is the traffic safety post-war planning situation going to be? It is going to be down in the cellar, unless you and I and the rest of us get ready some attractive and practical plans which will produce the kind of support that will warrant financing.

Next, public understanding: Basically, what can be accomplished for post-war traffic safety will be largely determined by public understanding of the need of, and by public support for, sound programs and budgets required therefor. There are two dangers:

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Second, post-war support program

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First, that the public will have been lulled into apathy by this reduced traffic accident record.

Second, that so many other worthy post-war projections will attract the support of the public that the traffic safety program will go by the wayside unless it, too, has an appealing, practical program.

Here is another reason for starting this post-war planning job now: Deficient traffic facilities. As traffic increases, it will become more and more evident that particularly in urban and metropolitan areas many of our highway transportation facilities are not only inadequate, but they are outmoded. The same will be increasingly true of certain main arteries.

The need will have to be to have superior types of high-efficiency traffic-ways, in the cities express-ways and free ways which will be needed not only for cross-town, by-pass and loop movements, but for radial movements out of the heart of the cities.

Funds for preparing plans and specifications for these facilities are available right now—today. Money is available for that plan through federal aid on a matching basis. The danger is that not enough of this planning will be ready so that this work can start; and of course it has an important unemployment angle, too, right after the war. That is the danger.

You realize, of course, the implication that such facilities, if properly designed, can have very great traffic safety value. For instance, pedestrians are eliminated or put at separate grade in the matter of free ways. What needs to be done? Obviously, each of these problems must

be tackled vigorously, and to assure even reasonably satisfactory results, post-war planning must be started now. If the job is put off there may not be time later.

In-as-much as a panel of distinguished specialists is to follow with a discussion of these matters, it ill behooves me to detail more on just what is to be done about it. I have one general comment, and that is that for post-war safety the human element must continue to receive major emphasis and physical improvements are necessary.

Now for five suggestions which I hope may be of some practical value to you.

1—Get started now.

2—Organize a state or local post-war traffic planning committee at once.

3—Develop in written and diagrammatic forms your approved post-war policies, programs, methods, financing plans, order of importance, and schedules, also assignments of responsibilities.

4—Coordinate post-war traffic and traffic safety planning with other post-war planning. See to it, too, that traffic safety values, including adequate features for pedestrian protection, are given proper emphasis.

5—Sell your post-war traffic and traffic safety policies, plans, programs and budget needs to appropriate government department heads, the executives, key legislators. For example, spread regulation proposals, plans for scientific tests for intoxication, and training programs.

The thing for us to do is to devise plans which warrant that public support, and then drive through hard to achieve that by convincing the public.

A Panel Discussion

Planning for Post-War Traffic Safety

CHAIRMAN RUTLAND: I would like now to introduce these gentlemen: Mr. Donald Blanchard, technical assistant to the general manager of the Society of Automotive Engineers in New York. He will discuss the Post-War Motor Car."

Mr. Walter Fox is manager of the Safety Division of the Syracuse Chamber of Commerce.

Mr. Maxwell Halsey is executive secretary of the Michigan State Safety Commission.

Mr. G. Donald Kennedy, now Vice President for Highways of the Automotive Safety Foundation, Washington, D. C.

Lieutenant Robert E. Raleigh, associate director of the Safety Division of the International Association of Chiefs of Police.

To start this off, I am going to call on Mr. Kennedy, to discuss highway engineering. As some of you may know, he is Vice Chairman of a special committee which was appointed by President Roosevelt to develop national inter-regional highway systems for post-war construction.

MR. KENNEDY: About the work of the Inter-regional Highway Committee, I would like to say that that Committee, after nearly two years of work, has perfected the selection of a system of inter-regional highway routes consisting of about 40,000 miles of rural highways, plus their urban extensions, which will give this country a national system of highways of a superior type.

In part it is a complete answer to the age-old question about whether this country needs superhighways, trans-continental highways, or not.

This Committee discovered that the principal highway and traffic problems lie in our cities. It had been well understood by traffic engineers and by highway planners for a long time, but it is interesting to point out that half of all highway travel in America before the war was on city streets, and that three

out of every five cars, buses and trucks on rural roads are either coming from or going to the city.

This is going to change our concept about highway construction. It is going to change the idea of building complete by-passes around cities, and in their place to penetrate the city with adequate modern highways.

Another serious problem which should be solved is off-street parking, and in general the relief of congestion and accidents that do occur on our city streets.

CHAIRMAN RUTLAND: Under wartime traffic restrictions, notably the 35-mile speed limit, do you see any indication that we should retain low speed limits in the post-war period?

MR. KENNEDY: You cannot make progress and have accident reduction by concentrating on the speed problem alone. The 35-mile wartime speed limit naturally applied mostly to our rural highway driving, since cities already had limits before the war. Rural highway deaths for 1942 were down only 5 per cent under the figures of the National Safety Council, indicating that the speed limit has not produced remarkable results. In 1942 speed was a factor in only three out of ten fatal accidents.

It seems to me that the post-war answer, therefore, lies in reasonable regulations, in continuing our program of driver education, and in enforcing sound traffic rules, plus the building of highways that will make it difficult for a driver to commit a fault.

MR. HALSEY: Mr. Kennedy, you have been talking about long-range programs, which are costly. How can we finance to create ideal traffic conditions?

MR. KENNEDY: The public already is paying the bill through gasoline taxes and special license fees and other excise taxes. The money already is in the public treasury. If we will use the funds that are collected for this purpose, and if we do not divert them but use them intelli-

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gently, there will be an adequate amount of money to pay for the improvements.

Not all of the money of the post-war era is to be spent in any manner of means on these newer improvements. The great bulk of funds will continue to be spent on the type of improvements that we knew before the war, particularly the replacement of worn-out sections of our federal aid highway system, the further improvement of our rural road system, and we do need rural roads in this country if we are to maintain a balanced economy, and to generate all of the traffic that will flow on our principal routes.

Also, our city street system, our major city thoroughfares, need attention—not only the ones given over to the local express way, but the major city streets and local thoroughfares, and it is to these ends that the great bulk of money will be dedicated.

MR. BLANCHARD: Mr. Kennedy, what post-war highlights do you see in traffic engineering?

MR. KENNEDY: We will continue to make use of the well-known methods, tools and devices that have brought such satisfactory results in the past decade.

The providing of additional one-way streets, restrictions on turning movements, the providing of better signs and signals, the better use of paint and reflective devices, are just a few of the many things that can be done in traffic engineering that will bring great results in the field of safety.

CHAIRMAN RUTLAND: In Mr. Halsey's question about traffic engineering, what do you see in the status of traffic engineers, engineer divisions of highway departments? How many are there, for example, in all the states, and how many do we have?

MR. KENNEDY: The mere numerical answer to that question, Mr. Rutland, would not give a great deal of information, since each highway department has had established for nearly eight years a highway planning survey, and one of the elements of the highway planning survey has been a traffic survey. There has been developed in the forty-eight state highway departments a vast

fund of information pertaining to traffic. That information, in most instances, is being kept current. All of it is on file, and if we organize in the future with adequate traffic engineering, we do have at our disposal now the tools with which to work.

I think the number of highway departments that have a formally organized traffic engineering division is relatively small, and of course we do need, in each state, to see that the highway department does organize and maintains an active, progressive traffic engineering department.

CHAIRMAN RUTLAND: Mr. Halsey, do you know approximately how many traffic engineering divisions there are in the United States now?

MR. HALSEY: States or cities?

CHAIRMAN RUTLAND: States.

MR. HALSEY: I would guess there are about ten or fifteen that are very fully developed, and about 50 per cent of the rest of them are half developed. We still have quite a lot that are largely traffic engineering divisions in name only. There is a long way to go. We were making very rapid progress the last five years before the war.

CHAIRMAN RUTLAND: And you feel that that is an essential part of the post-war planning project?

MR. HALSEY: I certainly do, because wherever they have been adapted they have prospered and have demonstrated their value.

MR. RALEIGH: What about cities where future blueprints are not being drawn today?

MR. KENNEDY: There are many such cities, of course. The federal government already has made \$60,000,000 available for planning of post-war improvements. This money is available not only to the states but also for the first time to cities and counties.

If the public agencies do not have employees of their own, they are enabled to employ private consulting engineers; so there really is no excuse today for not preparing plans—with one possible exception, and that is the ability of that state, county or city to match planning

money. That is the requirement in the federal regulation.

MR. HALSEY: Mr. Kennedy, what will happen to the state or the city that lags behind in drawing its plans? As a practical matter, if you please, a political administrative matter, might they not be at a loss and not get their full share?

MR. KENNEDY: Do you mean in the actual building program?

MR. HALSEY: Yes.

MR. KENNEDY: Well, General Fleming has been saying repeatedly around the country, during the past few months, that in the early years of the depression the reason the federal government turned from a public works program to a work relief program was that plans were not prepared.

There were \$4,400,000,000, I believe, or thereabouts, appropriated for public works in 1933. That was made available about the middle of the year. By the end of that year it was found that work was not getting under way, and on November 15th the famous C.W.A. conference was called, and that money was diverted from public works construction to work relief.

There followed, in the ensuing years, the program that everyone is familiar with. The penalty will be, I think, not so much to individual states and cities, but the penalty to automotive transportation, for its failure in providing the plans now so that these facilities will be built when the time comes.

MR. BLANCHARD: Any statement about what is going to happen in the future necessarily is a matter of opinion. Perhaps I ought to preface my remarks by saying that the principles I express are my own, and if they have any similarity to any that may be expressed by anybody living or dead in the future, it is purely coincidental.

The end of the war probably will find us with twenty or more million vehicles on our highways—the survivors of the more than thirty million vehicles we had at the end of 1941. During the period of industrial reconversion and even after production of new vehicles is resumed, these pre-war cars and trucks will be

the dominant element in traffic. If the industry sells five or more million vehicles annually for several years after it gets back into production, it will still take years before these new vehicles predominate.

There is every reason to believe that the first post-war vehicles will be essentially the same as the 1942 models. The industry will follow this policy for the reason that it feels that providing jobs quickly for our returning fighters and for the multitudes released by munitions factories, is its No. 1 post-war responsibility. It can only fulfill this responsibility by resuming production on 1942 models, perhaps with minor modifications, and with 1942 tooling, since to take time to develop new models and to re-tool for their production, would produce an intolerable lag in re-employment. By using existing designs and tooling and given the necessary materials, it has been estimated that the industry can be back in substantial production in from three to six months from the time Washington gives it the go-ahead on the reconversion of its plants.

Consequently the traffic stream immediately after the war will be made up predominately of the same general type of vehicles we were accustomed to before the war. There is therefore no inherent reason why in the immediate post-war period, the vehicle should introduce any new element into the traffic safety problem.

Of course, for a time during this period, the average age of vehicles in service will be above normal and war-time shortages of maintenance labor and materials may have resulted in a deterioration in the condition of the pre-war vehicles. These two factors may present a situation calling for some special attention. However, there is nothing in available accident statistics to indicate that defective equipment has ever been a major cause of accidents. Hence it may well turn out that such deterioration in equipment as may take place during the war, may not result in any major changes in the safety picture.

Frankly, I doubt that anyone can be too definite about what kind of cars the industry will produce in the post-recon-

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version period, despite all the pictures which have been published showing the car of the future. It seems unlikely there will be any new models put into production immediately after the war, assuming industry is willing to delay re-employment by taking the time to re-tool before resuming volume production, which, as emphasized previously, the industry is not willing to do.

It is true that war has greatly expanded our capacity to produce light metals such as aluminum and magnesium. It has also expanded not only our capacity to produce plastics but also the variety of plastics. The war has also given the industry a chance to learn much about the fabrication of these materials. But the war has provided little opportunity for the industry to test out the application of these materials in automobile construction. Consequently, until the test and development work essential to the creation of soundly engineered automobiles can be done, the extent to which these materials will be used must be shrouded in some obscurity.

It is also true that the war needs of our air forces have greatly expanded production of high octane fuels. This has led to much talk about 100 octane motor fuels for post-war cars. According to the best information I can get, we are not going to have 100 octane motor fuel, at least during the period we are considering here. My guess is that the octane rating of premium-price motor fuel will not be above 90 and that it is more likely to be several numbers lower than this figure.

It may be that the car of the future will be much lighter. Perhaps it will have its engine in the rear. Maybe it will be a greenhouse on wheels. It may be a whole lot of things sensationally different from anything in the past.

But whatever the future may reveal it to be, the public can anticipate with confidence that:

1. Engineers will continue their intensive efforts to build more safety into the car.
2. The car of the future will be a soundly engineered job.
3. The car of the future will continue

to represent the most results per dollar of cost which the industry is capable of producing.

In conclusion, I would like to emphasize that no matter what the future of car design may bring, it is very unlikely to produce any overnight change in the traffic problem. In other words, because there are always so many millions of old vehicles on the road, the new vehicle can only have a slow and gradual effect on the overall picture.

CHAIRMAN RUTLAND: In the event we ever do have a type of car that may have higher speed limits, new plastics, different visibility, and the like, Lieutenant Raleigh, what is your slant on what we can do to keep up with them?

LIEUT. RALEIGH: This question has been raised recently by some police officials. Commissioner Gentry of Oklahoma, in particular, is wondering whether it might be possible to develop for the police a standard police car. What he has in mind is many innovations that perhaps would be desirable from the enforcement point of view, perhaps a higher speed range, and things of that nature. Would you comment on that, Mr. Blanchard?

MR. BLANCHARD: If the standard cars with minor modifications are not adequate for the police job, it would be my thought that if the police officers would specify what they want in terms of performance—not in terms of design details—that it would give the manufacturers an opportunity to see what they can do to produce that car.

MR. HALSEY: Mr. Blanchard, we hear all this wild talk about the air transport of the future, and wild talk about the shape of the car and what it is going to look like. I hear quite a few people talk about wild speeds we may have. How much can you tell us about the speed characteristics of the cars we will be getting in the post-war period?

MR. BLANCHARD: My personal opinion is that top speeds are not going to be materially higher than they are today. That will be true particularly if fuel costs go up. It is a fact that in the upper speed ranges power consumption is going up with the speed, which means

that the gasoline consumption goes up with it.

MR. FOX: Mr. Blanchard, I have a question I should like to ask you: How will this post-war car affect traffic safety?

MR. BLANCHARD: It is not conceivable to me that anything that might be done to the design of the car would present a major problem for traffic people to worry about. Any changes that do influence your problems are going to take time. In the probable event that some change in design should drastically alter the problems of the traffic authorities, the influence of that drastic change in design would not be an overnight thing; it would take time to exert influence, and during that time there would be an opportunity for both the traffic authorities and the industry, working together, to develop whatever new techniques were necessary.

MR. HALSEY: Mr. Blanchard, how strong do you think the need is for the conservation of our present cars? There has been some rather disturbing newspaper publicity which I think is confusing the American people. How strong do you think that need is?

MR. BLANCHARD: I don't think anybody would expect me to take any position other than to say that the automobile is essential to the continued operation of this country, either on a war or peace basis. I do not know what the minimum number of cars is that we can get by with, but certainly the reaction of the public to rationing, and so forth, indicates that the automobile is pretty important to them.

I do know that the industry is constantly making representations to Washington as to the needs of the motoring public for maintenance materials and maintenance labor. However, I think we should all realize that in Washington the top man who has to make the decisions has some facts about this war situation that we may not have, and he has to use his judgment as to the best overall allocation of men and materials.

CHAIRMAN RUTLAND: Several questions have come in, Mr. Blanchard, and I wonder if in your opinion people are expecting that there is going to be

any change in the visibility, the structure of the car, to give more visibility in front?

MR. BLANCHARD: I think there were certain evidences that progress was being made in that direction in some of the pre-war models. I believe the importance of it from a safety standpoint in some cases has been over-emphasized.

CHAIRMAN RUTLAND: We have looked at the future of the motor car, and we have had a brief picture of highway building. The police have to have something to do with all of this, obviously. Lieutenant Raleigh, I am wondering if the police of this country are envisioning post-war planning? In other words, isn't this a parallel movement of all forces and agencies that have responsibilities? I wonder if our police departments are preparing themselves for this impact. I wonder, too, sincerely, if they do not make their preparations for the proper assumption of responsibility, what the public is going to demand of them or someone else in doing the job. What do you think about it?

LIEUTENANT RALEIGH: Mr. Chairman, I am inclined to believe that too few police officials in the country have given very much thought to post-war traffic planning from the enforcement point of view.

That is something which most of them are just beginning to think about. The International Association of Chiefs of Police recognized that and one of the things that they are definitely planning to do in the next few months is to hold regional IACP meetings for the purpose of telling these chiefs what they must do in planning for the control of post-war traffic conditions.

I do not think there is any question but that after the war—and immediately after the war—the police are going to be faced with one of the most terrific problems they have ever had. I have been quite interested in asking many chiefs of police, in my travels around the country, this question:

"Chief, the day that peace comes people are going to relax and celebrate and drink too much, and it's going to be quite a job. What are you going to do about

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it?" And without exception, every chief of police has said to me, "Brother, that day I'm going to be out of town."

On top of that, as previous speakers have indicated, there is going to be a relaxation of the restraints we are operating under today, which now are necessary. Speeds are going up; there will be a carefree attitude, a spirit of celebration on the part of our drivers, a disregard for traffic regulations, more vehicles, more tires, and it all adds up to one conclusion, that the accident rate is going to skyrocket. That is a police responsibility, to see that that does not happen.

Certainly it is one thing that every police chief today should be planning for. It is like wartime traffic control was immediately after Pearl Harbor. The term was used frequently, but there were only a few people in this country who really knew what wartime traffic control was.

MR. FOX: How will the training features of police work be handled? Are they thinking about more training for the men?

LIEUTENANT RALEIGH: Yes, I think most police chiefs and superintendents, particularly in the state group, recognize that one of the things they can do today which will help tremendously after the war is explaining their police training program.

In several states, and I think of West Virginia in particular, Superintendent Clair Hess is planning to set up a state-wide police training school. That will not be limited to the state police, but the school will be for the police of the State of West Virginia. There is a trend in that direction.

There is no question but that from a police point of view, to do an effective job now and after the war they must have trained men. They cannot do it with amateurs or auxiliaries.

CHAIRMAN RUTLAND: That prompts another question on my part: Looking at this question over a long period of time, literally we have given birth to 30,000,000 automobiles in this country, and almost overnight, I might say. During all that time, and even before, for thousands of years police work,

as I see it, has been largely that of dealing with crime, where police must be hardboiled in a sense and must deal with a very firm hand in handling criminals.

In giving birth to this automobile we have an enforcement problem, and obviously it has been dumped into the laps of the police, and the same technique and training that has been given to police for the handling of criminals cannot be the same as that today, when they deal with the average type of accident in 75 per cent of the cases.

So I wonder if the swing from a crime complex to a traffic complex has been met by our police forces. That leads up to the specific question:

Is there a fertile field for recruiting into police ranks men who are now in the military services and who may be scheduled now by police officials for return into their ranks, men who may be better qualified to absorb police training now by reason of their military experience than they would otherwise by merely picking up some little candidate because they meet physical qualifications?

LIEUTENANT RALEIGH: The answer to that is a definite "Yes." The survey made about six months ago indicated at that time that 25 per cent of the 110,000 policemen in this country had left their departments. Only 9 per cent of that 25 per cent had been taken into service through induction. I do not recall the exact percentage that have gone into the reserve or who were commissioned, but part of them; of course, have gone into defense industries. Many police departments have lost some of their best men to the armed forces.

Most police chiefs are planning to obtain their personnel after the war from the armed forces. There are several reasons for that. These men have been policemen in the past. Some of the best men have gone into service, they have received this new training in the Army which will be of value to them, and there is one other reason that perhaps some of you do not recognize:

Our Army and Navy today are training our soldiers and sailors how to kill with their hands. That, some police chiefs believe, is going to present a terrific prob-

lem to the police after the war. The killer instinct, and the fact that many thousands of these men will know how to kill with their hands, will be a very great threat after the war. So police departments today are planning already to combat that training by training their present personnel in the methods of preventing such attacks.

CHAIRMAN RUTLAND: I was not altogether thinking about those who have left police ranks and who have gone into the service and who will return. I am thinking about other men who may have been trained in certain police work in the military services, who have never had local or state police work.

The point is, are our police generally, in this country, waiting for those men to return, or are they shaping up a schedule now of recruiting? I think that is a post-war planning program for our police officials. I wonder if there is any member of the panel who has a question.

MR. BLANCHARD: Lieutenant Raleigh mentioned the possibility of a post-war crime wave of some proportion. I am wondering if, when that happens, or if that happens, public pressure will cause the police force to raid their traffic forces in order to combat that sort of thing?

LIEUTENANT RALEIGH: I believe the answer to that is probably "Yes." With the beginning of the war, almost immediately we had discontinuance of manufacture of tires, and we also had rationing. Many police chiefs and public officials in this country assumed the attitude that because of rationing and the reduction in travel, there was no more traffic problem. Of course, there was nothing any more wrong than that.

The result of that trend and that thinking on the part of some police led to transfer of men out of traffic divisions, and the dropping in some degree of their traffic enforcement programs. That is difficult to overcome. I think most police chiefs recognize the importance of traffic in their overall police problem today, but after the war (and this is the view of many police chiefs) we probably will have a very bad crime wave.

The tendency in the past always has

been to pay much more attention to that than to traffic deaths. It is one of the important things that the police should be planning for now, and that is, how to combat it, because we are also going to have this skyrocketing of traffic deaths after the war, and there are going to be more people killed in traffic accidents than through a crime wave, as has always been true in the past.

CHAIRMAN RUTLAND: If you were a police chief in the average large American city, and you were interested in post-war planning, as are our highway engineers and motor manufacturers, what would be two fundamental steps you would take in your police department in connection with a post-war planning program?

LIEUTENANT RALEIGH: Well, if I didn't have a good set-up now, I would put it in right now, because in wartime it is possible, in some departments, to get some things you could not get previously. You have got to have that to start with.

CHAIRMAN RUTLAND: What do you mean by "set-up," specifically?

LIEUTENANT RALEIGH: I mean sufficient personnel in the traffic division, the traffic division within the city police department. They must have the necessary equipment, the support of the local safety council and other community groups. In other words, they must have a standard program, the same sort of thing that has been set up in many cities.

CHAIRMAN RUTLAND: Is there anyone in the room who does not know about the standard pattern of police officials? Don't be embarrassed and don't take undue credit. In other words, I take it that everybody in the room knows about the standard pattern of police work—and yet you represent—what shall I say—fifty American cities? Well, we will just have to hope that they are making a definite post-war planning program within their own police departments. If they don't have this program, where can they get this pattern?

LIEUTENANT RALEIGH: One source, of course, is the safety division of the International Association of Chiefs of Police. They will be glad to supply

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any information on that to any of you who are interested.

CHAIRMAN RUTLAND: Now we are going to pass to "Uniform Traffic Legislation." With a lot of money in this country, with a lot of travel, with grandmother in the West going to see her grandson off to the Navy in the east, our boundaries have faded into insignificance. We have moved over them every which way. We have brought our whole nation closer together. I would like to ask Mr. Halsey, in that respect, where we stand with respect to uniformity in this nation, in the traffic safety movement.

MR. HALSEY: Mr. Chairman, first I should like to make a very brief introductory statement.

Legislation has always been the backbone of almost all that has been accomplished. Our big struggle for uniform legislation is so far back that many of us have lost sight of it. Legislation controls the following types of things: Funds, the authority under which we operate, personnel, their authority, position and income, the procedures under which many of them operate. Certainly it controls the operations of the motor vehicles on the street and on the highway. So let's go back and review the importance of legislation.

I have seen in many parts of the country good men and good plans fail because of poor laws. On the other hand, I have seen what I would call second-rate men and second-rate plans do a much better job because they were backed by a good law.

What we have got to have, then, is good men, good plans properly instituted and instrumented by adequate law. We should be doing the foundation work for this immediately.

A lot of people were sour on the law because people tried to pass too many laws, and we had the old slogan, "What we ought to do is pass a law." That was a fatal approach to it.

You may not solve the safety problem with a good law, but it is equally true that you may be prevented from solving it if you do not have a good law to back it up. So let's not wait until after the war

to get at this legislation: Let's get at it now, and be set for the post-war period.

Legislation and administration are more important than mere techniques or methods, and until we can get the administrative aspects up to the technical aspects, many of our good technical developments simply will not be used. I have seen many new techniques invented, and people have tried to apply them, only to find that the administration was not ready for them. If you try a new technique and your administration is not ready for it, you will spoil the new technique.

The law, of course, is undramatic, and the temptation is to spend more time on other subjects; but the time is now ripe to go back to this rather undramatic law.

MR. BLANCHARD: I would like to ask what steps are being taken to give the states authority to limit access to these fine new highways we are going to have, particularly on minor cross streets and hot dog stands and other encroachments.

MR. HALSEY: The story is briefly this: Before the war we had twelve states that had access legislation control; a standard model act was prepared by the legislature, and five states adopted it. That gives a total of seventeen states that have some kind of legislation, but still thirty-one states do not have such legislation. The importance of controlling access cannot be overestimated, because unnecessary intersections and interference from parking and development along the roadside may well ruin anything you build.

Access can be controlled by two methods: You can do it physically by elevating or by buying an enormous right-of-way. That of course is very expensive. Or, you can do it by denying access by law, and selling off by law some of the rights which you purchase through your legal control.

If we do not do that we will get into the very annoying process by which we have rebuilt a single highway as many as ten times, and where we continually are having to by-pass the by-pass. The sad cases of hot dog stands being built before the pavement is laid, certainly is something we must avoid if we are to get our money's worth out of the huge expenditures we expect to make.

As has been pointed out, we are trying to build highways to last fifty years. The only possibility of making a highway last more than ten years, which was the earlier expectancy, is by complete insulation. If that insulation breaks down, you will short-circuit the whole game, and the only way to do that is by proper laws controlling access.

MR. FOX: Mr. Halsey, what blanket authority do traffic engineers have or what should they have in administrative functions in new construction?

MR. HALSEY: Unfortunately, not very much. Traffic engineers in general do not have sufficient direct control. In too many instances they are not authorized to take action on design. In too many instances they are not given any control over design. Certainly matters such as design are not legislative detail matters, and it would be no more foolish than to write detailed specifications into the law. Those details must be given to the agencies presumed to be competent to handle them.

Since signals and markings are another type of thing that the traffic engineer should have full control of, some of the more progressive thinkers are recommending that administrative authority be given to the extent that trained technicians actually can try out things which their surveys show are good, and run them for perhaps sixty days before public hearings.

We are going to spend millions of dollars in pouring cement. If this cement sets in the wrong shape or in the wrong place, we will have lost the chance of a lifetime. Fool-proof highways have reduced accidents as much as 75 per cent, and the elements in those fool-proof highways largely have been geometric design elements over which the city and state traffic engineers have a great deal of authority. You have got to put the traffic engineer in a position, through law, so that he can squeeze the maximum safety value out of the post-war construction dollar.

CHAIRMAN RUTLAND: And if our municipalities had blanket ordinances that delegated that authority to the traffic engineering division, then they could establish these theories depending upon the

flow of traffic or the changed conditions, and the like, and that is what is needed?

MR. HALSEY: Yes.

CHAIRMAN: There is no model ordinance in that respect as far as municipalities are concerned, is there?

MR. HALSEY: Yes, and there are many good samples. I will be glad to communicate with anybody who would like to see some of those samples.

CHAIRMAN RUTLAND: I notice, Mr. Fox, that Mr. Williams, general manager of the National Safety Council, has copies of the post-war planning program for Syracuse.

MR. FOX: Yes, that is right.

CHAIRMAN RUTLAND: Does that post-war plan have in it the provision for an ordinance that does give this blanket authority to a traffic engineer?

MR. FOX: Yes. We put in, as one of the points in our post-war plan regarding traffic safety, that the traffic engineer should be established in his position by ordinance.

CHAIRMAN RUTLAND: I see Jim Economos, Secretary of the Traffic Court Committee of the American Bar Association, who has done a lot of work on traffic legislation. Jim, do you have a question you want to ask?

MR. JAMES P. ECONOMOS (Chicago, Illinois): I agree about the necessity for uniform traffic legislation. There are two parts to it, one state and the other municipal. What I want to know is, how are we going to get it?

MR. HALSEY: I think that is largely a sales job. We simply haven't done a good merchandising job on the importance of changing the law and bringing it up-to-date. It is a hard thing to sell.

MR. ECONOMOS: Do you know of any agencies that are working on that?

MR. HALSEY: I think Public Administration Service has been doing some of that work. Almost all safety councils have been fighting for it. The Highway Users' Conference has been hard at it.

CHAIRMAN RUTLAND: Well now, that brings up another post-war plan for safety councils.

MR. HALSEY: There is nothing that

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will delay various city groups getting together any more than confusing the law. You will find more arguments between judges and police officers and other people because the law simply isn't clear as to who has what authority!

MR. HALSEY: Lieutenant Raleigh, wouldn't you say the same thing would apply to police departments—this matter of authority in traffic, in some cases?

LIEUTENANT RALEIGH: Yes, definitely. The question I would like to ask is this: What plans are under way or should be established to continue the State Highway Traffic Advisory Committee?

MR. HALSEY: About ten years ago most of the administrative people came to the conclusion that in states we needed an agency to coordinate the activities of the highway department, the state police department and the motor vehicle department. That was talked of for some time, and plans were under way to do something about it, when the war arrived.

The war immediately made that situation jell, and there was established in every state in the Union what is known as the Highway Traffic Advisory Committee to the War Department. There has been developed standard legislation which will convert this Highway Traffic Advisory Committee to the War Department to a peacetime agency which will clothe itself with the proper authority so that it will become a closely knit, well organized machine to see to it that you have standard traffic safety and transportation plans in a state.

Certainly the need for that will be even greater during the post-war period. No one in this room would like to see three separate conflicting and overlapping plans in a state, one by the state highway department, one by the state highway police and the third by the highway motor vehicle plant.

Certainly public opinion will be in much better shape if plans could come back supported by three state agencies rather than by one big state agency.

Certainly we would be foolish not to capitalize on an organization in each state which will have had several years' ex-

perience in coordination, doing a post-war job.

CHAIRMAN RUTLAND: Summarizing this for just a moment, here we find a motor car with a definite plan. Here we find highway engineers with a definite plan. We have found a weakness in the police plan. There is a definite weakness in the legislative plan. We must move along on all these fronts. I think we might take a few minutes to discuss a few points with reference to public education.

I would like to ask Mr. Fox of Syracuse what he thinks about the mental attitude of these 45,000,000 drivers immediately after the war.

MR. FOX: We are going to have all these people coming back more or less contemptuous of danger. We are going to have the exhilaration of victory; we are going to have freedom from restraint; gas rationing and everything else will be over, and people will want to go somewhere and go there fast. We have got to begin laying our plans now to carry on public safety education. We ought to begin to look around and see how we are going to get those funds.

LIEUTENANT RALEIGH: Mr. Fox, what types of public safety education, in your opinion, will be most effective?

MR. FOX: We have got to realize, first of all, that selling safety is a merchandising job, just the same as selling a suit of clothes or a pair of shoes. The safety message must be made interesting. We must get away from the idea of preaching. I don't think we are going to get too much acceptance to the idea of preaching. People have been told so much about what they are to do, as far as the war effort is concerned, that I believe we must try to get our message away from that angle. I don't like the term "slogan," and I much prefer short messages that will hit people. The use of the radio, films and things of that type will go over in a bigger way. We must realize that in different communities the message may have to be directed to different types of people, and we can't always go along on the same old line. Maybe we can put up street posters for a time, and then something else the next time. In other words,

we have got to mix up our stuff. We can't be satisfied to use one slogan all the time. Does that answer your question?

MR. HALSEY: Mr. Fox, what about the timing of this program? It strikes me that you would be in a very bad spot if you let your budget run down and then found that the time when you need it most you are out of money.

MR. FOX: Timing is most important, as it is in any type of sales campaign. When the rationing ends, then is the time when we should be prepared to act. I cannot emphasize too strongly the need of continuing the present public safety education which safety councils and other groups are doing.

MR. BLANCHARD: Mr. Fox, I would like to ask what is being done at the state, county and city levels to promote safety education through official agencies, schools, and so forth?

MR. FOX: In some ways that is one of the most important things we in the public educational field of safety have to do. We have two fronts, you might say: We have the public, and we must try to interest them; but we also must interest official agencies in full-time traffic engineers and a police department which is adequately manned.

Many times a safety council can go to bat for a police department or for a traffic engineer, in order to get those things. There is one other point:

We should all realize that the schools must take a very much greater part of this load, especially as far as driver education and driver training is concerned. We ought to realize, that adult education is difficult at any time. Adult re-education is even more difficult. In other words, the drivers who have developed certain ways over periods of years will find it very difficult to be re-educated. But if we can get this education to the one or two million young people a year who become of driving age, if we can get them to know the proper techniques of driving, that is one of the most fertile fields for public safety education that we have.

MR. HALSEY: I think early education programs are the best things we have. We could launch such a program more quickly than we could in peace-

time. If we could get the preponderant number of our schools going on that program, it will become a relatively simple matter to convert and add to it. We ought to do it much more easily than if we were starting it over again.

MR. FOX: I believe that is all I have to say on the matter of public safety education. It has to have the support of good enforcement, it has to have the support of proper engineering techniques, and also legislative techniques.

CHAIRMAN RUTLAND: Thank you, Mr. Fox. We have tried to cover a lot of territory here, dealing with 30,000,000 automobiles and 130,000,000 people, equipment, enforcement, and everything else. Some very good points have been brought out.

It all tends to reflect the responsibility we have in post-war planning programs. Are there any questions?

MR. LINCOLN LIPPENCOTT (Chicago, Illinois): Mr. Fox mentioned the difficulties in reaching adults in an educational program. Has anything been done nation-wide through the Office of Civilian Defense, air raid wardens, auxiliary police, to teach them safety so they can become a part of the adult educational safety program of the community?

MR. HAROLD GRINDEN (Duluth, Minn.): I cannot speak for the nation, but I do know that in Minnesota that has been an important factor in the training of our civilian population, as far as OCD is concerned.

CHAIRMAN: Are there any other subjects? If not, we appreciate your attention to this discussion. Now, summing this up for just a second, this is a broad program. Let's present our view for just a moment and see what might happen, and how we relate to it:

First, we will have plenty of gas and tires after the war. We are going to resume some degree of a higher speed than we have had during the war.

We are going to see thousands of men on the highway. We are going to receive a release of pent-up emotions. We are going to have police who are untrained.

We are going to see a stampede, in a sense, of equipment manufacturers selling all kinds of traffic control devices, and

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we will see plenty of cities gobble them up, unless they standardize on technique. We are going to see many cities, many legislatures, perhaps, if this impact is as serious as it could be and I am not predicting that it will, but there is a possibility that the first year or two after this war we will kill 50,000 people on our highways. If that does come we will see many of our public officials, many of our state legislatures, get panicky in trying to do something about it. And they are going to begin to do something, perhaps, about legislation.

They may deviate from these standards. That is why it has been brought out here today that these standards ought to be as familiar to you so that when that time comes you yourself will be in a position to say, "Here is a bible we can use as a guide in this program."

Traffic engineering and highway building men are turning out patterns. The

police pattern is not utilized to its fullest extent, neither is our public education, and neither are we adopting standard, national, uniform legislation.

I think that is a challenge to every one of us, and I don't know of a single person who is going to get more value out of grouping those responsibilities and accepting those challenges than the men in this room, because down the line someplace the public is going to want men who can do this job.

As I said a day or two ago, the American people have tasted the value and the benefits of a good crime control movement in this country; they have tasted the benefits of public health and of fire control. They have not as yet tasted the benefits of traffic control, largely because they do not know it. When they do find out about it they will demand it, and it will be my neck or yours unless we are capable of meeting that challenge.

THURSDAY MORNING SESSION

October 7, 1943

Group Session for Traffic Court Judges and Prosecutors

Presiding: JUDGE ADAM YOUNCE, Municipal-County Court, Greensboro, N. C.

The Court's Responsibility for Safety in the Community

A Panel Discussion

Panel leader: JUDGE PERRY A. FREY, Cleveland, Ohio.

Other panel members were: JUDGE GIBSON E. GORMAN, Chicago; JUDGE HARPER E. HARB, Little Rock, Arkansas; JUDGE JOHN L. NIBLACK, Indianapolis, Indiana; and JACK DeVoe, Deputy City Attorney, Lincoln, Nebraska.

Judge Frey outlined the scope of the subject to be discussed, pointing out that from the standpoint of the number of people who annually appear in traffic courts, it could be assumed that the traffic court is the most important of all courts in the American judicial system.

The first discussion subject proposed by Judge Frey concerned the judge as a safety leader in his community.

Judge Harb declared the public looks to the judge for safety leadership, unless there is some active community safety

council providing the necessary enthusiasm and leadership. In Little Rock, for example, he helped organize the City Traffic Commission. On another occasion, earlier, he took the lead in raising funds in the community to send three traffic officers to the Northwestern University Traffic Institute, Evanston, Illinois, and encouraged organizing a modern traffic division in the Little Rock Police Department.

Judge Harb said the judge also can promote safety education through the

publication of courtroom proceedings. This will be most effective if the judge will point out to newspaper reporters assigned to the court aspects of the cases tried which have strong educational value.

From the floor, the following viewpoints were expressed:

- a. In one city, the newspaper seems to think the judge is on trial and is not cooperative, thus closing that angle of approach to the judge.
- b. One judge stated that he thought the judge had no business as a safety leader, offering as his reason that it might interfere with his judicial freedom. Judge Harb and others assured him that there was no basis for that assumption from their experience.
- c. Other judges stated that they felt the judge should take an active part in safety leadership. Several said that the judge should lead if other leadership were not available, but should remain in the background if it were.

Judge Frey's next question to the panel was: "Should the court broadcast traffic court trials?"

Judge Gorman for the panel, stated that the broadcasting of traffic court trials started in Chicago eleven years ago. Although, theoretically, it is not a good practice, it was undertaken because of a particular need for public education. It served its purpose and has been discontinued as the public is now sufficiently educated that the advantages are outweighed by the disadvantages.

In the discussion from the floor it was suggested that instead of broadcasting actual trials, certain types of cases might be dramatized. Upon a show of hands, no judges present advocated the broadcasting from the courtroom of the actual trial of traffic cases.

The third subject discussed was that

of educating traffic violators in the courtroom.

Judge Niblack described different things which may be done in the courtroom, such as lectures, use of posters, distribution of safety literature, etc., but that the most effective education can be obtained by a discussion with the defendant regarding the unsafe acts committed. Where accidents are illustrated on a blackboard, this provides an opportunity for all in the courtroom to profit from what is said and illustrated.

From the floor it was suggested that the judge should be careful not to find himself discussing the reason for his decision.

Others suggested that the judge can make a brief opening talk to educate all those present. Frequently he is pressed for time, and this treatment may be possible when individual discussion takes too long.

The fourth subject suggested by Judge Frey was the prosecutor's job in community safety. Mr. DeVoe stated that the prosecutor can assist the judge in various activities in and out of the courtroom, and should personally participate in the community safety program. With respect to those coming to court, the prosecutor can educate the defendant as to the factors involved, point out to him his rights, and obtain all necessary information from the police department and witnesses to prepare thoroughly for trial.

In the discussion which followed, it was reported that several prosecutors have participated in police training schools and have prepared instruction for officers on evidence and its presentation in court, which contributes to the total traffic safety program in the community.

In many traffic courts, the prosecutor has no part, and it was generally agreed that the procedure as it affects prosecutors should be reorganized.

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Problems in Achieving Uniform Interpretation of Uniform Traffic Laws

A Panel Discussion

Panel leader: JUDGE CHRIST HOLM, Hibbing, Minnesota.

Other panel members were: JUDGE EDWARD C. FISHER, Lincoln, Nebraska; JUDGE THOMAS H. MAHER, Detroit, Michigan; JUDGE JAMES W. HODSON, Seattle, Washington, and JUDGE EDMUND B. SMITH, Kansas City, Missouri.

The background of the subject was pointed out by Judge Holm who said "It was thought-provoking to hear Judge Frey of Cleveland say that traffic courts are today the most important courts in America. We should probably disagree with a view that one court is more important than any other because all courts are important.

"Still, motor vehicles have changed widely and profoundly human habits and activities and everyone is affected by their use and operation. An instrumentality that kills 30,000 to 40,000 people each year and cripples another million certainly needs regulation so that its use may be safe and that it does not become an instrument of destruction.

"Nearly all collisions result from the breach of some traffic law. Because some people disregard motor vehicle rules and regulations thereby menacing lives and damaging property, it is necessary to have courts deal with traffic law violations.

"How the courts function in your community may determine the length of your life or the life and well-being of someone near to you.

"Violation of a traffic law does not involve a criminal intent. And most traffic law violators are not criminals in the sense of being otherwise bad citizens. Yet, if a person while violating a traffic law kills someone, that person is just as dead as if the killing were intentional or with premeditation. The loss is just as great to the victim, his family and his community as if he were shot to death or slain with an axe.

"A good traffic court should be an educational institution. Sometimes it must punish and even punish severely to get results and deter potential violators; but punishment is not always its primary function.

"When persons violate traffic laws

thoughtlessly or even in ignorance, the influence of a wise court may inculcate in such persons a new attitude of safety and of consideration for others. This is an educational process. In a democracy we need it in all fields.

"Because traffic violators generally are otherwise good citizens, they should not, except in the most serious crimes like drunken driving, be treated as criminals.

"On the other hand, the great number of traffic violations and the fact that traffic violations can readily be classified, suggest that there be some uniformity or at least consistency in their disposition and in the penalties imposed.

"A comprehensive and forward-looking understanding of all the aspects of successful traffic law enforcement is to be expected of a traffic court, but it is also the duty of every citizen to acquaint himself with the essentials of traffic safety and lend his cooperation to the orderly solution of this new and important problem.

"Courts are generally no better than the people want them to be. And the shortcomings of courts, including such practices as 'fixing,' exist in most communities in direct ratio to the interest or indifference of their people.

"Increasingly, as people become better informed of the hazards and considerations involved in traffic, they will insist on protection of human life.

"To achieve this result, the constabulary should be efficient and vigilant, the prosecuting officials honest and reasonably aggressive and courts impartial and competent.

"A community's court may be diligent and impartial and competent and yet life and property may be inadequately protected because a prosecuting official plays politics in his work or a police department is not efficiently conducted.

"Because the court is a judicial department and its personnel presumably best qualified, it should by example urge faithfulness and diligence upon others engaged in the administration of traffic law. That chain, like any other, is only as strong as its weakest link."

"Public interest should be quick to remedy and reinforce weak places."

The first question by Judge Holm to the panel concerned the organization of courts with relation to the traffic enforcement problem under urban conditions.

Judge Maher stated "In Detroit there is a very large number of traffic cases. In order to handle these with due consideration, there are two adjuncts to the court. One is a traffic violators bureau and the other a system of referees."

Judge Hodson, describing the organization in Seattle, said they have a traffic violations bureau, which handles a large volume of minor cases, but that most moving violations should be handled in court for proper deterrent effect.

The second discussion subject pertained to organization of courts with relation to traffic enforcement problems under rural conditions. Judge Holm pointed out how this differs from courts in larger cities as follows:

Included with rural courts are courts in small cities. The judge in this type of court has two special factors not present in larger cities. One is the effect of the judge frequently being personally acquainted with the defendant. He thus has the problem of changing his identity as far as the defendant is concerned, from a friend to a judge, when he takes the bench. The other factor is that he has sufficiently few cases so that he can usually give them detailed consideration.

The third subject was uniformity of fines, penalties and forfeitures.

Judge Smith pointed out that this is most desirable between courts in the same jurisdiction. Furthermore it is highly desirable and advisable between jurisdictions.

From the floor the following suggestions were offered:

- a. Although there should be uniform penalty schedules, there should also be flexibility to meet special conditions.

- b. The type of the possible appeal has an effect on uniformity. In many states a trial de novo is held when the appeal is heard. This, particularly a jury trial, has the effect of causing the defendant to appeal due to the common experience that an appeal court will be more lenient than the original judge. Thus, in jurisdictions where this is possible, the penalties may not be uniform as compared with other jurisdictions.

Upon a show of hands, a majority of the judges indicated they do not have definite penalty schedules in all cases. It was suggested by several, however, that it would be helpful if the committee would make a study of this subject, and find out what the average schedules are like so that all might have the same thing as a sort of guide.

Judge Holm's last question was: "What is the function of the traffic violations bureau, and how should it be set up?"

Judge Fisher said the traffic violations bureau serves a very useful purpose where the volume of cases presents a problem in regard to time available for hearing them. However, the court should hear as many cases as possible. The violations bureau can well handle most parking cases, but unless the court is seriously undermanned, the majority of other types of violations referred to the bureau should be very few, and the court should watch them carefully.

In the discussion from the floor two main points were emphasized:

- a. It is usually advisable to hear most, if not all, moving violation cases in court.
- b. The court should have complete control of the traffic violations bureau.

Upon a show of hands to several questions, the following practices were indicated:

- a. Most of the judges have complete control of their traffic violations bureaus.
- b. In some cities, police department control of the violations bureau is decreed by city ordinance.
- c. In no case did the police have the traffic violations bureau without authority.

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THURSDAY MORNING SESSION

October 7, 1943

Session for Traffic Engineers and War Transportation Administrators

Presiding: HARRY E. NEAL, Chief Engineer, Division of Traffic Safety, State Highway Department, Columbus, O.

Applying ODT Policies on War Traffic Control

By T. J. SEBURN

City Traffic Engineer, Kansas City, Mo.

Early in 1942, the Office of Defense Transportation, through its Division of Local Transport submitted a proposal consisting of two general methods of using existing passenger transport vehicles to the utmost and conserving critical materials. The first of these methods involved the direct exercise of authority vested in the Director of the Office of Defense Transportation by Executive Order of December 18, 1941. The second was a statement of policy made to operators of transit vehicles and public authorities concerned with transportation and traffic control.

The above statement contained twelve points, but is not to be confused with a later statement of Policy on Wartime Traffic Control. The former included specific recommendations with regard to staggered hours, curtailment of bus service, elimination of transit stops, and similar matters, and a general statement concerning the need to shift the emphasis from automobiles to transit vehicles as the major consideration in traffic regulation and the timing of traffic control devices. The major portion was devoted to economical business policies for an industry that suddenly found its position reversed from one in which it was struggling to continue its existence to one in which it had more business than it could well handle with its existing equipment. Only the suggestion, backed up by the authority over the transit industry as vested in the Director by executive order, was necessary to put these factors into effect. They were extremely welcomed by all operators, and were equally welcomed wherever they applied, the nation over.

Item No. 10 of this statement is the one with which we are primarily interested for the balance of this discussion, since it is the one dealing with War Traffic Control. This is also the factor which was responsible for a direct appeal from the Office of Defense Transportation to all mayors to see that war transportation administrators, traffic engineers, police and other authorities take immediate action.

Traffic Light Delays

Apparently Point 10 had not met with as much success as most of the others. The appeal was in the form of a letter calling attention to an increasing number of complaints regarding time wasted by war workers and automobiles held up by traffic lights. It was accompanied by a pamphlet entitled "Fitting Traffic Control to Wartime" in which a second 12-point program was presented; this is a breakdown of point ten in the original statement of policy.

Now where does this leave us? It brings us to the point where we must consider what can best be done to meet the needs of war transportation in our design and operation of traffic control.

The first point deals with the elimination of unnecessary signals; in fact, the first six points are devoted to the subject of signals, and I prefer to group these together (at least for our use), making a seven point program. This, I believe, brings the entire program into better balance, and gives more emphasis to other needy features of traffic control. However, this only demonstrates a point that we must keep in mind in "Applying ODT

Policies on War Traffic Control." Each city and each location must stand on its own merits, as determined by impartial engineering analysis, and no single blueprint can be prepared for overall use.

Many traffic engineers have inherited many traffic signals that were installed without the benefit of engineering analysis, but determined by the number and weight of the requests of neighborhood groups. A large proportion of such signals do not, and probably never did, meet the minimum requirements of traffic volume or accident hazard to justify their use. The ODT policy presents an excellent opportunity for men in this position to renovate their traffic signal systems and remove the excess baggage. In fact, one enterprising young engineer even seized upon this opportunity to get an additional appropriation of over \$30,000 to make the necessary volume studies at all signalized intersections. Needless to say, this information will be of value to his office in many ways besides the elimination of a few traffic signals. Others, no doubt, have done the same thing in varying degrees.

Flasher Operation

Point No. 2, dealing with flasher operation of traffic signals, is merely a compromise applicable at points where traffic conditions warrant the use of signals for only a few hours of the day. There are three courses open to the traffic authority under such conditions. The first, continuous fixed time signal operation is wasteful of time which in wartime is wasteful of human life on the fighting fronts. The second, complete denial of the benefit of signal control may be equally wasteful of human life and units of our transportation system on the home front. Since our objective is the conservation of our transportation system, a unit out of service because of unnecessary accident may prove as wasteful as several units delayed. The third, and reasonable, course is the use wherever possible of flashing operation which should give most of the benefits of safety without the delays incident to stop and go operation. In many cities existing equipment will permit the use of flasher operation with only minor changes.

Point No. 3 is the recommendation that signal cycles be held to the minimum needed to accommodate all necessary movements, and suggests a range of from 35 to 50 seconds. May I suggest that in addition to the saving of time and conservation of transportation equipment, those interested in safety would probably favor these shorter cycles because they create a better degree of observance. Far too many accidents have happened at traffic signals because drivers would not tolerate the long delays and went through the red light.

Points No. 4 and 5 are rather closely allied and also bear a close relationship to the matter of short cycles. They are recommendations that time allotted to the green period should be accurately adjusted to the time required to move cross traffic and that cycle lengths, or divisions of the cycle should be adjusted to fluctuations of the demand during different periods of the day. Certainly, qualified traffic authorities have recognized the need of these adjustments in the past. We have found that some streets, especially in outlying sections, have had tremendous changes in traffic pattern which had to be met by alterations in traffic control.

Continuous Movement

The final point in the allied field of traffic signal operation is the suggestion that isolated fixed time signals within one quarter mile of one another be coordinated wherever possible, to provide for nearly continuous movement of all vehicles on a thoroughfare. This can be done in two ways, first by the use of an interconnected system under the direction of a master controller, and second, by the use of synchronous motors that will run at the same speed as long as they are served by the same source of electrical energy.

The set of principles just given relating to traffic signals represent sound traffic management as established years ago and certainly should not need a war to put them into operation.

The next two points of the program deal with traffic police and police control of traffic movements. Although I am a firm believer in cooperation between the

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engineering and enforcement agencies, I do not believe such cooperation calls for a discussion of police problems at this time.

Point No. 9 recommends the removal of stop signs from all locations where they are not needed to provide for the safe and orderly control of traffic. This again falls under the same general category as the group of suggestions relating to signal operation. Nearly all cities had installed stop signs of questionable need due to pressure from neighborhood groups. Also many signs had been erected that were fully justified during the days of unlimited motor vehicle use but where need is questionable under curtailed operation. An excellent opportunity is afforded to reconsider all of these questionable locations and remove the regulation or substitute "Caution" type signs where no more control is warranted. However, we should exercise caution in such a program, and not let our patriotism get the better of our judgment. The few stops that are made at an isolated intersection where accident hazard exists would probably not compensate for the loss in transportation equipment resulting from the collision of two vehicles. And in addition, the possible loss of manpower through injury is certainly worthy of consideration.

The next point in the ODT program is one that to me is of extreme significance. In it, under the general heading of traffic regulations are grouped several factors, each of which might be worthy of an individual listing. Let us look at them individually for a moment. First, restriction of turns is mentioned as a regulation that will often facilitate the flow of traffic through an intersection. Assume a hypothetical case which is made up of the history of several individual cases on record. Intersection designations would mean nothing and the case is assumed in order to apply more possible conditions in the time allotted. Under pre-war conditions a signalized intersection had far greater than the required volume of traffic to warrant signal operation—over 17,000 vehicles in 8 hours with 34% of the volume on the minor streets—and about 80% of this movement was straight through. Approximately 6% of the ve-

hicles made left turns and this small number interrupted the flow to the extent that traffic signal operation was breaking down. Of course, elimination of these left turns cleared up the operation. This was possible because a rectangular grid section of streets permitted the left turn drivers to proceed in the direction of their destinations by using other streets in the vicinity and this small number did not impose too great a load on them. Such regulation would have been impractical otherwise and would probably have shifted the scene of the difficulty elsewhere.

Later, with the construction and opening of a large war plant in the vicinity it was found that traffic volumes increased tremendously on this grid section of adjacent streets, and analysis disclosed that one of the prohibited left turns was causing this increased volume of traffic. The turn in question was again permitted and proved to be approximately 23 percent of the total movement. This case is cited primarily for the reason that it brings in many of the factors that must be considered during the periods of change occasioned by the war.

Use of Through Streets

Next, the proper use of through streets is recommended. Such streets are protected throughout their entire length by stop signs controlling traffic at each cross street. From the standpoint of conservation of motor vehicles and tires, and to eliminate unnecessary delay and accident to war needed travel, this is perhaps one of the most effective tools in the hands of the traffic authority. Much of the potential hazard that faces the heavy travel on a war transportation route can be eliminated by the proper designation and posting as a "through street." Frequent sudden brake applications followed by rapid accelerations are thus made unnecessary and the only cost is that experienced by the much smaller number of drivers on the cross streets in making a normal service application of the brakes followed by a reasonable start into or across the major route.

The matter of vehicle parking and the attendant debate about the division of street space between the movement of

traffic and the temporary storage of vehicles is also worthy of very serious consideration. In approaching this problem it must be instantly recognized that the motor vehicle is of very doubtful value if all we can do is to ride in it, but it is also true that a half dozen vehicles parked at the curb may deprive hundreds of an additional lane of travel. Street widenings can often be instantly and economically accomplished by this simple regulation either applicable at all hours or for a few selected hours when the need is greatest. Sometimes it may be necessary to provide adequate space for the cars removed in off-street parking lots, but this is a course that probably will be followed in the future, and we may as well let wartime needs aid us in post-war planning and development.

One-Way Streets

An item that was not specifically mentioned as one of the ODT policies seems to merit some consideration. The proper use of one-way streets may serve a very needed purpose in the relief of congestion and the facilitation of war travel. It has been developed in the past that more efficient movement can be obtained when all vehicles are traveling in the same direction, especially on streets having an odd number of traffic lanes. Costly accidents are also eliminated, especially those involving pedestrians who find it much easier to cross a one-way traffic stream than one in which cars are bearing down upon them from two directions. In some cases streets have been designated as one-

way for rush periods only and sometimes the direction is reversed for different peak periods. This does not generally prove satisfactory and is extremely questionable now because a great deal of supervision is necessary and police authorities are confronted with the same manpower problem that we face.

There are two other points cited in the program as submitted by the ODT. One is the adoption of a system of war transportation routes which probably should be developed in connection with the through street system. The other is the need for economical use of traffic control equipment, and certainly no one is willing to debate the need for such conservation. Substitute materials are opening up a wide field of study and much better equipment will probably result from the shortage of some types formerly considered standard.

Finally, I would say that the application of ODT policies on war traffic control is merely a practical application of good traffic administration and that much aid can be derived from these policies by authorities who have been saddled with unnecessary or obsolete equipment, regulation or lack of regulation, and who have not had enough public support to make changes we all know are needed. That same detail in providing specific warrants for the use of the four types of traffic regulation as that devoted to the matter of traffic signals would no doubt make it even more valuable to those who have the responsibility of providing a well balanced program of traffic control.

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Fact Finding Studies for Improving War Transportation

By HAROLD F. HAMMOND

Director, Traffic & Transportation Division, National Conservation Bureau,
Association of Casualty & Surety Executives, New York

During wartime, transportation problems are constantly arising. The first was tires; the next is gasoline; and the next may be a shortage of vehicles and inadequate roadways. Aggravating these war problems, there has been a shortage of transit facilities all along.

The family car, upon which the American public so largely depends for daily transportation, has not been manufactured for civilian use since February, 1942. Thus, no new vehicles are available to replace the 150,000 being scrapped each month.

To keep our present vehicles in good running order will not be an easy task. They are steadily growing older. Replacement parts are hard to find and competent mechanics are still harder to locate.

Employment at many plants has increased to such totals that transportation and parking facilities, and even the roadways themselves, are no longer capable of handling the tremendous loads.

In addition, many new plants, especially many of the larger ones, have been constructed in outlying sections, which too frequently are at considerable distance from worker residential centers, lack adequate transit service, and are not serviced or poorly serviced by major roadways. To make matters worse, manpower and building material shortages are hindering the proper maintenance of such roads.

Many traffic control devices which were adequate in peacetime have been made ineffective or inefficient by the shifting of traffic loads from one street or highway to another, accompanied by war changes in peak hour flow.

Most transit facilities are operating today at capacity load. They cannot be expected to carry much more unless further adjustments are made in working hours. And there is little hope of increasing the present size of the urban fleet of buses and street cars, since the number of buses manufactured in the

past 18 months has failed to meet even normal replacement requirements!

Gasoline shortage will continue to be a major problem for many months to come. And while some sections of the country may receive more, other sections are likely to receive even less than they are getting today.

Problems Form A Challenge

One or more of these problems exist in every community. One or more confront every war plant of any size. They form a constant challenge to local war transportation administrators and plant transportation managers.

Those persons in the communities and in the plants, who are charged with the responsibility of improving worker transportation, must constantly be on the alert if they are to keep abreast of their problems and improve war transportation facilities and conditions whenever and wherever possible. This requires constant spot checking of conditions in the field and periodic review of transportation facts; in short, constant appraisal of all transportation problems in order to determine what, where, when, and how transportation improvements may be applied.

The value of fact finding studies can best be illustrated by several actual examples:

A large aircraft plant was told by the War Manpower Commission to increase its employment of women from 30 to 60 per cent of the total within 6 months. The war plant transportation manager immediately appraised the effect this shift in employment would have from an employee transportation standpoint. Through field studies, he found that only 8 per cent of the women drove cars to and from work, as compared with 47 per cent of the men. This fact immediately revealed a new employee transportation problem. It showed that for every one hundred women employed in place of one

hundred men, there would be a loss of 39 passenger cars to the plant transportation system. To offset the anticipated loss, the plant transportation manager immediately arranged for transit facilities to be added as necessary.

Studies at another large war plant showed that it required an average of 15 minutes for employee cars to travel from the main highway in front of the plant around to the parking lot behind the plant. That 15 minutes alone was equal to the time required by the average employee to travel from his home to the front of the plant. Obviously, it produced many undesirable effects, both for the plant and for the employee. Armed with factual data showing the unsatisfactory condition, the plant transportation manager was able to convince the plant executives to make improvements. These included a new, more direct entrance to the parking lot from the front of the plant, which eliminated most of the 15-minute delay.

Studies of a major transit line serving an important outlying war establishment showed that the anticipated transit load could be handled by adding eight more transit units. But eight additional units were not available. Therefore, operational improvements had to be made in the 42 units already operating, to produce additional round trips at peak periods equivalent to the needed eight units. This objective could be accomplished by cutting the round trip time for each of the 42 units from 100 to 80 minutes. It was achieved by eliminating two-thirds of the stops, minimizing congestion at two major intersections, and establishing a new off-street loading zone, with improved fare collection methods, at the war establishment.

Types of Fact Finding Studies

Fact-finding studies to improve war transportation are generally applied on a community-wide basis or for specific large war plants. County and state-wide studies are not uncommon, however.

War transportation studies receiving special attention today may be divided into five general types: (1) war worker routes; (2) transit; (3) automobile move-

ment; (4) parking; (5) automobile maintenance.

War worker route studies include those showing: (a) the extent to which the ODT traffic control policies have been correctly applied; (b) physical condition of signs, signals, and markings; (c) locations of accidents and congestion.

The transit studies, either city-wide or for a single plant, include: (a) transit loads; (b) transit delays; (c) staggered hours; (d) the extent to which ODT transit policies have been effectively applied in the community.

Automobile movement studies applicable for either the city or plant, include: (a) vehicle occupancy and group riding; (b) speed; (c) volume; (d) origin and destination of worker traffic.

Parking studies, particularly from a war transportation standpoint, are generally confined to: (a) studies of curb parking conditions created by a large downtown war plant; and (b) analysis of the plant parking lot.

Vehicle maintenance studies, still comparatively new, are applicable on either a community-wide or single plant basis. These include studies of: (a) automobile age and maintenance; (b) maintenance facilities; (c) gasoline consumption and tire condition.

Parking Lot Studies

Plant parking lot analysis involves inspection of the physical attributes of the plant parking lot and observation of the manner in which they are used by vehicles. The mechanics of making these studies include checking off on two check sheets, items which give indications of the adequacy of the lot, especially as to design, location, and operation.

The first check sheet relates to the physical layout of the lot and contains 16 items to be checked as "true" or "false" in accordance with conditions observed. The second check sheet relates to the operation of the lot and contains seven items.

All items checked as "false" should be investigated further with a view toward correcting the condition.

Specific uses for this parking lot analysis include: (a) planning improvements

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in the lot; (b) reducing delays and hazards at the lot; (c) increasing the capacity of the lot; (d) enlarging the lot to handle more cars; (e) planning new parking lots.

The automobile maintenance facilities study involves an inventory of location, hours of operation, and types of services performed by garages and service stations which might be patronized by war plant employees. It can be made for a single plant or for a group of plants.

An inventory form is used to list all data pertaining to those automobile maintenance establishments which because of geographic location are available to the plant employees.

There are two major uses for the study:

- (a) To assist employees, especially new ones, in locating garages or service stations which are conveniently located and are open at proper hours to perform necessary automobile maintenance work. It will be helpful to prepare and post in the plant, near the lunch room or employee entrance, a large map showing the locations of all automobile maintenance establishments, numbering them to correspond to the number given each establishment on the inventory sheet.
- (b) To provide basic data for a study of possible changes in working hours of garages to permit employees to obtain automobile maintenance not possible now because of the service establishments being closed during the hours that employees are not working.

Here is an actual example of this study in operation:

Because of the shortage of skilled help and automobile materials and parts, one large midwest war plant, employing 20,000 persons, arranged with the local automobile trade association to request the service departments of local garages to give all possible preference and priority to the servicing and repair of vehicles belonging to the war plant employees. In turn, the war plant employees were notified of this arrangement, and a list of co-operating garages was posted for their guidance.

Accident Studies

The war worker route traffic accident study is conducted primarily to determine traffic accident causes and proper corrective measures at locations on plant property or on public thoroughfares used by war workers. It should be remembered that a traffic accident involving plant employees may not only rob the plant of valuable manpower, but results in temporary or permanent loss of a car that may be transporting from 2 to 5 employees.

Following the preparation of the usual collision and condition diagrams for the accident location, these questions should be considered:

- (a) Are the accidents caused by a physical condition of the road or adjacent property, and can it be eliminated or corrected?
- (b) Is a blind corner responsible? Can it be eliminated? If not, have adequate measures been taken to warn the motorist?
- (c) Are the existing signs, signals, and pavement markings doing the job they were intended for? Is it possible that they are causing accidents rather than preventing them?
- (d) Is traffic properly channelized to minimize the occurrence of accidents?
- (e) Would the prohibition of any single traffic movement, such as prohibition of a minor left turn movement, prevent accidents?
- (f) Can part of the traffic be diverted to other thoroughfares where the accident potentialities are not so great?

Detailed presentations of these three studies, along with eleven others, are given in the "Wartime Transportation Survey Manual" now being published by the National Conservation Bureau as a comprehensive followup on the several employee transportation conferences and employee transportation booklets which were jointly sponsored and published by the National Association of Manufacturers and the National Conservation Bureau.

Here is a special point to keep in mind

when conducting fact-finding transportation studies:

The rapidity with which transportation problems arise and the consequent urgency for their solution will seldom permit lengthy or detailed studies. Short cuts and spot checks are therefore necessary. Shorter traffic samples and more general observations are in order. In peacetime, a speed and delay study of a major route might consist of detailed observations on each block and at each intersection, requiring days to complete. This sort of study under war conditions must generally be made in a few hours, because of limited manpower and war's demand for quick results, conditions which automatically limit the study to observations of overall speed, and only a spot checking of the major delay points on the route.

Six Important Questions

Here are six important questions for your consideration:

- (1) Do you know the bottlenecks in your local or plant transportation system, and are you taking positive steps to eliminate them?

- (2) Are you taking positive measures to correct accident locations which are robbing you of valuable workers and automobiles?
- (3) Have you estimated how many more persons in your plant or community will require transportation three and six months from now?
- (4) Have you considered how many registered automobiles in your plant or city will be out of circulation six months from now?
- (5) Have you developed a program to compensate for automobile losses: by increasing transit capacity or by group riding?
- (6) Do you maintain a detailed plan of remedial steps that should be taken if and when a sudden transportation shortage should occur in your plant or city?

Think these over carefully. The answers may help you greatly to keep workers on their jobs in the industrial plants upon which we depend for the weapons and other supplies we need for victory.

Providing Off-Street Parking and Terminal Facilities

By D. GRANT MICKLE

Automotive Safety Foundation, Washington, D. C.

We are inclined to forget that there were parking and storage problems before the day of the automobile and, therefore, blame the conditions today entirely upon the use of motor vehicles. The horse and buggy and the horse and dray required much greater storage or parking space than does the automobile or truck and their maneuverability was certainly much inferior. The contribution the motor vehicle has made to the problem is that people have become more mobile. We can gather from larger areas and, therefore, in greater numbers. Time of travel is also a factor. And finally, our general prosperity has increased so that more people can own their individual transportation. The point is, therefore, that the parking prob-

lem is not an isolated issue, but an intimate part of providing fast, cheap, convenient highway transportation service.

In a thorough study of the entire parking problem, consideration must be given to the whole urban problem of land use, decentralization, blight, and other over-all problems of the urban dilemma. However, the scope of this particular discussion is confined to means of providing off-street facilities. The two principal concerns are financing and legislation. Let us consider means of financing facilities first.

There are three general categories into which we may divide the means for providing off-street parking facilities: private, privately operated public facilities, and public facilities. The private facility

is the one providing parking space to occupants of given buildings and is either given as an inducement to rent building space or is charged for on a monthly or annual basis. The characteristic of this type of facility is that it is not open to the general use.

The second category, the privately operated public facility is today providing the largest capacity of off-street parking in the downtown districts of cities. Payment for these commercial facilities is made in several ways: (a) direct payment by motorist; (b) payment by business firms upon purchase of goods, or (c) combination of (a) and (b).

There are relatively few cities which provide the type of parking listed in the third category, namely, municipal facilities. Some cities have provided off-street parking as a free municipal service, others finance such lots through parking meter revenue and others operate them on a self-sustaining fee basis.

Temporary Use of Land

Public lots privately operated must collect fees for parking sufficient to pay the rent (generally about the amount of the taxes), operating costs, license and insurance fees, and a sufficient return to compensate the operator. Unfortunately most lots of this nature exist only until such time as the land can more profitably be used for some other purpose and, therefore, are seldom improved or beautified beyond bare essential needs. Because the lots become available through business failure or some other similar cause, they are not located or arranged in any planned manner for providing the most convenient off-street parking facility.

Municipal ownership, on the other hand, offers different opportunities for financing. The land may be city owned through tax delinquency or gift. Or it may be a parcel remaining from some previous public works project. In most cities today there are areas or fringes around the central business district which are no longer productive of income, particularly under the existing tax burdens. Moreover, it is not unlikely that examination would show in most cities that under normal times there is an excess of business floor space. Under

these conditions, it might be well for cities to take these plots of ground out of competition forever and provide landscaped open areas fringing the business district and that could be used for parking purposes. Thus, the fee for parking would not need to include high tax costs, but would be confined to improvement and operating costs. And, on the theory that the whole city would benefit, a certain part of the costs might be charged against the general tax levy.

The private parking accommodation is generally financed as a part of the business activity to which it is attached. Whether a fee is charged or not, at least a part of the cost is borne by the hotel, department store, office building or other establishment whose business directly benefits. A direct return on the investment is generally foregone because of anticipated increased business generated by the convenience of the parking facility.

Therefore, it is seen that parking can be provided through private enterprise or by action of government. In accordance with traditional American custom, it is probable that private initiative will for the most part provide adequately for the off-street parking demand. However, in order to assure proper appearance, adequate operating safeguards, and proper arrangement of lots, the profit from reasonable fees may be so limited that government operation would become necessary in the general public interest.

Municipal Experience

Interesting experiments in trying to solve the off-street parking problem through the joint effort of business men and by means of municipal operation are described in reports from Los Angeles and Kalamazoo, Michigan.

The problems faced in the Los Angeles area and some of the means for working them out were described by Mr. Huber Earl Smutz, City Planning Director for Los Angeles in a paper delivered in 1940. He stated:

"The trend toward the development of new business enterprises, each with its own off-street parking facilities combined with the ever-increasing congestion and reduction of curb parking facilities, has

had a telling effect upon old established business areas. Those businesses most vitally affected by this problem are those located in the Central Business Districts. Confronted with growing inaccessibility, business has had to make a choice between two alternatives: either move out of the congested area or stay and fight for its existence.

"The cost of fighting has been terrific in most cases and consists largely of either acquiring costly land for their own parking facilities or of validating customer's parking checks from private auto parks at tremendous outlay each year. One concern in our Central Business District paid over \$25,000 last year to auto parks for customers' parking checks which they validated, and one concern in Hollywood paid out even a larger sum. It is estimated that over \$150,000 was paid by downtown business men for validated parking checks last year.

"A limited inquiry indicates that merchants who arrange for validation of customer parking on privately owned lots pay more than twice the amount per car paid for customer parking by the merchant who owns and operates his own lot.

"A most unusual method of reducing these handicaps to the minimum has been developed in Hollywood by their Chamber of Commerce. This 'Hollywood Parking Plan,' as it is called, involves a universal validation scheme enjoyed by all merchants and parking lots who subscribe thereto.

"The Chamber of Commerce acts as a central clearing house and sells 5c parking stamps to the merchants who validate parking checks by placing stamps on the back as purchases over \$1.00 are made. The stamps are later redeemed by the Chamber of Commerce from the parking lot operators. Incidentally 62.7% of all shoppers come to Hollywood by private auto, there being off-street parking facilities for over 25,000 cars adjacent to the shopping areas.

"Although this scheme is a great improvement over the individual validation method operating in the downtown district, the Hollywood Chamber of Commerce is now working on a proposition for the acquisition by assessment district

of a large area which it is proposed be deeded to the city and then operated as a parking lot by the Chamber of Commerce on possibly a lease basis."

Kalamazoo Plan

In Kalamazoo, Michigan, a municipal parking lot of 390 car capacity was opened in the fall of 1939. The cost of purchasing the land, removing buildings, surface treating the lot and providing driveways—approximately \$60,000—was assessed against that property judged to derive the greatest benefits. In reporting upon this venture, City Manager E. S. Clark states:

"It must be understood, however, that all of the benefits do not accrue to this assessed district. In determining the district to be assessed, a study was made by our assessor with a group of twenty-five or more interested citizens. When it was definitely decided which properties should contribute to the purchase and development of the lot, then it became necessary to determine in what proportion the various properties should be assessed. With this same aid, the assessor decided that there should be three zones known as A, B, and C, knowing that zone A would receive more benefit than zone B because of its location; the same would apply to B and C when the zones were established.

"It became apparent that ground area and assessed valuation each played an important part in the attempt to arrive at an equitable assessment, because in some instances we had a high structure with a very small ground area; in other cases there was a large ground area with an inexpensive building. After considerable study, the assessor arrived at the decision to place 50 per cent on area and 50 per cent on assessed valuation after first determining the amount to be assessed against each zone.

"This parking lot was developed primarily for the business in a fast integrating area, principally because of the lack of parking accommodations. The underlying thought of the owners, as well as of the city officials, was to stop this disintegration, increase the valuation, and at the same time retard decentralization. In order to operate this parking lot to the best interest of the property owners,

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who are paying the first cost of property and improvements, there was set up, by resolution of our City Commission, an advisory board to the City Manager—a committee of five property owners having property within the assessed area.

"The city and property owners, having the same purpose in mind, made certain rules for the use of the property; the greater the number of shoppers, the greater the value of the lot. (When I say shoppers, it is my thought that any individual who calls on doctor, lawyer, dentist, real estate dealer, etc., is considered to be a shopper.) This committee, with the City Manager, decided that a two-hour parking limit should be established as free, the next hour to be 10 cents and each additional hour 5 cents. We keep three attendants during the hours from 8:30 a.m. to 6 p.m., the hours between 6 p.m. and 8:30 a.m. being free.

"One year of experience indicates that the income will slightly exceed the cost of attendants. Any other expenses, such as lighting, water, or other maintenance, will have to be borne from taxes. In our case this is justified by the stabilization of property value or increased valuation. Another thing we have found is that less than 15 per cent of the users of this lot pay for parking."

Zoning Requirement

Another method seeking to provide adequate off-street parking space both in business districts and residential areas is by means of zoning legislation. A recent amendment to the Arlington County, Virginia, Zoning Ordinance provides:

"In any residential, commercial, or manufacturing district where any lot or plot is used for any one family dwelling, duplex, semi-detached dwelling, apartment house, hotel, or any other single or multiple family use, garage space or vehicle parking space shall be provided on such lot or plot, together with means of ingress and egress thereto. The garage space or vehicle parking space required shall be of sufficient area to accommodate one automobile or vehicle for each family unit or apartment contained on such lot or plot.

"In connection with every parcel of

land in a manufacturing district, on which is conducted any manufacturing use permitted in the district, there shall be provided space for all the vehicles used directly in the conducting of such use and, in addition, there shall be provided space of not less than two hundred (200) square feet for the standing of not less than one vehicle for each two persons employed or intended to be employed on such parcel of land, together with ingress and egress thereto. If such vehicle standing space is not provided on the same parcel of land on which such use is conducted, it shall be provided within a distance of not to exceed four hundred (400) feet from the main entrance to such use, and such vehicle standing space shall be deemed to be required open space on the parcel of land on which the same is located and shall not thereafter be reduced or encroached upon in any manner, except upon approval by the Board of Zoning Appeals in either of the two following circumstances only:

(a) Such space may be reduced by the amount to which other similar space, similarly situated, and subject to the same conditions as herein specified for such space in the first place, is provided for the use to which it is appurtenant.

(b) Such space may be reduced by an amount in proportion to any reduction in the number of persons which can be employed on such parcel of land."

Similar regulations apply to theaters, auditoriums, hospitals or other places where people may congregate in numbers.

For several years past the Federal Government, through the Public Roads Administration, has recognized the importance and interrelationship of terminal facilities and the general street and highway pattern.

The Defense Highway Act of 1941 provided in Section 11 for the expenditure of Federal funds when matched in statutory ratio by the States for the construction of off-street parking facilities to relieve congestion on the strategic network. A condition of Federal participation is that the State permanently prohibit parking within the roadway or street. Also, it must be determined that the Federal funds required for the parking facilities will be materially less than

those required for widening or relocation of the highway, and that substantially as great benefits will result.

Anticipated large increases in urban traffic will obviously make it impossible to handle the parking problem at the curb; hence an extensive system of parking terminals will be a necessary feature of

post-war planning and highway transportation development. Surveys, plans, acquisition of land where needed, passage of enabling legislation can be done now in preparation for post-war construction. Now is the time to start if we are to hope to rescue cities from their present plight.

Re-Routing and Re-Scheduling

By ROBERT A. MITCHELL

Transportation Director, Philadelphia Metropolitan
War Transportation Committee, Philadelphia

Many decades have passed since the workman lived with his work, when the source of his livelihood was no more distant than an adjacent room, a nearby guild hall or, at most, several squares across a small village.

Progressively through the year the manufacture of goods requiring many skills, and the centralization of industrial power, have resulted in districts of industry where all employed therein could not find residence.

From this condition we find the development of purely residential areas, some nearby, some quite distant from the source of livelihood. This divorcing of the bed from the bench had its dependency entirely upon the facility of traveling between the two, and as transportation improved, the number who relied upon it increased, and distances expanded. Today most cities have very efficient mass transportation systems.

In many cities, competitive transportation is still operated on the same or adjacent streets; in others the operation and ownership is municipally vested; while in still others, corporate interests have combined the several routes into one operating structure. Whatever form of operation prevails, the obligation persists to provide a ready means of transit over convenient routes where and when required, not only for habitual daily traveling between given points, but also to provide adequate service for unusual requirements such as mass gatherings, at stadia, amusement parks, etc.

Some companies have adopted a policy of extending routes into undeveloped sub-

urban areas to incite and promote their development. Others prefer to avoid this development period, and await the demands of the populace for transportation service. Some urban routings result as a necessity from the routings of adjoining suburban areas whereby passengers are delivered to focal points along the cities' boundary requiring a network of routes throughout the city for their distribution.

In cities of large areas and densely populated centers, lengthy journeys have been reduced by construction of elevated and subway high speed routes.

The costly construction of street rail lines has of necessity limited their development to the more thickly populated districts and in recent years supplemental and feeder routes have been developed almost wholly for bus operation.

In most all cities, transportation routes, whether street car, bus or high speed, are designated and authorized by municipal or commonwealth franchises, thus protecting both the citizen and the invested interests against indiscriminate and unreliable service.

Scheduling

Some franchises stipulate the running of a car over a route each twenty four hours, to avoid charges of abandonment. So far as I know this requirement is the nearest attempt on the part of regulatory bodies to specify the amount of service to be operated—the frequency of service being the problem of the operator, within the bounds of profitable operation. Economy of operation is necessary for a transit company to live. In some cases of munic-

ipal operation this is not true and the taxpayers are called upon to make-up the deficit.

The scheduling of efficient services is controlled by four major factors: a—load demand; b—profit to the operator; c—public reaction, and d—competitive service.

A contrast of scheduling confronts the operator. Employees of commercial and industrial centers move in great numbers within a short time bracket, whereas residents of sparsely settled areas move in small numbers over many hours. The riding public however, expects service to be available when they want to ride. The result is that during the greater part of the day, the minimum of service provided is considerably more than adequate, while for a relatively short period the maximum operable service is oftentimes inadequate, and not always comfortable. In suburban areas, a 15 or 20 minute schedule dependably operated, is accepted by the riding public, whereas people in congested areas expect a 2 or 3 minute service.

The utopia of transportation officials' dreams, a pay load on every vehicle on every trip, is impossible of realization. It is only hoped the public will be satisfactorily served by a sufficiency of service that will assume a profit to the operator.

While transportation rights lie with vested authority, the voice of the public is often heard, and the fewer appeals to this body, the happier the operator. Therefore it behooves the operator to provide a service with reasonable frequency.

Frequent Service Necessary

In pre-war days, the nemesis of the public carrier was the private automobile. In numerous localities steam or electric railroads offer a more refined service at commutation rates that are seriously competitive for limited destinations. To combat these a frequency of service had to be offered that influenced rather than discouraged public transit patronage.

Frequency and adequacy of service are not necessarily synonymous but they are controllable to a certain extent by vehicles of different capacities. A seven minute headway may be quite a satisfac-

tory frequency for a 41 passenger bus but far from adequate for a 25 passenger bus.

The mechanics of scheduling depend upon:

1. The standard of service to be supplied.
2. The availability of equipment of different capacities.
3. The availability of manpower.
4. Labor's requirements for minimum day's earnings.
5. Direction and volume of travel at maximum load points along routes for week days and for Saturdays, Sundays and holidays.

For lines of heavy travel, different schedules are usually provided for weekday, Saturday and possibly several alternate schedules for Sunday. The particular Sunday schedule operated being dependent upon weather and public attractions.

Furthermore, different schedules for summer and winter are usually prepared, to provide for seasonal load fluctuations.

To maintain the standard of service provided by these schedules, constant vigilance must be exercised to promptly recognize or anticipate changes of demand. Also an adopted schedule must be closely followed else loads will be unevenly distributed. Street supervisors can do much to help; periodic passenger counts and trainmen's way bill inspections also give indications of adherence to standards. Authority should lie with the street man to short cut routes or to order into service additional unscheduled vehicles, termed "wildcats" or strippers.

These items have become common practice of street transportation operation and by their practice, service reached a high degree of efficiency.

Then came the war.

It should hardly be necessary to review here the many changes that ensued—the mighty increase in industry, the influx of workers to metropolitan centers, the housing shortage that put two or three families into single homes, the shrinkage of private passenger car usage, the round-the-clock working schedules, the dearth of new vehicles and replacement parts, the diversion of manpower from so called

unessential to essential jobs (or for higher earnings), the circulation of surplus earnings—shoppers, travelers, etc.—all materially adding to the problems of transit operation.

New Transit Demands

The location of new industries in many cases was determined by available ground, by railroad freight facilities, and by raw material and power supply sources, rather than by availability of labor or housing or facility of transportation. The flexibility of bus operation probably lessened worries of moving labor but failed to consider a limitation to the supply of these vehicles. For outlying new plants, the private auto was expected to carry the load. (This was before rubber shortage and gasoline rationing discouraged their fullest use.) Also many workers were without autos and car pooling was not always satisfactory.

Then transit companies were called upon to provide service. Without a surplus of vehicles and unable to procure more and beset by mechanical failures and manpower shortages, the operators were faced with a serious problem. Not only were the many long established routes overtaxed by increased loads, but also the operators were required to provide new service.

ODT officials early in the war recognized the serious situation faced by transit companies and with the advice of representative transit officials developed a program containing about a dozen things that could be done with the help of local communities to alleviate the situation. One of the most effective of these was the "staggering" of working hours. Elimination of unnecessary stops, re-routing and re-scheduling were other suggestions in the program designed to increase the efficiency of the transit system. A recent ODT report states this program is conserving nearly 200 million bus miles annually and added equivalent of 14,500 street cars.

Tricks for Saving Miles

The routing and scheduling of transit equipment encompasses many tricks of the trade which are being used to make up for the lack of sufficient equipment and

manpower. A great deal of credit is due the public utility commissions who have cooperated wholeheartedly in approving these emergency changes.

1. A large percentage of the vehicles operating over long routes are being turned back before reaching the end of the line with a less frequently scheduled shuttle service provided on the lighter ends. This permits the maintenance of a more frequent schedule where the load is heavier while inconveniencing only a small percentage of the passengers. As a rule this is only done during morning and afternoon peak periods and approximately half of the vehicles are short-cut with the others going the entire distance. Approximately 1,000 vehicles and 17½ million vehicle miles annually are being saved by this procedure.

2. In larger municipalities, the peak loads on some routes do not coincide with those on others. Where this condition exists vehicles can be interchanged from one route to the other. Such relief can be obtained in many localities if they would adopt a program of "staggered" hours among the businesses and industries on certain transit routes so as to allow this interchange of equipment.

3. A well designed "staggered" hour program can do a great deal towards improving scheduling. ODT says that it has saved 3,000 vehicles and 22 million vehicle miles annually. An extremely high peak load requires the use of all available equipment for only a short period of time. If this load can be spread over a period of time long enough to allow the use of each piece of equipment at least twice, then approximately one half the number of vehicles will be able to carry the same amount of traffic. On the other hand, an around the clock "staggered" hour program which produces a heavy load approximately twenty-four hours a day (and this is the case in several cities) creates a traffic maintenance problem. The vehicles have to be in use so often that no time is found to garage them for repairs and maintenance.

The new "staggered" hour program in Philadelphia reduces the 5 P. M. peak load by 56 per cent, placing part of it at 4:30 P. M. and part of it at 5:45 P. M.

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Since the average route is covered in about one hour this allows the vehicles carrying the early load to return and pick up the later load. Full compliance with this program will permit 75 vehicles to carry the passenger load now requiring 746 vehicles. Some of the 71 vehicles saved can be continued on the central district routes to reduce the load per vehicle and others can be placed on other congested routes serving war industries.

Direct Service

4. Direct service by bus and street cars to routes serving industrial areas is another effective way of providing better transportation service with the minimum use of equipment. Special bus and rail services are provided from a number of locations in the city, where workers can concentrate, to the terminal of the main route during the hours workers are going to these industries or returning home.

As an example, trolley route No. 37 from Philadelphia transports thousands of workers to and from large war plants in Chester, Penn. From its terminal in Philadelphia, special buses and trolley routes fan out to five locations in populous sections of the city to give special service for employees of these plants living in those areas.

This practice is similar to that followed for many years to provide service to the terminals of high speed rail lines and railroads.

5. Altering the interior of vehicles to enable them to accommodate more passengers has been tried. This may seem remote to routing or scheduling, but anything which changes the load factor will affect the number of vehicles and thus alter the schedule. All of you are familiar with the "standsit" seats tried out in the street cars in Washington, D. C. Apparently they did not meet with public approval. The capacity of subway cars in Philadelphia was considerably increased, however, by the removal and adjustment of some of the seats so as to permit more room for standees.

Conservation

The scarcity of gasoline and rubber has also necessitated certain changes in routing and scheduling. In general, this called

for the removal of all bus lines paralleling rail service or serving the same area and concentrating as much traffic as possible on rail lines which are more economical to operate. The curtailment of non-essential or duplicating services is accounting for a conservation of 58 million vehicle miles annually and more than 1,200 vehicles. This, of course decreased the headways for the rail lines assuming the increased traffic and necessitated a change in schedules.

No doubt, transit companies have inaugurated a number of plans to conserve gasoline and tires, such as more frequent and careful maintenance of tires and engine parts, more extensive training of chauffeurs, garaging of equipment nearer to the route, and the substitution of equipment.

A considerable amount of gasoline and rubber was saved in Philadelphia by the two latter methods. Sizeable lots were obtained near the terminal of bus routes and except during extreme winter weather, the buses not in use during off-peak hours were stored on these lots until they were needed. This saved running them to and from a regular car barn or garage which probably was some distance away.

The elimination of bus routes duplicating other services, produced a surplus of buses many of which were extremely old, using a great deal of gasoline and requiring extra heavy tires. The newer and lighter buses were selected from the groups and substituted for the older buses on the routes remaining in operation, thus saving considerable gasoline and rubber and reducing the maintenance problem.

Re-routing and re-scheduling are not original policies put in effect to correct transportation problems brought on by war conditions. They are the measures adopted by transit operating divisions to meet these demands, such as changes in traffic, equipment and manpower.

The actual mechanics of re-routing and re-scheduling is a job for transit officials and they need no help from the public or public officials. Our part in the program consists only of making plans for a more efficient distribution of the passenger load and seeing that these plans are supported by the public.

*32nd National Safety Congress, 1943***THURSDAY MORNING SESSION**

October 7, 1943

Group Session on Public Safety Education**Traffic Education Association**

The Public Safety Education group held an organization meeting on Thursday morning to form a permanent association, to be known as the "Traffic Education Association." W. Burke Smith of Connecticut presided and served as acting chairman while complete and detailed discussion was carried on and a constitution was adopted.

The declared intention of the organization was for "the advancement of traffic safety through the dissemination of factual traffic safety information, the interchange of ideas between members and the establishment of a central point of reference and union for its members."

The idea for such an association had been discussed at the public education sessions of the 1942 Congress and a temporary secretary had been appointed and asked to draw up an appropriate constitution. The association will be national in scope and will not be particularly affiliated with any organization in the field of safety.

The officers and directors of this newly formed "Traffic Education Association" are as follows:

President—W. Burke Smith, Hartford, Connecticut.

Vice President—Charles D. Vibberts, Portland, Oregon.

Secretary-Treasurer—Mrs. Elinor Kirwan, National Safety Council, Chicago.

Directors: George Lowe, Pennsylvania; M. L. Wilkers, New Hampshire; Barney O'Donnell, Ohio; Sidney King, Oregon; Leo Welch, New Jersey; Anne Skriner, Utah; W. A. Huggins, California; Bert L. Woodcock, Iowa; and Hal Bourland, New York.

The public safety education sessions had attendance at all sessions this year far in excess of anything that had been contemplated and there is much enthusiasm for accelerated public safety education programs in the future.

THURSDAY AFTERNOON SESSION

October 7, 1943

General Session**Summary of the Section's Activities**

Report Presented by HARVEY D. BOOTH
Secretary, Street and Highway Traffic Section

This report of the activity and plans of the Section and its several committees can touch only the high spots, but will acquaint you with the overall program which has been carried out during the year now ending, and also give you some indication of the work ahead.

1. An activity of importance affecting all committees is the plan for package programs to be prepared for community safety councils and other groups. Practically all committees will have an immediate job in this respect, and at the executive committee meeting this morning the

need for speed in the preparation of such materials and programs detailing step-by-step use of them was emphasized. These programs will deal with such subjects as pedestrian safety, bicycle safety, intoxication and chemical tests, traffic courts, etc.

2. Report of the Standing Committee on annual Congress Program. The present Congress is the one best report of the Committee which has functioned under Walter Martin's guidance during the past few months. Burton Marsh, your chairman for the next year, can be counted on to give you the very best possible.

3. The Standing Committee on Traffic Accident Records, furthering the work started by the Council in 1924, has been developing plans for the wider use of accident records in selective enforcement, and this project will be continued.

4. The Group Committee of City and State Police has taken the initiative in developing the program of their own group for the Congress, and they have had excellent sessions throughout the three days of the Congress. The Committee is expected to do another good job in advising on materials for the package program, as well as the regular Congress program and promotion of attendance job.

5. The Group Committee on Traffic Courts has made phenomenal growth during the year. Close and effective cooperation with the American Bar Association and various local bar groups has been a definite activity. Ten traffic court conferences or important participation in other bar conventions have been held during the past year, including meetings in Omaha, Memphis, Houston, Illinois State Bar Convention, Minneapolis, Los Angeles, San Francisco, Portland, Seattle, and Cleveland. In addition, there has been participation in several State Bar Conventions and in more than a dozen local groups and areas by Jim Economos and other officials of the Junior Bar Conference, in close cooperation with our committee. The Committee has mapped plans for a considerable number of traffic court conferences during the next year, in which they expect to have the continued cooperation of the organized bar. A comprehensive study of the participation of prosecutors in the trial of traffic cases is now under way, and a report will be

prepared from data obtained through the study.

6. The Group Committee on Traffic Safety Engineering has cooperated in the study by the Project Committee on Dismount Traffic Safety, and in developing features of the Congress program. They will have especially important tasks next year in cooperation with the Committee on Post-War Traffic Safety Planning, since traffic planning is one of the essential functions of the traffic engineer's job.

7. The possibility of reorganizing the Group Committee on Public Safety Education is being considered. There is the possibility that this committee may be of value in coordinating promotional activities of the various committees of the Section, and the Executive Committee authorized General Chairman Graham Cole to study the functions and possibilities of the committee and determine whether or not to set up such committee for the next year.

8. The Study-Promotion Committee on Pedestrian and Bicycle Safety has been cooperating with the Armed Services on the promotion of safe walking among members of the Services on leave, and a leaflet for the Army has been printed and is being distributed in quantity to the Sixth Service Command. One of the main problems now is the tangle of pedestrian laws and a sub-committee has been authorized to deal with specific changes needed—recognizing that there can be no solution of the pedestrian accident problem without enforcement. Also authorized, was a sub-committee on promotion which will work closely with the American Automobile Association in getting adoption of the proposed uniform pedestrian ordinances when they have been prepared. Another project planned is a study of just what is happening in accidents to children in various communities. The acute shortage of batteries for bicycle lights is creating a serious problem both among war workers and students who have to use that type of transportation during the hours of darkness. The Committee has adopted a resolution calling upon the War Production Board to make more batteries available, and through channels which will insure their getting into the hands of

those who need them for essential purposes.

9. The Study-Promotion Committee on Tests for Intoxication has a very heavy program ahead, as the following schedule indicates: (a) A legislative program, with recommended bills to be prepared and adoption promoted at next sessions of various state legislatures. (b) Much emphasis will be given to public education phases of the work, with particular cooperation in developing the package program. (c) Completion of the manual on chemical tests has been delayed because some of the medical experts who had chapter assignments for the manual have entered the Armed Services, but as much as possible will be done so that it may be available soon after the war ends. (d) The Committee will also cooperate on specific projects in cooperation with the Committee on Post-War Traffic Safety Planning.

10. The Study Promotion Committee on Winter Driving Hazards has produced a number of publications on winter road maintenance. One was a booklet by that title of which 7,800 copies were distributed in the snow belt. A six-page leaflet, "If You Drive This Winter," was prepared and 226,000 copies were distributed. Wide use has been made of the radio, newspapers, and periodicals. A number of new publications are now being prepared and every attempt will be made to meet the need for safeguards against winter accident hazards which are greater now than ever before.

11. One of the most active committees of the Section was the one which the Executive Committee authorized one year ago—that on Special Enforcement Problems. More than 6,000 copies of a special report outlining various problems was prepared and distributed. There was wide promotion of newspaper and magazine publicity on special enforcement problems. Information concerning the proper use of the Manning Table and the Replacement Schedule was sent to chiefs of all state enforcement agencies and to all chiefs of police in cities over 100,000 population. Other similar projects are to be studied during the months ahead.

12. Two project committees were set up during the year, under authorization

of the Executive Committee. The one on dimout traffic safety is now preparing a final report and will be discharged when this is done. The complete report will review dimout conditions, present accident experience before and after dimouts were inaugurated in representative areas on both coasts, discuss the general effects of dimouts on traffic accidents, and recommend to officials, drivers and pedestrians measures for preventing accidents under dimout conditions. Edgar F. Copell, State Traffic Engineer of Massachusetts, has been chairman of this project committee.

13. The other project committee was the one on post-war traffic safety planning. This was set up as an interim committee to explore the problem and see what could be developed. An excellent job was done under the leadership of W. Graham Cole, who served as chairman of the interim committee, and the Executive Committee has authorized full steam ahead on what gives promise to be one of the outstanding undertakings of the Street and Highway Traffic Section. Acting on the recommendation of the interim committee, the executive committee has authorized a special study committee on post-war traffic safety planning. This will be a programming and coordinating committee, to supplement but not duplicate the work of present committees, and to give some suggested coordination to the plans of other associations and groups which may care to cooperate with this committee of the Street and Highway Traffic Section.

14. Plans are being made for recommendations by the executive committee on new sound-slidefilms which are needed. Films considered briefly by the executive committee are on the following subjects:

- a. A film on safe driving and walking practices, including rules of the road, pedestrian rules, etc., suitable for use in violators' schools and for general traffic safety.
- b. A film on accident records, which would promote the collection of accident reports, proper filing, and uses in selective enforcement, engineering and educational programs.
- c. A film on preventive maintenance, since it will be a long time before

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new cars will be available, even should the war end immediately.

- d. A film on traffic enforcement, which would stimulate departments to higher standards, and through acquainting the public with the ramifications of traffic law enforcement obtain better public support.

More complete descriptions are to be submitted to the executive committee by letter, after which selection of three to be produced will be made.

15. Two important new policies were announced by Mr. Cole to the executive committee, which especially apply to the personnel of committees of the section. These are:

- a. No one shall serve as chairman of more than one regular committee at a time.
- b. Excessive duplication of assignment of members of the Section to several committees is to be avoided, and will probably be developed into a plan whereby no one member of the Section shall be appointed to more than two committees.

16. Consideration is being given to plans which should ultimately greatly expand the scope and usefulness of the natural groups of the Section. I refer to police and traffic courts, and possibly to engineers and public safety education groups. Briefly, a study will be made of the possibility of creating sub-sections or major divisions of the section, which would function practically autonomously under their own executive committee, with proper representation of each division on the executive committee of the section. Police and the traffic court groups are particularly interested in the possibilities which this holds out to them for greatly expanding their program and effectiveness.

17. It was repeatedly emphasized by the members of the executive committee this morning—and I should say that this was one of the most largely attended meetings the committee has ever held—that there is much work to do in the months ahead in the field of traffic safety, and everyone should go from this Congress ready and willing to do the best job ever.

THURSDAY AFTERNOON SESSION

October 7, 1943

Group Session for City and State Police

Post-War Traffic Enforcement Planning

By FOSTER M. KUNZ

Special Agent, Federal Bureau of Investigation, Department of Justice,
Washington, D. C.

A Panel Discussion

The Federal Bureau of Investigation has become interested in traffic law enforcement because its officials recognized that through the National Police Academy a contribution could be made to this field. The FBI has availed itself of every opportunity to be of assistance to local law enforcement agencies, because it is realized that only through mutual cooperation and assistance will the stand-

ards of law enforcement, as a whole, be raised to the level it justifies and requires.

The National Police Academy is one of the cooperative functions instituted by the FBI to accomplish this purpose. The Academy was organized in 1935 to provide training for representatives of governmental law enforcement agencies. It is now in its twenty-third session and upon the completion of this session more

than 800 selected law enforcement officers representing every state in the union and many foreign agencies will have received training through its facilities. The need for trained enforcement officers now, as well as for the immediate post-war period, has been recognized by the Bureau and the program of the National Police Academy has been continued without any deterring effect by the war.

Some of the officers who attend are administrative officials in their respective departments. Others are high ranking officers with administrative duties. These men require the broadest type of training in all phases of law enforcement. Since traffic enforcement is one important administrative duty, it is essential that they have an understanding of the problems encountered in this branch of enforcement work.

Many of the other officers are engaged either wholly or part-time on traffic enforcement. To these men instruction in traffic safety and enforcement is particularly necessary and important because it is their every-day job.

All of those who attend the Academy are expected to conduct short courses of instruction for the other members of their departments when they return. Since traffic enforcement comprises such a large portion of present enforcement activities in many departments, it is essential that these men have a background and appreciation for this work.

In view of these facts, traffic instruction was at an early date included as a regular course in the curriculum of the National Police Academy. In the early sessions instruction was limited to that given by traffic authorities who appeared as guest lecturers before the Academy. During the last several sessions three full weeks of study have been devoted exclusively to traffic safety and enforcement. All branches of the field are covered by the regular traffic instructors who are men qualified for this task with years

of practical experience in traffic work. In addition, visiting lecturers are still called upon to discuss special phases of the work in which they specialize or are most interested.

Besides the three weeks allotted to technical traffic subjects, approximately six additional weeks are devoted to subjects which are directly applicable to traffic work and would normally be included in a school specifically for traffic safety and enforcement. Some of these subjects are administration and organization, police records, personnel problems and public relations, public speaking, photography, testimony and court room behavior, report writing and dictation, first aid, use of the Laboratory, and others.

The course attempts to promote the acceptance of traffic safety as a profession equally important to criminal and other branches of law enforcement. It aims to develop an appreciation among all officers for the problems involved in this work, and provides sufficient information on procedures and techniques to intelligently approach these problems.

Post-war plans are being made to expand the present program by first increasing the number of men to receive training and secondly extending and broadening the traffic course. Present plans are also under way to improve the course by providing charts, illustrations, and exhibits which will be used as visual aids to accompany lectures on the various subjects. Sample accident reporting and filing systems will be organized; field equipment for making surveys, special studies and accident investigations are being collected for instructional and display purposes; a sample library to include publications, books, pamphlets, etc., on traffic safety work is being compiled. With the use of these and other facilities it is believed that the course will prove to be of more interest and value to those who attend the Academy.

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