

Traffic Section

Executive Committee 1944-1945

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EARL E. GROVER, Dir. of Safety, Columbus & Southern Ohio Electric Co., Columbus, Ohio.

L. S. HARRIS, Executive Secy., American Association of Motor Vehicle Administrators, 839-41 Woodward Bldg., Washington 5, D. C.

BURTON W. MARSH, Dir., Traffic Engineering & Safety Dept., American Automobile Assn., Pennsylvania Ave. at 17th St., Washington 6, D. C.

THEODORE M. MATSON, Dir., Bureau for Street Traffic Research, Yale University, 311 Strathcona Hall, New Haven 11, Conn.

JAMES A. PRYDE, Chief, Washington State Patrol, P. O. Box 1166, Olympia, Wash.

ROBERT E. RALEIGH, Acting Dir., Safety Div., International Assn. of Chiefs of Police, 1827 Orrington Ave., Evanston, Ill.

DONALD SLUTZ, Managing Dir., Traffic Safety Assn., 1902 Buhl Bldg., Detroit 26, Mich.

C. G. STONEBURNER, Traffic Eng., Arlington County Highway Dept., Court House, Arlington, Va.

W. F. ROSENWALD, Traffic Eng., Minnesota Dept. of Highways, St. Paul 4, Minn.

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Secretary—HARVEY D. BOOTH, National Safety Council, Inc., 20 N. Wacker Drive, Chicago 6, Ill.

TUESDAY AFTERNOON SESSION

October 3, 1944

Presiding: GENERAL CHAIRMAN W. GRAHAM COLE, Asst. Secy., Metropolitan Life Insurance Co., New York City.

Highlights of Street and Traffic Section Activities

By W. GRAHAM COLE

Asst. Secy., Metropolitan Life Insurance Co., New York City, and
General Chairman, Traffic Section, N. S. C.

At the request of many members of the Section, and with the approval of the Executive Committee, a Committee on By-Laws, headed by First Vice-Chairman Don F. Stiver, was appointed a year ago to suggest revision in the By-Laws of the Section.

- (1) To conform to provisions in the new Constitution and By-Laws of the Council; and
- (2) To provide for divisions or sub-section organizations within the Section.

The proposed revisions suggested by the committee have been approved by the Executive Committee of the Section and published in *TODAY'S TRAFFIC*. They will be submitted to the membership for approval or rejection at the present business session.

The Executive Committee offered a number of recommendations in connection with the review of the Uniform Vehicle Code.

The work of the Special Committee on Post-War Traffic Safety Planning developed into a comprehensive program in which 42 national organizations have joined in sponsorship. The report of this project "Danger—Traffic Jam Ahead" was published in the name of the sponsoring organizations.

The Group Committee on Traffic Courts with the cooperation of the Junior Bar Conference of the American Bar Association has made rapid progress in the program for improving traffic courts. Forty local and regional conferences and meetings have been held—28 since the last Congress, and many more will be held in the months to come. A questionnaire study of the participation of prosecutors in traffic cases is nearing completion.

The Group Committee on City and State Police made a study of police journals and

effective contacts for better publication of articles dealing with traffic enforcement. They have arranged a luncheon for editors of police journals during this Congress. A survey was made of police methods for traffic control on "VE-Day." An effective program for the police sessions of this Congress has been developed.

The Group Committee on Traffic Safety Engineering has had as its main activity this year the development, in cooperation with the Institute of Traffic Engineers, of the traffic safety engineering phases of the Congress program.

The Committee on Traffic Accident Records has been busy on several important projects. One was the preparation of an alternate tabulating plan for state accident record bureaus. Experimental work has been carried on in three states in the matter of accident record forms. Considerable information regarding the use of records has been collected, and referred to the Committee on Uses of Developed Information of the National Conference on Uniform Traffic Accident Statistics.

The Committee on Winter Driving Hazards during the past year has conducted the most complete and comprehensive educational and publicity program in its history. This program was well balanced, in fact, it covered all phases of the winter traffic problem—including road and street maintenance; inventory of available regular and special vehicle equipment and parts and their maintenance; and safe practices for winter driving.

The Committee on Pedestrian and Bicycle Safety undertook several special projects, including a study of child pedestrian accidents and procedures for solving the problem; a study of changes needed

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in pedestrian ordinances and legislation and the preparation of recommended changes in the Uniform Vehicle Code; and a study of the promotion of pedestrian safety through educational media. Several special reports on pedestrian accidents have been prepared and furnished members of the Section.

The Committee on Tests for Intoxication developed suggestions for legislation dealing with chemical tests for intoxication for submission to state legislatures during 1945, and submitted recommendations to the Committee on Uniform Traffic Laws and Ordinances of the National Conference on Street and Highway Safety for consideration in revising the Uniform Vehicle Code. Two Public Safety Memos on the subject have been prepared and others are in progress. A special study and recommendations were made of the Army method of tests for de-

termining alcoholic content of blood, and several articles on the subject were published. Interest in these tests has been steadily increasing throughout the year, and during 1943 they were used in 26 different states.

Although not a part of the Committee work, a valuable training manual on Chemical Tests for Intoxication has been prepared by the Indiana State Police under the direction of Superintendent Don F. Stiver, Vice Chairman of the Section and Chairman of the Committee.

All of these committees and groups cooperated in preparing package program outlines for community safety councils. Generally, as well as specifically, the committees of the Section were quite busy during the year, though limited in some respects to the staff time available.

Highways for the Future America

By THOMAS H. MacDONALD

Commissioner, Public Roads Admin., Washington, D. C.

A quarter of a century has elapsed since the end of the first world war. Modern highway techniques have been the product of this period. Research which has been an integral part of the operations, has not been confined to the perfecting of engineering and technical elements, but has extended into the economic and social areas. When the Committees of the Congress, particularly the Roads Committee of the House of Representatives, undertook a long series of hearings to determine the current status of highway improvement as a basis for future legislation, there was a wealth of material presented on which to base the conclusions.

The highway planning surveys conducted by the state highway departments in cooperation with the Public Roads Administration supply data which not only define the current status accurately but indicate the major objectives for the future. The hearings before the Roads Committee of the House and also the hearings and studies by the Senate Committees on Post Offices and Post Roads and on Post-war Planning, have brought together adequate information on which the recommendations of the Commit-

tees have been based. The hearings as a whole brought together recommendations of highway administration and highway engineering officials and also of the highway user groups covering a complete range.

The war experiences have accelerated conclusions that might not have been reached in many years of peace-time highway use. Not since the motor vehicle became such a factor in our national economy, has it been possible to reach such a clear conception of the over-all pattern of future highway development fitted to the varying types and degrees of use in all parts of the nation. The Senate has now passed a measure which incorporates the conception of an administrative plan fashioned to meet the requirements of highways for the future.

Increased Federal authorizations are included to provide Federal aid funds to enlarge the previous road improvement programs, to cover deferred construction and to overcome the accelerated depreciation and obsolescence during the war years. An important consideration is the need to provide employment at the war's end indicating the need for a substantial public works

program in sustaining the national income at a high level.

The Research Committee of the Committee for Economic Development in a recent report states:

"Reliable studies agree that from 7,000,000 to 10,000,000 more jobs must be found in private production enterprise than existed in 1940, and this great volume of new peacetime jobs must be created quickly."

This refers to jobs in private industry rather than employment on public works, but the need for markets for materials and equipment afforded by public works must be recognized. On public works on durable improvements, the employment afforded is in the ratio of one and one-half to two men in private industry for each one man employed on the job. A substantial public works program is clearly indicated.

The war years have provided a forced interlude in highway development between two periods which in the future will become more apparent. The first period, now closed, was one of rapid expansion of highway mileage. This mileage has been improved with reasonably usable roadways, but the construction has been held to minimum standards to stretch the available funds over more mileage. It has been a period of road improvement by steps or stages to obtain many miles of roadways to keep the public out of the mud. It has included road surfaces usable throughout the year to connect town with town, to connect more farms with markets, and within the cities, to extend some type of surfaced streets to serve home and business developments which have grown in concentric waves from the old urban centers to far-flung suburbs. The motor vehicle brought with it an irresistible pressure from the user for mileages irrespective of quality. Considerations of long-time durability, built-in safety, and economy of operation were sacrificed for maximum mileage.

This is not a criticism of either the highway officials or the public. The highway officials correctly interpreted the laws under which they operated. They devised minimum standards to gain maximum mileage. The legislator who made the laws correctly interpreted the demands of his constituents, and the public was not wrong. Suddenly released from horse-drawn travel to the

freedom of movement inherent in the motor vehicle, individuals demanded nation-wide highway facilities sufficient to free the bonds of mud. This was the spirit of the period.

Industry Expanded

The highway officials and highway industry have done a remarkable job. New techniques, new machinery, new materials and old materials used in new ways, expanded usable mileages rapidly. The road system has stood up under the heavy-duty war transport far exceeding the normal peacetime uses, with minimum repairs and with necessary replacements denied. More has been demanded of our transportation system with less consideration for the day-by-day needs than for any other essential of the war economy. The proof of the fact that these minimum standards for road construction have been executed with integrity and reasonable adequacy lies in the results to date. The condition of 186,000 miles of Federal aid road examined and reported on as of January last, shows 22,000 miles is now beyond repair and must be re-built. This is under 12 per cent. But this does not mean that the balance are safe roads.

The experiences of the past quarter century, and particularly of these war years, has defined the principles and sharply etched the pattern of road development for the next period. There is now more nearly agreement upon the highway needs of the period of re-habilitation and reconstruction after the war, than upon any other major element of the nation's internal economy.

The highway planning surveys have taught new research techniques. Moreover, they have delimited the manner and measure of road use by the individual. Although not yet existing in any large number, highways have been built and are in use which point the way to efficient and safe service. One example will suffice to indicate the possibilities of built-in safety. The lack of housing and office accommodations in Washington resulted in providing new office buildings on the Virginia side of the Potomac River for the Army, Navy, Marine Corps and Army Air Forces. Upwards of 50,000 people go in and out of this area each day. This is very largely new traffic. All movements are either by private automobile or bus. The existing highways had long been inadequate for the pre-war traffic.

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The only solution was a new system of roads to care for the new local traffic and for more efficient service to the large existing through traffic.

A system of roads was designed and built by the Public Roads Administration in co-operation with the War Department and the other agencies, with one-way traffic, separated grades at intersections for both vehicles and pedestrians, adequate sight distances, bus turnouts, loading platforms, easy curves and grades, and flat side slopes. Parking was taken entirely away from the main arteries by parking lots connected with the main system of service roads which feed in and out of the parking areas on decelerating and accelerating lanes. Other safety factors were incorporated.

Upwards of 50,000 vehicles cross the three Potomac River bridges per day, of which 300 to 500 are buses. Much additional traffic comes into the area from Virginia points. One road from a new residential district opened last February 2 now carries 10,000 vehicles per day. Since substantial completion of the system in July 1943 there have been no fatalities and only three personal injury accidents. Yet every person who comes in and out of the area was new to the system of roads. It has been said that the system of roads is unnecessarily expensive. Reduced to the principle, vehicle-per-day use, the cost is less than for many miles of quite ordinary roads.

The real question in this discussion is the reduction of fatalities and non-fatal casualties in every walk of life. Can a nation afford the toll of lives, of incapacitated individuals and property losses which have been exacted by street and highway traffic? It unfortunately has taken the war to give us any comprehension of the magnitude of destruction of human life by street and highway traffic. Are we to continue to pay this price? The emphatic answer of the National Safety Council is "no."

The real question is what price safety—safety that can be built into our streets and highways over the next quarter century? The engineering requirements for safety in highway design are quite generally understood by highway officials. Relatively, more attention has been paid to engineering techniques to reach this end than to the administrative policies which permit their utilization. Not enough attention is centered upon

the ways and means to secure administrative policies that permit and encourage the best techniques.

Administrative policies reflect public attitudes. The first and perhaps most important function of the National Safety Council is public education in safety matters. Before this audience it seems appropriate to emphasize the need for the support of and encouragement of administrative policies which incorporate safety as a major element of highway improvement. Safe highways have to come through administrative policies first, not engineering techniques.

In the Senate measure and the approved bill which has been placed before the House there are new principles which will have a very important bearing upon the safety of the highways which are proposed. Both measures includes the long-time feature of cooperative action between the Federal Government and the States. This basic policy requires wide public knowledge and support, since the state highway departments become the agencies to include safety in the designs for new highways. For the first time, there is incorporated the principle that there are three general classes of highways to be selected as integrated systems.

First System Federal

The first is the Federal aid system of main roads—urban and rural. This conception continues a policy incorporated in the first Federal highway legislation of 1921. The first system selected, limited to 7 per cent of the public road mileage, is not static. Year by year changes are made. The planning surveys have indicated the need for a more general overhauling. The improvements made, the travel habits of the public, shifts in population during the war years, and the gradual development of new territory and changes in the use of the older areas, have combined to throw heavier volumes of traffic on some sections of the system and to lessen the service of others. For example, in one state the planning surveys indicated the greater importance of some county roads than of parts of Federal aid system roads selected on opinion rather than accurate data. Obviously there should be a shift if the Federal and state funds are to be used where the traffic is heaviest. This is indicative of the situation in other states, and is not surprising con-

sidering the time that has elapsed since the selection of the original system. This system is conceived to carry the main traffic flows in the rural areas and to continue over the principal roads and streets in urban areas. The long-time improvement of the Federal aid system has resulted in dumping at the city boundaries volumes of traffic that were inconceivable only a few years ago, and these volumes have been imposed upon already inadequate city streets.

The second class, incorporated first in the regular Federal legislation in 1936, is a more adequate provision for secondary or feeder roads. Erroneously these are frequently called farm-to-market roads. Actually the Federal aid system itself carries the principal farm-to-market traffic. The requirement is for a system of secondary roads that will provide service to the rural areas not contiguous to Federal aid routes. There is introduced in the selection of the system the element of cooperative effort between the local officials, the state highway departments and the Public Roads Administration. The pressures for greater Federal recognition and financial provision for this class have been intense, including some attempts to minimize the necessity for provision for the far greater traffic carried on the other classes. This calls for a study of the relative importance of the individual roads to be included to serve the maximum farm units with the minimum mileage. Because of the general necessity for lesser expenditures per mile in the improvement of this class, the standards adopted must be in keeping with the traffic use. Here alone mileage remains a ruling consideration, but safety must be incorporated by adequate sight distances, the elimination of blind turns and dangerous grade crossings, proper designs for intersections, and particularly, well planned ingress and egress, where these feeder roads join main traffic arteries.

The third class are the extensions of the Federal aid system in urban areas. In general, urban street improvements have been lagging behind the growth in their use. The concentration of traffic at city boundaries by the improvement of the Federal aid system has been touched upon. Entering the city, this traffic, much of it destined for the city itself, or bound through the city to suburban developments or to other urban centers, mixes with all types of local traffic

and finds its way slowly through the city streets.

The traffic problems of cities have been developed at length in the two reports of the Public Roads Administration—"Toll Roads and Free Roads" and "Interregional Highways." The conclusions, based upon the nation-wide highway planning surveys, are in agreement with the innumerable special and general studies of city planning organizations. Many years ago the urban streets were the best improvements to be found. The attention of the Federal Government and the states were then fixed upon the rural problem. The condition is now reversed. The Committees of the Congress, after long study, have recognized and made provision for assisting the cities to overcome this condition. Here again the administrative element calls for the cooperation between the states, the city administration and the Federal Government. It places at the disposal of the cities the techniques and experience developed through the years by these other organizations. It is not an easy task to bring these two entities, each of major importance, into completely cooperative relationships, on a long-time program to meet the traffic problems.

Another major objective in the proposed Federal legislation is the creation of the urban area. This contemplates an entity composed of the city as a nucleus, and the surrounding area delineated by the state highway departments and with the approval of the Public Roads Administration. The influence of the city extends far beyond its corporate limits. Roughly, this distance varies with the size of the cities, from about 35 miles for the larger cities to around six miles for cities of 10,000. Within these areas traffic disregards the dividing lines. There has always been a hiatus between the city streets proper and their extensions into the suburban districts. The multiple jurisdictions have been the most serious deterrent to consistent planning for these areas, and particularly integrated improvement programs. True, there have been some regional planning commissions, but these have been without authority to enforce their findings.

Another form of administration has been the creation of an additional administration super-imposed upon existing entities to carry into effect certain objectives. Al-

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though good work has been accomplished, there is too much separation of authority to plan and execute on the one hand, and too much overlapping and conflicting authority on the other. The Federal recognition of the existence of urban areas as distinct from the city entity, is a step toward utilizing existing authorities through coordinated effort, to achieve desirable objectives. It can be one of the most necessary and useful steps in our administrative pattern. But it must suppress traditional isolation and requires a broad-minded, tolerant attitude for the common good. It may not achieve the same day-by-day headlines for the individuals, but a more adequate service to the public is the end product.

Interregional Highways

Another principle is the provision for an interregional highway system. In this discussion, this proposed system has not been separated from the three general classes of highways, since it is conceived as a part of the primary Federal aid system, using elements from both the urban and rural primary systems and following the general lines of already established highways. Many of the older roads, particularly in more densely populated states, which were first improved, have long since become inadequate. The planning surveys show that in the rural sections, 16.79 per cent of the total daily pre-war traffic reaching in excess of 465,000,000 vehicle miles, was served by the roads that would conform closely to the rural sections of the interregional system, totaling approximately 29,450 miles. When the city traffic for the city extensions is added, about 20 per cent of the total daily vehicle miles in normal times would be served by about one per cent of the total mileage of rural roads and streets.

Our population has tended to concentrate in regions surrounding our major urban areas. The term "region" as used here refers to these population regions, and the importance of their inter-connection is indicated by the fact that nearly 90 per cent of the traffic moving on main highways has either its origin or destination, or both, in cities, and that traffic steadily increases as the cities are approached. That direct inter-city traffic is far greater in volume than the general level on the rural sections of other primary routes.

Finally, the most heavily traveled sec-

tions of the proposed interregional system are close to cities of 10,000 and above. The selection and development of such a system to adequate standards must be undertaken with a background of intensive studies, and with the agreement of the responsible administrative officials. The implications of this task are so serious that the actual selection of the system must extend over a considerable period.

It is not proposed to discuss here the influence that will be exerted by the interregional system upon the city patterns, or the social economic implications, save as to one element. The recommended standards are based upon safety and efficiency for the mass of traffic which will use them. Included in these considerations are controlled access, the separation of intersecting traffic lanes, provision for pedestrian safety, alignment providing adequate sight distance, easy curvature and grades, traffic lanes not less than 12 feet in width, the separation of opposing traffic flow lines by median strips, the complete elimination of parking on the highways and stopping in the traffic lanes.

Because of the limitations on built up roadside properties, much of the development to such standards can be secured economically only by new locations. The width of right of way is the most important consideration. A perpetual nightmare of the highway engineer is the reluctance of the public generally to recognize the impossibility of building such highways on an inadequate width of right of way. There is no place within such highways for billboards, which distract the attention of the driver, for filling stations or roadside markets which present continuous hazards, or for access except at controlled points which are rendered safe by deceleration and acceleration lanes.

Each one of these requirements is an essential of safety, and contrary to uninformed opinion, the objective of such highways is not to encourage excessive or unsafe speeds. It is the experience of those who are familiar with highways designed to these standards that the tendency of drivers is to conform to reasonable speeds. The loss of time and perhaps more influential, the irritation caused by delay piled upon delay, by traffic interferences on normal roads, is perhaps the greatest cause of dangerous speed. The experience in using the

Autobahnen developed to similar standards by Germany prior to the war, sustains this observation.

The development of the proposed inter-regional system in the United States must necessarily be slow. It is not advanced as an emergency program. The selection should be based upon painstaking studies. There must be new thinking concerning the financing for such a system. An annual income for road improvement is assured, because of the established road-user revenues. It is not necessary in any one year to provide at any level the funds for the system as a whole, or for any large part. This is a continuing program for at least a quarter of a century in the future. Funds can be made available for sections, each one of which will be useful as soon as completed, within the current annual budget. It is a good place to show faith in the future of the United States—the cause is a worthy one.

Standard Code Proposed

Another principle incorporated in the proposed legislation is the requirement of a standard code for signs, signals and traffic regulating devices. This recognizes the fact that the traveler who perhaps most needs these direction and control devices is the stranger to the particular highway. One such hesitant individual can greatly impede the utility of a highway and endanger the safety of others. Perhaps nothing would make him feel more at home and thus make him a safer driver than to be assured that he will encounter no new, and in some cases fantastic traffic control devices which are the result of good salesmanship rather than good engineering.

Another provision that is all important is that which sets aside 1½% of the authorized funds for research. This is unquestionably the most productive expenditure that can be made, and with the new principles incorporated in the proposed legislation, there can be no question as to its importance. This permits studies into all fields—physical, social, economic—upon which highways have an important bearing.

This is an inadequate review of the advanced principles which have been incorporated in the proposed Federal legislation.

They give confidence that the legal authority is sufficiently comprehensive to meet the next quarter of a century's development. At present it is difficult to foresee any additional major principles that will be required to cover the Federal operations for a long time in the future.

As previously stated, public information, particularly as it relates to the safety of the individual, is the function of the National Safety Council. Industrial safety can be reached directly. Public safety is more difficult. One of the greatest fields for improvement is street and highway safety. This requires general public education and an intensive support of public officials.

The administrative functions to promote safety need more stimulation, more support, than do engineering techniques. In the proposed Federal legislation the keystone of the arch of highway administration is the state highway department. The success of the principles proposed now for incorporation in Federal legislation will vest largely in the administrative policies adopted by these departments. The planning of the highway work for the new period extending into the years, requires state highway department broad scale planning at ground level, with the full cooperation from both rural and urban units of government.

If we are to decrease the toll of human lives, the casualties and property losses, it will be through the success of the administrative policies adopted by the state highway departments in coordinated effort with Federal and local highway officials, plus the cooperation of the public in their use of the streets and highways. The active and intelligent support of the highway departments in their efforts to coordinate action between the states and the urban and rural officials, and educational activities to secure a wholly responsible attitude on the part of the public in their use of streets and highways, certainly present a charter sufficiently broad to engage the best efforts of the Council and its constituent elements. In this field the Public Roads Administration wholeheartedly endorses every effort of the National Safety Council and its constituent elements to support the public officials in this great work dedicated to the safety of the citizens of our country.

Targets for Tomorrow

By NORMAN DAMON

Vice-Pres., Automotive Safety Foundation, Washington, D. C.

We face decisions on future policies and procedures in enforcement which are the most important in our generation. The crucial character of this period results, of course, from the impact of three years of war. During the emergency we have seen the number of motor vehicles on the road steadily reduced. Mileage of travel has been drastically curtailed, accident fatalities in 1943 reached their lowest level in nearly 20 years, and the personnel of enforcement agencies has been radically reduced. Mileage of travel has been radically depleted by manpower shortages.

Today, with much of the momentum gone from the traffic control program, we stand on the threshold of change. War-time restrictions soon will be relaxed. The number of vehicles will begin to increase. More gasoline and tires will be available for the operation of vehicles, many of which are running already on borrowed time. We can anticipate an upsurge of travel mileage and a corresponding increase in accident exposure. The ingredients are all there for a disastrous skyrocketing of traffic fatalities.

Not for a moment do I suggest that traffic law enforcement alone must bear the full responsibility for success or failure in meeting that grim challenge. That burden is also shared by two other fundamental factors in an effective control program—engineering and education.

But the enactment of good traffic laws, and their proper enforcement, constitute a basic and indispensable element of safe highway use. Violation of the rules of the road by a minority of citizens is involved in an overwhelming percentage of fatal traffic accidents.

The growth of traffic both in volume and complexity had imposed this responsibility upon enforcement agencies long before Pearl Harbor. With the war came diminishing emphasis upon the program.

Now, in the face of imminent changes in traffic conditions, the responsibility

once more stands clearly outlined. It is unpleasant to think what might happen in this country if traffic is not controlled effectively during the post-war period. But we can fervently hope that the decisions which are made at this turning point will be the right ones; and that so far as law enforcement is concerned, our streets and highways shall not, in Shakespeare's language, be "bound in shallows and in miseries."

It seems to me that the gains and losses which have accrued to the enforcement program during the war period must first be taken into account as a basis for estimating future needs and supplying the answers to some of these questions.

To simplify the discussion, I have divided the subject into four general classifications:

First, traffic laws and ordinances, which are necessarily the foundation of the enforcement program.

Second, police enforcement and driver license administration.

Third, the traffic courts. It is literally true that the joint efforts of law-makers, police, motor vehicle administrators and other agencies stand or fall at the bar of justice.

Fourth, and finally, the public itself. It is true that enforcement activities are aimed particularly at a minority of citizens, yet in the final analysis the effectiveness of the entire program rests squarely upon public understanding, acceptance and support for it.

Traffic Laws and Ordinances

We still suffer as a nation from the habit of "let's have a law." We forget that there is no law without a sheriff. The war has neither caused nor cured this weakness.

Any law, to be effective in this country, must carry the clear sanction of a majority of citizens. Beyond that, traffic laws must also meet the test of uniformity. Conflicting rules of the road among

local, county, and state jurisdictions are impracticable in modern traffic.

Despite marked progress toward uniformity of traffic laws in the past two decades with the Uniform Code as a guide, we still have a long distance to go. Even during the war period we have made some significant gains, notably:

- (a) Enactment of progressive financial responsibility laws.
- (b) Legalizing of chemical tests for intoxication in 4 states and recognition by courts in others.
- (c) Relaxation of state trade barriers.

Another development of great potential importance is the provision in the pending Federal Aid Highway Bill, already passed by the Senate, which would materially encourage uniformity of signs, signals and markings on roads constructed under Federal Aid grants to the states.

The need for a more vigorous and widespread job of interpreting state traffic laws to the public likewise is an inheritance of pre-war years, and goes with us into the future. Too often state and city officials are inclined to rest on the legal support that "ignorance of the law is no excuse," and expect the public to know as they do the contents of lengthy and complicated motor vehicle laws.

Other legislative objectives which remain with us include the stiffening of driver license requirements, upgraded to uniform levels, and in the case of three states, enactment of driver license laws. There is much to be done in defining the legal relationship of pedestrians and vehicles, and in giving legislative support to the program for improvement of traffic courts.

While the war period has had less immediate effect on municipal traffic regulations, progress there is much less satisfactory than it is in the state field. You know as well as I the confusing differences in city ordinances in the same state and even in adjoining communities—let alone in different states.

A few exceptions should be noted. Detroit, for example, has contributed materially toward simplification and uniformity of signs, signals and markers. Where six shapes and twelve color combinations formerly provided 406 different parking

messages there has been substituted one shape, two colors and a combined total of 76 messages.

The pedestrian problem is acute in urban areas and requires much greater attention. Traffic consists of vehicles and of persons walking; under prevailing legal concepts inherited from the last century, it is "half-slave and half-free."

Here again in Detroit and in a limited number of other communities forward steps have been taken during the last three years in the enactment of modernized pedestrian control ordinances and in gaining for them the necessary public support.

Police Enforcement

Many real gains in the police field during this emergency pay tribute to the abilities and vision of the men who are operating our state and city enforcement agencies.

The police have developed a substantially increased interest in training programs from which we can anticipate large returns in the post-war era, despite forced curtailment of such training during the war period. How drastic that curtailment has been is revealed by the fact that in 1941 a majority of all state departments provided some kind of training, yet by 1943 less than a half dozen departments were continuing those programs.

Meanwhile, however, the development of training materials and plans together with support for the Northwestern University Traffic Institute, the N.P.A. and the limited number of state or local training activities is building a constantly wider acceptance in the profession and with the public for efforts to raise police standards by adequate training.

Large gains have been made also in the matter of coordination of police efforts with those of other agencies having jurisdiction over traffic operations. Through the facilities of the Highway Traffic Advisory Committee to the War Department, enforcement agencies of the states have worked closely in cooperation with other state agencies and with the federal government in facilitating highway transportation essential to the war effort.

Important gains were made in the development and adoption of scientific tech-

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niques for traffic control. Among these were the extension of the "directed" or "selective" enforcement program, based on record analysis; use of speed zoning; use of coordinated special emphasis programs, such as the use of road blocks in California; uniform enforcement policy in Washington; the "selected route" enforcement program in Connecticut; expanded use of special accident investigation procedures and techniques; and a tendency toward greater centralization of responsibility for traffic law enforcement functions.

On the minus side of the enforcement picture, we note at once the sharp curtailment in manpower which has taken place, ranging from 20 to 40 per cent in city and state agencies. This depletion of forces, together with the inability to train properly the replacement personnel, represents what is probably the greatest single negative factor in the police situation.

Reductions in budget and in equipment also have been felt in many instances, aggravated by the necessary diversion of men, equipment and attention from traffic control to wartime emergency duties.

The most urgent need in police enforcement during the period ahead obviously will be the recruitment and training of personnel. The problem will be complicated by the necessity for prompt action in order to maintain effective controls. The obstacles can be overcome to some extent by careful advance planning.

What should be the size of post-war forces? The answer will depend, of course, upon local circumstances and upon the changing conditions of traffic. But it appears certain that pre-war strength will have to be the minimum requirement, in view of the accident fatality record of the years immediately before Pearl Harbor.

But the planning job obviously can't stop there. Some kind of reasonable relationship must be worked out between the size of the accident prevention forces and the size of the problem to be met. At this point a comparison with other public safety agencies may be helpful. What are the community and state losses from crime and fire, in terms of lives,

property and money? What is expended to prevent crime and fire? A proportionate expenditure to build up police forces to adequate size and standards would, in the vast majority of cases, mean goals far higher than anything contemplated before.

Nor is size alone the measure of future needs. Policies and procedures need revision and invigoration all up and down the line to bring about maximum effectiveness. I asked a leading state police executive the other day for his comments and this is what he said:

"In spite of the improvements which have been made, I believe that most departments have only scratched the surface in attaining those standards which quite generally have been recognized to be good in the enforcement of traffic laws."

This statement sets forth a strong challenge to increased efficiency and effectiveness in traffic police work.

Another phase of enforcement is driver license control. Here public officials have tried hard to hold their own against serious odds. Virginia developed an efficient corps of women examiners; Colorado, Texas, Mississippi, South Carolina and other states held training courses for replacement personnel. In state after state these officials are still in there swinging, despite loss of previous gains.

The need for restoring these functions promptly and on a high level of efficiency will be urgent in the demobilization period. Ten million or more men and women of driving age will be released from the armed services, where they have experienced discipline and training. They cannot be expected to have much patience with civilian authorities carrying out administrative and disciplinary jobs without adequate training. Standards will be pushed upwards.

We will need examining procedures for new drivers which will screen out the unfit and give constructive assistance to those needing special instructions or the development of driving skills. Better re-examination techniques will be needed, with improved use of suspension and revocation powers, to deal with the habitual violator. These improvements will depend

upon better-trained personnel, more adequate records and a general step-up in administrative efficiency.

Good traffic law enforcement demands teamwork; it is the product of coordinated activities by many agencies.

Traffic Courts

During the last three war years many developments have taken place which lay the groundwork for improvement of traffic court administration. And if these events have not yet been translated into widespread accomplishment, at least they give ground for encouragement as to the outlook.

The first major step forward was acceptance by the National Committee on Traffic Law Enforcement of the Warren report on traffic court conditions. This report has been recently digested and printed in a volume entitled "Traffic Courts on Trial" and copies are available through the American Bar Association and the National Safety Council. Completion of this report was followed by general recognition of the bench and bar of administrative reforms which will make the judicial system more responsive to the needs of modern traffic. This recognition specifically took the form of endorsements by the American Bar Association and other groups in the legal profession, and the beginning of an active program by the bar association, through its Junior Bar Conference, and by the Traffic Courts Committee of the National Safety Council and related groups to put into practice the 57 specific recommendations of the national committee.

During the past two years more than 35 state-wide court conferences were held, bringing together the judges, prosecutors, lawyers and others who have jurisdiction in the program. Initiated originally by the National Safety Council and subsequently sponsored jointly by the Council and the Junior Bar Conference of the American Bar Association, these meetings were successful, without exception, in stimulating greater cooperative effort within the states and in some instances resulting in immediately beneficial improvements in traffic court conditions and procedures.

In two states—Colorado and Nebraska

—the state conferences already have been followed by a series of regional institutes which have carried the program into the communities and given impetus to the movement in those states. Similar follow-up activities in other states can be expected to accomplish equally gratifying results.

One of the problems peculiar to the traffic court arises from the fact that violators of traffic laws are not criminals in the usual sense of that word, and resent being classed with criminals in the classification of charges. This makes desirable a segregation of cases and where feasible the creation of full-time traffic courts. Another complicating factor in many jurisdictions is the revenue-raising aspect of traffic cases. The simple truth is that impartial justice—the blindfolded lady with the torch and scales—never is compatible with a system in which somebody's budget depends upon keeping up a minimum volume of fines.

Strict and continuous enforcement of traffic laws is essential to the public safety. On this basis, the public accepts and supports measures necessary to good enforcement. But here again troubles crop up because not all of the traffic laws are matters of safety. Many of them are only matters of convenience.

Thus we have a driver hailed into court for parking illegally in a curb space reserved for the convenience of a taxicab or the customers of a department store, who finds himself unable to relate his offense to the deaths and injuries in the community.

I do not suggest that the parking regulations be rescinded or their enforcement overlooked. But I do suggest that enforcement efforts which are carried on in behalf of accident prevention be clearly labeled, and that the public be made to understand the distinction between violations which menace life, equipment and property, and those which interfere with convenience or comfort. This distinction is important especially in terms of support for needed traffic court improvements.

As an organized program, the subject is new. I would not want my enthusiasm about it to minimize in your minds the

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enormous job which lies ahead or the difficulties which must be overcome.

The purpose of the courts should not be primarily punitive but preventive. The object is not to levy fines and put people in jail, but to provide a certain and impartial penalty for violators to the end that traffic may be orderly and free from accidents. The performance of the traffic courts, in teamwork with other enforcement agencies, will determine to a large degree the standard of public observance of fair rules of the road.

Public Attitude

It is common these days to hear it said that the war has resulted in public indifference to the traffic accident problem.

There doubtless has been a slackening of interest in accident news. A certain amount of apathy toward domestic problems is inevitable because of the distractions of global conflict. Perhaps a large part of the blame for the general increase in traffic fatalities during the last year can be attributed to this condition.

But I do not believe that public indifference, however much of a factor it may have been, should be allowed to weigh heavily in our appraisal of future problems. It is only a temporary situation, and when the accident toll begins to climb upwards after travel is resumed, public inattention will vanish like the morning mist.

No, it is not a lack of public interest we should be concerned about. It is a lack of public information. The great need will be for getting all the facts of the problem before the people, so that the sound and essential programs we have been talking about can be given intelligent support.

This phase of the job should occupy a prominent place in the post-war planning of every agency concerned with the control of traffic. Public understanding and support must be the cornerstone of progress on every sector; in pedestrian control, driver examination, uniform laws and ordinances, court improvements.

Since the traffic fatality curve started upwards 12 months ago, a good many effective educational campaigns have given

evidence of the possibilities for constructive effort. The outstanding brake-inspection program in Michigan, sponsored jointly by state, county and municipal enforcement agencies, comes to mind. The results in decreased fatalities are almost too good to be true. Many other community programs throughout the country have been carried out with equal success.

Recently a dozen or more agencies of the Federal government joined in requesting the Office of War Information to undertake a nation-wide information campaign on accident prevention, which will get under way this fall in all media. It will be a general public appeal for carefulness and for support of sound safety programs, with special emphasis on the rising wartime toll of traffic accidents.

Undertakings of this type offer opportunity for many non-official groups to support actively the work of enforcement agencies, through encouragement of a sound public attitude. The operations of enforcement authorities themselves, competently exercised in the public interest, do much to mould public opinion. A part of this official responsibility should be to interpret laws, administrative activities and policies to the public, so that the attitude of citizens can be founded upon full information and through understanding of the objectives of enforcement.

Over the long pull, an extremely important factor in public attitude toward traffic law enforcement will be the education and training of boys and girls of high school age. Good courses, properly organized and manned, will equip them first of all to take their places as responsible citizens in our modern society. Nearly two million children reach driving age every year, which indicates how important their training could be in cutting down the size of the enforcement job.

Beyond this, adequate driver education and training for our youth would establish the foundation of public attitude toward enforcement in the future. What is needed is a better knowledge of the problems of traffic, and a clearer grasp by the individual of his or her own responsibilities as a driver or pedestrian.

This kind of an informed public will make possible eventually an enforcement

program that will realize all of the humanitarian objectives of traffic laws and ordinances.

Conclusions

Out of these observations a few conclusions seem to loom ahead as important:

1. All forces of traffic law enforcement must be cooperatively united to attain results.
2. Laws, ordinances and enforcement policies must be simplified, made uniform and thoroughly interpreted to street and highway users.
3. Enforcement personnel must be adequate, qualified and trained to high professional standards.
4. Traffic courts, which represent for millions their only contact with the judiciary, must function impartially, consistently and in accordance with the high-

est ideals of justice. Their goal must be the public safety.

5. The efforts of all agencies must be directed to encouragement of strong national self-discipline—to voluntary acceptance of individual responsibility for observance of the rules of the road.

6. The outlook for the immediate post-war period in accident prevention is serious because of the setback which enforcement agencies have suffered during the emergency. All essential enforcement and administrative agencies must be rebuilt immediately.

During the year before this war—1941—a total of 40,000 deaths in American traffic accidents was a startling measure of man's "Irresponsibility to Man."

Can we—will we—tolerate again that price for needless carelessness? You know and I know that we will not.

TUESDAY AFTERNOON SESSION

October 3, 1944

Group Session for City and State Police

Presiding: INSPECTOR RULON BENNION, Utah State Highway Patrol, Salt Lake City, Utah and Chairman, Committee of City and State Police, N.S.C

Digest of the Chairman's Opening Remarks

By INSPECTOR RULON BENNION

Utah State Highway Patrol, Salt Lake City, Utah, and
Chairman, Committee of City and State Police, N. S. C.

The Committee of City and State Police, composed of police officers who are members of the National Safety Council, has been active over the years in developing police sessions for the annual Safety Congress and promoting attendance by other police officers. They have, in addition, been active in securing and furnishing enforcement information for Council activities and have assisted in developing and checking materials such as Public Safety Memos.

Early in the past year, following a number of inquiries from police journals around the country, a questionnaire study was undertaken. Forms were addressed to the editors of 104 police journals and the information secured was used as a basis for revising the mailing list to furnish such pub-

lications with the type and quantity of materials which could be used most effectively.

Included in the year's work was preparation of material dealing with the cooperative efforts between police and local safety organizations. This is included in the text book for safety council managers under the title, "How the Safety Council Can Help Police Traffic Activities."

Public Safety Memo No. 62, "Building Support for Police Traffic Programs," was completely rewritten as a result of many suggestions obtained from members of the Committee. This revised edition has had a wide distribution including copies to all students at Northwestern University Traffic Institute.

At the mid-year meeting of the Com-

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mittee in Chicago, initial plans were laid for police sessions of the National Safety Congress. Types of meetings, subjects, and speakers were selected and submitted for the approval of the Executive Committee of the Street and Highway Traffic Section.

At the same meeting, the proposed revision of the By-laws of the Street and Highway Section were discussed and a number of suggestions made.

Plans were made for a luncheon for editors of police journals to be held in connection with the Congress. Approval for these plans was secured, necessary arrangements made and a successful luncheon meeting was held.

In cooperation with other Council divisions, a survey was undertaken requesting information concerning accident prevention in traffic control plans for "V-Day," the end of the European War. The immediate response by police officials to this request added greatly to the effectiveness of the informational bulletin on "V-Day" plans which has had a nation-wide distribution.

Chairman Bennion explained that a considerable expansion in membership of the police group and broadening of interests and activities over the years had indicated the need for a change in the organizational setup. This need was brought to the attention of the Executive Committee of the Street and Highway Traffic Section a year ago and resulted in proposals for revising the By-Laws of the Section. At the mid-year meeting of the Committee of City and State Police a tentative revision of this instrument was presented.

This tentative revision incorporated provisions resulting from the work of the committee appointed a year ago to study the problem. Members comprising this group were Chief John F. Gleason, Greenwich, Conn., Inspector Joseph B. Kennedy, Cleveland, Ohio, Lieutenant C. L. Lycan, Decatur, Illinois, Chief James A. Pryde, Washington State Patrol, Colonel Charles L. Sheridan, Montana Highway Patrol, and Superintendent Don F. Stiver, Indiana State Police.

Following the mid-year meeting of the Committee, this tentative draft was further revised to incorporate several suggestions from members and was approved in final

form by the Executive Committee of the Section on October 3, 1944.

Under the revised By-Laws the name is changed to Traffic Section. Provisions are made for forming a Police Division which will operate under its own officers and an Executive Committee elected by the group.

To initiate the forming of the division, it was necessary to present to the Executive Committee of the Section a petition signed by 25 or more members. The Secretary reported that such a petition had been circulated, the necessary number of signatures obtained, and that the petition was submitted to the Executive Committee of the Traffic Section who had approved the formation of a Police Division.

The Chairman reported that in line with the above a Nominating Committee had been appointed to select candidates to serve as officers and members of the Executive Committee of the Division. The report of Captain C. J. Sanders, Chairman of the Nominating Committee suggested the following:

Executive Committee—Police Division

Chairman—Captain Paul Price, Dayton Ohio

1st Vice-Chairman—Captain William L. Groth, Virginia State Police

2nd Vice-Chairman—Chief Neal F. Anderson, Pasadena, California

Secretary—George E. Miller, National Safety Council

Immediate Past Chairman and Member of Executive Committee of the Traffic Section—Inspector Rulon Bennion, Utah State Highway Patrol

Captain Herman Crites, Flint, Mich.

Captain Custer A. Dunifon, Fort Wayne, Indiana

Chief John M. Gleason, Greenwich, Conn.

Lieut. Lionel Harvin, South Carolina Highway Patrol

Captain Victor R. Jones, Washington State Patrol

Captain M. L. Mittler, Louisville, Ky.

Captain John F. O'Neill, Philadelphia, Pa.

Colonel Charles H. Schoeffel, Superintendent, New Jersey State Police

Captain L. C. Upton, Acting Chief, Maine State Police

Colonel Will Zurbucken, Superintendent,
Kansas Highway Patrol

These officers were elected unanimously.

A program for expanding the membership in the Police Division was offered by the Secretary. All division members must be members of the National Safety Council in accordance with the Council's Con-

stitution and By-Laws. To meet this requirement, a special four-dollar individual membership has been created. This provides, in addition to membership in the Police Division and the Traffic Section, a one year subscription to Public Safety magazine, Accident Facts, copies of pertinent reports, memos, and news letters, and a membership card.

Old and New Approaches to Traffic Law Enforcement

By BRUCE SMITH

Acting Director, Institute of Public Administration, New York

Our post-war traffic problems do not promise to be materially different from those of pre-war vintage. We shall continue to have the same difficulties with traffic congestion, with control of excessive speed on the highway, the regulation of the incompetent or reckless driver, and the never-ending toll of traffic accidents. But these problems will not reach their former intensity for some time after the war's end. Hence we have the opportunity, beginning right now, to reappraise the entire situation and to consider calmly and deliberately the changes that should be made in our methods of regulation and enforcement.

Although our pre-war accident rates, when measured in terms of population, were the highest in the world, they were among the very lowest when computed in relation to the number of motor vehicles. This American achievement is all the more remarkable when it is considered that the congestion of high-powered motor cars, which is greater here than in any other nation, would in itself produce an exceptionally high ratio of accidents per 100,000 cars. The fact that so much has been accomplished under favorable conditions should give us confidence in the basic controls and techniques that have been developed thus far. Those that have proved their value in the past should serve us as well in the future.

But note well this fact: in our efforts to make the general public accident-conscious, we have deprived the traffic officer and traffic engineer of all credit for their extraordinary accomplishment; and by the same token we have obscured the values that are

inherent in many of the techniques thus far employed. The results are incalculable when measured in terms of bad public relations and uncertainty as to future program.

From such broad observations three conclusions may be drawn: (1) the post-war traffic problem will be as big as it ever was before the war, and will continue as a challenge to our ingenuity and determinations; (2) the techniques of regulation and enforcement developed by traffic engineers and traffic police should provide the basis for any future program of traffic safety; (3) the average American motorist is not the homicidal maniac that he is sometimes represented to be—if he were, our excellent safety record would never have been achieved.

With the old, well tested patterns before us, and with full confidence in their usefulness under the new conditions, we can now afford to speculate on possible improvements in the established techniques without the necessity for scrapping all of our knowledge and all of our implements for traffic control. In seeking to produce these refinements we should be quite sure that the need for them is well-established and that they are readily adapted for use by the existing regulatory mechanisms.

The problem thus posed is not a new one. It has been the abiding concern of many able minds, and the task of many talented hands, ever since we came to recognize the special complexities that surround the regulation of highway traffic. Much intelligently directed effort and huge sums of money have been expended in trying to bring the law-abiding motorist and the law-

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enforcing officer to a common plane of understanding. If these recourses have not fully achieved their ends, we need not seek far for the reasons. For we have not yet succeeded in producing any great body of motorists that is consistently law-abiding nor any standard of traffic law enforcement to which all policemen consistently adhere.

Even the best-intentioned motorist cannot be expected to master all of the intricate codes of conduct with which he is surrounded, nor to comply with them under all circumstances. Through the medium of our traffic laws and ordinances we do our best to make a traffic violator out of the average motorist, and thus far we have succeeded far too well. We have cluttered up our highway intersections with prohibitory signs and signals; some of them unduly restrictive to the flow of traffic, some of them downright superfluous and at various times and places we have restricted operating speeds to such low limits as to threaten the utility of the motor car as a rapid means of transport. We have done these things without providing adequate means of enforcement. Under most circumstances we have left it to the motorist to observe these laws and these regulations without regard to the need for them as safety measures. I submit that this is asking too much of human nature.

While we were busy committing errors with respect to the motorist we were also progressively narrowing our enforcement base. Starting with a police establishment of modest numbers, we have set up specialized traffic-law enforcement bodies representing less than one-fifth of the total number available for general-purpose patrol. Such extreme specialization may sometimes be justified as a temporary or limited expedient in developing new techniques and testing new methods, but no such process of dispersion can meet indefinitely the widening of traffic law enforcement.

Strenuous Efforts Made

Strenuous efforts have been made, to convince general patrol officers and specialized traffic officers that each should play the other's game. Such efforts have failed in large measure because the generalist tends to be distrustful of the pre-occupations of the specialist, while the specialist tends to

narrow down, rather than to widen, the scope of his interests.

Have we not now reached the point where we can re-integrate our law-enforcement organizations? Should not the traffic officer and the general patrolman be merged and combined so that all will be skilled in the entire range of penal law enforcement? Can we afford to split our patrol forces in twain, with one fragment largely ignoring felonies and misdemeanors that are not connected with the operation of a vehicle, and another fragment—a very large fragment—concerning itself with a wide-range of offenses, but failing to regulate the one universal means of rapid transportation, which is used by thieves and assassins as readily as by others?

Unless we can now provide traffic law enforcement all along the line and by all uniformed branches of police, our motor vehicle laws and our host of petty regulations of the motorist can scarcely be made more effective than they have been in the past. The laws and the regulations must themselves be simplified and liberalized if voluntary compliance by the driving public is to be increased. Their present complexities and unreasonable restrictions are in part due to our own solemn warnings of the threatening rise in the number of traffic accidents. State legislatures and city councils have taken heed of such warnings and have multiplied the prohibitions. The common sense of the average motorist has somehow grasped that the increase in traffic accidents was due, not to less care in driving, but to a vastly increased number of motor cars, and he has accordingly ignored or cast aside the host of regulations with which he has been surrounded. When occasionally penalized for disobeying them his resentment has been visited upon the enforcing agency. Weakening law observance thereby combines with weakening law enforcement to offset the influence that might have been exerted by the whole great and burdensomely expensive mechanism consisting of carefully designed highways, ingenious signal systems and highly trained enforcement officers.

In these post-war years that are almost upon us, both observance and enforcement can be strengthened by unifying the enforcement front, and by simplifying and moderating the terms of the motorist's code.

The value of the motor-car to society consists in its flexibility and speed. These features will be exploited regardless of anything that police or legislators may say or do. Statutes, ordinances and enforce-

ment policies must all be revised to fit this basic set of facts. Once recognized and accepted, new and more realistic approaches to traffic safety, which all can use in common, will be opened to us.

TUESDAY AFTERNOON SESSION

October 3, 1944

Group Session for Traffic Court Judges and Prosecutors

Presiding: JUDGE PERRY A. FREY, Municipal Court, Cleveland, O., and Chairman, Committee on Traffic Courts, National Safety Council.

Report of the Committee on Traffic Courts

By HARVEY D. BOOTH

Secretary, Committee on Traffic Courts, National Safety Council

The Program for the Improvement of Traffic Courts

The report of the Committee on Traffic Courts, covering a broad program for the improvement of all courts in which traffic cases are tried, includes the following activities:

- a. Development by the Committee of a Courts Division of the Traffic Section, which will make possible a greatly expanded service to the traffic judges of the nation. The Division was organized October 3, and will supersede the Committee on Traffic Courts.
- b. Development of sessions for judges and prosecutors at the Annual Congress, with many members of the Committee active in promoting attendance. The attendance at Congress sessions for judges and prosecutors has shown steady growth during the past four years.
- c. Study of the participation of prosecutors in the trial of traffic cases, for which the data have been compiled, and which will be published shortly.
- d. The cooperative project with the American Bar Association, including a grant of funds for employment by the Bar of a staff man (James P. Economos) to work full time on development of interest in traffic courts and their problems among members of the legal profession.
- e. The Traffic Courts Conference ac-

tivity, initiated by the Committee on Traffic Courts through a resolution at the 1941 Congress, and which during the past year and a half has been carried on as a joint project between the National Safety Council and the American Bar Association—with the Junior Bar Conference of the latter affording the active participation for the Bar. The Automotive Safety Foundation, through furnishing speakers for conferences and other assistance, has participated in all conferences as one of the national sponsors.

- f. Preparation of materials for guidance of those interested in improving traffic courts, including articles in various publications by Council and American Bar Association staff, printing of speeches and articles for distribution, and cooperation with the Automotive Safety Foundation and the National Committee on Traffic Law Enforcement in publication and distribution of a digest of the 280-page book, "Traffic Courts" by George Warren, for popular distribution. These materials are especially valuable in connection with the follow-up program of traffic courts conferences.

The Courts Conference Activity

Since the inception three years ago of the traffic courts conference activity—which has assumed the position of the main ele-

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ment of the court improvement program—interest and cooperation on a nation-wide scale have been generated, finding expression in 40 conferences and meetings touching 28 states. The rapid growth and broad acceptance of the activity during the fiscal year now ending is attested by the fact that 28 of the 40 conferences have been held since October 1, 1943.

The active cooperation of the American Bar Association's Junior Bar Conference and of other leaders of the Bar and bench, and the establishment of four regional offices by the National Safety Council have been factors materially adding to the rapid development of the program.

These 40 meetings have consisted of two regional conferences (in which more than one state participated); 33 state conferences—more than one conference has been held in six states as follows: (California (3), Nebraska (2), New York (3), Ohio (3), Oregon (2), and Washington (3); and five other meetings—including participation in state bar convention programs, judges associations, joint meetings with peace officer groups and association, etc. Distribution of the conferences by states, and the states in which plans are now being developed for additional conferences are indicated on the attached map.

The smallest registered attendance at any of the state conferences was 50; the largest, 275. Approximately 4,600 judges, prosecutors, enforcement officers, state and local officials and members of the Bar have been reached directly through these 40 meetings.

The courts conference program calls for follow-up conferences in each state as rapidly as the first series can be completed and arrangements effected for the next ones; and for local institutes, usually on the basis of the judicial districts of the state. Three of the second series of conferences were held during the past summer—in Northern California, Oregon, and Western Washington. The second annual conference in New Hampshire is tentatively scheduled for November. Second and third series conferences will be held in practically all of the other 27 states during 1945. The program contemplates annual conferences for a number of years in each state.

The district institute program is now considered an integral part of the courts conference activity. District institutes in

two states—Colorado and Nebraska—have been completed with highly gratifying results, while similar meetings on a community basis are now being held in the Oakland, California, area. Approximately 700 persons attended the institutes in Colorado and Nebraska. Details are now being completed for similar local meetings in 12 or 15 other states.

Plans are being pushed for conferences in most of the 20 states in which they have not been held. As of the date of this report (October 6) the following initial state conferences are being planned to the end of this year:

November: South Dakota, North Dakota, Minnesota, Pennsylvania, Illinois, Michigan and Wisconsin. *December:* Kentucky, Florida, Mississippi, Louisiana, and Arkansas in the order named. Some of the foregoing may not materialize until early in 1945, as dates have not been definitely fixed in some states. Vermont is tentative for this fall or spring. Indiana is scheduled for April. West Virginia has indicated interest and a conference should materialize there for spring. This leaves five states in which no plans have been made, but efforts to develop conferences in these five states during 1945 will be continued.

Other Activities to the End of 1944

In addition to continuing the several activities listed in the first part of this report, the Council has employed another staff man (Hubert D. Henry) to give most of his attention to follow-up work in the states which are planning to hold district Traffic Courts Conference Committees and development of definite plans and schedules for the district institutes. In addition, he will assist several states in completing plans for state conferences, will participate in a number of such conferences, and will assist on legislative problems.

Forty-four state legislatures will meet early in 1945, and considerable activity during the time the legislatures are in session will be directed to assisting on legislative problems, in addition to planning the second and third series of courts conferences, and to advancement of the other follow-up work already described.

A Summary of Results

A brief summation of some of the tangible results and benefits of this work in-

cludes: establishment of separate traffic courts in Portland, Oregon, and Seattle, Washington, reorganization of a number of courts for separate handling of traffic cases through special traffic session or segregated dockets; more adequate use of the public attorney or prosecutor; improved physical conditions by re-arranging court rooms, redecorating, providing traffic tables, displaying the American flag, planning for keeping court rooms clean, and plans for new buildings and facilities as a part of post-war construction; uniform handling of members of the armed services in cooperation with military authorities; understanding of the war worker and juvenile traffic violator problems, and development of plans for meeting them; better preparation of cases by enforcement officers and how to present evidence in court; uniform fines and penalties for similar offenses consistent with the circumstances of each case, and including more uniform handling of cases by enforcement and court personnel; discovering needed changes in statutes and ordinances with recommendations for amendments; and generally raising the dignity of the courts through improved procedures in the conduct of such courts.

Of even greater value are the intangible or "hard to measure" results. The whole program is fundamentally educational, aimed at up-grading present judges, justices of the peace and enforcement officials; acquainting members of the legal profession with the condition and needs of the so-called "lower" courts, and creating a better understanding on the part of the public of the over-all job of accident prevention and the specific support which the public must give to their traffic enforce-

ment officials and to their traffic courts in order to control motor vehicle accidents. Many judges of appellate and supreme courts have been brought to recognize that the trial of traffic cases is in fact a specialized field of jurisprudence.

Probably the greatest value resulting from the entire program to date is the creation of a definite awareness, on the part of the legal, political and business leaders in many states, of the problems and needs of the courts which handle traffic cases, and the relation of this problem to the whole American way of life. In the legal profession this is largely a result of the American Bar Association project, with the staff man employed by the Association carrying on an effective selling job within the organized Bar through contacts with Bar leaders and through bringing such leaders into active participation in the traffic courts conferences.

Continuing the Program

As the number of states brought into the courts conference activity has grown, together with development of other elements of the program, the demands and requirements for assistance and leadership from the national sponsors has grown apace. For the next year, two men working practically full time from the home office plus increased assistance through the regional staff of the Council will be required. The cooperative project with the American Bar Association should be continued for the next twelve months, so that the growing interest of leaders of the legal profession may be crystallized and guided into broader organization, as well as individual, support.

Report and Review of American Bar Association Project

By JAMES P. ECONOMOS

Secretary, Traffic Court Committee, Junior Bar Conference of the American Bar Association

Last year the Committee had as its objective:

1. The encouragement of state and local Bar Associations to participate in the program for improving the administration of traffic courts.
2. The encouragement of state and local

Bar Associations to cooperate in co-sponsoring state traffic court conferences.

The Section of Judicial Administration of the American Bar Association appointed two committees, one on "Traffic Courts" and one on "Justices of the Peace Courts." The Section on criminal

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law appointed a committee on traffic and magistrate courts composed of prosecutors. Judge Parker, United States Circuit Court Judge and Chairman of the American Bar Association's Committee on Improving the Administration of Justice, originally felt that judges were spending too much time on the subject of traffic courts and that this was beneath the dignity of judges of the higher courts. However, Judge Parker has now changed his mind. He realizes that more people come into traffic courts than into the Circuit Court of Appeals, and traffic courts and Justice of the Peace Courts must be improved if the American people are to retain their respect for the American system of administration of justice. The traffic court improvement program is now on the active agenda of the Judicial Administration Section.

The Traffic Court Committee of the Junior Bar Conference assisted in the preparation of the pamphlet, "Traffic Courts on Trial." The Committee is continuing its program of last year, and will,

in addition, begin to work on state legislation during this year. As a result of the work of this committee Junior Bar leaders in most states took an active part in the organization and conduct of the various state traffic court conferences. The Committee is being enlarged with the idea of having in every state active Junior Bar men interested in the traffic court program.

Judge Earle W. Frost's Committee of the Judicial Administration Section will continue a study of salaries for judges which was started some time ago by the Junior Bar Conference but never completed. This work is being transferred by the Junior Bar Conference to Judge Frost's committee.

There is a great increase in published matter in state Bar journals particularly on the traffic court program. This is effective from the standpoint of educating the Bar to the need for traffic court improvement and as to the actual conduct of the program. It should continue.

TUESDAY AFTERNOON SESSION

October 3, 1944

Joint Session—Public Safety Education and Traffic Education Association
Presiding: R. C. SALISBURY, Dir., Safety Div., State Motor Vehicle Dept., Madison, Wis.

Special Promotional Activities in Traffic Safety

By **SIDNEY E. NELSON**

Chairman, Racine County Safety Council, Racine, Wis.

For more than six years now the Racine County Safety Council has been functioning successfully in Racine and the surrounding area. The Council is composed of a great variety of members, representing the police department, the sheriff's department, the county highway commission, the coroner's office, manufacturing concerns, merchants' associations, labor unions, city and county school systems and a large number of active civic clubs. Meetings are held in the court house each month, with attendance varying from 20 to 50. The Council is recognized by the Racine County Board

as an official county organization, and recommendations approved by the Safety Council are given full consideration as being authoritative and worthwhile. We also have the cooperation of our mayor, the honorable Francis H. Wendt, and city departments.

There is no doubt in the minds of our Safety Council members that special promotional activities are really necessary occasionally during the year, because to the average person the unusual is more impressive; and he is more apt to discuss these stunts with his fellow associates, thereby spreading safety education among a greater

number of people than the usual day by day routine.

Special Promotion Projects Junior Police

The city of Racine had the first junior police system in Wisconsin. It is supervised by the city police department. Boys belonging to the junior police wear dark blue shirts, bow ties and white-topped caps which clearly distinguish them. Thus, in wearing apparel, they differ from the usual school safety patrols. While most patrol youngsters are instructed merely to hold back children until they see a lull in traffic, in Racine the junior police have power to arrest bicycle violators, giving them tickets which are in effect a summons to appear in Saturday morning bicycle court.

Bike Court

At bike court, the arresting junior policeman presents the charge before the judge of the court, a member of the city police department. The offender then is called before the judge to explain his conduct and to receive the penalty of his offense and a short safety lecture. He may be required to write the rules of safety bicycle operation a certain number of times, write an essay on safe riding or be denied the use of his bicycle for a certain period of time. Second offenders, of course, are given more serious penalties. All proceedings of the court were broadcast over WRJN, the RACINE JOURNAL TIMES station. Our Racine juvenile court for bicycle operators has been functioning for over six years, and each year from April to November it has been one of the best received programs broadcast over WRJN and the state network.

Pavement Quiz

Another unique broadcast over our station, up until gas rationing, was a 15-minute program sponsored by a gasoline company. A different service station was picked each Saturday, with the program on at 11:45 A.M. The announcer introduced the local service station manager, gave a commercial "plug" and then started quizzing four or five motorists lined up at the pumps. Each motorist was given two questions to answer on rules of the road. Near the close of the program the motorists who had given the best response would receive free 5 gallons of gasoline, and all others would

receive a quart of the best oil the station had to offer or tickets to a show. The quiz was conducted by an officer from the Racine police department. When gas rationing is lifted against, we expect that this program will again be taken up by the same oil company.

Pedestrian Campaign

During October and November of last year, we went after the pedestrians in a big way. Our local daily newspaper and the radio station gave advance notice that good pedestrians would receive congratulatory cards, while pedestrian violators would receive warning cards. The warning cards were not in the nature of an arrest, but one of two violations on the card was checked before giving it to the violator.

Handing out the cards was the job of the junior police, but the entire activity was supervised by the Safety Council officers. One mechanic, when he received a congratulatory card, remarked, "I feel proud I have done the proper thing. A mail truck driver said, 'I think this idea is fine.' A war worker said, 'I believe your campaign is helping educate the public.' A printer declared, 'This card gives the thinking pedestrian a pat on the back.' An alderman said, 'This is the best thing that's happened in safety promotion in Racine in a long time.'"

During a 2-hour period on a Saturday in October, 692 violations were counted in a downtown area. After the congratulatory campaign, in the same area during a similar period of time violations were reduced to 252. Fourteen other cities in the state took up the idea within a few weeks, with the State Motor Vehicle Department supplying the cards free of charge.

County Fair

We believe at the local county fair, where people take a day off to look leisurely at various booths, also with the Scotch idea of getting their money's worth, we can reach thousands of people, telling them of our safety program and preaching a safety message to them. The present war, however, has curtailed our work at these fairs; but, prior to that, we have carried on a program about as follows:

Our Safety Council works with the uniformed Elks Safety Patrol boys who help to distribute safety literature, put on first-

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aid demonstrations, and act as ushers for seating the public in our booth where we show safety moving pictures. They also help to carry on the safety clinic, supervised by one or more men from the Motor Vehicle Department Safety Division of our State, of which our chairman, Mr. R. C. Salisbury, is director. He sends us state equipment which includes reactometers and equipment for making vision tests. A reactometer tests the quickness or alertness in applying foot-brakes. This test is like a game, everybody wants to try it. The vision tests also arouse curiosity of "Let's try it!" Written examinations are given those who desire them. The public seems eager to take these tests. This includes a great number of the youth who have just become automobile drivers. We believe this to be the best method of reaching the youth we have ever found.

We also secure the help of our County Insurance Board. About half a dozen of these insurance men are ready each day to help us in this work in a supervisory way. And, by the way, we have been very successful in getting them to pay practically all of the expenses to conduct the booth, which amounts to about \$100.00 for the three-day showing. In getting a booth ready, we feel that it should be decorated well and not by amateurs. We know a well decorated store front arouses curiosity.

On one occasion we distributed five hundred sets of the First-Aid Reminder Leaflets which were purchased through the National Safety Council. There were six leaflets in each set. We only gave a few leaflets to each person so that thousands could be accommodated. These leaflets are excellent material.

Automobile and Home Shows

At automobile and home shows we carry on our safety work in about the same manner as we do at the county fair. However, we have been able to secure the booth gratis, so far, to carry on our safety work. Here again safety literature by the thousands is given out to the visitors. This literature can easily be received from the average local insurance agency which gets it from the insurance companies. Of course, no individual agency name is allowed to be printed on these circulars, nor do we allow any insurance advertising material.

No Mishaps

Several years ago we ascertained the name of an automobile driver and owner who had been driving his cars for eighteen years without a mishap. We then asked for names of anyone who could beat that record, through the local newspaper.

Courteous Drivers

The past few months we have been looking for courteous drivers, and we were able to secure the cooperation of our local newspaper, the *Racine Journal-Times*, which published the names of these courteous drivers, even going so far as to put their pictures on the front page. The city editor stated that news of this type would be quite a change for their readers. He was enthusiastic about this publicity.

Safety Posters

Of course, we carry on a safety poster contest each year in the schools. Of late we have been doing so with the cooperation of the United Commercial Travelers, who conduct a national campaign. At one time they gave a dinner for the winners, at which time the prizes were awarded. At another time we had the winners taken out to the county fair, where prizes were awarded at the annual Kiwanis dinner.

Fourth of July Float

We also endeavor to have a float in our annual Fourth of July parade. This parade has become known as one of the finest parades in the United States on that day. Miles upon miles of floats handsomely decorated, marching clubs, many bands, military units, etc., are entered yearly. Our most successful float was an open car driven by boys dressed up as road hogs. They wore the old-fashioned automobile dusters or light tan rain coats and a costume mask hog head. On each side of the car was a sign reading "DON'T BE A ROAD HOG!" This attraction was photographed by more persons on the line of march than even the prize winning float. The cost is negligible, from \$7.00 to \$8.00 for the cost of costumes and a banner.

Radio Recording

We had a recording made by our local radio station, WRJN, of a conversation between myself and Mr. Sherman Blandin of our Safety Council, regarding the rules

and regulations of our highways. This was put on through the local station gratis, and later a squad car, equipped with loud-speaker, carried this conversation on at various intersections in the city.

Safety Speakers

We had various well-known safety speakers, such as Mr. Salisbury, Dr. B. L. Corbett, and our judges at our safety meetings. We have had their speeches published, in part, in our local newspaper in a very conspicuous place.

Letters, Bulletins to Industries

On several occasions we mailed letters to personnel managers of our various local industries. For the Fourth of July week, we mailed a safety bulletin and requested that this be placed on the safety bulletin board in each plant. We know that this went over because one of our larger industries called and requested additional copies. We got the idea of the heading for the bulletin "1,000 AMERICANS WON'T COME BACK" from the National Safety Council's magazine.

Girls' Safety Patrol

We have recently organized a Girl's Safety Patrol. The girls are of junior and senior high school age. They are drilled by the same expert who drilled our Elks Safety Patrol, Officer Joseph A. Marck of our Racine Police Department. He also instructs them in first-aid, and rules of the road. They are given written examinations on these subjects. The girls are chaperoned also by a Mrs. Walter Scheel, and they have lunch after their classes. They are being uniformed with blue skirts and sash, white blouses, blue jacket, arm band and overseas cap. The girls are very enthusiastic in their work, and I am sure will attract unusual attention among the citizens of Racine.

High School Members

Our high schools in Racine of late have been sending about three pupils from each school to attend our safety meetings, representing the student council. They are con-

ducting safety work in each school with material received from our meetings.

Letters to Traffic Violators

I would like to add one type of safety work we carry on regularly. That is, when a car is observed violating a traffic rule, we secure the license number and check on same as to the name and address of the owner of the vehicle with the license records. We mail the owner a printed form advising him of the traffic violation in a friendly way, asking his cooperation in the future. This printed form takes but a few minutes in marking the date, place and manner of violation. We often receive replies denying it was their car which made the violation. But, we have received more letters from persons thanking us for this reminder. As an illustration, a parent wrote to us stating that no doubt either their son or daughter was the one driving their car at the time of the violation, and they have talked to their son and daughter and agreed that there will be no further violations of traffic rules. At another time, a public service group was sent a letter. This letter was posted on the wall with a warning, "When you go to Racine, better drive carefully. . . ."

Industries

Racine is a heavy industrial city of about 70,000. To make sure that the message of off-the-job accident-prevention gets to the worker, full use is made of the bulletin boards. Posters, special holiday messages and clippings of accident stories call attention to the need for obeying traffic laws, not only to prevent accidents but to prevent loss of time from work. Copies of the state's safety magazine, *WISCONSIN TRAFFIC SAFETY*, are kept in a number of places convenient for workers to read during rest periods or lunch hour. Workers all have had experiences in driving that they like to talk about with others, and just seeing some bulletin or poster on traffic safety will serve to bring up a discussion on driving habits, jay-walking or highway hazards that need correction near one's home or on a worker's way to and from his job.

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Ways of Developing Special Promotion

By R. C. SALISBURY

Director, Safety Division, State Motor Vehicle Department, Madison, Wis.

Ordinarily, promotion is thought of in terms of public meetings, newspaper articles, talks before luncheon groups, putting up a poster, showing a film or giving a radio talk.

Any of these channels of publicity can be turned into special promotion by emphasis on a new slant or different appeal. Let's consider the newspaper first. We no longer need to sell editors on safety. They are sold. What they want is material presented accurately and interestingly for their readers. The usual story for the press is one which gives a statement on so many fatal accidents occurred, so many drivers' licenses revoked or a holiday plea for safe driving and walking. The press, however, can be utilized for special promotion by the following means:

1. *Half-page or full-page ads*, made possible through sponsorship by civic-minded firms and transport companies.

2. *Boxed inserts in advertising*, tying in sales with safety, such as bike booklet at sporting goods counter, safety rules in a folder with roller skates, purchase of bright colors for children's clothes, white lunch boxes, etc.

3. *Fatality score box*, printed once a week, once a month, or each time a death is added to the total for the year thus far.

4. *Score box on drunken drivers*, appearing with each new story of a drunken driving conviction in the local court.

5. *Slogans*, used as one-line or one-paragraph fillers throughout the paper.

6. *Quizzes*, on knowing local and state traffic regulations, safe driving practices, wartime hints on car care and operation.

Radio

Radio has proved an increasingly effective means of public education because it reaches into the home so directly. Besides the ordinary radio talk, this channel of promotion can be used for:

1. *Spot announcements or chain breaks*, getting across a single idea in a few words. It is advisable to make such an-

nouncements factual when possible, not just preachments.

2. *Dramatizations*, but they must be good.

3. *Sidewalk interviews*.

4. *Bicycle court broadcast*.

It is customary to sponsor a speakers' bureau in any worthwhile all-around safety program, thus providing capable persons to lecture before civic groups, luncheon clubs, school assemblies and conventions. Such meetings can arouse interest in accident-prevention, especially if the talks are really constructive and provide ideas and projects that will be acted upon. Special events, however, can be worked up as follows:

1. *A Statewide Congress of School Safety Patrols*. Such an event in Wisconsin has been held two successive years, each time attracting more than 1,000 delegates. Entertainment and instruction is provided. Sponsored by the Motor Vehicle Department in cooperation with safety patrol group sponsors from localities throughout the state.

2. *Encampment of Patrols*. Held annually at a lakeshore in Bayfield County, Wisconsin, for all patrol members of the county. Three or four days. Sponsored by county traffic department.

3. *Safety Patrol Dinners, Theater Programs, Picnics, Parties*, paid for by civic-minded merchants, police protective associations, parent-teacher groups, etc.

4. *A Magic Show*, for adults and/or children, can be built in part around theme of accident-prevention.

5. *Demonstrations*, such as driver clinic tests, brake testing.

6. *Parades*, either entirely or partly devoted to accident-prevention.

Exhibits

Exhibits at fairs, festivals, conventions and in stores, hotels and other public places can be made attractive and appealing. Merely setting aside a booth space with a few posters, a table of literature and some comfortable rest chairs provides a means of

acquainting the public with the department, group or committee working for safety in a community. But a more effective exhibit is one which allows participation of the public, such as testing devices for steering ability and brake reaction. At the conclusion of such tests, people like to compare their scores with the scores of others.

A department store, during September when children return to school, can easily feature school safety patrols and the back-to-school themes in window displays. If an entire window can be devoted to this purpose, fine; but if only a poster or a placard is placed in the window, even that will provide another means of getting across a safety message to people who pass by. An animated display, showing safety activities in pictures which rotate gradually or which are lighted up successively by electric controls, is another effective display method.

Small stickers with safety slogans will be used during the Christmas shopping season in Wisconsin. We expect to issue them to merchants for packages, cafe owners for menus and in our own departments they will be used for letters and envelopes. Postage meter stamps, in scores of appealing messages, have been used by state departments, civic groups and national organizations to promote safe driving, walking and bicycling. In Wisconsin the two most recent stamps used presented the following appeals, "Stop—Look—and Think" and "Do You Really Stop?"

This year in Wisconsin the Motor Vehicle Department, as part of its announced program to reverse the rising trend of accidents, offered without charge sidewalk stencils to any police department willing to accept and use the stencils. We spent about \$200 on this project, paying about one dollar apiece for 200 stencils. Four different messages were made available, "Watch Where You Walk," "Cross Safely," "Watch Your Step," and "Look Both Ways." With the last message the stencil also had two arrows, one pointing to the left and the other to the right. These stencils have been used in many Wisconsin communities, and we hope they will help keep the pedestrian death rate down.

Outdoor Advertising

Outdoor advertisers stress the fact that you should advertise where the people are—

outdoors. We have used billboards effectively in Wisconsin, purchasing poster sheets at cost and having them put up through the courtesy of the advertising companies themselves. One of the most effective outdoor displays ever used in Wisconsin was a huge electrically-lighted sign above a waterpower and light company in the Fox River Valley region, a picture of which is shown in the charts on display during this session.

Outdoor advertising in the form of bumper strips on motor vehicles, especially trucks, or in the form of messages painted on the sides of trucks, especially delivery trucks, also may be utilized by enterprising departments or companies. And of course, we all are familiar with the use of safety reminders for commercial operators.

People who ride the buses and street-cars always have time to examine the car card advertising. Through such means, a safety department or council can promote safer walking by pointing out that as soon as a person steps from the vehicle, he is no longer a passenger but a pedestrian. As a pedestrian, it is important that he wait at the curb until the way is clear, then cross the street safely.

Short films on safety for use in theaters and in classrooms or public meetings can be tied in with any program of safety. A picture frequently will do much more to educate people than a great many words. As the Chinese say, "A picture is worth a thousand words."

Contests can be good special promotion, but they must be well planned and well executed. Contests can be held among cities, counties, schools or chapters of an organization. They can cover an over-all safety program or be limited to accident reduction, development of safety slogans or posters or the writing of essays.

To protect workers in industrial plants, in Wisconsin we have inaugurated a program of publicity designed to help safety directors and plant foremen. A checklist of off-the-job delays at home and on the highway has proved very effective. Entitled *Five Troublemakers Can Make You Late*, this booklet has gone out by the thousands all over the state. Our total printing was 100,000. Periodically we issue a poster-size bulletin, *A Report to Industry*, giving latest accident facts and listing fatalities by occu-

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pations of the victims. Many companies have made extensive use, on their own accord, of payroll inserts, posters, news bulletins and other ideas to promote plant and off-the-job safety. The best way to reach the worker is through men and means directly associated with his place of work.

To reach the foreign-born population with a special message, we sometimes prepare a special story for foreign-language newspapers published in Wisconsin. These papers also are on our mailing list for all releases issued to weekly newspapers. Farm journals are on our list for this same service, and frequently we will write a story directly concerned with how traffic accidents are affecting the farmer.

In a month or two over 13,000 taverns in the state will be brought into our safety program through use of a series of posters to be displayed in places where people drink beer or liquors. This project is co-sponsored by the Motor Vehicle Department's Safety Division, the State Beverage Tax Division, the Tavern League of Wisconsin, the Distillers' Association and the Brewers' Association.

We have prepared for city police departments this fall a set of 12 public address system warnings to be used at football games—high school, college and professional—similar to those we have used effectively at University of Wisconsin games for several years past. Usually the warnings are broadcast at the end of the first half, urging that as the fans go home, drivers should show good sportsmanship at the wheel and pedestrians should avoid blocking traffic or doing the unexpected.

Discussion on Special Promotion

SGT. HARRY F. BERLIN, ILLINOIS STATE POLICE: The driving habits of people are greatly influenced by their attitude. Their attitude toward driving can be improved if they feel that safe driving is a moral and social obligation. Since the church is vitally concerned with moral and social obligations, it is a logical channel for safety education. Ministerial associations, individual clergymen and church groups are anxious to promote traffic safety in Illinois. Actual pulpit time has been made available to the Illinois State Police.

JOHN R. FADER, MANAGER, DELAWARE SAFETY COUNCIL: Delaware has conducted an extensive pedestrian campaign. In connection with it, auxiliary police were used to make a survey of pedestrian violations. Another program involved painting circles on the pavement to indicate accident locations. It has been found in Delaware that driver training programs which utilize police to give road instructions are not only of benefit to pupils but have much public relations value for the police.

DONALD M. McNEIL, TRAFFIC ENGINEER, PITTSBURGH, PA.: Pictures of vehicles which have been in traffic accidents were displayed in the City-County Buildings. This display met with the approval of the public and so many requests were received from groups wishing to borrow it that two more sets were made up. The use of so-called "gruesome" pictures is an effective means of adult traffic safety education and is actually showing people the "truth" about traffic accidents.

TUESDAY EVENING SESSION

October 3, 1944

Joint Session with Commercial Vehicle and Transit Sections and
School and College Division

Presiding: AMOS E. NEYHART, Administrative Head, Institute of Public Safety, Penn. State College, State College, Pa., and Road Training Consultant, American Automobile Association.

Driver Training**A Panel Discussion***Participants:*

Discussion Leader: AMOS E. NEYHART.

CAPT. T. N. BOATE, Penn. State Police, Harrisburg, Pa.

HAROLD R. DANFORD, Dir., Educational Div., National Conservation Bureau, New York City.

GORDON C. GRAHAM, Supvr., Safety Education Dept., Detroit Public Schools, Detroit, Mich.

IRA CATLIN, Safety Div., Wisconsin State Motor Vehicle Dept., Madison, Wis.

W. ROBERT SMITH, Insurance Mgr., Scott Bros., Inc., Philadelphia.

T. C. WICKER, Supt. of Transportation, New Orleans Public Service, Inc., New Orleans.

MR. GRAHAM: The driver training program in the city of Detroit rather descended upon us as the wolf upon the fold along about 1936 when we began our activities in driver education and did not include behind-the-wheel instruction at that time.

Our original course was given at a tenth grade level about which there may be some question because of age of the youngsters involved, but it seemed to fit into our program best at that time and was set up that way.

This program involved instruction in the customary things such as rules of the road, common causes of accidents, the mechanics of motor cars, and things of that kind. Following that there was an additional course that was placed in our high school civics classes at the twelfth grade level.

A few years later we endeavored to conduct our first experiment in behind-the-wheel instruction and we turned to the Lane Technical High School pattern in Chicago, in order to find something that

we felt would most satisfactorily meet our needs.

Very briefly that program of instruction, which is not as widespread as the AAA method, as far as general use is concerned, consists of having an actual training area or driving area which is laid out on the high school grounds.

We have six cars that are used by these students. The students operate these cars for the first time alone. They are the only person in the car. They have been given, of course, preliminary instruction to a considerable extent. They have at least finished the tenth grade traffic course that I spoke of, and in some cases the twelfth grade course, before entering this actual behind-the-wheel instruction.

Actually this plan is patterned somewhat after the old army procedure of teaching men to ride horses, in which they had a circular area with horses stationed all around the area and they were all directed to do the same thing at the same time. All mount their horses and go around the circle and go through various evolutions, one following the other.

That is about the way we start our drivers out in operating their cars. They operate the cars in low gear. When any one car stops all the cars stop.

The cars were first operated at the state fair grounds, later in one of our city parks, and now they are functioning on one of our school grounds adjacent to the school classroom in the building.

We hope that eventually we may be able to extend this form of instruction to all high schools in the city. That, of course, makes it a pretty expensive sort of thing and I imagine before too long in this pro-

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gram there will probably be some discussion along that line as to how this can be financed.

MR. CATLIN: It was about four years ago that we first became interested in the driver education program, due to the very bad driving record of the high school age group.

I am happy to say that at this time we have three hundred and seventeen high schools in the state of Wisconsin out of a total of four hundred and sixty-three that are engaged in the classroom phase of driver instruction.

I might say further that we are more interested in Wisconsin in attitude development than we are in the actual teaching of a person to drive an automobile. It may interest you to know that the program that we have, which is approved by the Department of Public Instruction, calls for a minimum of twenty classroom periods of instruction. However, today the average school in Wisconsin has increased the number of periods of classroom instruction to twenty-six.

We know that more periods would be desirable. However, let me stress this one point. We are more interested in developing the attitude, or helping to develop the attitude, of the present driver age group than we are in the actual teaching of them to drive an automobile.

However, we haven't forgotten that part of the thing either. In Wisconsin, we have what is known as the Home Supervisor Plan of driving instruction where the actual instruction is given by the parent or relative or friend, known as a home supervisor.

The reason we favor that particular plan is because we think there is real merit in it. There is a development of attitude in the school and development of attitude in the home. That is a desirable feature inasmuch as it brings the home and the school together.

We will admit that as far as the home supervision plan of driving instruction is concerned, it is still in an experimental stage. We certainly do not reach the large number of boys and girls of driving age that we would like to reach, but we feel that it is better to have a few well-trained and perhaps to have them as a model for others,

than to have a large number perhaps poorly trained.

CHAIRMAN NEYHART: We have a man here who has done as much, if not more, in training army drivers than anyone I know of. In fact, this man turns out army drivers at the rate of eight hundred per week, and I am going to ask Lieutenant Colonel John Mutte if he will tell us briefly how they are doing this job for the army.

LIEUTENANT COLONEL MUTTE: You might be interested to know something about Camp Lee. So far we have turned out fifty-four thousand drivers. Our sister camp at Fort Francis E. Warren has probably turned out at least a third of that quantity. That is just two of the army camps.

We have an eight weeks' course for our army-drivers. Of our eight weeks, we first have two weeks in our shops. The first week is on the chassis where the man goes all over it. He is taught the nomenclature of the whole chassis, including the points that he, as a driver, is permitted to lubricate.

The second week is on engines. There he tears down engines and rebuilds them. He is taught the use of hand tools that come with his vehicle, what they are for and how to use them as well as take care of them.

We do not teach drivers to be mechanics, but those two weeks pay dividends because later on when he is out on the highway alone and has trouble with his vehicle, he at least can identify where the trouble is. Then he can telephone in and the mechanic, unlike the old plumber, may bring the right tools and right parts to fix it without too many trips back to the camp.

The third week includes classroom instruction. He takes up rules of the road and elementary map reading so he can, at least, read a commercial map and interpret the conventional signs and symbols on it and prepare a little simple map. He is taught rope tying.

The fourth week, for the first time he comes in contact with an army vehicle. At the camp we have a driving area one thousand by six hundred yards. That is laid out in twelve circles; each circle has ten two-and-a-half-ton, six by six army trucks.

We put two men on the truck with two men observing and the instructor stands in the middle of the ring. That is our control

driving. Fortunately in beginning we took only men who could drive. They were familiar with a farm vehicle or passenger car and met the psychological and physical tests which we had preceding the training.

In addition to that, they have to take an I. Q. test and if they don't pass it, they don't drive. Some don't pass the test and we have to throw them out. We go along with the controlled driving and eliminate all men who aren't good drivers. If we find a good one, we immediately pick him out and have him act as assistant driver coach.

These men stay there four days, or until it is safe to go on the road in convoy. From there they advance to ordinary highway driving on primary and secondary roads. Then they go cross country. They are taught how to use the front-end drive and winch.

He has one day in the tire shop. The driver has to know how to take off the outside and inside tire, how to patch a tube with a hot patch or a cold patch, and how to install chains.

He must know how to lubricate his vehicle with the hand gun that comes with it. He is limited to things that he as a driver can lubricate. He is taught how to lubricate with a power gun under the supervision of a mechanic.

He has four blackout convoys during his training period of eight weeks. It may start the first night with ten miles; then fifteen; then thirty miles. We do that on blackouts and there is the usual highway traffic to contend with around our camp in Virginia. We don't pick out easy spots for them.

We push it right through and at the end of his eight weeks we feel that he meets all requirements. Now we have injected into our course this new Weasel that you have heard so much about. You have seen pictures of it. It is a full-track vehicle and is amphibious. We give him sixteen hours on that.

Any of you commercial fleet operators looking for good drivers should inquire first if he was trained at Camp Lee or Fort Warren. If he was and passed the eight weeks' course he has had good training.

I am not saying that a lot of other army camps haven't turned out expert drivers. They probably have, but those boys, at least, we can guarantee to be good drivers. Also,

for the benefit of the fleet operators, we take the cream of the crop and give them three weeks further instructions. During that period they get work on truck and tractor operation. They get a stiff course and can handle any truck, tractor, or van you have on your highway.

CHAIRMAN NEYHART: I wanted to have you hear from Colonel Mutte because he was a practical fleet operator before he ever went into the army. After visiting his setup at Camp Lee, we were certainly satisfied that he is doing a real job down there for the War Department.

We also have in the group Milton D. Kramer, who is assistant director of the Center for Safety Education of New York University. He will tell us briefly what the War Department is doing to try to meet the driver training need. He didn't know anything about this; neither did Colonel Mutte. I am calling on them out of a clear sky.

MR. KRAMER: I would like to tell you something about the pre-induction driver education program of the War Department.

Colonel Mutte has told you of the army's training program and that is very closely related to what is being done today in the high schools for the education of potential inductees.

When the war began, the army soon discovered a shortage of personnel with respect to the possession of specific skills for handling motor vehicles. A study was made and there was set up in the office of the Quartermaster General an advisory committee to explore the possibilities of making recommendations to the public schools for the training of beginning drivers.

This committee included representatives from the National Safety Council, the American Association of Motor Vehicle Administrators, the American Automobile Association, the National Educational Association, the National Conservation Bureau, and many other interested organizations.

Following study by committee members there was prepared a manual for the use of teachers in high schools. This manual was immediately made available to public schools from state educational departments, and state motor vehicle departments.

When the manual was available it was turned over to the schools with the follow-

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ing statement in mind: First, there existed and exists today this very evident fact, that one out of every four men in the army must handle some kind of motorized or mechanized equipment at one time or other.

Secondly, the army owns one motor vehicle for every seven men.

Thirdly, the inductees in the army were demonstrating a notably bad experience and knowledge with respect to the understanding and attitudes required for handling of motor vehicles; and

Finally, if the public schools of the nation could help the War Department by providing pre-induction fundamentals in motor vehicle operation they would be helping them in several other ways: First, they would be conserving the gains they had made in driver education before the war. Secondly, they would help meet an existing civilian shortage of mature vehicle operators; and, thirdly—and this is the most significant—they would lay the foundation or ground work for important postwar driver education.

In consequence the various state departments set up a series of teacher training institutes and there were held just this last summer some twenty of these institutes in various states from New York to California.

These institutes enrolled teachers and school administrators who spent three days at the state university and one of the three days was spent in a field trip to a nearby army post. We are very happy to say that as a result of this work initiated in the Quartermaster Corps and then carried through by the army at large through its pre-induction branch, there exist today some five thousand high schools in this country that are offering one or another kind of driver training course.

We can see from this work that inductees learn fundamentals that make them more amenable to army training and many of them learn things which they will be able to use as practical drivers in the postwar world to help cut down some of our accidents.

The War Department pre-induction program is broad in scope and I have time only to describe the driver education which grew from the very significant needs in operations today. It gives to the field at large, both the safety field and the field of general

education, a splendid opportunity for the development of good citizen drivers.

MR. WICKER: I am not going to try to tell you how we train our drivers. It is too big a job. I am going to tell you, however, that we have been training bus drivers and street car drivers. We have been in that business since we originally started, and we had to do a pretty fair job to stay in business. And some of us went out of business in spite of the fact we did all we could to train these people.

The way we see it now, the training problem is more important to us at this stage of the game than ever before. Nobody is kidding us about the people that are riding on the street cars and buses; they are not riding in them because they like the traction company. The WPB and all the other folks have something to do with that.

We are hauling people at the rate of twenty-two million a year. That is a lot of passengers. When you get jammed in a street car or bus remember that you are not kidding us when you ride with us. We are going to have to fight for business after the war is over and the only way we will be able to retain this extra riding we are getting now is to have good, competent, safe, efficient, polite—the last word is very essential—drivers.

I don't know much about your business—you truck operators—but I have a sneaking suspicion you are in the same boat. One thing we have found out, ladies and gentlemen, is that lots of people can drive a bus very well and can make more enemies than there are cows in Texas.

We are going to try to get the other kind. The Transit Association has two committees working today. They have been working since April. They have got Professor Clayton, of Carnegie Institute, and Mr. Kraft, of ATA, and a sizable committee of industrial members. They are what we consider to be the best brains in the industry, and, confidentially, I am not on either one of those committees.

They are working on two problems. Number one is selection. Nobody has mentioned selection and I am not going to make a speech on it, but it is one of my main enthusiasms. You can never make a race horse out of a mule, and there is no kidding yourself that you can.

The other committee is working on train-

ing. We believe that we are giving the best training that we know how and I think the training in the transit industry has definitely improved during the war. It had to do that because riding was heavier and the work harder than ever before and we have had to train people longer. In our case we increased the training time of our people at least twenty per cent in order to make a man or woman as capable as we thought he or she should be.

We now have three hundred women in our employ. We are pretty proud of them. A good many of them are driving buses and are doing all right. We used to think that a bus driver had to be a hairy-chested man, but there are some pretty girls pushing them around now.

We hope to be able to make selection of our people. I am going to put out the word in the transit industry about Army drivers. We are really going after some of those men after the war and you truck operators should consider those army drivers. If they are trained that well they should make wonderful bus drivers and truck drivers for us after the war.

I think that we will be stupid if we don't get a sizable group of them, and you truck operators, for your information, we transit people have been taking your drivers for a long time. They are the best ones we get. You must have a pretty good training program yourselves.

CHAIRMAN NEYHART: I believe there certainly must be some questions from those of you who are in the audience. Perhaps some of the things that have been said, or things that have not been said, are of interest to you and you would like to have more information.

MR. CATLIN: Someone has asked about credit for these courses. That depends entirely upon what the individual school wishes to do. We have some schools issuing a quarter credit. Some issue a half credit. There is nothing compulsory about it. It depends upon the individual school as to how much credit they care to give.

MISS MARY WYMAN (Louisville Public Schools, Louisville, Kentucky): What safeguards do you use to keep those people at home who are getting the behind-the-wheel training from getting bad attitudes?

MR. CATLIN: We have issued specific

instructions to the home supervisors, calling their attention to the fact that the youngsters that they are going to teach have had classroom instruction where an attempt has been made to develop the proper attitude and we have asked them to cooperate with them rather than discourage them. It seems that is about the least, and, at the same time, the most that we can do in connection with that.

CAPTAIN DAY (Iowa State Patrol, Des Moines, Iowa): I would like to ask Mr. Catlin who is responsible in the event any of these kids become involved in an accident while they are in the process of operating these cars during the period of training.

MR. CATLIN: It is the parents' responsibility or the home supervisors' responsibility. We have asked them to be sure, if possible, to see that their cars are insured so that there is a way that settlement can be made in case of an accident.

CAPTAIN DAY: If the car belonged to the school, who would be responsible in the event of personal injury or property damage?

MR. CATLIN: In Wisconsin the school has nothing to do with the auto. The auto is owned by whoever does the instruction—the parent or the home supervisor.

All of our driver training programs are known as the home supervision plan, where we furnish a set of ten lessons which are handed out by the school, one at a time, to the student who takes them home to the father or mother, or relative or friend who is going to do the instructing. We refer to that person as the home supervisor and those lessons are taught one at a time. We ask for a report back to the school at the completion of each individual lesson, showing the number of hours of instruction and the number of miles the car has been driven.

When those ten lessons are completed, we act upon the recommendation of the instructor at the school, plus the information that we get back relative to the number of hours driven, or, rather, the number of hours consumed and the number of miles driven. We then issue a certificate which is exchangeable for a driver's license.

Many of you may wonder why we feel that we can take the responsibility upon our shoulders of issuing a driver's license upon that kind of driver training. However, as

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you all know, the average youngster who is taught to drive is given very limited instruction, and generally by people who have nothing to follow whatsoever in teaching him to drive.

We feel that any boy or girl who has actually covered these ten successive steps in learning to drive is bound to be a far better driven than the average individual who possibly is taught how to start, steer and stop and from that time on is left on his own.

CHAIRMAN NEYHART: It has been our pleasure to work on the driver training program, using cars all over the nation, for about eight years. We have them fully insured. We recommend twenty-five or thirty or fifty thousand public liability; five thousand property damage; twenty-five dollar deductible collision; as well as fire, theft, tornado and other things to make it a comprehensive policy.

In our experience all over the nation we never had an unfortunate experience with these cars. These cars are all equipped with dual control, extra clutch and brake pedals for the teacher to use.

Another advantage in using the dual-control cars in teaching this way is that you can take them to little used streets, quiet streets off from the heavy traffic area for the first lessons.

I have talked this over with lawyers and they tell me that if an accident would happen, the protection would be good; that is, the insurance would protect the school members, the school board, the teacher and any driver who is back of the wheel operating the car at the time.

CAPT. BOATE: We have in Pennsylvania what we refer to as safe driver clinics. We have had in the city of Philadelphia a driver's clinic for seven or eight years and recently established one in Pittsburgh.

Our plan calls for the creation of a number of driver clinics over the state of Pennsylvania for these specific purposes of examining accident-prone operators (that is, people who have had a long record of accident participation or a long record of convictions for traffic law infractions) for the purpose of determining whether or not they have any physical deficiency that can be compensated for or whether or not they are

physically or mentally in such a condition as to make them socially irresponsible in the operation of a motor vehicle.

Then, if that is the case, we eliminate them. Now through the operation of these clinics, while they haven't achieved all things we have had in mind, we have been able to rehabilitate hundreds and hundreds of motor vehicle operators and place them back on the road as safe drivers where they had been before operating motor vehicles, maybe, with some visual deficiency, for example, which kept them continually being involved in accidents.

Or, possibly, they had the wrong attitude toward the operation of motor vehicles which was the reason for their running afoul of the law and being arrested and convicted for some traffic violation and demonstrated them to be unsafe.

CHAIRMAN NEYHART: We have several specific questions here that we would like to ask Mr. Danford. One is, "Why should the public schools be responsible for teaching traffic education and training courses in the high schools?"

Along with that is the question, "Why is the high school the most advantageous place to train drivers?"

MR. DANFORD: Statistics show us that three out of every five youngsters in a normal year will be driving a motor vehicle of some kind within a period of three years after they graduate from high school. If education is a state function, as it has been defined, and if the purpose of education is to teach these youngsters to live and to be worthwhile, useful citizens, then it certainly is the function of education to teach these youngsters how to live in this motor age.

Casualty statistics have been broken down to the point where the statistics have said that fifteen per cent of these motor vehicle casualties can be blamed upon faulty engineering. The engineer is trying to eliminate these hazards that take their toll of lives among operators and pedestrians. That leaves a total of eighty-five per cent of the casualties due directly to faulty driving; the personal breakdown; the physical breakdown. It is either physical or psychological, of course.

What has been done in the past regarding this eighty-five per cent? Very, very little

in the last few years, and thank goodness for people like Colonel John Mutte and the experience of the War Department, and especially the replacement training of the Quartermaster Branch.

They have taught us that much can be done in the training of safe, competent drivers, and courteous drivers, in a very short period of time. We can profit much by the experiences of these gentlemen.

If, as I said, the primary reason for public education in the United States is to train our youngsters to be worthwhile, competent, efficient, living citizens, then certainly it is the duty of the high schools to teach these youngsters how to live in a motor age.

CAPTAIN BOATE: At the end of the year when the accidents, fatalities, injuries and property losses are totalled up in my particular state and the people of that state begin to think of responsibility, I don't believe they think of school teachers.

I believe they think of police forces and they begin to wonder what the police are doing on the public streets and highways to prevent this terrific loss of life and property. Now that is why police all over the country have advocated for years that we teach the young people how to drive and walk safely.

That is why, as far back as twenty years ago, and I can remember it because I did it myself, we had police calling around to the little red school houses, giving short talks on safety, telling children how to cross the highways adjacent to the school buildings.

That is why police have been active over the years in organizing school patrols, and that is why we appear at schools today during recesses, when schools are being dismissed or taken up, to help to direct traffic and help to guide children, and to help the school boy patrol, so they can carry into school this message of safety.

In Pennsylvania we have gone farther than that. We send out two men in Pennsylvania fully equipped with motion picture equipment to show safety motion pictures and give brief talks or lectures on highway safety.

That is why we have even sent policemen to colleges. We are not trying to take the place of the educator. We are trying

to show the educator that he has a place along with the policeman in the teaching of driver training.

I think the whole idea of driver training is somewhat confused because, by and large, people don't understand what law enforcement means when we speak of law enforcement. When they think of law enforcement they think of arrest, they think of fines, they think of commitment to jail, and all that sort of thing.

Law enforcement, under our democratic form of government isn't that at all. Law enforcement is the voluntary obedience to laws on the part of the public. It is obedience to law as a voluntary achievement on the part of the public and we believe that is the real way, rather than going out and arresting people and subjecting them to fines, although that will always be a part of the picture.

We always have a small percentage of people that must be arrested and fined, but we believe that the main answer to it is through education; that we must get down and educate our people to look at laws and regulations as really the means of preventing the loss of life and property.

We say it is the educators' responsibility, while the policemen surely have a part in the picture and can add greatly to it in helping the educator.

CHAIRMAN NEYHART: We have in the group a practical fleet operator, who is interested in the safe operation and maintenance of motor vehicles.

This man can, perhaps, tell us how he sees this high school training program because he had a daughter graduate from one of the courses. J. W. Lord, Fleet Safety Engineer for the Atlantic Refining Company.

MR. LORD: I think the high school driver training program, where there has been an organized setup to do a training job, not only teaches the child a real skill but it teaches the child many other things.

It is one of the grandest character building things that can be introduced in high school. It teaches the child to meet other people on the road. It is a marvelous thing in that capacity. It is worth as much as learning the skill itself.

I think the actual learning of the skill can't be too carefully taught and I have

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been a disciple of those who believe there should be a trained teacher teach the child. I have ridden with too many people who have driven ten, fifteen or twenty years and the character of their driving, which they insist you mustn't criticize in any way, to me is appalling in the errors they make in driving.

I think we have to have organized training in order to get rid of those errors. I am all for high school training and for having the program conducted by trained teachers who have been carefully taught to really teach skill in driving.

There is a tremendous difference between skillful driving and the typical driver on the road today. The proof of that is in our rate of fatalities and accidents that are occurring everywhere. What is the use of people's saying they know how to drive and that we are a nation of skilled drivers in the face of the accidents that are occurring?

The truth of it is they are not skilled drivers, and that a measure of skill by the years as a driver is a very poor measuring stick. I have talked to many groups. We do not kid ourselves about the kind of golf we play, how we bowl, or anything of that sort. There is a very definite score. If you bowl a hundred and twenty you are not kidding yourself about being an expert. If it takes you a hundred and twenty strokes to get around a golf course you are a dub.

Yet that same guy who considers himself a dub on the golf course may be just as big a dub as a driver, even though he has been driving for ten years, and yet you make any comment about his driving he will say, "Listen, buddy, I have been driving for ten years. What can you tell me about driving?" Still, as a driver, he is no better than he is at playing golf.

MR. GRAHAM: I am glad to hear these remarks but, nevertheless, they are remarks that we have heard through the years. All this time people have been coming to us and saying, "You should teach driving education or driver training and you should teach safety education and teach fire prevention and all that sort of thing."

It is true that I am in the specialized field of safety education and I have a very sympathetic ear for these pleas that come to us, but all educators are not people that necessarily have quite a sympathetic atti-

tude toward safety education. In the final analysis you can only put so much water in a bottle and the professional educators are faced with the problem that if these things are going to be future curricula something has to go out and we, in safety education, are confronted with the problem of combatting, as it were, certain vested interests within the system who are teaching other subjects and have been for a good many years. We have a struggle facing us on that score.

I would like to ask some of these people, who tell us very blithely that we should teach this and that, what they are doing in their own communities to bring about a general awakening for community consciousness in doing this sort of thing?

How many truck operators, for example, have talked with boards of education and asked them whether or not they would put in courses of driver training? I wonder if they would assist them in looking over the entire problem and doing what they could to see that the necessary equipment was supplied?

This matter of driver training isn't something that can be paid for with a song. It costs money to give behind-the-wheel instruction. I come from a community which is primarily an industrial city. We teach machine shop in practically all of our high schools and likewise in our junior high schools and intermediate grades.

We have trade schools, we have technical high schools, where many things are taught as a result, largely, I think, of the pressure brought upon our Board of Education by the industries in our community.

I, therefore, think it is only proper that if you people feel that we should be doing a training job for drivers you should be vociferous about it and go to the people in your community and arouse the community to the need for this sort of thing, and see that some sort of demands are made and some sort of results are secured.

After all, boards of education bring these things into being—new courses of study, etc.—on the basis of public demand made within that community. I think there is a responsibility that rests with you people as well as with the schools. I don't think we should shoulder the full load of responsibility for not doing many of the things some of us would like to do.

DR. A. R. LAUER (Iowa State College, Ames, Iowa): I would like to agree with Mr. Wicker that you can't make a race horse out of a mule. In a similar way you can't make a teacher out of a lot of people and the mere fact that there are some people out of school who do an excellent job of teaching, does not mean that all of them are race horses. There are a lot of mules among them, too. I am not trying to reflect upon those many excellent teachers in industry who may not have a degree in education. I have two keys but I am not giving that as an argument.

In any case, I don't believe it is essential to dispense with persons who are offering driver training courses commercially, but I do think it is necessary for the law to control them somewhat in seeing that they are properly trained and that they have an examination just as pharmacists or others have to.

Don't you find in many cases that this is a case of the blind leading the blind when you send youngsters home to the parents to be taught?

I think it is a matter of controlling that by legislative enactment and perhaps having an examination for instructors. I have long advocated that if the schools can furnish those, the least the states and schools can do is provide some kind of standardized training course for instructors who may not have academic degrees, but who would be excellent teachers if they had the proper kind of instruction as to how to instruct others.

CHAIRMAN NEYHART: We have Dr. Vernon G. Shafer, head of training work in my college, with us.

DR. VERNON G. SHAFER: We license barbers but I still cut the hair of my two boys, for several reasons. First I think I can do as well as the barber can. Secondly, I save the money, and those are reasons enough.

We are going to teach youngsters how to drive automobiles because we have automobiles for them to drive and I am not so sure that we can immediately pass legislation to see to it that everybody who teaches anybody how to drive automobiles shall have to qualify by some kind of examination.

In answer to Dr. Lauer's suggestion, I think it would be a very good thing, but I

am afraid it would not be done right away. I rather like the Wisconsin idea in seeing what practical situation does exist and then setting up the sights for those things that we would like to see happen, and make them work insofar as possible.

There ought to be some people who spend all of their time, I suppose, to attain that ultimate goal, but in the meantime let us do the most practical thing that serves here and now while those who are specialists in their jobs are aiming at those far-off goals where we all hope we will arrive some day.

DOCTOR HOWARD DANFORD (Director of Safety Education, Madison Public Schools, Madison, Wisconsin): I would like to point out that all principals and all superintendents of schools are not agreed with us. If they were there would be far more high schools teaching driver education than there are today.

Now if they are not agreed with us, let us recognize that fact and let us find out why they aren't agreed, and find out how to persuade them to our points of view. Here some questions arise and some of them are not too easy to answer in giving evidence that a classroom or academic training can change attitudes and change the behavior of youngsters as drivers.

If you were teaching swimming by academic instruction in the classroom and never took them into the pool, to what extent would your teaching of swimming be successful?

Second, what evidence can you present that will prove beyond a shadow of a doubt that driver education does reduce accidents?

Third, what would you eliminate from the curriculum? Would you eliminate Latin? Tell that to the Latin teacher. What would you eliminate in order to put in driver education?

Fourth, aren't there some responsibilities that parents carry? Should the school take over the entire responsibility for the education of the child? Why shouldn't the parents teach their own kids how to drive?

Finally, this isn't the question they ask, but the question I ask: how can we persuade these principals and superintendents to our point of view?

I would like to say in self defense that those four questions raised are not my questions or my criticisms. They are the

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questions and criticisms of principals and superintendents.

MISS WYMAN: I would like to add to that, where are we going to get the money? My good friend, Gordon Graham, says to exert pressure upon the school board. I want to beg you to see that they get the money to do it with.

CHAIRMAN NEYHART: I would like to have Mr. Smith on the panel here tell us something about training truck drivers.

MR. W. ROBERT SMITH: In the trucking field, we are most interested in safe driving, because of the effect upon our earnings. We have, I hasten to say, the same general desire to save the life and property of our fellowmen that all those not in the trucking field have, but we have the additional desire to run at low expense and therefore we are most interested in seeing that our drivers drive and drive well.

I am much concerned about teaching of drivers in the schools to the extent of being certain that we spend a good bit of time on attitudes and, from the standpoint of commercial truck operators, I think we could start that very much earlier in their school life than at the grade level they start now.

I think we all realize how much we can influence very young children in safety and self-preservation because if we start them out with that consciousness they will continue to think of it when they are adults.

In the commercial field very few of our drivers have college degrees. Very few even get into high school, so your high school driver program has very little effect upon our industry. Most of our men have learned to drive vehicles by trial and error methods and have become quite proficient, quite skillful, but we still have a terrific accident problem.

It is almost an axiom that some of the best drivers have the worst accidents. I can cite one example. We have a driver hauling hatch covers for cruisers for us a distance of five hundred miles. These hatch covers are nineteen feet wide and forty feet long.

On one of these stretches he takes these trailers with hatch covers on a highway where he has a one foot clearance. He is a marvelous driver but occasionally where he is not thinking he can have a terrible accident.

I just leave that thought with you edu-

cators. I am thinking of my own children and the children of all of us. I hope we spend more time and more money and more activity on the safety attitudes as we go back to our own problems.

DOCTOR LAUER: I hesitate to leave this issue I raised a moment ago suspended in mid-air, as it was. I think that Doctor Shafer misunderstood my point. It is very serious because we have a number of committees that are working and who would have recognition through the Conservation Bureau, American Automobile Association and others in which we could give certain persons authority as instructors.

I think industry would agree to that a hundred per cent. They certainly have qualified instructors for certain specific jobs such as tool makers and what not. I think it has possibilities if we get into it.

MR. MATTHEWS (Gary, Indiana): If truck driving is such an important vocation, I don't see why you can't, in your locality, utilize the Smith-Hughes educational funds in putting on courses for your local truck drivers.

There are ways of getting around this college degree for teaching in this field. I might say there is a bill that will be considered after the election, I believe, where they are asking for ninety-seven million dollars more to buttress the Smith-Hughes fund.

I am surprised that your organization has not gone after some of that money.

MR. SMITH: I deliberately avoided saying anything about a commercial training program because I didn't want to be put in an awkward position. However, I think the bus operators have led the field in teaching safety. I send that out without fear of being challenged.

Now we have, through the Neyhart service, developed fleet supervisory training courses for the purpose of selecting, testing, training, re-testing and re-training drivers both in the pre-employment period and all during their employment years in motor vehicle operation courses.

Those courses have been offered in Penn State, Northwestern, Georgia Tech, and University of Washington, and I think U. C. L.A. will offer one. Moreover, the safety councils are organizing in various cities. Here in Chicago the operators of the

Greater Chicago Safety Council and other organizations are developing a testing field for the very purpose of testing all commercial drivers for employment, and after an accident they have a re-testing.

I just sensed that you all knew that and knew that we were doing a lot along those lines. I did want to have the opportunity to say to you educators that when you do teach our children, as I trust you will come to do, the skillful operation of vehicles, you won't forget the safety attitude.

We must get away from this idea of teaching the children how to get out of a crisis after they get in. For too many children, all motor vehicle training has meant is that if they go into a skid at fifty miles an hour or take a curve at seventy miles an hour they put one foot on the gas and the other on the brake and they go around the curve without going over.

SERGEANT SAPP (Camp Roberts, California): In order that Mr. Danford won't get away without having his questions defined I would like to attempt to answer one of them; as to whether or not there is room in the curriculum for safety education? My response to that is, why live in the glories of the past if the kids aren't going to be able to use them?

MR. GORDON GRAHAM: How many school boards has he told that to?

MR. CATLIN: In answer to one of the questions that Mr. Danford had, relative to proving the value of driver education, I know that there have been numerous small studies made in various localities throughout the United States to prove whether or not driver education did really produce results.

However, in the state of Wisconsin, we have the record of between fifteen and twenty thousand boys and girls who have completed the classroom work in driver education and that is just waiting there for somebody to tabulate the information to find out whether or not it is a good idea.

We have gone a long way in checking this information. I won't say, because I don't know definitely, how many hundreds, but to date we have not found one single one of them that have been involved in an accident, so there is an opportunity for somebody, or for some educational institution that cares to make a real study of the situation, to take our records.

I am sure the state will be awfully glad to do it to very definitely prove that classroom instruction in driver education does produce results.

WEDNESDAY MORNING SESSION

October 4, 1944

Group Session for City and State Police

Present Day Traffic Police Problems

A Panel Discussion

Presiding: COLONEL CHARLES H. SCHOEFFEL, Superintendent, New Jersey State Police, Trenton, N. J.

Participants:

TRAINING—PAUL W. HAVILAND, Supt., Delaware State Police, Wilmington, Del.

PERSONNEL—THOMAS JAYCOX, Chief of Police, Wichita, Kans.

ENFORCEMENT—B. R. CALDWELL, Deputy Chief of Police, Los Angeles, Calif.

PUBLIC EDUCATION—CLIFFORD F. BEEKER, Chief of Police, Indianapolis, Ind.

EQUIPMENT—COL. GEORGE MINGLE, Superintendent, Ohio State Highway Patrol, Columbus, Ohio.

SUPT. HAVILAND: Most Police Departments today recognize the need for organized training programs and adequate training facilities. Chiefs of Police as well as rank and file officers are convinced that organized training offers a solution to many of their problems and that such training is

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necessary to raise the standards of the police profession and provide the public with more effective police performance.

Had it not been for the current war, police training would have advanced more rapidly during the past three years and more and better facilities would be available to all police departments today. Because of existing conditions many of the more progressive departments which had well organized training programs in operation, have been forced to suspend, curtail or revise them.

In many departments recruit training has been suspended or revised because personnel replacements have been unobtainable or available in such small numbers that it was felt the recruit courses should be shortened. In-service programs too have been revised and curtailed in many departments because existing personnel could not be spared from other duties long enough to complete refresher courses of the same scope and length as those before the war.

A brief outline of the in-service training program of the Delaware State Police and mention of the changes we have been forced to make is, I believe, typical of many departments.

In 1940 we set up a re-training program for the entire personnel which continued in operation until the early part of this year when we were forced to revise it for the reasons already mentioned. Known as the "Incentive" program it proved successful in its original form until it was discontinued.

The first phase of this program consisted of sixty correspondence lessons and questions on various police subjects. All subjects were grouped under four headings: Traffic, Criminal Investigation, Criminal Identification and Firearms. The lessons and questions were sent periodically to the officers in the field who completed them and returned them to Headquarters for grading. When a passing grade had been made in each lesson, more lessons were sent to the officer until all sixty had been completed.

This phase of the program consumed about five months' time and was followed by classroom instruction. Experience with it proved that correspondence lessons appreciably cut down classroom time needed to cover a subject. Students grasped meanings and explanations more quickly than they

would have, had they started "cold" in the classroom. Each student was given three weeks of classroom training in the same subjects grouped under the same general headings in which correspondence lessons had previously been completed. At the end of each course students passing the examination were awarded extra compensation, hence the name "Incentive."

The firearms course deviated from the other courses in that range instruction and practice replaced classroom instructions. The final examination consisted of actual scores made on the hip-shooting and practical pistol courses. Qualifying scores entitled the officer to receive special compensation.

Requalification was required each year in each course for which the officer was receiving compensation. Failure to maintain a high performance standard for each activity through the entire year resulted in compensation being withdrawn for that particular course.

At the end of the first year, with this program a decided improvement was noted in quality of the work of all officers who had qualified under the plan. The following year, with the outbreak of the war, in-service training had to be concentrated on civilian defense and internal security and as a result the regular "incentive" program was shortened to classroom instruction of one week. It continued on this basis until the early part of this year when the manpower situation became so acute, with duties correspondingly increased, that it was deemed no longer feasible to take officers off the road for that length of time. However, it was found practical to continue to re-qualify all officers in firearms training each month during Spring and Summer.

In order to provide the men with some type of in-service training and at the same time not take them away from their duties except for short periods, we have substituted a "Conference" plan until such time as normal conditions return. It is designed to provide the members with brief review materials and acquaint them with new procedures and techniques.

One day quarterly conferences are held for each Troop in the State with all members in the area attending. Headquarter's Staff officers present new developments in each line of activity, point out mistakes

being made in the field and explain proper procedures. Lectures are supported by films and other visual aids. At the end of each Conference an examination based on correspondence lessons previously released are given all personnel.

The "Conference" plan of in-service training was not devised or intended to permanently supplant the "Incentive" plan in our organization. Our post-war plans provide for in-service training on the same basis as before the war, with, perhaps some revisions.

Speaking generally, all types of police training should show expansion and improvement during the post-war period. All police officials realize that further professionalizing the police service lies in developing police training. Many departments have taken advantage of the present situation by training instructors and securing information on police training in order to put organized training programs into effect at the close of the war. While training has a long way to go before it functions to the height of its potential efficiency, all departments should take heart in the rapid progress it has made in recent years and lay plans now for the future.

CHIEF JAYCOX: In 1935, a Police Training program was established in the Wichita Police Department in cooperation with the University of Wichita. This program became known more or less throughout the Nation as Wichita's "Police Cadet Training" and provided ready correlation of the principles and theories of Police practices with practical application in the performance of police duties.

Cadets were young men of 21 years of age, who, having completed two years of college work, and having satisfactorily passed the rigid entrance requirements, were appointed to half-time active service, and paid one-half the prevailing wage of patrolmen. Upon appointment, the cadet entered an intensive period of recruit training and following this was assigned to beat duty in the uniform division under the supervision of experienced superior officers.

These officers were required to attend classes at the University of Wichita for not less than 12 hours per semester. Instruction consisted of: Police Practices; Traffic Regulations; Identification Proce-

dures; Criminal Law; Criminal Evidence; Criminal Investigation; Police Organization and Administration. Police Science Certificates were awarded to those students who satisfactorily completed the following:

- (1) Passing the prescribed courses with credit.
- (2) Meeting requirements for an A.B. Degree.
- (3) Performing with merit the duties of cadet officers.

Vacancies in the Department were filled, in the main, by cadets. The quality of men thus recruited was excellent, and with few minor exceptions, this plan worked to the advantage of all concerned. War circumstances, however, necessitated the suspension of this plan and the classes at the University for the duration. Included in the curriculum at the University was the conventional "ROTC" course and most of the officers recruited through the cadet system were commissioned as second lieutenants in the Army Reserve.

At the outbreak of present hostilities, these men were immediately called into the Army. In order to maintain adequate personnel strength in the Department it became necessary to lower requirements on educational and physical qualifications. Age limits were liberalized.

Later the "War-Service" Appointment was introduced. Under this system, appointments to the Police Department are made for the duration of the War and six months thereafter, after which time appointees may be released without cause. This plan enables us to maintain the required number of officers, hold the jobs open for returning veterans who were members of our Department, and protect both, the Police Pension and the Police Benefit programs. Men employed under War-Service Appointments understand the provisions of these appointments and it is functioning quite well.

Certainly, the cessation of hostilities will not automatically re-man our Department. Many men who have been hired on a War-Service basis, and who have made the necessary progress, will be retained. Those who fail to measure up will be released. Thus, all Appointees since the discontinuance of the Cadet Program have a definite incentive to strive for improvement in order

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to insure their position in the Post-War Period.

DEPUTY CHIEF CALDWELL: The problem of traffic law enforcement is and has long been complicated by individual antagonism to any form of control. Motor vehicle operators and pedestrians readily agree that regulations are necessary but invariably feel that enforcement of such regulations should be directed at others.

The public is reluctant to recognize traffic violations as immoral acts. For too long a certain percentage of violators have looked upon motor vehicle laws as petty infringements upon the rights of individuals. A few persons have considered it "smart" to ignore efforts to safeguard and facilitate motor vehicle traffic. The public generally fails to recognize the serious consequences possible from motor vehicle violations. There seems to be a general lack of appreciation of the fact that most motor vehicle accidents include violations among the contributing factors. Investigations of many accidents by trained police personnel have disclosed at least one violation in practically every accident.

A lack of uniformity in enforcement policies and procedures has bred resistance to enforcement measures.

The problems of enforcement have always been complicated by indifference, self-interest and laziness on the part of drivers. The war has given drivers an opportunity to capitalize on these items. The driver who is taken to task for operating faulty equipment stresses his importance in the war production program, emphasizes the difficulty of securing parts and repairs and then points out that the paramount issue is winning the war. The importance of getting to work on time is offered as an excuse for speeding or reckless driving.

Despite much talk about tremendous reductions in traffic volumes, most major streets are still carrying a heavy traffic load. There have been pronounced shifts in the distribution of traffic volumes.

Reductions have been made in police ranks also and police equipment has been difficult to secure. Many police officers are serving with the armed forces. Personnel remaining with the department are carrying many additional burdens.

Additional war responsibilities imposed

on police departments have resulted in many places in shifting traffic men to other duties. Traffic has become a step-child with officers assigned to this important duty only when they can be spared from other assignments.

Educational efforts for traffic safety have been overshadowed by civilian defense instruction and war news.

New communities have sprung up overnight; old communities had had great increases in population. Drivers and pedestrians unfamiliar with the new territories are contributing to the problems of traffic control and accident prevention. Pedestrian injuries and deaths continue to account for a large percentage of the total traffic accidents reported.

War news and reports of war casualties fill the newspaper headlines. With many things vying for public interest, traffic safety has become a neglected topic. Nevertheless, the traffic problem remains a serious one which demands attention. Traffic accidents continue to exact a too heavy toll of injuries and deaths.

The solution to these problems lies in the proper dissemination of accident facts, in the leadership of safety groups, and in a positive enforcement program which is uniform in both policy and execution. The public must be made to appreciate the serious consequences of traffic violations. Drivers and pedestrians must be shown the need for regulation and the reasons for specific enforcement measures. Methods of enforcement must be reasonable and must be based upon needs in order to obtain the necessary public acceptance of enforcement measures and support for the traffic safety program. Two requirements for obtaining this are the use of uniform enforcement policies and the uniform application of enforcement by officers on the street.

CHIEF BEEKER: The public generally is unaware of the seriousness of traffic accidents in their effects upon the lives of individuals. An enormous task in public education is necessary to awaken public consciousness to the potential value of adequate traffic management.

Facts concerning the traffic accident situation in his community must be brought to the attention of the individual resident. Emphasis must be placed upon the tremendous cost in deaths, injuries, and prop-

erty damage to himself, his family, his friends and neighbors.

Monthly summaries of traffic accidents compiled by police departments provide many opportunities for stories, including figures on the number of accidents, types of accidents, ages of persons involved, causes and circumstances contributing to the accidents, and others. Comparisons of traffic losses with crime losses are effective.

Sound traffic law enforcement is an effective educational medium. Reasonable enforcement policies administered uniformly and impartially by officers builds public acceptance and public support for the police traffic program. Each enforcement contact properly handled is effective in deterring other operators from committing violations and in demonstrating to them the seriousness of failing to observe necessary safety regulations.

Excellent cooperation and support for the traffic safety program is available to the police through the press and radio. Additional effective contacts may be made by assigning trained officers to speak to civic groups, clubs, schools, and other meetings.

Posters afford an effective medium of education. Distribution in downtown department stores, barber shops, local neighborhood locations, such as grocery stores, meat markets, etc., brings safety messages to the general public. Posters are particularly suited for seasonal hazards and for use in taverns to warn against driving while under influence of intoxicants.

Officers assigned to intersection duty can contribute much to the education of pedestrians and motorist. The attitude of the policeman towards his job in such important spots is reflected in the attitude of the persons who observe him at work. The police officer assigned to intersection control who winks at violations instead of correcting them is not doing an effective job.

The same is true of an officer assigned to motorized patrol. He must demonstrate to the public that he is a conscientious public official representing an efficient department which is serious in its intention to carry out the fundamental police duty of preserving life and property. When citizens are convinced of this, they become as anxious to prevent violations and their consequences as is the conscientious policeman.

Education alone will not bring an end to our traffic accident problem. Effective educational measures can contribute measurably to the solving of these problems if carried on constantly as a part of an all-round traffic control and accident prevention program.

COL. MINGLE: Despite all of the stories circulated about the difficulty of securing adequate police equipment, the Ohio Highway Patrol has found that most equipment is available. True, more shopping is required to find the items needed, and in some cases it has become necessary to make substitutions. For example, the limitations on leather goods has apparently affected the output of leather boots, and we have been forced to substitute shoes and puttees for the boots which were normally a part of our uniform. It is true, also, that a longer time, much longer in fact, is required to obtain the needed equipment. Consequently, we have had to ascertain our probable needs more in advance than was necessary before the war.

On the other hand, the conservation of equipment necessitated by war shortages has taught many good lessons. Especially valuable has been the expert advice on obtaining additional miles from rubber tires. The quest for methods of obtaining the best results from new synthetic tires has emphasized attention to maintenance of motor vehicle equipment and has taught all of us ways by which we can make such equipment last longer. Cooperation with OPA and WPB has led to an interchange of information which has been extremely helpful.

In order to derive greatest benefits from the information obtained from these various sources, and to distribute such information to officers in the field, a three-day school was held for the supervisory officers of our department. There they were taught about methods in using and servicing equipment which add to the life of such equipment. This information was passed on to all field officers, and an adequate program of equipment inspection was undertaken by the supervisory officers.

The results of this have been most gratifying. Longer service than was ever before felt possible has been obtained from equipment. For example, 60,000 miles from a patrol vehicle was once considered a fair life for that vehicle. Now we are getting

from 90,000 to 100,000 miles from the same type of vehicle and at reasonable cost.

The same type of program has been carried on to increase the life of uniform equipment. Acquiring the services of a tailor as a member of the department has helped to extend the usefulness of uniforms.

The police manpower shortage created by the war has been partially offset by the installation of some additional equipment. Two-way radio installations have added to the efficiency of the individual officer by providing the rapid communication system to and from patrol vehicles which is so essential in rural police work.

Certainly, I agree that equipment problems have been intensified during this war period, but I am certain that the knowledge gained through our efforts to meet these problems will add to the efficient operation of police departments in the years to come.

Discussion Led by Col. Schoeffel

Q. How many departments send materials regularly to radio stations for broadcast purposes?

A. COL. EDWARD J. HICKEY, Commissioner, Connecticut State Police: "In Connecticut, local departments clear messages through the State Police, who pass them on to commercial radio stations. These are mostly missing persons notices, etc."

COL. SCHOEFFEL: "Large stations will take only news of general public interest—important information."

LT. ROLAND J. SCHUMACHER, St. Louis: "St. Louis radio stations cooperate well with the police in safety education. They broadcast a 15 minute program once each week. The large stations use prepared programs and spot-announcements regularly."

Q. What other means have we of reaching people in addition to the press, radio and posters?

A. CAPT. LAURENCE LYON, Michigan State Police: "Pay envelope inserts and similar inserts in state mailings, prepared by the Michigan State Safety Commission, are used regularly."

CAPT. M. L. MITTLER, Louisville, Ky.: "Safety messages are rubber-

stamped on all utility bills in our city."

CHIEF JAYCOX: "Movie trailers are effective. We use a series of 35 mm. trailers produced by a commercial company and a 16 mm. sound film on traffic which runs 30 minutes. The trailers shown in the movie houses follow the news film, run for one minute and are used for a week in each theater and cover an 18 week circuit. The script and actors for the films are furnished by the Wichita Police Dept. It costs the department from \$5 to \$6 a week. Numerous radio spot-announcements and frequent 15 minute programs are of help in reaching the people in surrounding rural areas."

Q. What use do departments make of accident facts received from other departments?

A. COL. SCHOEFFEL: "Accident facts are compiled in New Jersey by the Traffic Engineer and are available to police for their use in planning enforcement and educational programs."

COL. HICKEY: "Statistics are exchanged between the motor vehicle department and the state police. Local departments and state police cooperate in an enforcement program."

CAPT. MITTLER: "Louisville exchanges data with other cities of about the same size and passes on and receives from them information on workable methods of coping with specific problems."

COL. C. M. WILHELM, Commissioner, Pennsylvania State Police: "Pennsylvania uses the records of other states for comparison. We find the releases from national associations very helpful."

Q. What revisions are contemplated in Delaware's incentive training plan, and what percentage of your members complete these courses?

A. SUPERINTENDENT HAVILAND: "Time devoted to fingerprint identification will be reduced and the extra time used in the course on criminal investigation. Manuals are to be revised. Ninety per cent of the department members completed all four phases of the plan. The 10 per cent who failed to qualify

will be eligible to try again after six months. Personal rating systems and activity reports are used in conjunction with the incentive plan and supplement each other."

Q. What success have departments had with marking the scenes of fatal accidents by signs, crosses, flags, etc.?

A. COL. SCHOEFFEL: "Signs in New Jersey are used only to show the number of deaths in the state, not at accident locations."

COL. MINGLE: "Such signs were used for a while in Ohio, but they were discontinued after an adverse reaction was experienced."

CAPT. PAUL PRICE, Dayton, Ohio: "The experience with using such markers in Dayton indicated an unfavorable reaction by the public."

Q. How frequently do police departments hold press conferences?

A. COL. WILHELM: "We do not have conferences on a regular schedule. Releases are sent to newspapers at regular intervals; conferences are called when circumstances and events justify them."

CAPT. MITTLER: "Louisville department issues a monthly statement of violations causing fatal, personal injury and property damage accidents. These are published regularly by all newspapers."

COL. SCHOEFFEL: "We issue a regular release of accident facts."

Q. How are funds secured for necessary police equipment?

A. COL. MINGLE: "Our additional radio equipment was purchased from the unused portion of money appropriated for salaries. This was available because of the drain upon our personnel to the armed forces. For other equipment the legislature has been very considerate of our requests. We believe this is due to three things: 1) a careful estimate of our needs; 2) a careful explanation of why such equipment is necessary, and 3) a close working relationship with the lawmakers which promoted an understanding of our problems."

Q. What is the amount of extra compen-

sation awarded under the Delaware Incentive Training Plan?

A. SUPT. HAVILAND: "The total amount awarded for completion of the four courses is \$20.00. This is figured on the basis of \$10.00 for the first course, which is restricted to the subject of the officer's primary regular assignment; \$5.00 for the second course, \$3.00 for the third course, and \$2.00 for the last subject. This provides considerably more incentive for improving their work than would a blanket salary increase."

Q. Have departments generally found it desirable to relax discipline during the war period?

A. DEPUTY CHIEF CALDWELL: "A slight temporary relaxation of disciplinary measures because of employment of temporary personnel replacements and less intensive training has been found necessary."

COL. SCHOEFFEL: "We have found that increased burdens imposed by the war and fewer men to do the job have indicated that some relaxation of discipline is desirable."

CHIEF JAYCOX: "Temporary personnel recruited under a less rigid selection system has made it necessary to revise our thinking on this subject."

Q. What has been the experience of departments using personnel evaluation programs?

A. DEPUTY CHIEF CALDWELL: "We have attempted for administrative purposes to evaluate our police employees. Formerly we used an examination and interview by an outside agency, but this proved unsatisfactory. We have substituted a board of five supervisory officers. This is still in the experimental stage, but has been well accepted by the men, and the results to date are promising."

COL. MINGLE: "Ohio uses a similar system. Thirty-one factors are considered, and each man is rated by his two immediate supervisory officers. Low grades call for further study of the individual. The system works, the men like it, and accept the evaluation as fair. It is useful in promotions. Ratings are

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made regularly every three months. We have found it necessary to train the supervisory officers in the use of the grading system in order to obtain uniform results."

CAPT. MITTLER: "Louisville uses a

similar system, except that the grading is done by the Captain with assistance from the Sergeant. The plan was developed jointly by the Civil Service Commission and the Department, and a pamphlet is available concerning it."

WEDNESDAY MORNING SESSION

October 4, 1944

Group Session for Traffic Court Judges and Prosecutors

Presiding: CHARLES S. RHYNE, Exec. Dir., National Institute of Municipal Law Officers, Washington, D. C., and National Chairman, Junior Bar Conference of the American Bar Assn.

Improving Traffic Courts

A Panel Discussion

Panel Leader: CHARLES S. RHYNE, Executive Director, National Institute of Municipal Law Officers, Washington, D. C., and National Chairman, Junior Bar Conference of the American Bar Association.

Panel Members: JUDGE LOUIS E. COASH, Municipal Court, Lansing, Michigan.

JUDGE JOHN GUTKNECHT, Municipal Court, Chicago, Illinois.

JUDGE RUVIAN D. HENDRICK, City Court, Shreveport, Louisiana.

JUDGE J. J. QUILLIN, Municipal Court, Portland, Oregon.

COL. WILL ZURBUCKEN, Superintendent, Kansas Highway Patrol, Topeka, Kans.

JUDGE GUTKNECHT: Public consciousness for the need for improving traffic safety must be aroused. There is laxness towards safety by public officials, by newspapers and by the public. For many years lawyers in their smugness allowed the very great and pressing problems of traffic safety to go unnoticed by them. At last, as a result of this great national program for improving traffic courts, lawyers are now becoming aroused and are beginning to take a little interest in improving traffic courts.

The great masses of people favor the proper administration of traffic laws. A majority of people are not traffic violators and wish to see traffic violators punished and properly punished for infractions of traffic laws as a measure of improving public safety. Because of favoritism in one department or another many traffic vio-

lators never receive punishment. There is little opportunity to do much in this field until the public and the newspapers are aroused and actively take part in a campaign to improve traffic safety.

JUDGE QUILLIN: The physical appearance of the court rooms should be improved. It is necessary that the public be impressed with the judicial looks of the court room.

A traffic board is very helpful. This generally consists of blocks of linoleum upon which street intersections are drawn and is used with toy cars, buses and street cars of appropriate size, so that these various objects can be used to illustrate the actual conditions at the time of the accident or the violation. Such a traffic board helps persons who are very timid and who might not otherwise be able to tell their full stories or present to the judge a very clear picture of what actually happened.

A question in my city has arisen as to whether an officer must show his qualifications to tell speed before he can testify as an expert as to the speed of a vehicle. This relates primarily to speeding cases. I believe that an officer must clearly show that he knows how to clock speeders before he should be permitted to testify in a speeding violation.

Chemical tests for intoxication are being

used in Portland courts. In Oregon blood tests are permitted by statute, and this goes a long way toward eliminating guess work and opinion evidence in cases of this type.

By reason of the segregation of traffic court cases from other police cases the traffic judge is able to devote considerably more time to the disposition of traffic cases. Traffic cases are not rushed through and the court can devote a sufficient amount of time to come to a judicial conclusion and obtain substantial justice. As a result of this new method and practice, jury trials, which were always requested previously in cases where the judge was rushed and had not adequate time to consider the testimony, have now been virtually eliminated and the judge is always asked to try the case without a jury because he has adequate time to consider the facts.

Discussion

There was some discussion as to whether or not a person had to qualify before giving his opinion with regard to speed. It seemed to be the general feeling that any person, officer or civilian, could qualify himself to judge speed where speed is a factor, but in cases not involving a charge of speeding. In such cases if an officer or civilian properly qualifies himself he is able to testify as to the speed of a car. However, in speeding cases it seems proper to follow the judge's rule and allow no officer to testify unless he can show that he knows how to test speed.

JUDGE COASH: Traffic accidents in Lansing have been reduced. Newspapers and the radio participated in the campaign to reduce deaths from traffic accidents and the campaign was very successful. Accident and death rates have fallen off considerably. The city has a uniform arrest ticket printed in quadruplicate. These tickets are numbered and all are accounted for in a permanent record, so there is no opportunity for a ticket to be lost or destroyed once it is issued. All tickets for moving traffic law violations go to the judge. A complaint is made up and signed by the arresting officer and by the judge. There is a written report made on every accident. An ordinance has done away with the "fix" by imposing severe penalties for anyone fixing or attempting to fix a traffic ticket. Traffic cases

are all set for one day in the week so that they are segregated from other cases.

A permanent record is kept of all cases. If, upon a decision of the judge, the regular fine is reduced, the reason for reducing the fine is noted on the permanent record. The names of convicted law violators are published in the newspaper and everyone's name is published regardless of his rank or station. Even the officers of the newspapers themselves can't have their names suppressed.

JUDGE HENDRICK: All traffic cases should be segregated and assigned to definite times. Qualifications of the judge must be recognized as the main factor in improving courts handling traffic cases. Every judge sitting in judgment on a violation of the law should be a lawyer and should know the traffic law. In addition, traffic judges need a broad specialized knowledge of accident prevention measures and the fundamentals of traffic control. There should be more than a speaking acquaintance with the fundamentals of traffic engineering, various aids to traffic law enforcement, and the principles of traffic safety education.

The court should have an atmosphere to command the respect of persons appearing before it. The justice of the peace in the trial of traffic cases should be eliminated as being a system which has been entirely outgrown in this day and age. The percentage of really competent and qualified justices of the peace who are not lawyers is extremely small. These better qualified justices should of course be absorbed in a better court system.

Adequate penalties are important. If the court is consistent and establishes a reputation for treating everyone alike, even though the penalty or sentence imposed may be severe—he will have the support of the public. For years my court has imposed a minimum fine of \$100 and thirty days in jail in all cases convicted of drunken driving, and the public consistently supports this penalty.

COL. ZURBUCKEN: By and large justices of the peace are not qualified to sit in judgment on traffic cases.

Drinking drivers give the Kansas Highway Patrol the most trouble and anxiety. The modern traffic officer is well qualified to give testimony regarding drunkenness.

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He will make an accurate report of his observations at the time of the accident and has no interest in the case other than to see that a violator is punished and that justice is done, but oftentimes the police officer appearing before a justice of the peace becomes the defendant and is required to take a position which should not be required of any person with the dignity and authority of an officer of the law. Before a good police judge the officer's testimony is readily accepted, and it should be as readily accepted by the justice of the peace.

The traffic law enforcement officer must depend on the court for completion of the enforcement job, and the action of the court is the major factor in making or breaking the morale of traffic enforcement officers. For that reason there must be the closest possible cooperation to the end that there may be mutual understanding of the problems to be faced, and a knowledge of the total job of making streets and highways accident-free.

MR. RHYNE: Several states have now established separate traffic courts and have taken the jurisdiction in traffic cases away from the justices of the peace.

Conclusions

Juvenile violators should be handled in the traffic courts rather than in the juvenile court. This is for the reason that in the juvenile court the traffic violator is handled as a juvenile delinquent, but it was generally felt that when a juvenile has the knowledge and capacity to operate a motor vehicle he should have the knowledge and

capacity to be able to understand the administration and sentences of a traffic court.

Pedestrians should be required to obey traffic signals.

A question was raised as to whether or not an arresting officer can read his report of a case—not to refresh his memory but to supplement it or to take the place of such memory. Cleveland police officers make out reports in the presence of the violators and then the officer may read the report and there is never any objection by the violator because he has participated in the making of the report. There seems to be no agreement between the judges as to whether or not a report can be used to take the place of a recollection which does not exist. It is clear that the officer may read the report for the purpose of refreshing his recollection and some of the judges felt that an officer has to make so many traffic arrests that when he has filed his report he should be permitted to read the copy in presenting his testimony at the trial, and not use it merely to refresh his recollection. Others seem to feel that even in spite of all this the officer should be required to recall the event and that the report should be used merely to refresh his recollection.

There was a discussion as to whether a city can by ordinance provide for a violations bureau in the absence of state law authorizing it. Although some states have ordinances which specifically authorize the setting up of violations bureaus, in most instances violations bureaus may be set up by ordinance without a statute if the bureau is set up as a part of the court itself.

WEDNESDAY MORNING SESSION

October 4, 1944

Joint Session—Traffic Safety Engineers Group and Institute of Traffic Engineers
Presiding: MATTHEW C. SIELSKI, Asst. Dir., Safety and Traffic Engineering Dept., Chicago
 Motor Club, Chicago, Ill.

The Impact of Traffic Accidents on War Industry

By HENRY K. EVANS

Traffic Engineer, National Conservation Bureau, New York City

Manhour loss to a war industry following a traffic accident may be considered to come under the following six headings:

1. **TEMPORARY ABSENCE**—The direct time loss of the injured car occupant or pedestrian who is absent following an accident.
2. **PERMANENT ABSENCE**—The manhours of work lost following death of an employee in a traffic accident.
3. **SUPERVISOR'S EXTRA WORK**—Extra supervisory work necessary when a worker is off-the-job temporarily or permanently due to a traffic accident.
4. **INEFFICIENT WORK OF VICTIM**—When a traffic accident victim returns to work before he is completely recovered, his work often suffers through nervousness or physical disability.
5. **OTHER EMPLOYEES**—Distraction from work of employees not involved in traffic accident.
6. **PAST YEAR'S ACCUMULATED LOSS**—The accumulated losses due to death or permanent injury of employees from traffic accidents during years preceding the war.

Accident Time Loss Studies

The National Conservation Bureau has been conducting some research into the amount of "direct losses" caused by temporary absence of employees from their war jobs in Schenectady, New York; Providence, Rhode Island; Omaha, Nebraska; Lansing, Michigan; Delaware and Connecticut. These surveys have been conducted in cooperation with local traffic safety authorities through a questionnaire being sent to traffic accident victims to determine the time lost because of an accident,

as well as other information relating to automobile damage.

Average Time Losses

In the Connecticut study, non-injured drivers lost, on the average, five hours apiece, or $\frac{5}{8}$ day per driver. Injured drivers averaged fourteen days lost, injured passengers averaged 35 days, and injured pedestrians, 55 days.

In all studies it was found that passengers lost more time than drivers, and pedestrians more time than passengers, indicating that the severity of injury must be in this same order.

Corresponding to the usual three severity classifications, i.e., property damage, personal injury and fatal accidents (except that pedestrian accidents are separated by injury and fatal), five categories were used in these studies as follows: Property damage only, car occupant injury, car occupant fatal, pedestrian injury and pedestrian fatal. The purpose for this was to simplify analysis of automobile damage figures and manhour losses.

On the basis of reported losses per person, the average number of persons per accident who are employed, and the total number of accidents, it was found that all Connecticut industries lost approximately 1,200,000 manhours as a result of temporary absences from work of drivers, passengers and pedestrians. In strictly war production industries, the 1943 losses in Connecticut were approximately 690,000—the equivalent of a month's shutdown of one war plant employing about 3,500 workers.

Automobiles Scrapped

With the acute transportation shortage today, and the vital part the automobile

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plays in our war effort, it is logical to conclude that the loss of private transportation units through accidents has a retarding influence on the nation's total war effort.

The Connecticut study revealed there were 788 automobiles scrapped—lost to use—as a result of traffic accidents in 1943. It is interesting to note that although there were less than half as many occupant injury accidents as property damage accidents, there were more than twice as many cars scrapped as a result. This indicates an automobile mortality rate per accident of about five times as great for occupant injury accidents as for property damage accidents.

Of 216 fatal accidents, 84 were car occupant fatalities, which resulted in 67 cars being junked. This would indicate a mortality rate for cars about 27 times as great as property damage accidents, or five times as great as car occupant injury accidents.

Average Automobile Repair Cost

On the basis of Connecticut car owner reports, the average cost for repairs reported for occupant injury accidents was \$147. Repair costs for cars involved in fatal accidents were much higher. In car occupant fatal accidents, the average damage reported was \$440 per car—repair figures are unknown but were probably between \$300 and \$400.

Average repair costs in non-injury accidents were \$71 and in pedestrian injury accidents only \$5 apiece.

Average Time Losses—All Studies

Time losses in the six studies followed the same pattern when broken down into driver, passenger and pedestrian losses. There were a few days differences in time losses per person between cities, but they were close enough to warrant developing averages in the four classifications.

Time losses caused by waiting for repairs on damaged automobiles affected non-injured and injured driver accidents. In fact, our surveys revealed that more than half of the car owners seeking repairs following traffic accidents found difficulty in getting required work done. The percentage of car owners experiencing delays varied from 42% in Lansing, Michigan, to 66% in the State of Delaware. These delays were

about equally caused by shortages of parts and mechanics.

Work losses from these shortages reported by injured drivers averaged 13 days, by injured passengers 27 days and by injured pedestrians 52 days. The only reliable sample for non-injured passengers was in Delaware where losses from employment averaged five hours for this group.

Nation-Wide Man-Days Lost

Since reported losses per person per accident were found to be pretty consistent in the six different studies, I felt justified in striking average losses per accidents and then expanding on the basis of total numbers of accidents during 1943, as reported by the National Safety Council.

The direct time loss by non-injured drivers is nearly five million mandays of absenteeism, nearly as great as the total time loss by injured pedestrians, injured passengers, or injured drivers.

In order to compute overall totals, it was necessary to consider the percentage of drivers, passengers and pedestrians who are employed. It was found that 90% of drivers were employed, 75% of passengers, and 50% of pedestrians, in all types of work. In war production alone there were 65% of the drivers, 55% of the passengers and 35% of the pedestrians.

No breakdown into loss to war plants as apart from loss to other industries was made because, (1) most every type of work today contributes to the war effort, and (2) the percentage of people in war plants varies considerably between cities, but the portion employed in all types of jobs is fairly constant among cities, hence more reliable for estimating purposes on a nationwide basis using only these six studies.

The grand total for all motor vehicle traffic accidents is 19-million man days direct loss from all employment. This is based on the National Safety Council totals for 1943 of 21,700 fatal accidents, 550,000 personal injury accidents and 3,800,000 property damage accidents, resulting in injury to 450,000 workers and death to 12,800 workers.

Average Automobile Damage

Averaging the results of our six studies together, rural accidents were more severe

than those in urban areas, probably because of higher speeds.

The percentage of vehicles scrapped ran from 3% in urban property damage accidents to 40% in fatal accidents. Our studies indicate two out of five vehicles in car occupant fatal accidents are scrapped, one out of every six in car occupant injury accidents is scrapped and one out of forty in property damage accidents is scrapped as a result. Altogether, one car out of thirty involved in all accidents was scrapped.

Nation-Wide Automobile Scrappage

Data from these six studies indicate approximately 244,000 automobiles were scrapped in the Nation last year because of traffic accidents. This would mean that one car out of every six which went to the junk yard in 1943 resulted from a traffic accident. This data is based on the O.D.T. figure of 1,500,000 cars scrapped during 1943.

It might seem unimportant to note that only one out of each six cars in the junk yard got there as a result of an accident. However, on the average, the one accidentally destroyed is relatively new, while the other five were old, worn out vehicles. In fact, cars being junked today are older and more decrepit on the average than ever before. To support this statement, I quote again from the O.D.T. which reported that in the three years preceding the war, 1939, 1940 and 1941, scrappage was six million vehicles. In 1942, 1943 and 1944, the total of vehicles scrapped is only 4,250,000. Thus—scrappage is being tightened up. Approximately 1,750,000 vehicles are being driven on our streets and highways when ordinarily

they would have been scrapped if new cars were available for replacement. It is obvious that many of these cars "living on borrowed time" are old vehicles that should be junked and are apt to be unsafe, which can only mean added chances for accidents in the next few years.

Conclusion

Economic losses definitely are not becoming less important. We know that as automobile traffic volumes begin to come back to pre-war levels, accidents probably will rise—which means increased economic loss to industry. Industry cannot afford to overlook monetary losses due to motor vehicle traffic accidents.

It may be three to six years before the average car age drops from the present eight and one-half years to the pre-war level of five and one-half years. In the next couple of years an increasing number of old cars will add to the existing hazard—especially as driving restrictions are eased. Immediately following that period, a more hazardous condition will result from mixing new speedy cars with old jalopies left over from pre-war days. This can result only in more accidents—either from differentials in speed or because owners of old cars will try to keep up with the new fast moving cars.

These factors can only mean one thing to industry—more and more money paid out because of traffic accidents involving employees. The more that those in the traffic safety field can find out about the relations of traffic accidents to industrial losses, the more we can expect the cooperation of industry in helping to reduce traffic accidents to a minimum.

New Techniques in Relating Traffic Accidents to Highway Elements

By C. F. McCORMACK

Field Representative, National Safety Council, Chicago, Ill.

Almost every highway engineer has known for a long time that there are relationships between the physical characteristics of roadways and the occurrence of accidents on such roadways.

Even though convinced that such relationships existed, there also existed many

conditions which prevented their absolute identification, comparison and measurement by the engineer.

First of these deficiencies was a lack of data covering the many varying conditions which affect accident occurrence. No one area had traffic volumes ranging from one

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to twenty-thousand vehicles per day traveling on highways constructed according to the hundreds of different standards which have been in effect and influenced by different degrees of roadside interferences and climatic conditions.

Every discussion of combining data from different areas has seemed to die of complications; complications of describing sections of highways, complications of describing accidents, and the complications of correlating the two previous complications.

Early this year the Public Roads Administration and the National Safety Council at the request of the Interregional Highway Committee undertook the development of procedures for relating accidents to highway characteristics. The ultimate goal was the development of accident facts which could be considered by the engineer during the design of a roadway rather than after its construction.

U. S. Route 1 in Virginia was selected for a pioneering study because it offered a wide range of highway characteristics and allowed close liaison between the co-operating agencies. Only rural data were used because the urban data were not readily available.

Strip Maps Prepared

The first step in the study was to accumulate on strip maps, prepared by the Highway Department, all the engineering and traffic data in which we were interested for the year 1941.

These data were taken from construction plans and plotted on standard, highway alignment and profile sheets to the scale of one inch equals one thousand feet along the center line. The alignment data showed deflection, degree and length of horizontal curvature, angle of intersecting roads, railroad crossings and structure types, widths and lengths. The profile showed the per cents of grades and the location of vertical curves, while a straight line diagram, conforming in scale to the profile, showed the types and widths of pavements and shoulders.

Also included were traffic volumes broken down by the percentage of commercial vehicles, the percentage of night travel, and at intersections the percentage of traffic on the intersecting roads. Specialized traffic

controls were noted as well as any improvements or changes in the roadway construction.

The frequency of dwellings, curves, intersections, railroad crossings, restricted sight distances and structures were determined on a per-mile basis for each county. Wherever conditions within a county varied greatly, separate frequencies were determined.

The State Police Department furnished the accident reports and locations. Correctly locating the accidents was one of the most difficult operations encountered. Generally the accident locations were correctly described but referred to local landmarks and could not be identified in the office. Finally a road log was made showing the mileage to these local places with the result that less than 5% of the reports were discarded for lack of data. The accidents were located on the alignment sheets and identified by number.

Two Punch Cards Used

The data thus accumulated were coded for mechanical tabulation. The tabulating theory was based on the use of two punch cards. One card, called the highway card, contained the coded description of each uniform section of highway, the length of such section of roadway and the annual vehicle miles traveled on it. The accident card, too, contained the complete description of the roadway but, in place of the length and vehicle miles, it contained a description of the accident which occurred. Thus each time a roadway characteristic changed a new highway card was coded and for each accident an accident card was coded. Over the entire route there averaged one highway card and one accident card for every one-tenth of a mile.

No length and, therefore, no vehicle miles were assigned to "point" locations, such as intersections and structures. There were two reasons for this: first, it is extremely difficult to determine a length for intersections, bridge abutments, and railroad crossings; and second, even when determined such length would be considerably smaller than one-tenth of a mile which was the minimum increment of length used in the study.

It must be admitted that in this pioneering study the description of various roadway elements was much too detailed. For

instance, gradients were classified by even per cents rather than combined into useful study groups. This one item accounted for a large percentage of the card breaks.

Using the two tabulating cards makes it possible to segregate a particular highway condition, determine the vehicle miles traveled under that condition, and establish the number and type of accidents experienced by that travel. Thus, with a large enough sample, the accident rate can be determined for five degree curves on two-lane pavements, at less than 3% grade, carrying more than 5,000 vehicles per day and with no side road encroachment. The effect of excessive grades can be isolated by studying the accident travel experience on tangents which are alike in all other characteristics.

Method Proved Practical

The preliminary tabulations of the Virginia data provide some interesting rates even though they are not at all conclusive. The sample is so small that many of the variables had to be ignored and, thus, any conclusions are unreliable. The results of these preliminary tabulations are stated only to show what can be done and not to establish any accident facts.

The total accident rate per million vehicle miles on U. S. 1 in Virginia is higher for curves than for tangents on all types of roadways, and the rate for curves on four-lane, undivided roadways is considerably higher above five degrees of curva-

ture than the rate for curves below five degrees.

The accident rate per million vehicle miles for four-lane, undivided tangents on this route shows a tendency to diminish as grades increase up to 6%. At 6% the accident rate increases sharply. The rate for tangents on 7% grades, for example, is only slightly higher than that for tangents on 2% grades.

A tabulation of between-intersection roadways and accidents shows a higher accident rate for sections with less than one curve per mile than the rate for sections with more than one curve per mile. The traffic in the high rate group was all in the lower volume brackets.

Eight thousand vehicles per day seems to be the critical point in intersection safety when the cross traffic is less than 10% of the total. The average number of accidents per intersection carrying between 10,000 and 14,000 vehicles per day is ten times the number of accidents per intersection carrying between 4,000 and 5,000 vehicles per day. On the route studied there were too few intersections with more than 10% cross traffic to provide any comparisons.

In the future it is hoped that the co-operation already existing between the Public Roads Administration and the Council can be extended to include several of the states and in this way obtain a sufficiently large sample to provide stability in all the variable conditions to be encountered.

Traffic Engineering in the Post-War Period

Digest of a Panel Discussion

Panel Leader: HARRY E. NEAL, Chief Engineer, Division of Traffic & Safety, Ohio Department of Highways, Columbus, Ohio.

Panel Members: J. EDWARD JOHNSTON, Traffic Engineer, Nebraska Department of Roads & Irrigation, Lincoln, Nebraska.

D. GRANT MICKLE, Traffic Engineer, Automotive Safety Foundation, Washington, D. C.

LYOYD B. REID, City Traffic Engineer, Detroit, Mich.

JAMES T. WHITE, Traffic Engineer, Fort Wayne, Ind.

With reference to post-war aviation, the traffic engineer's interest is still on the ground. Concerned with passengers and commodities only while en route to and from the airport, the consensus was that there were more pressing problems of congestion and transport than providing expressways connecting airports with the central business districts of metropolitan areas.

Airport planning should consider the availability of existing or proposed traffic arteries as well as the use of abutting

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property by manufacturers of commodities suitable to air transport.

The traffic engineer can be of assistance in planning the parking areas and entrance connections to established airports and flight-strips adjacent to roadways.

Discussing the need of county governments for traffic engineering employees, it was brought out that there could be no set rule. Generally, the density of population was the primary factor for consideration,

with counties in large metropolitan areas requiring full-time traffic engineers.

The overlapping of authority between state, city and county traffic engineers works to the annoyance of the public. Proper legislation establishing a manual of uniform traffic control devices and requiring state-wide use is the best solution to this problem. The initiative for developing this cooperation lies with the state traffic engineer because of his position and facilities.

WEDNESDAY MORNING SESSION

October 4, 1944

Joint Session—Public Safety Education and Traffic Education Association
Presiding: NORMAN F. GALLMAN, Dir. of Tax Publicity, Dept. of Tax and Finance, Albany, N. Y.

Traffic Safety Copy Acceptable to Daily Newspapers

CARL KESSLER

Ass't. City Editor, Chicago Daily News, Chicago

This question of public education and safety through papers is more than a matter of copy. Copy, in the ordinary sense, is the releases that come to our desk by the basketful every day. Somebody runs through them and uses some of them and the rest go on the spike or in the wastebasket.

"What type of copy is acceptable?" Any copy is acceptable to an editor that is likely to make a readable story, a story that is worth printing and is fit to print.

A newspaper is in a rather peculiar situation. We're a public institution, in a way, many ways, exactly as a university or a government agency. We do have a public function and a responsibility. At least, the better newspapers recognize that.

At the same time we're in business. We've got to sell papers to eat. If our papers aren't readable and people won't buy them, we don't stay in business very long. That should be kept in mind on the part of anybody in safety public relations. Safety is important. I think it's as important a cause as anybody can bring to a newspaper. Nevertheless, you have to keep in mind the seemingly heardhearted editor is trying to think in terms of what people will read

before they turn the page to their favorite comic strip. That applies to all of us.

The National Safety Council's own copy is excellent. I've handled it for years. It's clear. As far as I know, it's accurate, factual, and the statistics are well organized. That's all to its good.

Of course, in turning in statistical copy, and safety copy is likely to be statistical, you've got to remember that statistics don't mean anything to the average reader except as it relates to his experience, and his locality, and all that. You can say that a hundred people are being killed a month in a county in automobile accidents, and that doesn't mean anything to him unless he knows how many people are driving automobiles. You can say that there's an accident a minute or an accident an hour, and unless you really want to get at him, you've got to put it in such language that he'll say, "What are my chances?" "What does it mean to me?"

In the last few years statistics have come to mean little. Since 1930 there's been nothing else but statistics; they're constantly increasing in our national government, and now we've got a global war, and we're getting a lot of statistics about that.

Nobody knows what figures mean any more, and nobody cares very much.

I, personally, think that straight records of number of accidents and that sort of thing are not worth very much as compared to individual cases. There's an old axiom in the newspaper business, a basic one, elementary one, but often overlooked, that almost all newspaper readers are more interested in other people. I once knew a clever newspaper man who also had been a journalism teacher. He had a slight stutter. His definition of news was, "M-m-m-my God, loo-loo-loo-look what hap-hap-hap-pened to the girl next door." I can prove my case there. I don't think it's any accident that most of the world's wisdom that has come down to us, the do's and don't's that represent a good many thousands of years of experience, have not come down to us in terms of statistics. They've come down to us in terms of people, real people or people who have been created, and I cite you in proof of that, the Bible, and the great fables, fairy stories and all the other things in which the human race has put its wisdom. I think that's something that all newspapermen try to keep in mind. I think the story of the death of one child on its way to school, told properly—I don't mean to slop over, but told properly, with proper restraint and pathos—is worthwhile; it's worth any amount of figures on accidents to children. That brings it home; the story of the death of this child in terms of the child and its family and friends.

The end of a wild ride after some heavy drinking—some of you traffic officials here are familiar enough with that story, the kind of story that ends in the morgue and the hospital, or judges' chambers. That's worth a lot more than all the statistical lectures you can get on drunken driving.

It's difficult, I know, for you who are in traffic education. Generally, you can't send out releases on the individual story; as a matter of fact, we beat you to it.

I think that traffic safety and contact relations men should know newspapermen, should be able to call them up and make suggestions, letting us go on from there. We like to get our own feature stories, our own individual stories. We do welcome the suggestions, the ideas.

You can adjust your flow of ideas to what's going on. If the accident rate is

rising in your neighborhood, people are getting careless, too many things are happening, then it's time to come down to the newspaper and say, "We need help, play these traffic stories, will you?" That's the great advantage of personal contacts, of knowing newspaper men. Jim Bulger will back me up on that.

You can suggest, I think, that papers be more alert; you can suggest trends.

I sometimes think the public thinks we're always looking for the angle. So and so says this. Well, what is his pitch, what's he trying to prove and why? We have to watch that. Here's a state administration; it gets out some very nice looking figures on safety. We immediately start saying, "Well, now, just how does this compare?" We're more than likely to put a good reporter digging on those figures. Sometimes, if you haven't played fair, up will come some stories you won't like.

I can remember sometime back, a division of government came through with some highly favorable traffic statistics. Apparently, just everybody had turned good all at once. It didn't seem right to me, so I put a good man on it. All of a sudden it dawned on us the reason for the good statistics; it was gasoline rationing. So these figures, in relation, just broke down. The story was anything but good. It didn't even make sense.

This all seems elementary, but you better play straight with the newspaper in the first place on any kind of statistics you're giving them. That is particularly true of the bigger ones. We've got our own experts, and we're likely to put them on a story that looks doubtful.

I was a small-town editor some years ago. We were responsible for some twenty counties in three states. I got a call from a county seat over in Missouri, and I took it over the phone. It went on and on. The town's most prominent citizen, president of the bank, had died. I got a nice long obituary. I started to write it, and then it occurred to me, "What the devil did this fellow die of?" So I called back to get her to tell me the cause of death.

She said, "Well, the family didn't want it kown, but he did go out and hang himself in the barn."

"What's wrong with copy now?" I think I've answered some of that. One thing I

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would, stress, and that's what we call the local angle. I don't care how big a newspaper is, it's looking for the local angle. As I remember, most National Safety Council copy lists things by cities and state. It might be better if you could slant the releases for that district right away, the releases for Chicago and Illinois, right off, comparisons there, with their previous record and then their comparisons with the over-all. The national accident rate, let's say, has gone up four per cent, or Chicago's rate has gone up four per cent; then we'd immediately get busy. That's what makes the story, not just the statistics, but how it compares.

"Are we getting worse or better? How do we compare with the guy next door?" I can certainly say that's what the papers want in Chicago, and I think it's true for most cities.

Deadlines on a great metropolitan newspaper are something you don't have to worry about. My paper has seven major editions. I sometimes have to look up the deadlines myself to be quite sure of what I'm doing.

I do think, however, that you, in public relations or publicity should distinguish between morning and afternoon releases. There is a no man's land there than sometimes causes a lot of trouble. Now, we're a P. M. newspaper, so our first edition is on the street about ten o'clock in the morning, and the last one a little before six. And if the story is good enough, we'll use it even if the *Sun* or *Trib* has.

Most papers are fairly decent about observing those releases. You can scatter your ammunition that way; let the morning papers have it one time, and the next time the evening paper. I'll sit at the desk and grab some copy, and it makes a lot of difference to me whether it's marked P. M. or A. M. release. If it's a P. M. release, I know it's our story, and I'm far more likely to give it some space. If it has no mark or has an A. M. release on it, then I know the morning papers will have had all the fun with it before I get to it.

Length. Length of releases is not so important. Newspaper stories are being written shorter and shorter. We have to do that because our present problem on paper is terrific, and we turn what space we have over and over. Of course, today

with our multiple editions, I would say that if a release is so long that it takes a man some time to find out what it's all about, it's no good. But, on the other hand, we don't mind having a lot more background than we use. Any good reporter should know more than he has space to write. A good news story is like an iceberg—two-thirds of it is below the surface. It gives you the feeling that here's a man who knows enough for four or five columns if he wants to write it. He gives you the feeling of authority or knowledge.

Nearly all metropolitan papers re-write the publicity breaks. Sometimes they're so well done, that they really don't need to be rewritten; but as a matter of putting our own individual stamp on a story, we'll re-write it.

Frequency of release. It depends on what you have to say. Public relations people have to make a living, they've got to make a show, so they get in the habit of sending releases out at regular intervals whether they have anything to report or not. That can be overdone. I think in their anxiety to make a showing to their superiors, people who actually get out the public relations copy figure in terms of times at bat and not in terms of runs driven in.

We have a terrific space problem these days in newspapers, and we also have a manpower problem. The big papers in Chicago have kept their staffs up to something like normal, but they're not quite the people we had before the war. We're all pretty hard worked and we're likely to be impatient with a carelessly written release. Nothing makes us madder than to get a release with some glaring error or inconsistency. Our instinct in that case is, "Oh, the hell with it, let it go."

I'd like to add one thing, in closing, the matter of criticism of copy. So many publicity agencies or individuals, on the theory that if you throw enough, some of it will stick somewhere, send releases here, there and everywhere, in duplicate and in triplicate. They should have some consideration for the blood pressure of the news editors who already may have used their release only to find that the city editor has used it on page three, a columnist has given it space, and maybe the financial editor. Then there's hell to pay around the city room, and a city editor or news editor says,

"Wait until the next time that outfit sends something."

Don't send more than one copy of a release to one newspaper, or if you want to take an alternative, send one to the city desk and the financial editor, perhaps, but mark it, "Duplicate sent to so and so." We appreciate that, and we'll say, "Are you going to handle this, or shall we?" It saves a lot of trouble.

Panel Discussion On the Above Subject
Participants:

Discussion Leader—NORMAN F. GALLMAN,
Dir. of Tax Publicity, Dept. of Tax
and Finance, Albany, N. Y.

LT. GEORGE E. HURTEAU, South Carolina
State Highway Patrol, Columbia, S. C.

BARNEY J. O'DONNELL, Dir. of Safety,
Dept. of Highways, Columbus, O.

EARL D. SPROUL, Pres., Agency Service
Corp., Chicago.

JAMES F. BULGER, Vice Pres. in charge
of Public Relations, Chicago Motor
Club, Chicago.

MR. O'DONNELL: I'd like to ask Mr. Kesler about the idea he mentioned of people engaged in public educational work making contacts and suggestions for stories. I'm engaged in state work, and, naturally, we know the newspaper people in Columbus and can make suggestions there, but we want to get the copy and all the publicity we can throughout the state. Do you think it would be a good idea, instead of releasing so much copy, to send suggestions to newspapers in other cities, stories they could work up themselves?

MR. KESLER: I would welcome it if I were an editor of a newspaper outside.

MR. O'DONNELL: You'd think you'd get a lot more copy that way than you would by sending just these routine releases out?

MR. KESLER: Yes, I think so. I spoke of the personal story; that covers the feature. A feature story is something that's very hard to send out. The very nature of a feature story implies that it will belong to that one paper.

As I say, just scatter your ammunition. You'll get your kicks with that too, because

newspapermen are just as unreasonable as the rest of the human race.

LIEUTENANT HURTEAU: I had a question jotted down here with reference to the personal contact topic. Now, that, to me, is of vital importance. That, I believe, is why we've been successful in our state. It's a matter of establishing personal contact with the reporter or editor or whoever the contact representative of the newspaper might be.

I'd like to just have you touch, if you would, on how those personal contacts could be established between the state law enforcement officer and the papers?

MR. KESLER: Well, most newspapers have their men who are covering police in various ways or another; just get to know them. I can't suggest any specific thing. I know scores of public relations men around Chicago, and I can't tell you where I met them. I meet them at parties, I meet them at conventions, on stories; I picked them up here, there, and everywhere. We'll say a certain railroad has a story, it may be a good story for them, maybe bad; I can say, "Look, Bill, what's it all about?" I know the man; I can depend on him. Anybody prefers that in any dealing. It's the same way you'd rather go into a store, if you're going to buy something, you'd rather go to a salesperson that you know. That's human and perfectly natural, I think, and the same thing applies to news. Newspapermen like to know state and local police authorities. It works to our advantage; they call us up and let us know. That's the ideal way.

LIEUTENANT HURTEAU: What is the object in getting publicity? I think publicity just for the sake of getting publicity is baloney. Our releases are all issued from one central department, not from the individual officer. The releases are distributed to the various patrol districts, and one designated man maintains and develops the contact with the papers in a hand-to-hand distribution of the release. The contact there was the one I meant.

MR. BULGER: What kind of stories; accidents, the number of accidents on a particular highway, for example?

LIEUTENANT HURTEAU: Yes, we try to localize those, of course, in the various patrol districts.

Our features are handled that way, too.

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All our releases are handled through the various patrol districts.

MR. BULGER: I'd like to suggest that you might increase your publicity if you work through three organizations: your local safety council, your local automobile club, or the local chamber of commerce. Make contacts there and have them. If you get somebody else to pull your chestnuts out of the fire you'll do better.

MR. SPROUL: There's another angle—on the form of release. Do you send it out in copy, or do you call up, or do you send it out in mats or plates?

MR. KESLER: I'm speaking for metropolitan papers. Most releases come to us written in news form.

MR. SPROUL: I was thinking of the difference between the small daily and the metropolitan daily.

MR. KESLER: I don't think the small daily, maybe a very tiny weekly, would put it on a mat. They'd do their own composition.

MR. SPROUL: I was thinking of the new type of graphs coming out.

MR. KESLER: Well, for graphs and that sort of thing, some papers could use mats. My own paper, and I suspect, some others in Chicago, can't use anybody else's mats; our screen is such the mat is no good. We have to make our own engraving. In fact, we made a change so that even our old morgue was useless to us.

It's better to send your releases out in news form or as nearly in news forms as you can. Whoever handles it will do some editing.

MR. BULGER: Wouldn't you appreciate getting at your desk the name of the organization, plus the telephone number, plus some individual's name?

MR. KESLER: That's a very fine reminder.

MR. BULGER: Then they can call up and say, "Hello, Joe Blow, how about this statement? Can you amplify that?" That happens to us all the time.

MR. KESLER: Or, "Why in blue blazes isn't there an address after this guy's name? Where does he live?" That matter of the phone number is very important. It is ele-

mentary, but it's also amazing how many fairly important organizations overlook it.

MRS. STONE: In preparing copy for news releases for metropolitan papers where you have morning and afternoon papers, where you have a real news story, is there any virtue to rewriting it? Or do you think it's just as well to send out duplicates and mark them duplicates?

MR. KESLER: I'd make it, as I said, a flat P. M. or A. M. release. We get endless releases marked A. M. release and then go on from there. If we think it's a good enough story, the fact that the *Sun* or *Tribune* had it isn't going to stop us from using it. On the other hand, we may call up and see if we can get a different angle on it.

MRS. STONE: In our town, if a paper gets material from some other newspaper, they're inclined to use it just the same way it comes in. In that case it's a good idea to rewrite it, if it's a news story.

MR. KESLER: I'd make a release to one or the other paper and send the same release to the other, telling them you sent it to both. They'll go on from there; they appreciate your being honest with them.

MR. O'DONNELL: Don't you think it's a good idea not to overlook the press associations? A lot of newspapers have the idea if it comes in under the press associations, it is worth more attention than if it comes in with the routine releases?

MR. KESLER: If the organization is well known, they won't. Say a National Safety Council story comes to our desk, both the Council release and the association release; it would not make any difference to me.

MR. BULGER: I think you get more publicity if you send to the wires also.

MR. O'DONNELL: I meant by varying your routine releases; by taking a few stories you know are hot stories and just giving them to the press associations and not sending them out to the newspapers.

MR. KESLER: You can do that occasionally; as long as you get to the three major press associations; the A.P., the U.P., and the I.N.S. They aren't competing with newspapers.

MR. KESLER: When you're in state work like Mr. O'Donnell here, if you keep on sending out routine releases, I think,

psychologically, it has an effect. If the editor is used to receiving just so many routine releases, he's not as apt to give them consideration, he's liable to slip through them.

MR. KING: In our own state I have noticed a trend on the part of a good many city editors to let the wire services edit their copy. I've sent out a mail release, and it hasn't appeared in quite a number of papers. But the same release will appear in a number of other papers. The reason is that they use the wire copy. In some cases they have even thrown my stuff away and then used the wire copy of it. Of course, in my state most of the towns are under twenty thousand, and in those papers you'll get a lot of stories in by wire.

MRS. KIRWAN: Mr. Kesler, most of us who have done any publicity work for governmental agencies have been faced with one problem that is not easy to solve. A story will break within the department that is worth not more than two or three paragraphs at the best and consequently you'll write it that way. But the chances are you won't get away with it. To your superior, it's worth a full column. Should you go to your boss and say, "Sorry, this is what the newspapers want."

MR. KESLER: I have talked at times to various public relations groups, and I've always been interested. The whole phenomena of public relations fascinated me for some years because I came, as a kid editor, from a small city. If you got any kind of story, you damned well had to go out and get it. Then when I started working for the big city paper and people kept on sending in news, well, it was shooting fish in a barrel, and in Chicago, even twenty years ago, there wasn't anything like the organized public relations there is now. The war stepped that up enormously. We need at least three city editors just to keep track of government releases alone. But I have maintained for years, and I know this is easier for me on my side to say than for you, that the public relations person has to do a job. He's got to educate his own boss as well as the press to keep that job.

I admit there are bosses you can't educate, but an honest and conscientious public relations worker is going to try to teach his own boss what can be done and what

cannot be done, and why. The smart one, for that reason, gets that amount of freedom and has a free hand to work with and can do a better job of public relations. My favorite character is a grand publicity agent. He doesn't write releases, he's a railroad man. He's quite elderly, and he does know his railroads. I'd like to tell one story about him. His railroad had a very bad wreck here a while back, and there were about thirty killed. Now, that's not common, that's quite a wreck, thirty people killed. Well, what did he do? He flew out there and set up his own news service and was giving names and addresses to the next of kin before the papers could do it. I said, "That's rather unusual. Why did you do it?"

He said, "The quicker I give you lugs the story, the quicker it will get off the front page and you'll forget about it."

SERGEANT BERLIN: Let us assume that we here in Illinois, from a purely educational standpoint, disregarding any political connections there whatsoever, have a specific traffic safety problem. Our Records Bureau tells us here in Illinois and in other states, that the juvenile drivers, on a comparative mileage basis, are possibly responsible for sixty per cent of the accidents. We find, as Mr. Salisbury indicated yesterday in the session, we have an amazing percentage of under-age drivers; here in Illinois it's fifteen, Wisconsin, sixteen, but we know from assemblies with high schools, with our twelve hundred high schools, we know that asking the students from the floor, ten per cent of them will admit that they're driving regularly and are under age.

If we were to come to a newspaperman and say, "Here, do you feel any obligation as a newspaperman on the matter of public education?" Must the thing be a story before you have any interest, or would you prefer that we come in and say, "Here, this is our problem, can you help us out on it by giving this thing publicity?"

MR. KESLER: I think your problem would be to approach the newspaper through publicity, and they'll find what you're worried about is a news peg, a news angle, something we could hang the story on today. A series of stories might do, if you can collect enough figures to make it stick. As to how many, a rough idea,

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based on your checks, the traffic police checks and all, under-age kids are driving cars and their percentage of accidents. The stories could be made out of that, and then along comes some particularly notorious case where some fourteen-year old punk wrecks a car and kills two or three kids. There you have something hot and you can go on from there.

As I say, I'd put that problem up to the newspapers. That sort of story is readable. The human race is always very much interested in the misbehavior of its young.

MR. KINK: Wouldn't it be all right for public relations agencies to write a letter explaining their problem and suggesting probable editorial comment? Would an editor object to that?

MR. KESLER: I think that would be quite in order.

MR. HICKERSON: Couldn't you tie up your publicity with an event? I also want to ask you how far you think a publicity man or a public relations man should go in covering spot news? Should it be just a tip through to the papers?

MR. KESLER: Yes, I think I said earlier that you can't do much except help when an actual accident occurs. We'll be on it as quickly as you are, and time is important to us. You can help.

THE CHAIRMAN: Do you consider it good practice to spot exclusive stories occasionally with different sections of the state?

MR. KESLER: I think it is. As I say, if you're careful with it and scatter your ammunition as fairly as you can, it's okay.

That should be confined, however, to the feature story, a factual story. It's not a good policy if you come out, for example, with the information that the accident rate has gone up sharply in Illinois. If you only give that to certain papers, that's a grave error. Everybody is entitled to that information. On the other hand, if it's a feature story that won't make or break anybody, that's another matter. Of course, as I warned you earlier, you might get in trouble because newspaper editors are just as unreasonable as the rest of the public.

THE CHAIRMAN: We have, several times, gotten into jams because it takes us about three days to process a story and get it out, and we have a release date at least that far in advance. About twenty-four hours before we want to break a story, some man from a newspaper calls up and asks the identical question, and you say, "I'm sorry, but we're getting out a release on that for the afternoon papers tomorrow," and then he hits the ceiling. It's always a little difficult situation.

MR. KESLER: That's just one of those things. Generally, we're not inclined to do that. Things will hit my desk, and they'll be for A. M. release, and I don't try to do anything about it, as a rule.

We're inclined to be pretty careful. Occasionally we'll violate a release by carelessness. Somebody will overlook it.

THE CHAIRMAN: Will editors, generally, welcome suggestions and material for editorials?

MR. KESLER: I think they'll welcome suggestions for editorials.

Traffic Safety Copy Acceptable to Weekly Newspapers

ELMO S. WATSON

Editor, Publisher's Auxiliary, Western Newspaper Union, Chicago

This subject of Traffic Safety Copy Acceptable to Weekly Newspapers is a difficult one. I wish I knew more about it.

One thing we have learned about syndicated material is that it's a great big gamble and has been for many years.

Now, if that's true of feature material the editor puts in his newspaper, how true is it of publicity that goes in his newspaper?

I think I might tell you something about

the country editor. In relation to your job as publicity men and women and public relations, there are three general types in regard to publicity. There is one type that has been thoroughly inoculated by the press association, I mean, the state press association; I don't refer to the Associated Press. He won't take any kind of publicity. He's been told that the more publicity he takes, the less advertising he's going to get. Then

As to the form in which your material goes to the country press, your best bet for getting a lot of material into the country press is through this medium of mats

One of the smartest publicity stunts I think I have ever seen happened just about

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a month ago. Maybe you saw it. The Pillsbury's Flour Company was celebrating its seventy-fifth anniversary of its organization. The publicity men for that organization went through Ayres' Directory and picked out all of the newspapers in the United States, both dailies and weeklies, particularly weeklies, that were also founded in that same year, seventy-five years ago, and then they sent birthday greetings to those papers. They made up a list of those papers and got up a citation or a certificate of some sort, and then went a little farther than that; they had the local baker present the newspaper with a birthday cake.

Well, looking through some of the country weeklies coming to my desk, I was very interested to see how many country weeklies used that story. Almost without exception, they used that story, and it landed on page one.

We're seeing that same sort of thing, that willingness to be cited for something in the current Treasury War Bond drives. I've been running an honor roll of country weekly publishers who had printed in their papers a large amount of sponsors' advertising, and it's been interesting to see how eager these country editors are to get their names in that honor roll.

Now, I pass that suggestion to you. I don't know whether it's adaptable. I believe, as I recall, you have some sort of citation for work on the aid to traffic safety by newspapers. It seems to me that there's an annual award of that sort.

Panel Discussion

Participants:

Discussion Leader—NORMAN F. GALLMAN, Dir. of Tax Publicity, Dept. of Tax and Finance, Albany, N. Y.

BRUCE CRAWFORD, Dir., Highway Safety Bureau, Dept. of Public Safety, Charleston, W. Va.

ALBERT E. LA ROSEE, Dir., Highway Safety Div., Massachusetts Safety Council, Inc., Boston.

MALCOLM L. WILKINS, Dir. of Safety, Motor Vehicle Dept., Concord, N. H.

JAMES F. BULGER, Vice-Pres. in charge of Public Relations, Chicago Motor Club, Chicago, Ill.

MR. CRAWFORD: I have a few notes that I've made upon a questionnaire that I sent out to weekly newspapers of West Vir-

ginia to find out what they wanted in the way of safety copy. I wanted to get the opinions of the editors up to this time, their attitude toward copy. The questionnaire asked, "How often could you use suitable releases such as features, state news stories, news releases with local angle, also what length can you use." Also, "Could you use a short monthly release on traffic accidents in the state with analyses of interpretation of causes."

My analysis isn't complete because they're not all in yet, but I want to tell you what these add up to. All the editors replying to the questionnaire said they could use more of our traffic safety copy if it had a local angle. Many of them wanted stories of statewide interest occasionally. The average maximum length they preferred was about a third of a column. I believe weeklies will give you more column space than the dailies even though the weekly editor pencils and cuts your copy. The dailies have to serve a more varied diet of national and international news. When a weekly does fill up on a lot of material other than local, it's because it does not have enough of good local copy.

"Interest governs the length," said one editor replying. Another replied that, "Releases from various departments are so lengthy that weekly papers do not have space for them." Another answered, "I'm not much for straight statistical releases and figures. Readers don't go for them either."

That brings up the matter of humanizing your stories and dramatizing these figures in terms of human need. One reply was particularly interesting. On the back of the questionnaire the editor typed these comments:

"I am going into detail for the simple reason that every time waste paper is collected I have a truckload of releases that are not even considered."

"Features and state news stories can be used in the State Gazette regularly if they are interesting and not too long. Good pictures of interest are usable any time. Matted copy is not preferred for the reason it appears identical in all papers. Any editor can scratch out a line of unmatted copy, rephrase another, reword the heading, and thus give his readers an apparently different story from that which other papers in the

same territory are using, yet the same information goes across and they read it twice.

"Among the weekly papers there is, under present conditions, a lot of trouble getting up composition because of lack of operators, and in many cases mats would be preferred for that reason, whereas the editor would rather have copy if he could get it set.

"It is a good idea to contact the editors for individual requirements on releases and furnish them with either mats or proofs as they prefer."

That editor, according to my experience, states the case for the average weekly newspaper in present circumstances. As he says, it is sometimes well to query editors on their needs. Still, if you have been sending out releases to a list of papers over a long period of time, you doubtless have found out which editors prefer what kind of material and why.

Mr. Watson mentioned praising the country editor, the weekly editor. I think that's very important. The weekly is, you might say, intimate and folksy. Every item is read by dad, mom, and the children, if they're old enough to read. The paper sticks around the house for a week; sometimes it's borrowed by the neighbor if he happens to be of a different political faith from that of the editor and is too proud to subscribe. So in the end the weekly paper may be said to average a readership of about ten persons for each copy, which is an unexcelled medium for traffic safety education.

The weekly editor is a very busy man. Sometimes he's business manager, shop foreman and machinist. An editor in that position naturally welcomes suggested editorials occasionally.

Because of all these advantages of the weekly newspaper, we should merit the use of its columns by meeting the editor's requirements. We should not only boil our copy down and brighten it up, but make it relate more often to local safety needs, conferences, drives, contests, and improvements.

MR. LA ROSEE: I have one question here that's bothered me for sometime, and that's in relation to recognized books on safety. Do editors like to take citations or excerpts from those books, and do they have a value and are they used generally?

MR. WATSON: I'd say, "Yes." I edit

a paper, and one of the things I'm up against are the little holes down at the bottom of the column. If you can send out some good, snappy quotations from books on traffic safety, even if they're only three or four lines, I think you can get those in hundreds of papers.

MR. LA ROSEE: Very frequently all of us have experienced this particular difficulty in continual stressing of a particular problem. For instance, in Boston we have a pedestrian problem, and getting that problem before the eyes of the people constantly is something that newspapers don't seem to encourage. They frequently tell us, "That's old stuff, why harp on that?" But we know that there is value in harping. How can we get around that?

MR. WATSON: One answer is to get a slogan, and repeat it, or some jingles or something of that sort.

MR. BULGER: I think the answer there is primarily to get a new pitch on it; it's simply taking this old stuff and putting it in a new light. In our publicity work we do that continuously.

Maybe you could send out a story to the effect that the majority of the accidents occurring in Boston happen to men over fifty-five years of age, and maybe you can take a particular example of an accident that happened last week and maybe give one paper a resume of how that accident occurred. The records of your coroner and your police department show these various accidents that occur each week, and maybe you could call it, "The accident of the week."

It's just a question of devoting enough time and a little thought to the matter, but give the thing a different slant.

MR. HICKERSON: I'd like to comment on that. Paul Jones was reading yesterday at a luncheon that safety is a matter of preaching, and after so much preaching, the people you're trying to reach become immune to what you're saying. So the idea there is a new approach, and he suggested a lighter touch, and also tied in with actual records. Color it generally but localize it; as Mr. Kesler mentioned, reach the man next door.

MR. WATSON: You all read these columns in the papers that invite contributions from readers. There are more and more of these personal columns going in country

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weeklies. I have seen in a number of papers where somebody will write a little jingle, and that inspires somebody to write a similar jingle on a similar thing. You could supply some of these small-town columnists with a little jingle about the jaywalker, or whatever your particular problem is. That is one of the most effective ways—that little human interest attack.

MR. LA ROSEE: You mean for the reader to give the last line to a given four or five lines?

MR. WATSON: Yes. One of the most popular features I have had in my paper is a "Sweet Ad-a-line," contest. That's a bum pun "Ad-a-line," but I had printed a little verse, and somebody else would add a verse and somebody else would add a verse to that, and the thing goes on indefinitely.

MR. KING: I think one of the factors that has held back the safety interest, is the fact that there is too much preaching in it.

I think the dominant feature in safety should be showmanship. You can take a package of five-cent powder and put it in a five-dollar package and sell it for five dollars. I think the story of safety needs to be dramatized and put in a showy package and sold on that basis rather than preached, and the same applies in handling this gentleman's problem in your presentation of the news. You've got to get your stories and your features in a showmanship style, and maybe you have to meet the situation or maybe you have to create it.

THE CHAIRMAN: I can vouch for the fact that this business of verse and jingles has continuity and feeds itself. One time one of the boys in one of the papers I was on made the mistake of writing a story in verse, and we were plagued with verse for the next six months, most of which we had to print. It seems there is a little of the potential poet in everybody.

On the matter of short items that you mentioned. We have sent out safety fillers off and on for a number of years, three and four-line fillers. Dailies and weeklies both have gone for that in a really big way, both as filler copy, and some run it as a column of shorts.

MR. JONES: On that new slant angle, the weather and seasons are always reliable. Winter always brings added hazards. The weather always makes news, and if you tie

traffic safety up with the weather, that works very well with the papers.

MR. WILKINS: Our state is very small, but we do have thirty-nine weeklies, and it so happens that the commissioner under whom I grew up was a former newspaperman. He had definite ideas in his mind and they've stuck.

We set up a form by which we reported to the newspapers, both the daily and the weekly, and the radio as well. The whole story, the whole dope, if you please, revocations, and the reasons for revocations; suspensions, and the fatalities, comparing them with a year ago, comparing them with last week, and then a brief story about each of the fatalities that occurred during the week previous, giving the number of persons injured fourteen years of age and under, and the number injured over fifteen years of age, and then, adults.

We further gave them a breakdown of the primary causes, and then classified as to type, collisions with pedestrians, and so forth. We gave the rest of the information on location, time of day, wet conditions, the driver, whether he's urban, rural, or out-of-state, the vehicles involved. In other words, we gave them a lot of this statistical data which has been condemned, more or less, by the group this morning, but we found that it has considerable value.

Surprisingly often, we find these people referring to previous copy. It might be from the year before or it might have been the week before or the month before, and they pick out some particular thing, and they'll give us a new slant, something that we hadn't thought of.

Then we also give them an editorial on what appears to us to be the important thing that we want to stress, either as a result of last week's experience or what we might judge might be the experience of the state for the next week; for instance, leaves in autumn and icy conditions later on, and so forth.

MR. LA ROSEE: That report you're talking about goes out weekly?

MR. WILKINS: Yes.

MR. LA ROSEE: That's similar to many other types of reports which are sent out by the motor vehicle administrations in various states, including Massachusetts, except that

you go into a little more detail on it on the individual accidents?

MR. WILKINS: Yes, we keep it at the local level.

MR. LA ROSEE: What is your reader interest in that? Have you ever found out?

MR. WILKINS: We've had comments from the public from time to time; criticism of bad road conditions, not sanding roads properly. If that's brought out in the course of an explanation of an accident, and the public reaction indicates that people are reading these things, that is getting to first base, I think.

MR. LA ROSEE: How much space do you get in your weeklies on those?

MR. WILKINS: Not over five inches.

As I pointed out, the reason we go into this detail each month is because there has been an interest on the part of these country editors in comparing the effects of accidents this week as against the week previous. Surprisingly often, they come to us and want to know what is happening and why these things are happening. In that way we feel that the interest is there, and we believe we're getting the story across to the public.

MR. LA ROSEE: Apparently, your reader interest is different from that in Massachusetts except perhaps, in the extremely rural suburbs. We're not getting any inquiries; it's cut and dried and requires no further comment. I don't know of any case where a story we sent out to weeklies along those lines on statistics has really created enough interest for them to send an inquiry in on it.

MR. VIBBERTS: My chief problem is how to get material to the papers on how to cut accidents. The papers are very willing to spread the fatalities all over the sheet, but they're not too willing to take the material which might have prevented that particular accident.

I have been sending out a weekly release. I have 58 motor clubs in the state affiliated with our state association, and I send each of them each week a weekly release which has something to do with the driver, the car, weather conditions, or to specific hazards that may appear. While we have had fairly good acceptance of that from both daily and weekly papers, there are still a lot of them who see no particular need

for it. Yet, if an accident which results in a fatality should occur in any one of those localities that week, and lots of times one occurs which ties in with the press release, they won't use the press release, but they'll smear the accident all over the paper. I don't know what to do to get them to accept the material.

MR. BULGER: There's one answer to that, and that is if you'll take your material and instead of writing a story about it, get a cartoonist to draw a diagram or cartoon on that subject, you'll get immediate acceptance, and probably every paper in your territory will be interested. Make it either a one-column or a two-column cartoon and have it matted or sent out with electrotypes. The best way is to query your papers and find out if they can handle mats or prefer electrotypes.

MR. JONES: I can confirm that. I would say that practically every weekly in the State of Illinois uses mats.

THE CHAIRMAN: I've found that the weeklies will use maps, diagrams, charts, and pictures very readily, and sometimes you can run a little story under a picture.

MR. CRAWFORD: One way to get copy in a newspaper is through some local man, a safety director or safety promoter or state trooper who knows the editor personally. That might sound like taking advantage of the editor, but the copy, then, can be made to appear as coming from that particular citizen. Quote him as saying it: "Avoid these hazards as follows:"

MR. LA ROSEE: I made a little study with a few editors of weeklies, and I got some interesting reaction. For instance, one editor tells me to humanize the story and leave out the gruesome details; another one says to make it interesting, effective, make it gory. Still another one says: "Tell facts."

I think that part of it is all right, but in all cases the summary is that the editors want facts and will explore any matter which smells phoney. That was brought up in the previous discussion on dailies; if there is any scent to it at all, they don't want it.

I talked to a priest, Father Sexton, who is the Editor of the "Pilot," the diocesan organ for the archdiocese of Boston, and he stated very emphatically that, "Any copy should be based on a common sense ap-

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proach to the general public. It should be submitted to a 'key man' on the press staff and certainly should not be overdone. Plain facts to express the desired feature are desirable. They should be constructive and of a definite value from a public service point of view."

MR. HICKERSON: I'd like to ask Mr. Watson two questions. First, what size should these mats be held to? Would you say if you could crowd it into one column, it would be better than two, and not to make the mat ever more than two?

MR. WATSON: Yes. We used to syndicate a series of articles, all under the same title but each one complete in itself. We have discovered when we put those out in series form, they sell better than two to a column, and the two to a column sell better than a full column. Our experience has been the same on cartoons. I think our cartoons in the two-column size sell better than the three-column size. Some of the most successful pictorial features are the little one-column cartoons.

MR. HICKERSON: Another thing, when should this stuff be mailed to the weekly editor? Would you say the previous Saturday?

MR. WATSON: Yes.

MR. HICKERSON: What would you say the latest would be? Supposing you sent the man the copy late, and he filled the space up with ads, and you know darned well your copy is not going to be used;

if you get it there early, it has a better chance, don't you think?

MR. WATSON: Yes, most country editors go to press on Thursday or Friday, but it's better to get it in his hands on Monday, or not later than Tuesday.

Mr. LA ROSEE: Don't most of the editors require it be in by Tuesday noon? They set a deadline at Tuesday noon, but if anything comes in before the rolls are made up, why, they'll take it.

MR. CRAWFORD: If it's general copy, I think they'd rather have it Friday or Saturday to give the linotype operator something to do just as soon as he's through for that week. Then as you get near their deadline, they want fresher, more newsy copy.

THE CHAIRMAN: Getting back to localizing stories, I found it's much more important to try to localize stories for the weeklies than it is for the dailies. One way in which we have done that with pretty good success is to get out a suggested release to be issued in the name of the sheriff or the chief of police or somebody of that sort, and shoot it around to them. Often it will get more attention coming from the county seat than it will coming from the state capital.

That's true, to some extent, of dailies too; the local officials have cooperated with us very well on it. We've done it, particularly, on New Years Eves' drives, on that sort of thing.

WEDNESDAY MORNING SESSION

October 4, 1944

Joint Session—Motor Vehicle Administrators, Driver Licensing
and Accident Records GroupsPresiding: T. ELMER TRANSEAU, Dir., Highway Safety Bureau, Dept. of Revenue, Harris-
burg, Pa.Utilizing Accident Records More Effectively in
Driver Licensing Procedures

A Panel Discussion

Discussion Subjects: Using Accident Records in (1) Examining Procedures;
(2) Clinical Treatment; (3) Suspensions and Revocations;
(4) Supporting Licensing Legislation.

Participants:

Discussion Leader—T. ELMER TRANSEAU.

SGT. JOSEPH A. CHILDS, Asst. Command-
ing Officer, Safety Traffic & Operators
License Div., Michigan State Police,
East Lansing, Mich.CAPT. JOHN B. DRAPER, Chief, Driver
License Div., Department of Public
Safety, Austin, Texas.T. A. MARSHALL, Chief Examiner, Div.
of Public Safety, Indianapolis, Ind.L. G. TRIPLETT, Supvr., Operators' License,
Dept. of Revenue, Frankfort, Ky.CHAIRMAN TRANSEAU: The sub-
ject of the use of accident records is an
interesting one to those who have used
accident records in the past extensively.
The first topic covers examining proce-
dures.CAPTAIN DRAPER: I think we
have been negligent in using our accident
records in setting up examining proce-
dures.Do we know exactly what is happen-
ing so far as the examiners and people
in charge of examinations are concerned?
Are you giving any thought to accident
records, where accidents are happening,
who is involved, who are the drivers and
so on? I know we are.When we set up our examining proce-
dure, and we do have a good examina-
tion, we give the same type of examina-
tion to everyone that takes it. Anyone
who applies, if he wants an operator's
license, must take the same type of ex-
amination regardless of age, sex, driving
experience or race.

I wonder if we are right on it? It

might be that a person of a certain age
group or certain occupation group should
take more of a written test than boys
and girls in high school, who probably
had some training. It might be that our
large Mexican population should be given
more of a road test.After all, a driving test is an educa-
tional program; whether we talk along
that line or not, it is educational. We
give a Negro, if he comes into the office
for a chauffeur's license, exactly the same
test that we would give a taxi cab driver,
or a man eighteen or twenty years old.I think we are wrong, but how are we
going to make the changes? In the first
place, we have got to find out what our
accident experience is, and I doubt that
we are going in to our accident records
as far as we should to get the necessary
information. I see a lot of study that we
can do.I am supervisor of the Accident Section
as well as the Drivers' License Section
and I spend quite a lot of time in both
sections. I feel that I can sense a defi-
nite connection between the two depart-
ments that I didn't know until I was
transferred into this type of work.I don't think there are very many states
that have made a study at all of their
accident records in setting up their driv-
er's license procedure. I think we have
got to do it. It is going to take us some
time to do it and we are going to have
to get better reports from our investigat-
ing officers first.Then we are going to have to go to
our examiners and sell them on the ideatha
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that there is a possibility in those records and teach them how to use them. Now when an examiner is giving an examination, there are certain things that he can say and do that will create a favorable impression upon the applicant.

Does that examiner talk the same way to all applicants regardless of age, sex, driving experience, etc.? We do practically the same way. We aren't training those examiners to take those racial groups or age groups or driving groups with various driving experiences and talk differently to them, and try to sell them on our program. It seems to me that we have got to do that, and until we do that I think we are way behind what we really should be doing.

MR. MARSHALL: Up until we brought out our manual last year, we had never used accident records. In fact, our examiners didn't have any idea how many accidents happened in the state of Indiana, or what were the causes or the violations involved in accidents, so when we brought out the new manual we did make some study of accident reports. We find that as examiners we must do certain definite things.

For instance, in a driving test, we find that an applicant over the age of sixty or sixty-five or seventy years will get in his car and look around to see if anyone is coming and he will proceed to start his car and pull out into the traffic without ever looking back again.

Now, after the driving test is completed we could say to the applicant that he did a very poor job in leaving his parking space; that he pulled into the line of traffic without looking back and, of course, he would come back with the argument that he had never been in an accident and he had been driving for twenty-five, thirty, or thirty-five years.

Then we can pull out our manual and say, "Well, you evidently have been very fortunate, because five per cent of all the accidents were caused, over the age of sixty, by leaving a parking position improperly." You then have something to talk to him about; something to show him.

The same thing applies to a younger applicant. You get in his car and he starts out. He looks back and he sees a

car coming. He will say, "I can beat that guy." So he comes out of the parking position into the line of traffic. Then we use that same thing on him.

We also have those who drive down the wrong side of the road or the wrong side of the street. We mention that when we get back. They probably will say, "I have been driving for thirty years and I have never had an accident." They evidently have been fortunate because twelve per cent of all the accidents are caused by driving down the wrong side of the road, so we feel we have something to talk about there. The boys are using it to a very good advantage in our examinations.

I feel that our examination questions should be based on the cause of accidents but we use the same procedure in Indiana that they do in Texas. We give a taxi or semi-truck driver the same examination, the same questions. I think it is wrong and should be corrected. Give them questions in the different age groups and for different types. I think women should be given different questions and coached differently on the driving tests.

Perhaps we are all wrong unless we change our examinations to conform with past accident experience. We all know we can't carry on a good safety program unless we can get our past accident experience, and if it is worth anything, as no doubt it is, we ought to make the changes so that we could give different types of examinations.

Here is a group of boys and girls who are speeders. Why can't we stress a lower speed to that group and see what it will do? Then there are people who are over-age. We can talk to them about signals and right turns and turns from proper lanes, and so on.

CHAIRMAN TRANSEAU: Just to show this man knows what he is talking about, Mr. Marshall has figures which show in the age group under twenty, seven per cent of their troubles are from excessive speed; twenty to sixty, three per cent; and over sixty, one per cent. That indicates the older you get the slower you are.

I can see one danger that I guess everyone can see. You would have to use a great deal of diplomacy in initiating any

variation in your examination. Otherwise, someone who failed might say he had been discriminated against. In our state in normal times, one applicant out of three fails on the first attempt. Some of those people, if you had such a system as you describe, would undoubtedly say they weren't treated right.

How can we get around that? Can we make it a matter of departmental regulation, with the examiners told to bear down a bit on that part of the examination that, for instance, affects the taxi driver or the commercial driver; or, would you make it open that there was a difference in the examination?

CAPTAIN DRAPER: I would make it open. The first thing you have to do is retrain your examiners if you are going to adopt this thing. It wouldn't take long to do it. You have got to have your examinations uniform and if you are going to give different types of examinations to those various groups you have to start at the same time and train those examiners so everyone will receive the same type of examination in that age group.

I wouldn't try to hide anything about it at all. I would say, "You are in this age group. You have had this driving experience. You are a white male and here is the type of examination you take."

HOWARD P. LEATHAM (Director, Drivers' License Division, Utah): We vary our road tests slightly for what we call our Class "C" license. That is a common carrier license. We make it a little longer and take in a few more problems such as crossing railroad tracks and such, so we do have a variety of tests, at least to that extent.

CAPTAIN DRAPER: I think that a lot of states are doing that, but if a man comes in Class "C," regardless of driving experience or race, do you give him the same test?

MR. LEATHAM: Yes.

CAPTAIN DRAPER: We have three different examinations. Operators and chauffeurs, passenger cars, trucks and haulers of passengers; they all take a little different type of examination. I don't think that is enough.

MR. TRIPLETT: When a man comes

in for a truck driver's license do you require him to take the examination in a truck or do you permit him to take the examination in a regular passenger car?

CAPTAIN DRAPER: We permit him to take the examination in any type of vehicle he comes in because under our law if a passenger car is used, it can be a commercial motor vehicle as well as a passenger car. It depends upon what he is hauling; not upon the type of vehicle, but what he is using the vehicle for.

We base our examination on the fact that if he wants a license to drive a truck we ask him questions pertaining to clearance, lights, height, length, width, weight, etc., that we wouldn't ask a taxi driver. Then we take him on a little longer test route. There is more stress on his ability to drive.

Another thing, if his vision doesn't quite come up to the standard, we issue a restricted license. This would apply equally to a taxi driver or a truck driver that had the same vision.

MR. HARDEMAN (Director, Division of Motor Vehicles, South Carolina): I would like to ask Captain Draper if he has explored this idea far enough to determine how many different types of examinations would be involved.

CAPTAIN DRAPER: No.

CHAIRMAN TRANSEAU: In Pennsylvania the union of drivers, teamsters, chauffeurs and what not attempted to put a bill through the legislature which would have given us a sure enough commercial operators' license, but, as is generally known, the vested interests killed the bill because they believed it was merely an attempt to enumerate a commercial operator's status in the state.

I don't think it was that at all. I think it was really sincere because, after all, it is rather ridiculous to take a fellow who is going to drive a truck and let him try out in a Ford coupe. Some day we will get away from that, I am sure.

CAPTAIN DRAPER: At one time it was tried out in Texas, but we changed to the present system. You are not licensing a man to drive any certain vehicle. What if he makes an application to drive a Mack and instead of doing that is driving a Chevrolet? Or he comes out driv-

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ing a Ford truck and you give him the test. Then he goes back to the plant and starts driving a Mack.

There is just as much difference between driving a Ford truck and a Mack truck as there is in driving a passenger car and a Ford truck, so why not license a man to drive any kind of vehicle? I don't think you can license him to drive just a particular kind of vehicle.

SERGEANT CHILDS: I think one of the things we haven't discussed is getting down to the purpose of a driver's examination. There are really two things. One is to determine the experience and competency insofar as it is reasonably possible for the operator to drive the motor vehicle safely. However, in addition to that, driver examining offers a wonderful opportunity for education.

I think that practically every state doing any driving examining has what is termed a driver's manual; something available to the applicant before he applies for his license. I think what is in that driver's manual should be based a good deal on accident records. For instance, we have so many accidents, and we know those accidents are not caused by defective vehicles to a great extent. We know that they are not caused to a great extent by defective roads. We do know that they are caused by unlawful acts or unsafe acts on the part of drivers and pedestrians; that the unlawful acts or unsafe practices of drivers result in these accidents. This could be incorporated into a driver's manual.

Too many times I feel that the driver's manual is an explanation of the laws of the state without any adequate explanation as to why those laws must be obeyed by the driving public.

If we could get the idea across in the manual that accidents are caused by driver misconduct and pedestrian misconduct rather than by bad roads and bad cars in some way or another, I think we could also get across the idea that after all a driver's license is a privilege. It is a privilege granted by the state to some person found to be competent to operate a vehicle; and, being a privilege, it is something that can be taken away in the

form of suspension and revocation by the state.

To me the primary function of a driver's license is getting that idea across in an educational approach. You can back up that educational approach by forming your questions along the lines of those things which cause accidents as shown by accident records.

In other words, the actual examination is the information behind the educational program that makes the people read the driver's manual. I think it would be well for anyone in thinking of a manual and driving examination questions to study pretty carefully accident records.

CAPTAIN DRAPER: Your thought is that if you could place in the applicant's mind at the time he makes the application for a license the fact that he falls in a certain age and racial group and that that group is responsible for this type of accident, and this percentage of accidents, that you would like to see that done?

SERGEANT CHILDS: I would like to see more in that manual than just a bare statement of the law. To me, explaining the law to somebody doesn't mean much unless you explain why we have such a law. In other words, you can spend all day talking about speed or stop signs or signals or anything else, but unless you get across the idea that that signal or that sign or that law is not there so the policeman can go out and make an arrest, but so this individual himself will be protected, so the other people will be protected, so that the whole stream of traffic can move more conveniently, including the individual that you are talking to, you are not accomplishing much.

If you get the idea across as to why we have that law, that is one thing. It is another thing, however, to get the idea across as to what happens when you violate that law both in terms of accidents and the frequency of occurrence.

CHAIRMAN TRANSEAU: Our drivers' manual does stress the things you mention. We pick out the most frequent cause of accidents and stress that. In fact, it has always seemed to me that a learner or a young driver should have the best possible instruction you can give along certain lines, such as what are the

most frequent causes of accidents, which the average man certainly doesn't know.

MR. TRIPLET: Driver licensing from its very beginning should be based on the accident records of the drivers in the community. For example, in Kentucky, we may find that certain causes of accidents will be more prominent due to the mountainous country and the condition of the roads.

It is quite different in Kentucky as compared with a state like Indiana or Illinois where roads are level and straight. For that reason in our state, in giving the examinations, we should stress, perhaps the causes of accidents in that locality, using our accident records as a basis.

We should be able to say to the applicant, "Now you are eighteen years of age. In Kentucky, the accident record for applicants for drivers' licenses of your age has been this cause and this cause and this cause more than anything else." Then we should stress the importance of driving to avoid those accidents. In this particular case, I think Mr. Marshall said that speed was the greatest factor contributing to accidents in the state of Indiana for that age group. That principle should be followed on down the line.

In other words, the whole drivers' licensing procedure is an educational program. Now, in order to properly educate our drivers we must go back and study the history of the drivers over a period of time and obtain information which will enable us to educate these applicants that come in for drivers' tests.

Then, after we have obtained that information, we should educate our examiners in such a way that they may pass that information on to the applicants. Then at the time of taking the test the examiners should stress the importance of the applicant's driving in such a way that their privilege will not have to be taken away from them.

We should stress, also, the fact that the driving privilege is entirely left up to them. If they will drive in such a manner as to prevent accidents or prevent their being involved in accidents or prevent their being arrested for traffic violations they need have no fear of losing that privilege.

The whole thing is to try to tie all this in on the basis of the accident record experience.

For example, in certain communities, we

may find that accidents are more prominent during the hours from five to seven, and that they are occurring in a certain restricted area in that community.

Now, if you are giving a test to a person that lives in that community, and who expects to drive most of the time in that community, there is an opportunity to pass the information on to the applicant when he first begins to drive on the highways. You have forewarned him and that may prevent his becoming involved because of ignorance.

CAPTAIN DRAPER: Bear in mind, however, that you are still giving him a license to drive anywhere in the United States.

MR. MARSHALL: In Indiana we have eighteen districts. I have thought several times it would be very good if we could tabulate accident reports in each district.

We tried out a sample set of questions some time ago which included one asking how many people were killed in traffic accidents in the state of Indiana and how many in the United States. There were none, or very few, of the applicants that came anywhere near the correct number. We didn't expect them to, but it did give us a chance to drive home to them that there were so many killed.

If we could take a district in our own state and the examiner could say to the applicant that there were so many killed in that district, in his own district, during the first six months of 1944, I believe he would drive home to the applicant more emphatically this idea rather than saying there were so many killed in the United States last year. The United States is a big country.

Insurance men tell me that if you really want to sell insurance, go into a neighborhood where a farmer and his wife have been killed or the barn burned down. You can really sell insurance then because the people are thinking that there is something they need.

If our examiners, likewise, could say that right there in the district there were so many people killed the first six months of 1944, I believe it would drive it closer home than to say something about what happened over in Pennsylvania.

CHAIRMAN TRANSEAU: By the same token, if we had Sergeant Childs' idea that the information ought to be in the

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manual, then it would be a fair question to ask them the most frequent cause of accidents on the open road or in cities in our state.

If that information were available, perhaps you could get it in their minds.

One fatal accident in six is caused by the vehicle leaving the road. Some are on curves, some on straight highways. Something like that might make an impression on the young driver, particularly if he were taught that the things he had to guard against included so much speed that he might run off the road on curves. That is a primary thing in many states.

SERGEANT CHILDS: It so happens that in Michigan I am in the same position that Captain Draper is. I have something to do with accident records and have something to do with driver licensing at the same time, but whenever I pick up a summary of accident records I start studying age groups.

When I do that the question always pops into my mind as to how many people in this age group we have driving in Michigan anyway? I think it is the duty of the accident records people to make available certain records for the license department, but how about the licensing department giving to the accident records people something about the number of people licensed in a particular age group so the accident records can be better distributed?

MR. ROSENWALD (Traffic Engineer, Minnesota Dept. of Highways): I have been wondering if we have been entirely honest with the driver. I looked at a booklet that has recently been prepared for driver training and as a teacher's guide. I opened it up in the middle and the first thing that struck me was, "What to Do When Making a Turn."

It seems from this book the first thing you must do is signal; then you must ascertain whether you can do so safely; then determine whether you are in the proper lane. After all that is done then you can go ahead and turn. You have given your signal in the first place, so that is out of the way. In other words, if you give the signal properly all the rest is secondary to that.

I think we should come right out and say that the major cause of accidents is carelessness. If a driver is not careless,

speed is not a factor. It is only a factor when he is careless.

I can't quite agree on the importance of examination of drivers. It seems to me that we sometimes leave the impression that the driver licensing system exists for one sole purpose—that of examining somebody.

I don't think we are entirely honest with the driver when we are failing to point out to him that the fundamental thing he has to guard against is carelessness.

CHAIRMAN TRANSEAU: Mr. Rosenwald, wouldn't proper driving training preliminary to examination virtually answer everything you brought out?

MR. ROSENWALD: That is right.

SERGEANT CHILDS: I think that is true, but I feel we ought to go farther than that—carelessness in what? We have to tie it down more closely, but just "carelessness" is a little intangible.

Most drivers are more careful at intersections than between intersections, but in Michigan our fatal accidents are between intersections. We need to get that point across to drivers.

MR. ROSENWALD: There are more miles between intersections.

CHAIRMAN TRANSEAU: I hope to live to see the day when our drivers' examination will have this question prominently displayed near the beginning, "What preliminary instruction have you had that you offer yourself as a candidate for a driver's license?" Until we get that, we are going to have a lot of disagreements about a lot of these things.

The next subject has to do with "Clinical Treatment in Relation to Accident Records."

Up until a comparatively few years ago I regarded the so-called clinics as something hardly worth bothering with. Incidentally that is a misnomer. I believe clinics have something to do with bedside treatment of patients. That is according to good dictionaries. Nevertheless, the word has grown into use in this field to indicate some sort of hurdle that you ask a man to jump in order to see whether or not he is likely to be a good motor vehicle operator.

In our state, a man might be driving twenty, twenty-five, thirty, or thirty-five years and never have an accident. We are very suspicious of a man with that length of experience who has two or three minor

accidents. We feel that this man is a good driver, for he has proved it over the last thirty years, but is it possible that because of his age or some other condition he has slipped to the point, either mentally, physically, or what have you, to the point where he is beginning to have accidents? Why is it he suddenly has these accidents?

Now our dream is that in Pennsylvania we can reach the point some day where we can say to a man like that, "It is not very far from your home to the nearest clinic. We are going to ask you to go over there some day soon and see for your own benefit as well as the other users of the roadway whether or not something is wrong with your driving."

"Sure, we understand you have been driving all these years. Your record is very good. You have a right to be proud of it, but something may be wrong. Let us find out."

The biggest thing we find in the operation of the clinic is that even the professional drivers appear to be afraid to take the examinations; presumably in the thought they may lose their licenses. Yet our experience doesn't show that at all.

What we discover is that at the most, except in very rare cases, a man has developed some deficiency, or he has a deficiency that he never has known about, that somewhat limits his driving ability. Our argument then is that we can help him to drive better if he will do what the examiner tells him to do.

For instance, one of the most common defects that we run into—and it often happens with professional drivers—is a man with one good eye—possible 20/20—but the other eye is weak. He doesn't know it. Possibly he isn't the type that does a lot of driving or possibly he drives with the good eye doing the work that two should do.

That one eye condition may result in his developing some practices on the road that are not good. For instance, we have shown that there is a tendency not to drive in a straight line where there is an imbalance in the two eyes. There is a tendency to angle down the road until the driver notices he is approaching the edge of the road. That is particularly true with high-crowned roads.

Another very good illustration is so-

called tunnel vision which is a limitation of the peripheral area that you can't see without looking directly. I can see Sergeant Childs without looking at him. My peripheral vision is normal. However, certain people can't see much more than what is directly in front of them.

The remedy is simplicity itself. Naturally there is no way of curing it but that driver can be told to keep moving his head from side to side in an effort to overcome the particular deficiency, particularly in hazardous locations.

Shortly after the outbreak of the war it became apparent that too many men, as far as the Army and Navy were concerned, were being forced to drive. Usually all they were asked was, "Can you drive an automobile?" or, "Do you think you could drive a truck?"

For instance, the Fourth Naval District, which covers Pennsylvania, has, I believe, some eight or nine thousand drivers in that area.

There happened to be one young fellow in their service—a lieutenant at that time and since a lieutenant commander—who had worked with us and suggested that if we would make this equipment available at different points in that district they would try to get all their drivers to take these tests.

To make a long story short, over a period of time we did, with the aid of the state police, set up in eight different points and finally were fortunate enough to get the commanding Admiral to take the test. He is not a young man but he passed the test. He said, "All right, if I can pass these tests every driver in this district is going to pass or he won't drive."

In addition to the tests I mentioned they tested color blindness, depth perception, and various tests you would find of that type. With equipment we had borrowed or built we were able to do a good job of testing.

We finally got to the point where a considerable part of the Army establishments in that section and practically all of the Fourth Naval District wouldn't have a driver unless he could pass those tests.

We are talking about accident records in relation to these hurdles that they ask these men to jump. In connection with the tests there is an opportunity for an ex-

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aminer who knows his business and has been properly instructed to explain to a driver, for instance, what it means when he doesn't have proper depth perception.

For instance, in reviewing our accidents, when we have hearings we frequently run into the type of accident where the man has made a bad pass. What did he think when he ran into something which he thought was half a mile away when it was only a quarter of a mile away?

Sometimes we can establish poor depth perception on his part. It might be poor judgment, but if we can get that man in a clinic we can say, "All right, you don't show up on the depth perception test. Your eyesight is not any too good anyway."

Then you can show him why and explain to him that he had better be careful in the future in making his passes, and be sure how far away that approaching vehicle is. If we can do that, then we think we have got something.

In other words, we try to sell them the idea all through these clinical tests that we are not trying to take anybody's license away; we are not trying to limit anybody's license, unless it is absolutely necessary and essential for the benefit of all the other users of the highway. All we want to do is help the driver find for himself what condition he is in physically, mentally and as a driver.

We say, "If you do have any hidden defects that may be unknown to you, we want to show you what it is and suggest how you can offset or overcome that defect."

There can be no question with that one simple illustration I have given that accident records tie directly into this type of work. You may explain to a man who has a very poor ability to resist glare under nighttime conditions that he ought to be very careful at night or perhaps shun night driving at all unless it is absolutely essential and maybe not then.

We have had people say that they took the glare test because they thought something was wrong with their eyes; that they never could see well at night. They would say they were going to give up driving at night for they didn't have to drive at night.

I view this particular clinical work we are talking about as educational. In fact, all our work is educational. Suspensions

and revocations shouldn't be punitive. If we would hold that in front of ourselves, this work would appeal to us as entirely educational because where there is understanding, there is no need for punitive measures.

The point was made here before this morning of not so much "don't" but "don't because." That is the way you have to do with children and that is the way you have to do with motorists.

Years ago I was in a part of this work that had to do with signals and markings. It became axiomatic that if you put a sign up that said, "Slow" the motorist would say that he didn't care. You want him to go slow. Why? If you say, "Slow, pedestrians in roadway," he will probably slow down but if you just say, "Slow" he probably won't do it.

We must tell him why these things should be done. Don't say, "Don't do this," but say, "Don't do this because all our experience shows it is a bad thing to do."

SERGEANT CHILDS: We have to teach people to do a dangerous thing in the safest way possible. I don't like negative approaches in educating drivers with "don'ts." You tell a school child crossing the street that it is dangerous to cross the street; therefore, you teach him to cross the street in the safest possible way. Then you may accomplish something.

You don't say to the child, "Don't cross the street," because sooner or later he will have to cross the street. The same way with driving a car. It is dangerous driving a car at night. The experience is bad but you can't say, "Don't drive at night." We can't say that, unless he is a very bad driver.

CHAIRMAN TRANSEAU: Results with these clinics have been good. The Navy is very reluctant that any figures be quoted but I asked sometime ago what improvement they got when they took this rather radical step. I was told I could say their accident experience showed about a fifty per cent reduction after they insisted that their men go through these tests.

SERGEANT CHILDS: Inasmuch as you are an examiner of civilians you couldn't be as strict as the Navy. As long as the clinic is used for the purpose of aiding people to become better drivers rather than aiming at

the specific purpose of eliminating drivers, I think it is a good thing.

There might be a danger of being too enthusiastic about a clinic and use it as a process of revoking licenses. There are a lot of drivers I know who are physically handicapped to some degree but they can drive safely if there is no limitation of mental abilities to compensate for that physical limitation.

CAPTAIN DRAPER: You don't try to force a man to go through the clinic even though he has a bad record?

CHAIRMAN TRANSEAU: We can. Under our law the secretary has a right to satisfy himself about the physical and mental conditions of any operator. When a hearing examiner has made a thorough examination of the facts and he is convinced there is something erratic about the participants in the accident, he has power to recommend an examination.

Since we don't have this equipment at as many points as we would like to, in most cases we send them to the state police for re-examination, which probably bears down mainly on the road test and how to behave with red lights, stop signs, and so on. However, if they can be sent to the clinic a thorough checkup is given and it is as thorough as we know how at this stage of development.

SERGEANT CHILDS: How much training does a man need to be able to conduct one of those clinics?

CHAIRMAN TRANSEAU: I have heard all kinds of opinions. Some people think a couple of months; other people say six months to a year must be spent with fellows experienced, observing their conduct and what they do in handling different types of operators. My guess would be that the more time put on it the better.

The subject, "Suspensions and Revocations," is going to be handled by Mr. Triplett.

MR. TRIPLETT: Our accident reporting law specifically states that the accident records that are made by the individual involved shall be strictly confidential and without prejudice to the person making the report.

Our operators' license law does not provide for the suspension or revocation of an operator's license for being involved in an

accident without information that the driver was either physically handicapped or had committed a violation of the motor vehicle laws in contributing to the accident.

I don't think you can utilize accident records in suspensions and revocations of licenses as much as you can utilize the accident records for the purpose of making an investigation or requiring a hearing, which in either event may result in information that would lead the Commissioner or Director of the Division to act on the suspension or revocation of a person's driving privilege.

We ought to stress that very clearly, because if the average citizen driver felt that the report he made on the accident and which we use mainly for other purposes in our state would be used against him or might be used in connection with taking his driving privilege away from him, it would affect reporting.

It is highly important that we devise some means of changing the law, if we can do it without affecting accident reporting, to make further strides in the suspending of driving privileges based on accident records. Anybody who is constantly involved in accidents would be shown by investigation to be either physically incompetent or careless or to have violated the motor vehicle laws.

We are just not prone to have accidents unless there is a good cause for it. If it is carelessness that caused the accident on the part of this driver or the other driver, then we ought to be able to put our finger on that.

If this man is consistently getting into accidents certainly we should withdraw his privilege to drive, at least for a definite period of time, or else send him to a clinic or have him re-examined in reference to certain abilities. It may be his eyes, or his hearing or other physical disability.

If you see from the investigating officer's report that there was some physical defect or motor vehicle violation, we could have our officer make a recommendation that this man's driving privilege be withdrawn without his knowing that it came from the accident reports.

It is highly important that we utilize accident reports, indirectly if not directly, and bring about the revocation or suspen-

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sion of a license, if justified. It might come from an investigation of the accident rather than from the report of the accident sent in by the driver of the car. In that way you would be merely utilizing the report as a basis for making an investigation in that respect.

That is the point I was trying to make. I am afraid if you don't watch you are liable to bring about a situation where you wouldn't be getting accident reports.

MR. ROSENWALD: I think perhaps we have a clue to that. My own law is modeled the same as yours, on the uniform code, except we have more teeth in our law as to confidential features. As a matter of fact, any employee who discloses any of that information, even to the officer who has made a report on the same accident, is subject to loss of his job.

You can use those reports in this way, however. I think your law probably allows these reports to be used for accident prevention purposes, or something to that general effect.

MR. TRIPLETT: We should utilize the information on those reports more than we have in the past. I think that many, many states have for one reason or another been more or less lax in enforcing a good accident reporting system. I think more time and effort should be spent in promoting that thought of a program in the states. Many states have an accident reporting system in effect now, but are using it only partially. They are not stressing its importance enough all the way down the line.

After all, that is what we are trying to do—prevent accidents. If we can get reports they will be a great help in preventing others.

CHAIRMAN TRANSEAU: If we can show that a man was negligent or careless in an accident, we will suspend his license. Lately we have been giving a man a thirty-day suspension for failure to file an accident report.

Under our law we can hold a hearing following an accident. Between the reports and the hearing we can pretty nearly tell whether or not we have evidence that is likely to stand in courts of law.

We have the right of appeal to the

courts in our state. We may feel justified in saying, "All right, it was Transeau's fault. Childs wasn't quite as guilty, so he gets thirty days, while Transeau will get a heavier sentence." Then I may get another thirty days for failure to file an accident report, which is an innovation.

A man from our department visited a hundred and eighty-two police chiefs through our state in the smaller cities. He asked them if they wouldn't cooperate with us in reporting at least the larger accidents themselves.

We even devised a simple form of report that we thought wouldn't be too much trouble for them. They at least tell us that John Jones and Bill Brown had an accident. Mr. Brown was hurt about eight hundred dollars worth in damages. It took place at such and such a road, on such and such a day. When we get those we, at least, have leads.

In some of our districts in towns near Philadelphia we got seventy-five reports in three weeks' time. We were amazed. We wouldn't have gotten nearly so many with the old system. We were now in a position to write to the drivers and ask them why they hadn't reported for they should know we were going to take their license if they didn't.

Going back to the law which says that a man may be suspended after a hearing before the secretary if he has violated any of the motor laws of the state, the Supreme Court decided some years ago that there didn't have to be a conviction in order to suspend a license. In other words, we can still take his license if we have got such evidence, perhaps not enough to convict him criminally, but enough to satisfy ourselves and the court that we hadn't made a mistake.

We will sometimes take a man's license away on the first accident. We do that not to be spiteful or to abuse our power but when we believe he has shown that it was something that he did deliberately or it was his bad attitude which brought about the suspension, it is more of a lesson. Also it is usually only for a short time.

Usually our first thought is how long has this man been driving; has he ever had an accident; has he ever been arrested; shall we suspend; if so, for how long; and how

soon will we release him in view of his good record?

MR. ROSENWALD: Ordinarily you have a case under which he could be convicted of a violation, probably.

CHAIRMAN TRANSEAU: The Supreme Court made this distinction: to prove a man criminal you must have evidence beyond a reasonable doubt. They said in our case that we only needed to show a preponderance of the evidence.

MR. ROSENWALD: We are fortunate that we don't have to hold a hearing before we can suspend and we do exercise that right rather freely. We sometimes give a thirty-day suspension as a warning.

MR. TRIPLETT: Do you use the basis for calling a hearing the accident report itself or do you have other reports? I am still thinking about the accident report being used as a basis because it seems to me that would certainly hinder a program of accident reporting if you use the report itself.

Since we would either have to use our accident report or make an investigation, I am trying to find out for my own information how you do that.

CHAIRMAN TRANSEAU: Sometimes we use the driver's report. Sometimes an accident won't be investigated by the state policemen as they might be out on some other call at that time.

We received last year some eighty thousand reports. Since most of those were double reports, we will say there were forty thousand cases and we held about ten thousand hearings. That means we selected about one out of four and let the other three out of four go either because they were of a minor nature or because the citation clerks who call the hearings were afraid there wasn't sufficient evidence in those cases to justify suspension. Our power to hold a great number of hearings is limited so we try to confine them to the more serious cases. Nevertheless, that is kept on the man's record and may result in a hearing at some future time.

SERGEANT CHILDS: We use the accident reports in a hearing. The man holding the hearing has the accident report right in front of him. The man who holds the hearing is a state man and holds the hearing in the county in which the person

resides. It may be based entirely upon an individual accident or may be based upon a combined accident and violation record.

It may be based on a comment made by the investigating officer that the man's condition was such that he was physically incompetent, or anything of that nature. The officer who was responsible for calling those people in reviews the report, not necessarily in terms of severity, but in terms of how this accident occurred; where it occurred; whether it occurred through irresponsibility on the part of somebody; or, something of that nature.

We call a lot of men; not as many as in Pennsylvania, but we do call a lot of people in for re-examination. We don't suspend or revoke a license without a hearing. We give the man his day in court and in case his story disagrees considerably from the facts as they seem to be in front of the officer, he holds his recommendations in abeyance until he makes further investigation of the matter.

However, he can recommend a suspension up to a year. A suspension can't be over a year but he can also recommend a revocation if he feels it justifiable.

We use the accident report. It may be a deterrent to reporting but we find this to be true. Our law requires the individual to report forthwith to the nearest police officer—state police, county police, or county officer—and usually the person who feels that he is not to blame calls the police department. These officers go out and make a good many investigations of accidents.

I wouldn't say every one is investigated by any means because we do miss some. They miss the less severe and we also miss quite a number of one-car accidents where somebody runs off the road and didn't hit anybody else.

MR. TRIPLETT: We have had quite a lot of cooperation from the state of Indiana on accident reports and suspensions and revocations of licenses and have had numerous cases. I will mention two of them that happened several months ago.

It seems that two Indiana residents were involved in accidents in the state of Indiana and a hearing was called. It developed at the hearing that these two people were subject to epileptic attacks. In fact the epileptic

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attacks were responsible for the accident in two separate and distinct cases.

We have had others, but I am pointing out these two because one of them lived in a bordering town of Kentucky and the other moved to Kentucky. He procured a Kentucky license and stated on the application that he was not subject to these attacks and had no physical disability.

In some manner the Indiana authorities learned that he had procured a Kentucky license and communicated with us. We suspended the license in Kentucky and a hearing was requested. We granted the hearing and I wrote to Indiana for a copy of the transcript of proceedings of the Indiana hearing.

In one instance we were not convinced that the man was subject to epileptic attacks. In the other instance the man made several trips to Frankfort with statements and affidavits from several physicians, among them being affidavits, I presume, from his physician in the town where he lived in Salem, Indiana.

Even with that information we wouldn't give in until we finally got a sworn affidavit from the physician that had testified in the hearing in Indiana. We had three sworn affidavits from physicians but this one who had testified at the hearing in Indiana swore that this man was not subject to epileptic attacks, so we reinstated his privilege in Kentucky.

I wrote to the Indiana authorities. I notified them what we had done and our basis for reinstating his privilege to drive in Kentucky.

I think there is no doubt that that sort of thing goes on many times, particularly in bordering towns where West Virginia, Kentucky, and Indiana meet.

Perhaps we who are in the Drivers License Bureau have had in mind for some time that we should reciprocate with each other more in filing reports of the residents of those states with the licensing administrators of the other states. In that way we might be able to prevent a lot of that sort of thing going on.

There is no doubt in my mind that numerous people who have their driving licenses revoked for various offenses go into another state and give addresses in that state. I don't know how we can work it

out. I wanted to throw that out for thought in dealing with accident reports, because if Kentucky residents are involved in accidents in some other state and we could get a report it would help materially.

We do get that information in a number of cases, but we don't get all of them. I think we probably ought to forward the accident reports covering accidents to the home state.

MR. MARSHALL: I remember those two particular cases. In fact, the salesman was a thorn in our side and we were glad he moved to Kentucky.

CHAIRMAN TRANSEAU: The next topic covers the use of accident records in supporting licensing legislation.

I have a query here that might possibly fall under that category. Mr. Rosenwald would like to know what our reaction might be to a probationary license for younger drivers.

MR. ROSENWALD: Just a short time ago I happened to meet with a group from Minneapolis which was made up largely of young men and women from the high schools. It had to do primarily with some of their cutups after football games and the like. At that time this general question arose as to what to do with younger drivers. After listening to them, I asked them what their reaction would be to the idea of a probationary license.

Now in our state to get a driver's license up to eighteen they can only be licensed with their parents' consent. Their parents are responsible. That age group is from fifteen to eighteen. Well, I wondered how they would react to the idea for that same period from the bottom age until the age of eighteen of only getting a probationary license. Then when they reached the end of that period, if their record was clear, they would get a full license for driving.

You know I was surprised; that bunch of youngsters rather took to it. It appealed to them as having a salutary effect. They would have to be unusually careful during this period because they naturally prize a driver's license. That is their number one desire as soon as they are old enough and they want to be sure that they get a license. I believe in a case like this they would want

to be very sure that they had a record that would justify the issuance of a full license.

CHAIRMAN TRANSEAU: In theory we regard ours as a probationary license. Our law is sixteen and eighteen and occasionally parents will write after the children receive the license and say they are not behaving and want the license taken and we cancel it.

The first thing after an arrest which is brought to our attention is the age. That is a pretty hard thing for a young fellow who has gotten in trouble after he has been driving a few months when everybody says that he certainly is not doing the right thing and why not take away his license. If he has been in a wreck you are bound to do that.

CAPTAIN DRAPER: Going back to accident reports, it seems to me the statistics should be studied more. Of those boys and girls, sixteen and seventeen years of age, what percentage of accidents are they involved in as drivers?

We say they aren't safe drivers and that your high rates of accidents come from this age group. I am going to disagree with you. I don't think it is. I think they are driving safer at that time than at eighteen, nineteen and twenty.

Then you ask us what percentage of drivers are in that age group and we come back and ask what percentage of your middle-aged people travel our highways. How many are in that age group?

The accident section supervisors want to know something about the age group of people that you license. We just don't know and you aren't giving us that information. I am talking about myself because I am doing both the jobs.

Now, how many people, boys and girls, thirteen, fourteen, fifteen, and older are driving without licenses in your states? If you will make a survey I think you will find there are lots of them.

MR. ROSENWALD: I made a check after this little meeting I told you about. I was curious about those under our driving age, under fifteen. I made a rapid check for 1944, the first six months, and the last six months of 1943, as well as the first six months of '43.

In 1943 I found we had two under-age youngsters involved in accidents. In six

months there were only two. However, we had three in the first six months of '44, but I was surprised that it was as low as that number. That wasn't a particularly bad record, I thought.

CAPTAIN DRAPER: I am inclined to think that when drivers first start driving without a license they are more careful drivers than they are after they gain confidence. I think we may be wrong in not licensing fourteen and fifteen year old people in our states.

I think they are driving anyway. Surveys in our schools show that about eighty per cent of the boys and girls are driving even though they don't have licenses. Now they start out operating an automobile and violating the law and creating a disrespect in their minds for the drivers' license law. Would it not be best to license them if they are driving anyway?

MR. ROSENWALD: You are bringing up a very nice question. We have bumped up against it very much. After all, we are an agricultural state and we will have to admit that these farm boys and girls from the age of ten on up deliver milk to the creamery.

I have seen youngsters younger than that run the farm tractor and do it very successfully. By the time they are fifteen they have been operating farm machinery and what have you for years.

Now a legislator from the rural district would in a moment drop that age down to twelve. I suppose he wouldn't hesitate to drop it down to that age because he is convinced that the farm boy and girl is fully capable of driving at that age.

The big doubt comes when we ask if the city boy is qualified at that age? Has he had the opportunity?

CAPTAIN DRAPER: They can get a license in Texas at sixteen without an authorization from the county judge; if they can prove necessity, at fourteen or fifteen years of age, through evidence to the county judge. We can issue a license upon the request of the county judge of their county.

MR. MARSHALL: In Indiana we had in the first six months eighty-six reported accidents involving drivers under sixteen years of age. You have also got to take into consideration that there are a lot of accidents involving those under sixteen that

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are never reported for the simple reason that the average individual thinks in his mind that his insurance is no good—that boy or girl hasn't a driver's license.

Therefore, they slip around and in the back door and get the fender straightened out and never report it. However, we did get eighty-six reports of accidents in Indiana in the first six months of this year.

And to prove that they are driving you may see that they are driving during the vacation period of May and June. In other words, we had nine in April and it steps up to seventeen in June. When the snow is on they are not driving but when the sun is shining they are going to the neighbors.

MR. TRIPLETT: I agree that we have many, probably hundreds, of drivers under the age of sixteen in Kentucky that are driving cars, particularly in the rural areas. I am wondering whether or not the accident reporting and accident records would reflect such a bad driving record for that age group, and if it would not be wise to probably lower that limit.

I am inclined to agree to a limited license. We have a license now that is a limited license and is good as long as the person drives in a proper manner.

CAPTAIN DRAPER: What is the actual experience in different age groups—fourteen- to fifteen-year-olds as compared to the ages sixteen to seventeen?

CHAIRMAN TRANSEAU: The Council makes a statement in this year's *Accident Facts* that special studies have indicated, based on mileage of drivers under twenty, that they have the highest accident rates. Unfortunately I don't know how many people there are in those age groups. I do know, though, that the fatalities with younger drivers are out of all proportion.

CAPTAIN DRAPER: Talking about young drivers, does that include the eighteen and nineteen year-olds? What is their record in comparison to the fourteen and fifteen year-olds?

SERGEANT CHILDS: I have three summaries of the 1943 experience. One is urban, one rural, and one state-wide. In 1943 we had eight drivers under the age of fourteen involved in accidents; one in a fatal accident.

In the fourteen and fifteen age group

there were a hundred and twenty-nine involved in accidents, with three fatalities. In the sixteen to nineteen group there were 1,419 accidents with seventy-six fatalities. This was in the rural section.

In the urban section we had a hundred and one under fourteen. In the fifteen and sixteen age group there were sixty-eight with one fatality. In the sixteen to nineteen group there were 1,649 accidents with nine fatalities.

In our state-wide fatalities we had two under fourteen, five under fifteen, sixteen in the sixteen to nineteen year group.

Our law in Michigan is fourteen years of age for licenses. We can license a driver at fourteen years of age with the parents' consent or signature and on up to eighteen, but the enforcement officer is not able to arrest this person in the ordinary way until he reaches the age of seventeen—not eighteen, but seventeen.

We feel—I am talking of the policemen now—that it would be a good idea to issue a probationary or conditional license to the person fourteen, fifteen, and sixteen, because all the enforcement officer can do is take him to the probate court which is quite a lengthy procedure. It requires a petition to the court to declare him delinquent. It means a lot of monkeying around and most policemen don't like to have a record of a delinquent minor on a case of individual traffic violations.

I think conditional licensing of fourteen, fifteen, and sixteen year-olds in our state would be a good thing. It is true that any license is a conditional license but it might bring it to an individual's attention if we called it such.

MR. MARSHALL: In Indiana in the first six months there were 642 sixteen-year-old drivers involved in accidents and it stepped up to 1,131 with seventeen-year-olds. I am sure that we have just as many sixteen-year-old drivers in Indiana as we do seventeen-year-olds, which bears out your argument that when they gain confidence they are going to be involved in more accidents.

CAPTAIN DRAPER: I think that is true. Your high age group was eighteen and nineteen, wasn't it?

SERGEANT CHILDS: In the young people, yes.

CHAIRMAN TRANSEAU: Of course,

we don't know exactly how many there are in each of these groups. We are in the dark there.

SERGEANT CHILDS: Our really high age group is twenty-five to thirty-four because there are probably more of them.

MR. MARSHALL: We issue in Indiana a beginner's permit. There were a hundred and sixty-three who were licensed operators and today only about seventy per cent of them come back for conditional license so they do drive at least three months at the age of sixteen and the fact they do not come back proves there are as many sixteen-year-olds driving as there are those of seventeen.

CAPTAIN DRAPER: We are going to have to get information to furnish the accident section as to different age groups, sex, racial groups, etc., that you are licensing in your states. We aren't doing it now.

SERGEANT CHILDS: That would help a lot in talking about these age groups.

CAPTAIN DRAPER: It would help the accident section, too.

SERGEANT CHILDS: Connecticut made a study that we look back to but we don't know that it applies in Michigan. It probably does but there are few states that have made a study on age groups.

MR. ROSENWALD: I believe it would be worth while to study wrecks a little more because I don't think the youthful spirit accounts for that difference entirely. I think there is something he has not got—the perception, the timing, and the thinking, and the action.

Your seasoned driver needs only two—perception and action. He can cut out some of those steps. The youth hasn't driven enough and he has to have the full three periods so actually, while his mind acts quickly because he is young, it takes longer time. His reaction extends over a longer time than that of the older and more seasoned driver. In the face of the fact that he thinks he has a quicker reaction he has to have more and he isn't aware of that. In other words, he doesn't realize that he is

at a disadvantage approximately of one-third of that reaction.

MR. L. S. HARRIS (Executive Director, American Association of Motor Vehicle Administrators, Washington, D. C.): I am trying to get information on this particular subject right now. Some of the states that reduced their minimums on account of war are going to want to put them back up and I believe they are going to have trouble doing so if they don't have information to show the legislature.

I am anxious that the states give us that information just as rapidly as they can. Some of the state records are so set up that they can give it to us without much trouble; others cannot.

It is a very important thing to us, particularly from a national viewpoint. The Association has adopted or approved the minimum age of sixteen and we would like to hold it if sixteen is correct. If that is not correct, we would like to know it. We have got to have the facts to work on. We can't do it through theory.

SERGEANT WHITTALL (Division of Accident Prevention, Washington State Patrol): In response to Mr. Harris' request, we started to do some work. These are just preliminary figures. We went back as far as 1940 and compared the number of drivers under sixteen with the total number of drivers involved in rural accidents in our state and we find that in 1940 we had 0.18 per cent and in 1941, 0.2 per cent. In the last nine months of 1942—in the first three months' period we lost some of the cards so we used the last nine months as probably typical of the year—it went up to 0.39.

Incidentally it was about that time that our agricultural permit went into effect which allowed under-age drivers to drive for the purpose of delivering commodities to and from the market. In the first six months of this year the percentage was .55. In other words, the first six months of 1944 was about three times as high as those under-age drivers involved in accidents over the year of 1940 so it may indicate a trend.

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WEDNESDAY AFTERNOON SESSION

October 4, 1944

General Session

Joint Session with American Association of Motor Vehicle Administrators, American Association of State Highway Officials, International Association of Chiefs of Police and Institute of Traffic Engineers

Presiding: KENNETH B. COLMAN, Pres., Colman Industries, Seattle, Wash., and Chairman, Committee on Post-War Traffic Safety Planning.

Plans for Post-War Traffic Safety

A Symposium

(A) Post-War Planning in Street and Highway Traffic

BRIG. GEN. D. C. DRAPER, C.M.G., D.S.O.

Chief Constable, Toronto, Canada, and President, International Association of Chiefs of Police

Paper Presented by F. A. Roff,
1st Vice-Pres., International Assn. of Chiefs of Police

Any plans for post-war traffic safety must take into account the vastly enlarged transportation picture that the war has brought. No longer can we look at traffic police work as a local or even a national job. No longer is traffic policing merely a matter of control, enforcement of laws, regulation of speed and conduct on our highways. Now we see it as a job of management to facilitate the movement of vehicles, persons and goods over our streets and highways as directly, safely and quickly as possible. The necessity for co-operation of all agencies concerned and of country with neighboring country becomes more and more obvious.

The highway traffic picture in this hemisphere now grows beyond the limits of any one country. Stemming from a stage of development temporarily halted by the war, our motorists, on business and pleasure, after the war will have more places to go and will go farther and in better vehicles—and probably with greater eagerness to get there in a hurry—than ever before. With a highway reaching from Alaska, through Canada, the United States and Mexico, down into Central America and soon into South America, traffic control and highway safety become problems affecting two continents. Not only must there be international co-operation among police agencies of all countries in the apprehension of

criminals and crime prevention, but we will need coordination of the work of traffic police, at least in the countries of these continents—and agreement among us as to methods of traffic regulation and uniformity of laws.

To those of us who have been kept close to home by war work and gasoline and tire shortages, the freedom to travel when and where we wish will be a release to a new luxury that will quickly become a necessity. To our young men and women returning from war theatres half way round the world, distances formerly inconceivable will seem commonplace. The world becomes smaller as travel, through curiosity, necessity and scientific development, widens our acquaintance in it.

The United States will continue to have the greatest share of the problem of traffic safety. Its enforcement and safety agencies, traffic engineers, motor vehicle administrators, highway officials and other groups concerned will continue to lead in planning for and putting into effect the measures which year after year must be developed to keep pace with a steady increase in motor vehicle use. I am told that the United States expects to see 50,000,000 passenger cars on its highways within ten years after the close of the war—and, if management by police, farsighted accomplishments by engineers and comprehensive advance plan-

ning by all concerned with safety on the highways is not effective, also expects to see an estimated 80,000 traffic deaths and 2,500,000 persons injured annually by 1960. The forecast of widely expanded travel is good. It can lead to greater co-operation among nations, profitable growth in both business and culture. The forecast of inevitable slaughter on the highways must be a challenge to us all.

This challenge is taken up in the program for post-war traffic safety mapped by the National Safety Council's Committee on Post-War Traffic Safety Planning, headed by Mr. Colman. The program fulfills admirably its purpose of providing a structure through which each of the 40 sponsoring organizations can contribute to achievement of greater traffic safety in the United States and other countries after the war.

Concern All

The elements of the program in each case are primarily the concern of one agency, but in varying degree are also the concern of the others. Construction of new roads, improvement of existing streets and highways and use of control devices are matters in which police can serve as observers and can report to those who plan and build them how well they fulfill their functions. Effective traffic law enforcement depends not only on departmental organization and administration but on correlation of police activities with those of the engineer, the educator, the motor vehicle administrator, the courts and the legislator. Safeguards that can be effected by a wise driver licensing program are the concern of all of us, particularly of the police.

Revelation of accident causes and points where traffic control by mechanical or human device has failed are to be found in accident records—police work that serves as a guide to every other agency striving for greater traffic safety. Traffic safety education for all who walk or drive—and that means everybody but the bed-ridden or imprisoned—is a year-in and year-out project. It must be extensive and intensive, so that every candidate for a license understands the responsibilities that go with the privilege of operating an automobile. Police must also be educators, co-operating with the specialists in the field of safety education. And finally, legislation must keep pace.

Here, too, the police must be of positive help and should take the initiative in presenting their needs.

It is essential then that in promotion of greater safety on our highways today and in the years of greater personal freedom after the war each co-operating group must correlate its activities with those of the others and all agencies that can contribute to this work should do so. It follows also that the success of the whole program depends on the effectiveness of each unit.

The part of the police in the over-all transportation picture is an important one, as has been suggested. Traditionally, the defenders of the people and their property, and throughout history always occupied with the hunt for criminals and alert to prevent crime, the police, in the newer responsibility of traffic control, continue to fulfill their pledge to protect the lives and property of the people.

Many police administrators, I believe, do not yet realize the full scope of their responsibility. Theirs is the job of management, or control which, correlated as we have said with the work of other agencies, must provide safe, speedy and efficient movement of vehicles, persons and goods over our streets and highways. Congestion and accidents, by-products of highway transportation, are two of the biggest problems they must face under their oath to protect life and property. Action after an accident has happened is not enough. Re-routing, delays and more officers on the job are not enough to eliminate the causes of traffic congestion. Farsighted planning is necessary, and particularly a recognition of how large a portion of the police department's program is represented by traffic problems. Police administrators must realize what percentage of their resources this part of their work will rightfully claim. Were a police administrator to base personnel assignment on loss of life alone, or economic loss, for that matter, he would have most of his force busy trying to prevent traffic accidents and delays resulting from congestion. As an example, I am told that in one American city of 78,000 people, during eight years, one life was lost through crime while 100 lives were taken by traffic accidents. If a police administrator should assign his men 100 to one to traffic, obviously the department

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would be seriously out of balance. What is necessary then is that traffic police work be organized on a business-like basis, backed by research and analysis of accident records, planned for today on a pattern that is elastic enough to cover the problems of next year, and flexible enough to grow and adapt itself to new conditions of the years to follow. The smallest local police agency must operate on as practical and enlightened a plan as the largest, and supporting and furthering the traffic management of all traffic police must be well planned, uniform legislation and effective, impartial traffic courts.

Personnel Standards High

Personnel standards for such a program must be high and traffic police training must be thorough. Specialized training in traffic control techniques is available and

traffic police from Canada and Central America, as well as many from United States, have been trained at the Northwestern University Traffic Institute.

The place of the police then in post-war traffic safety is one of management of a suddenly released large volume of traffic, expected to grow rapidly, the facilitation of traffic flow, prevention of accidents and congestion. Vital to the success of this work is organizational balance within the department, thorough continuing study of the problems involved, and correlation of police work with that of other agencies concerned with traffic safety.

As president of the International Association of Chiefs of Police, I pledge the continued effort of the police to understand and meet their responsibilities in bringing about greater safety on our streets and highways.

(B) ITE Plans for Post-War Traffic Safety

HAROLD F. HAMMOND

President, Institute of Traffic Engineers, New York City

Just a year ago, the Institute of Traffic Engineers drafted a post-war Traffic Program. Three major objectives were established:

- (1) To de-congest urban centers and other critical locations.
- (2) To "accident-proof" streets and highways to the maximum degree.
- (3) To coordinate highway traffic plans and operation with highway planning and design, and community planning.

The ITE recognized that in addition to the new problems of greatly increased number of motor vehicles, miles of travel, changes in land utilization, old vehicles in poor mechanical condition, inadequate terminal and parking facilities, and insufficient emphasis on time values of travel, the old problems also must be attacked—problems of geometric design for traffic demands, critical parking problems, and improper application or non-uniformity of signs, signals, and markings.

Initially, the post-war program was not sufficiently detailed to present the specific projects that had to be undertaken or the way of accomplishing them. Therefore, a

special Institute Post-War Traffic Planning Committee consisting of thirty outstanding municipal, state, and non-governmental traffic engineers, was appointed to undertake the job of expanding the initial program.

Several days ago, the chairman of the Post-War Planning Committee, in a committee progress report to the Institute Business Meeting pointed out that the final program, which will be completed very soon, will properly expand (from a traffic engineering standpoint) the three-point engineering section of the traffic safety program presented in the publication, "Danger—Traffic Jam Ahead."

The Institute feels that, along with other national organizations sponsoring "Danger—Traffic Jam Ahead," such as the American Association of State Highway Officials and the American Public Works Association, it has a definite responsibility in helping to carry out the three-point engineering section which includes: (1) New Road Construction; (2) Betterment of Existing Streets and Highways; and (3) Traffic Engineering Administration. Institute interest in the program is obvious, since these three points are identical with the

three components of ITE Post-War Committee activity.

Four sub-committees are now putting their reports into final form. The final report will be directed to mayors, city managers, state officials, and support groups, and will state concrete problems of highway transportation, describing ways to attack these problems to obtain full utilization of highway facilities. The report will emphasize the values of applying engineering skills to traffic operational problems. It will also show how states, counties, and cities can utilize traffic engineering approaches and procedures.

The National Conservation Bureau recently conducted a survey to determine what principal traffic problems must be solved for safe and efficient motor vehicle and pedestrian traffic after the war. It sent a questionnaire listing ten traffic problems to a representative group of motor vehicle and transportation experts in all parts of the nation. The replies revealed the following as most urgent: (1) Parking; (2) Pedestrian Control and Safety; and (3) Redesign of Streets and Highways. Opinions differed, however, depending on the type of work in which individuals were engaged. Thus, City Engineers considered the parking problem of greatest importance, with pedestrian control and traffic channelization second and third. State engineers considered redesign of streets and highways first, channelization of traffic second, and signs, signals, and markings third.

Both city and state police considered pedestrian control most important. City police considered parking second, while state police considered speed second. Speed took third place in the opinions of the city police, and redesign was third with the state police.

Magazine Initiates Study

A second study by TRAFFIC ENGINEERING magazine, as to what subjects readers felt most important to stress in the magazine, again showed parking as the subject of major interest, followed closely by city planning and signs, signals, and markings. The fifty city officials who answered the questionnaire put parking first, city planning second, and pedestrians third. The forty-two state officials voted freeways as the subject of top interest, parking second, and speed third.

While these several studies clearly show the interest and thinking of traffic authorities, they do not reveal what traffic improvements will actually be made to meet post-war traffic problems. The ITE Post-War Traffic Planning Committee is now conducting a comprehensive questionnaire study of what the larger cities have done to date about drafting specific plans for making post-war traffic improvements.

Of some 150 municipalities contacted, over 100 have already replied. A rough check reveals that a surprisingly large number of the cities have already gone quite far with their post-war traffic plans. The following are among the measures which they have indicated they plan to utilize extensively:

Provision of attractive and convenient off-street parking so that more curb parking may be prohibited in congested areas.

Conversion of existing or reconstructed wide thoroughfares into limited-access streets and highways by more restriction of turning movements and the use of continuous raised medial strips.

Providing more pedestrian safeguards such as barricades, special walks, islands, grade separations, and pedestrian signals.

Development and application of improved forms of intersection channelization to provide safer but also more rapid movement of traffic.

Greater use of one-way streets, where need demands, in both large and small communities.

Making traffic control devices and measures function more in accordance with varying traffic demands and conditions.

To implement and carry out sound and worthwhile traffic plans requires the full cooperation of all interested agencies. Moreover, it requires that these agencies, particularly the American Association of State Highway Officials, International Association of Chiefs of Police, American Public Works Association, and Institute of Traffic Engineers get together more frequently to discuss and plan their related interests.

At the Eno Foundation Traffic Conference held in New York City last spring, I heard for the first time representatives from some of the national organizations just men-

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tioned frankly discuss how closely their work was related and how they were dependent upon each other for success.

Speaking in behalf of the traffic engineers, I pointed out how much a traffic engineer depends upon others to carry out a constructive program. It is pretty well recognized that there are four traffic engineering functions:

- Traffic Studies
- Traffic Planning
- Traffic Design
- Traffic Control

At a glance it can be seen that these functions cannot be carried to their ultimate without work and cooperation of other groups. For these reasons, the Institute is making every possible effort to coordinate its post-war traffic program with all national agencies having direct responsibility in traffic matters. For the same reason, the Institute promptly became one of the sponsoring agencies of the Program for Post-War Traffic Safety. The Institute can be counted on to carry through with its share of the national program in 1945.

(C) Plans for Post-War Traffic Safety

C. F. JOYNER, JR.

President, American Association of Motor Vehicle Administrators, and
Commissioner, Virginia Division of Motor Vehicles, Richmond, Va.

So far as the post-war years are concerned, the American Association of Motor Vehicle Administrators does not anticipate them with undue alarm as some seem to do. Most of us are old enough to remember the post-war years of the other war and, although there were not so many motor vehicles on the road then, the behavior of the drivers was not, in any sense, alarming. With this in mind, we have developed what may be termed a progressive long term, over-all program and are now beginning to get it underway.

We must remember that the public official carries the burden of public safety. The principal objective of our program is to furnish direct service and assistance to our member departments in matters of uniform practices and procedures, departmental organization and planning, research and studies currently needed, selection and training of personnel, and related matters.

The program is designed with the view that the Association can best contribute to the work of its individual members by the cooperative development of needed additional nationally uniform standards—standards that include the most effective and economical practices and procedures developed in the several states—standards that express to the public the maximum freedom of movement consistent with the minimum of regulation necessary in the interest of safety.

The three basic elements of our program are: to work directly with and through pub-

lic officials for effective action; to develop methods and techniques and train personnel to apply them; and, to energize and maintain informed public opinion in support of our progress. We confidently believe that large benefits will result from the extension of this type of program.

The development of the details of our program is a continuing process, necessarily so because of changing conditions and requirements. But, in order for you to know of some of the things we propose to do, I will briefly outline some of the most needed and important as follows:

Legislation

We will continue with increased energy our promotion and support for more uniformity in motor vehicle laws and regulations throughout the nation;

Promote and support legislation for nationally uniform reciprocity between states for vehicles in interstate commerce;

Promote and support legislation where needed for the statutory adoption of the minimum flooring for sizes and weights of motor vehicles;

Promote and support legislation for improved and uniform vehicle registration and license laws.

Driver Improvement

The average driver is today our, yours and mine, greatest safety problem. He comprises ninety per cent or more of all drivers. He is the fellow who passed all the tests and has been licensed to drive

a motor vehicle over public streets and highways and is supposed to be a safe driver. But, he is not too safe a driver. It is he who causes most of the traffic catastrophes. We have had him with us continually since the first horseless carriage and still we know very little about him. We have spent millions of dollars and a quarter of a century of time following the *same old rut* in trying to educate him to be a safe driver and to avoid accident, with hardly any favorable results. Cold, voluminous statistics and figures he will not read. Posters, pamphlets and press releases berating him mean nothing to him—they are for the other guy.

Discouraging as our program in improving the average driver has been, we still believe we can find a way to reach him and, with the help of all cooperating organizations we are going to continue our efforts.

Our Association acknowledges, and rightly so, that the driver problem is principally its responsibility and is therefore giving a major part of its effort and facilities in trying to solve it. "Driver Improvement" is our major objective and our program on driver improvement includes:

Driver behavior studies in cooperation with Public Roads Administration and traffic enforcement agencies;

Use of adequate accident reporting systems and practices and the proper uses of accident reports and statistics by administrators, police, highway departments and courts;

National uniformity of driver examinations through the adoption and use of the Association's standards of practices and procedures by properly selected and trained examiners;

Development and use of nationally uniform driver reexamination program;

Development and use of nationally uniform practices for the suspension and revocation of driver licenses;

General improvement and standardization of driver license law administration and enforcement;

Development of a new safety approach to average adult drivers; and,

Active participation in a nation-wide high school driver training program.

Licensing War Veterans

In addition to the driver improvement program I have just outlined, a committee has been appointed to study the problem of licensing the returning war veterans. This committee will work in close cooperation with the Army, Navy, and Veterans' Administration to develop ways and means of rendering the best possible services in assisting the veterans to again take their normal places and occupations in society. The Committee will furnish all state departments with the information as fast as such information is assembled. Through this work we expect to rehabilitate many veterans into safe drivers. We are looking forward to their return—not dreading it.

Pedestrian Regulation and Control

Our next greatest problem to solve is that of the pedestrian. The pedestrian is today in the unenviable group of people which is furnishing the largest share of traffic casualties. He, like the average driver, seems to be immune to education of the usual type. But, in cities where sincere effort is being made to control and regulate pedestrian traffic, progress is being made. It has been definitely proven that the police officer in uniform is by far the best possible instructor in pedestrian safety. But, in a great majority of our cities, particularly the larger ones, there is no attempt whatever to regulate and control pedestrian traffic because of an imagined political reaction. We do not subscribe to the belief that the citizens of a community would vote against an official who tries to protect them from death and injury which they are subject to by their own carelessness. So, we are including pedestrian regulation and control in our safety program.

Our Pedestrian Committee is working to develop a nationally uniform program which will necessarily have to depend on the assistance and cooperation of highway officials and engineers, traffic engineers, state and local police and all supporting organizations. The Committee is charged with the duty of providing the leadership and stimulating interest in the program throughout the country. We believe we will find ways and means to reduce pedestrian accidents.

Compulsory Vehicle Inspections

We propose to urge the resumption of periodic vehicle inspection in the states

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formerly requiring them as soon as possible after cessation of hostilities.

We will resume our efforts with new energy toward procuring uniform inspection laws and regulations in all states not now having them.

In cooperation with Public Roads Administration and the automotive industry, we plan to activate two research projects concerning safety of operation of motor vehicles. One will consist of engineering studies and road-testing of vehicles for development of adequate uniform brake performance standards and for development of additional safeguards in the operation of passenger vehicles, including school buses. The other will be for the develop-

ment of uniform standards for the operation of official inspection stations, both public and private, and performance standards for testing apparatus and equipment. Through these projects we hope to contribute toward safer post-war motor vehicles.

I have outlined the most important features of our program of traffic accident prevention. As you can see, the program is basic—it is fundamental—and is designed to support and assist the public officials charged with the responsibility of public safety. It merits the sincere support and cooperation of every organization and individual. I am confident we can depend upon the help of all here today.

(D) Plans for Postwar Safety

H. G. SOURS

Director of Highways of Ohio, Regional Vice-President, A.A.S.H.O., Columbus, O.

Before the war, there were 33,000,000 motor vehicles operating over the highways in the United States. Today, there are approximately 28,500,000 and with the exception of trucks and buses, they are operating on a greatly reduced mileage basis. The most of these are the same vehicles which operated in 1941. A large percentage of the 1941 tires are still doing service, although many of them would long ago have gone to the junk pile under normal conditions. Speeds, as well as mileage, have been greatly scaled down during the war. The normal highway improvement program of new construction has been deferred and in some cases, old roads have badly disintegrated under wartime hauling.

With this factual background we can readily foresee postwar traffic creating two separate problems:

First, the problem following immediately on the lifting of war-time restrictions, orders and regulations.

Second, the problem which will confront us in the future when normal traffic con-

ditions return, volumes increase and new models of motor vehicles become a reality.

The first period may bring a sharp rise in the accident curve, particularly the serious and fatal accidents. Removal of restrictions will bring an increase in road speeds. The return of many men and women from the armed services will put a greater number of younger drivers on the road, which will naturally bring up speed rates. However, many of these have received valuable training and experience in the handling and care of motor vehicles. They may be better and safer drivers when they return than when they left. Regardless of this speeds will increase and in addition, much of the equipment will be old and unsafe for high speeds. Tires will undoubtedly be the cause of many accidents unless new tires are available in unanticipated numbers by the end of the war.

The tonnage being hauled by trucks will quite likely drop rather sharply for a while and then will rise again with the reconversion of industry. During the war emer-

gency, most trucks are loaded to capacity and many of them are overloaded.

This sums up the problem, as it now appears, for the immediate postwar period. What, then, should be done about it?

We have often heard of the three E's of traffic safety—Enforcement, Education and Engineering. In the immediate postwar period, Enforcement will quite likely occupy the number one spot. Education and Engineering take time. Both can be carried on during the first period but the results and benefits will appear later. Some phases of Education, such as publicity campaigns, will help but too often they are spasmodic rather than basic and fundamental. Certain phases of Engineering, such as signs, markings, regulation of directional flow of traffic, parking and careful maintenance of high-ways can be of immediate benefit but the results of Engineering in design cannot be turned into visible effectiveness overnight.

It is quite likely that a very substantial number of drivers will voluntarily conform with necessary restraints. There will always be those, however who will drive recklessly and dangerously and injure and kill others as well as themselves.

The second problem is a long-range one and will become most noticeable after we have recovered sufficiently from war-time restrictions and shortages for traffic conditions to resume normal growth.

Design Problematical

What will happen in the design of motor vehicles is not definite today. They may be lighter and they may be faster, although danger may throttle higher than pre-war design speeds. It is not likely that we will greatly lower the top speeds of the better types of cars. Efforts may be made for greater permissible legal loads for trucks. But there is little likelihood of load limits being lowered. The amount of traffic will increase and possibly at an unexpected rate for some years after the war. The aeroplane will be an additional factor in the transportation of people and some kinds of materials. The railroads will quite likely modernize and expand their service. All of these factors will tend to increase motor vehicle traffic but they may modify and alter the pattern somewhat.

The short-distance, everyday trips into

and out of the cities will be increased. The spread of population into the rural areas surrounding the urban centers will greatly expand. This will further the need for home-to-town transportation by private automobile. Undoubtedly the use of the motor car and the light truck by the farmer will greatly increase. The use of the aeroplane commercially and privately and the increase in the number of airports will call for surface transportation to and from landing fields and airports. The aeroplane, conceivably, will open up many heretofore inaccessible vacation lands which will be served locally by highways. The truck, more than ever, will act as a supplement to the railroad and the aeroplane. The pattern of traffic quite likely will change and the total will greatly increase.

What should be done to meet the demands of traffic in the second period? The problems fall into three major categories.

1. There will be the planning, design and construction of arterial expressways into and through the large cities, the bypassing of some of the smaller cities, and the belt-lining of others. These will be the roads which will collect, carry, and distribute large volumes of traffic quickly and safely. Projects of this kind require careful study, traffic analysis, and scientific planning and design. They are costly and often become involved with many obstacles which cause delay. However, they will be the cheapest and the best in the long run. Street widening will not solve the problem except temporarily and the costs of right-of-way and damages will be disproportionately large.

This type of work is expensive and there may be some reluctance on the part of public officials because of the high cost and the fear of public reaction. We should not consider the cost per mile as the yardstick for measuring cost of this type of work, but, rather, the cost per person served. Oftentimes the cost per person on major improvements is really less than on some of the much lower types of work.

2. The second problem is that of modernizing the main trunkline highways between the cities in the nation's primary network. Some of this work has already been done but the greatest part still lies ahead. The expressway, in many cases, is the

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ultimate design toward which we should work. Careful selection of routes, to avoid duplication and hold down the over-all mileage of trunklines is essential. Much of this type of improvement will be on new location, leaving the existing facilities to serve local traffic.

3. The third problem is that of the orderly expansion and further development of the rural farm-to-market, school and mail route. The ever increasing transportation of farm products to market is one factor. The opening up of tourist areas is another.

Engineering Major Factor

It is quite apparent that Engineering will be one of the major factors in highway safety in the long-range period. The faults and the lack of skill and responsibility of motor vehicle drivers are more pronounced than in the operators of any other type of transportation. The railroad locomotive engineer, the helmsman of the ship and the pilot of the aeroplane are all highly skilled operators. Hence, more than ever, safety must be built into our highways to make them safer for all the users.

There are several fundamental items which should be included in the design of our major trunkline highways. Modifications of the different types of treatment are in order to more properly meet the conditions and to keep our design within the bounds of economy.

The following are some of the items which must be considered if we are to build safe highways on our major routes:

(a) The multiple lane divided type, using a median strip as wide as possible. A narrow divider may be used under certain conditions but should be raised where its width is limited.

(b) On heavy traffic routes, the limited access or expressway type supplemented with proper interchanges is the most desirable. While its initial cost is greater the gain in functional advantages is so great that the additional cost will be offset in most cases.

(c) Expressways and major improvements should, in general, be on new location. Better alignment and grades may be found at less cost on new location.

Much of the local traffic can be kept off the major trunklines by leaving the old road or street to serve it.

(d) Uniform and standard traffic control devices result in less confusion to the driver and increase safety.

(e) Special facilities for pedestrians, including safety islands, sidewalks, markings, etc., are essential for safety where pedestrians cannot avoid highway traffic.

(f) The removal of street car rails and the resurfacing of some of the existing major streets will oftentimes greatly increase traffic capacity and safety.

(g) The regulation of parking on some of the main thoroughfares can produce excellent results. Prohibition of parking on certain streets to form an inner belt for traffic distribution and circulation, can often produce some amazing improvements.

(h) In any improvement, adequate lane widths are essential to safety. The high-speed car and the wide truck of today cannot possibly operate safely over the old narrow lanes.

(i) Proper widths of shoulders and adequate shoulder treatment must be provided for maximum safety.

(j) Oftentimes on a two lane highway, the addition of a third or fourth lane for passing on long grades with fast and slow-moving vehicles improve the traffic conditions.

In existing highways some items must at all times receive careful attention:

(a) Pavement surfaces and shoulders must always be kept in repair.

(b) Blind spots, sharp horizontal and vertical curves, sight distances at intersections, railroad and highway crossings and bridge approaches can be made much safer through special treatment based on studies of the local conditions.

(c) Proper signing and marking contribute to safety.

(d) Slippery surfaces can often be deslicked and bad skidding accidents prevented.

(e) Snow and ice control is very important. The travelling public expects to

be able to use the highway at all times, day and night. Proper equipment, trained personnel and a system for quick action in emergencies are all necessary. Operators of snow and ice control equipment should be under standing orders to get out on the road whenever necessary without waiting for orders from headquarters. A system of reporting winter road conditions in the early morning and evening radio broadcasts over the regular stations can be of great value and be much appreciated.

Traffic Bureaus

A highway department should have a Bureau of Traffic and Safety. Most departments have made good progress in this direction. Until recent years, however, the principal function of such bureaus has been to handle highway signs, markings, etc., and to treat dangerous spots on existing highways. Recently, however, the progressive highway department has coordinated the work of the Bureau of Traffic and Safety with the other bureaus of the department, particularly design. While the Traffic Engineer has several independent duties to perform, he also is definitely tied in to the other related bureaus of a department.

As a result of the research and studies carried on by the Traffic Engineer in traffic performance, terminal behavior, parking, other traffic handling facilities, roadway capacity, etc., he is able to recommend geometric design features not only under standard conditions but for special problems as well.

In some highway departments, traffic surveys covering such items as origin and destination, volume, speed, accidents, congestion and parking and the analysis of the data collected, are combined with traffic planning which covers the field of gen-

eral location, capacity, functioning and operation of routes and terminals. Careful traffic planning is particularly important in the location and the development of expressways and major thoroughfares.

In other highway departments there are separate bureaus, Traffic and Safety and Planning Survey. In such cases there may be overlapping of functions. In any event, however, the two functions must be definitely coordinated for proper planning.

Traffic control is normally a function of the Traffic Engineering Bureau. The application of regulatory measures to develop the maximum effectiveness and safety in the movement of traffic is a function of Traffic Engineering. The prescribing of corrective treatment to existing highway facilities from Traffic Engineering studies is a very important function.

The traffic engineer can make a real and lasting contribution to safety. Through the scientific analysis of available and collectible facts, safety can be injected into the design of highways. Through careful and proper maintenance and the sound regulation of traffic movement, the maximum efficiency on the highway can be obtained.

The accident record on our highways over the past years is nothing to be proud of. In spite of our efforts, it has been much too high. I hesitate to risk a guess, however, on what it might have been had it not been for the efforts put forth by the various agencies interested in highway safety. Most highway departments are becoming more and more safety-conscious. Traffic engineering as an integrated part of any well-balanced highway department should be given a place of equal prominence with the several functions which any well-balanced highway department must perform.

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THURSDAY MORNING SESSION

October 5, 1944

Group Session for City and State Police

Presiding: JAMES T. ONEY, Superintendent of Traffic, Police Dept., Kansas City, Mo.

Post-War Traffic Police Problems

A Panel Discussion

Training—GORDON H. SHEEHY, Acting Director of Training, Northwestern University Traffic Institute, Evanston, Ill.

Personnel—COL. EDWARD J. HICKEY, Commissioner, Connecticut State Police, Hartford, Conn.

Enforcement—JAMES A. PRYDE, Chief,

Washington State Patrol, Olympia, Wash.

Public Education—JOSEPH L. LINGO, Director, Public Safety Institute, Purdue University, Lafayette, Ind.

Equipment—CAPT. MASON L. MITTLER, Supt. of Traffic, Police Dept., Louisville, Ky.

(A) TRAINING: GORDON H. SHEEHY

The most urgent need in post-war police training is a clear understanding of the aims of such training. It must consist of more than just lectures on police tactics and procedures, laws, departmental regulations, and so on, which have long been the bulk of the police training program. The purposes include development of the individual police officer which will enable him to perform police services most efficiently. Included must be development of attitude, beliefs, viewpoints, morale, knowledge of police problems and skills and abilities for meeting these problems. Upon the ability of the individual officer to think clearly and quickly in time of emergency depends not only the safety of himself but also the lives and safety of other persons.

An important part of any training program must be the ability of instructors to whet the appetites of students for learning. Interest in the various subjects must be initiated and maintained if students are to absorb the knowledge offered by instructors and texts.

The active support of officials is a requisite to any effective training course for police officers. The chief administrator, commanding officers and government officials of the state or city must be so well informed concerning the need for adequate police training and the essentials of a proper training program that they will endorse it fully and provide the necessary means.

A sufficient amount of the police officer's

time must be made available for training purposes to enable him to absorb the materials included in the program. Some administrators regard three weeks as an adequate period in which to conduct recruit training; others realize three months is not sufficient time. When those responsible for police training finally agree that half the working time of a new policeman during the first year of his employment and five per cent of his time during each year thereafter should be devoted to training, then the time essential to a good police training program will be provided.

Adequate funds are necessary for a proper police training program. Capable instructors can not be retained at a patrolman's salary, nor can a good director of training be held at a salary which is lower than is paid in comparable fields. Training aids must be purchased and physical facilities provided. Police administrators and other officials have yet to prove to themselves that it is good business to spend money for police training. The armed forces and big business organizations have proved that this is the soundest kind of investment. The production of well-trained police officers is so far superior to that of untrained or poorly trained men that ample expenditures for training can easily be justified.

A job analysis of the duties and responsibilities of policemen in various levels will furnish a guide for the training program. A schedule for recruit and in-service training

which will fill the requirements set forth by the job analysis should be maintained. A director of training, either full or part-time, who is qualified to organize and administer the training program will add much to its value. He must be responsible for all phases of personnel training.

Progress has been made in police training programs in recent years. More progress may be anticipated in the coming year. A wide acceptance of the value of training by the armed forces and industry has

conditioned public thinking so that they will support the need for adequate police training. Police should now accept their responsibility for developing their training programs and should recognize that this item has an important bearing on the professionalization of the police service. Other agencies which are interested in good government generally may be relied upon to help the police in their efforts to provide full-fledged training to improve performance by all police.

(B) PERSONNEL—COL. EDW. J. HICKEY

Personnel shortages have been created in most police departments by the demands of the armed forces. This is easily understood when we consider that the armed forces require about the same type of man who is attracted to a police job, plus the fact that most departments have maintained rigid physical requirements for entrance and have insisted that members maintain good physical condition while employed. It is not known whether or not the end of the war will bring a rapid return to their old positions of police officers who are serving with the armed forces. Many of them are assigned to duties which will go on long after the cessation of hostilities. It is hoped that they will be released as promptly as possible to permit their return to the essential job of policing.

The department has an obligation to reinstate qualified members who have been given leaves of absence to serve with the armed forces. It has an equally important obligation in determining that these men are physically qualified upon their return to the rigorous duties of policing. This means that a complete physical examination must be made a condition of re-employment; one that is as rigid as that given to the new recruit. Refresher training should be given as needed to aid returning members to quickly resume proficiency in police duties.

Certainly in the post-war period police departments will have many applications for employment. Capable young men with no previous police experience have become ac-

quainted with some policing techniques during their military service and will have had their interest aroused in policing as a career. Men who have had military training and military experience have gained some things which will be valuable to the police department. The instilling of obedience to orders and the conditioning for strict discipline are valuable attributes for a police recruit.

There are, however, many other things to be considered in an applicant for the police service. With this in mind, certainly it is natural that in the case of applicants who have equal qualifications the preferred candidate should be the one with military service. This does not mean that military service alone will make a man suitable as a recruit for the police service.

Impartial use of a merit system for employing new police personnel and for governing promotion can be of inestimable value to a police department. Candidates competing for appointment or promotion must be made aware of the fairness of the system and the impartial administration of it by police officials. Such a system can do much to prevent the formation of cliques which invariably result in disgruntled groups within a department.

Established merit systems should be continued; those departments not presently employing such a system should bend their efforts towards securing an efficient merit system. Its use will enable recruits and seasoned officers seeking advancement to be selected on a uniform basis which is acceptable to all members.

(C) ENFORCEMENT—JAMES A. PRYDE

The post-war period will bring enlarged problems in the street and highway traffic field. The police must play a leading part

in advancing solutions to these problems. It is a duty of the police themselves to get the public to support the police depart-

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ment and its program. Progressive departments are more and more realizing that they must be the ones to initiate, not just to follow, programs concerning public safety or others in which the police have a primary interest.

A first requisite of an effective enforcement program must be reasonable, enforceable legislation. Since this does have an important bearing on the quality of the enforcement program, police must look ahead at contemplated legislation. Non-enforceable laws should be opposed; such laws already in effect need to be revised, or stricken from the books. Police departments must establish their position so strongly with the general public that they will have something to say about the laws that are enacted.

Careful recognition of their responsibility will enable the police to serve the public most effectively and to such an extent that the residents of any community will understand and properly evaluate the public service rendered by their police department. Police service is an integral part of the city or state; it must be rendered so effectively that the general public will recognize it as such.

Law enforcement is basically a local problem, but each enforcement agency must cooperate closely with every other enforcement

agency. Enforcement policies must be uniform and the application of enforcement procedures must be uniform if ultimate effectiveness is to be obtained. Uniformity in these things will do much to procure for the police service the public support it deserves. Motor vehicles operators and pedestrians more readily accept enforcement when it is based upon uniform regulations, uniform policies and uniform procedures. Criticism of individual enforcement contacts is reduced, public resistance is lessened, and public apathy is overcome when citizens see safe driving and walking regulations enforced impartially and uniformly throughout an area.

These things can be secured only through top-notch active administration in police departments. Careful analyses of current problems, regular exchange of information with other departments, the application of proved methods of controlling traffic problems and constant alert supervision in the field are essential to an effective traffic enforcement program. More and more chief administrators feel that periodical tours of duties in the field working closely with subordinates are an effective method of maintaining a close contact with actual enforcement needs. They provide an effective method, also, of obtaining the solid backing of the public for the police program.

(D) PUBLIC EDUCATION—PROF. JOSEPH L. LINGO

Public education, in its true sense, is more than just personal or departmental ballyhoo. Attempts to publicize or build up an individual in the name of public education invariably result in failure of both the selfish interest and the true aims of public education. On the other hand, a conscientious effort to do a good job in educating the public to the needs of traffic safety will reflect credit to the organizations and all of the individuals participating.

Public education, or public relations—call it what you will—must start within the department and must be based upon effective administration, sound organization and uniformity of action. The department can begin to put its own house in order by first designating one member to handle the public education program. The selection of this individual must be based upon qualifications

for the job. He must be familiar with the problems and with the various channels available for reaching the public. He must point out to them why certain enforcement methods are necessary and show how the individual can lend his aid to the overall program.

The continued use of auxiliary police forces offers valuable public contacts. Such continued use should be encouraged, not alone for the usefulness for this trained force in handling special events and emergencies, but also because they represent many sympathetic public contacts. Many prominent residents of communities have volunteered their services as auxiliary police officers. Through their training they have been impressed with the importance of the public service rendered by police departments and have obtained a better understanding of the

methods employed to meet police problems and of the needs of the police service. Consequently, valuable outlets are provided for disseminating traffic safety information, not only to the members of this force, but to their families and friends. Each, because of the direct contact, has a sympathetic interest and is more receptive to suggestions than he would be from most other channels.

Selectivity must be utilized in the public education program to avoid wasted efforts. Careful analyses of accident records will indicate the direction in which educational materials should be aimed. The locality suffering from the heaviest accident experience, age groups, employee groups, types of accidents occurring most frequently and the violations occurring most frequently in accidents are all to be secured from analyses of accident records and offer valuable information for directing educational efforts at the items contributing most to the accident experience. Through this selective approach maximum effectiveness can be obtained for the effort put forth.

Police training has a pronounced effect upon the acceptance of educational ap-

proaches in the traffic safety field. The influence of proper police training on each contact made between the public and the individual police officer can do much to augment the acceptance by the public of necessary regulations and of safe driving and walking practices. The efficiency and attitude of the individual officer represents to the individual citizens the makeup of the entire police department. If the citizen is impressed favorably, he more readily agrees to the need for observance and more readily heeds pleas for support which are brought to him through newspapers, posters, radio, etc.

Enlisting the support of scientists, prominent business executives and other professional men in the community to serve on special police committees or to study special police problems can be a valuable means of securing public cooperation.

These are just a few of the many methods available to police organizations for securing public support through public education. Utilization of methods found most effective in a community is essential to any effective balanced program for traffic safety.

(E) EQUIPMENT—CAPT. MASON L. MITTLER

Equipment for the police service in the post-war period brings, first of all, the need to emphasize some faults which existed in the pre-war period and during the war. Outmoded, run-down police buildings used by many departments create an unfavorable atmosphere for members of the police organization and for members of the public. Modern, efficient police buildings will create in the men themselves the desire to improve personal appearances and attitudes and will encourage progressive outlooks upon the assignments of the individual. In addition, the civilian who visits police headquarters or a district station receives a much more favorable impression of the public service afforded by the police. Industries and business houses, large and small, have found it advantageous to maintain modern, well-kept offices, chiefly for the influence on workers and the public impression created. If these profit-making enterprises consider it a good investment, certainly it must be an equally good invest-

ment for police departments representing Government.

Members of police departments must themselves pay more attention to appearances. Greater efforts to maintain automotive and other equipment so as to not only function more efficiently but to present a better appearance will pay dividends in increasing public support for the police department. During the war automotive equipment and some other items, have had longer than normal periods of service. Much of this will need to be replaced as soon as such items become available so that many departments will be off to a good start with vehicles which not only look good, but furnish powerful, efficient units for patrol and other police activities.

Undoubtedly improvement made by the armed forces in radio equipment will be reflected in the communications setups of police departments in the post-war period. Increasing use of three-way radio telephone units and the realignment of police radio

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hands to prohibit interference by commercial users will add to the increased efficiency of police services.

Many items of equipment affect the police program, even though they are not used directly by the department. For example, the reasonable use of parking meters affords an effective method of parking control. However, if meters are installed in sections where they are not necessary, it brings criticism upon the department and resistance to other phases of the enforcement program. Periodic compulsory inspection of motor vehicles to assure proper mechanical performance puts upon the police the additional burden for maintaining an adequate number of field checks for defective equipment. On the other hand, this same program is effective in reducing accidents. Consequently, it adds to the effectiveness of traffic safety work.

Conjecture as to the probable improvements in motor vehicle equipment by the manufacturer brings to mind a number of things which may be helpful in reducing accidents. For example, the use of side loading trucks to reduce the amount of maneuvering necessary for loading and unloading would also reduce congestion in business districts. Such trucks would merely pull up alongside the curb and load or discharge cargo rather than taking up a large portion of the street width.

Modern laboratory facilities, increased efficiency in street lighting and traffic signal installations can all add much to the effectiveness of the accident prevention work of police departments and others.

Discussion

Q. What is the minimum age for Connecticut State Police recruits?

COLONEL HICKEY: The minimum age qualification has been 23 years. In my opinion this will probably be lowered to 21 years in the post-war period. The trend seems to be to employment of younger men throughout the police field to enable longer periods of public service by the individual.

Q. Are cars painted white or some other conspicuous color best suited to traffic patrol work?

SUPERINTENDENT ONEY: I believe the selection of car markings must depend upon the problems presented in the

area to be patrolled. Conspicuous, identified and unidentified cars each serve a particular purpose in the police control field. In general, most departments find it necessary to use all types of cars because of the need to apprehend habitual traffic violators, to deter other potential violators, and because it is necessary to use the same vehicles for other police assignments.

COLONEL HICKEY: The conspicuous patrol vehicles serve to keep the men on their toes. They are aware that the distinctive markings on the car keeps them in the public eye and are therefore constantly reminded of the need for exemplary behavior and effective performance. There is, however, some advantage in having unidentified cars used in patrol work since when the public becomes aware of this situation every approaching vehicle presents the possibility of a police unit observing their driving behavior.

CAPTAIN JOHN F. O'NEILL, Police Dept. Philadelphia, Pa.: The red police vehicles used in our city afford a valuable safety factor to the officer in pursuit and at the scene of an accident investigation. In addition, the motorist who is flagged down realizes that the order has been issued by a police officer with the proper authority for stopping them.

FRED L. TODD, Chief, Mississippi Highway Patrol, Jackson, Miss.: In Mississippi we are compelled by the legislature to use white cars for traffic control work. I would appreciate suggestions as to how to secure the needed changes in this requirement.

CHIEF PRYDE: We have had good results in the State of Washington with a conspicuous patrol vehicle, but do find it necessary to supplement the work of these cars with unidentified automobiles. I believe that assigning a conspicuous car and an unidentified car to the same patrol at the same time, keeping a constant interval of perhaps five miles between the two and maintaining a close record of violations observed, would be helpful in bringing the problem to legislators. In this way it would be possible to determine the effect of the two types of vehicles upon passing motorists and thus demonstrate the usefulness of each type.

COLONEL HICKEY: Another possibility is to obtain the experience from

other states in the use of various types of police patrol vehicles. I believe some tests similar to that outlined by Chief Pryde have been run in a number of eastern states in past years and that this information would be available upon request.

Q. What is the value of warnings as an enforcement measure?

CHIEF PRYDE: To discuss the value of warnings as an enforcement measure, it is necessary to differentiate between the various types of warnings. The verbal warning has some value, but it is extremely difficult to measure. It should not be used to replace a written warning, but should be reserved for use at times when it is impossible for the patrol officer to issue a

written notice of violation, such as when he is assigned to point control of traffic or engaged in accident investigation. The written warning, if forwarded through the proper channels and made a part of the driver's permanent record, does serve a useful purpose in the enforcement program. Maximum effectiveness is possible only when suspension or revocation of the driving privilege follows the accumulation of a number of warnings by an individual. Warnings are not intended and should never be used to replace a proper arrest. If the violation warrants the issuance of a citation or an arrest on view, that procedure should be used, reserving the warning procedure for certain border-line violations or for use during the initial phase of a new part of the enforcement program.

THURSDAY MORNING SESSION

October 5, 1944

**Joint Session, Traffic Court Group, Motor Vehicle Administrators,
and Enforcement Officials**

Presiding: HON. WILLIAM H. GILMARTIN, Judge, Corporation Court, Fort Worth, Texas.

How the Motor Vehicle Department Can Help the Courts and the Police

By JUDGE EDMUND B. SMITH
Municipal Court, Kansas City, Missouri

I shall not attempt to review the laws of the 48 states creating state motor vehicle departments, nor make an analysis of the judicial interpretations of these laws.

State motor vehicle departments usually have these functions:

1. The issuance of licenses for drivers of motor vehicles (and perhaps for the vehicles themselves);
2. The suspension or revocation of such drivers' licenses, either after a hearing on specific charges preferred by proper authority, or upon receipt of notice of final conviction of a driver on one of a certain list of driving offenses set out in the appropriate statute;
3. The keeping of records of convictions or violations, or perhaps both, as furnished by reporting authorities.

4. To these functions might be added the keeping of accident records, with proper classification as to whether fatality, personal injury or property damage resulted.

State motor vehicle department heads can help the court by devising and placing in effect simple, standard forms for the reports which the courts are required to make to them. Anything which tends to shorten the work involved in preparing the report will be of benefit since it will encourage full reporting of all essential matters. Too often a court clerk is discouraged by a lengthy and involved form, is strongly tempted "to skip it," and as a result, no report at all is forthcoming, or if one is made, it is so sketchy and inadequate as to be almost useless. Forms should be clear and understandable, and as short as possible,

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consistent with eliciting the required information.

Again, progress can be made by reducing the number of forms in use. If the department has been using two for court reports, a study should be initiated to see if perhaps they cannot be combined and one workable form substituted for the two. I strongly recommend that forms for reporting convictions be devised by the Motor Vehicle Department itself, and that the matter and content of reports be not left to the individual judgment of each reporting court or enforcement agency. The drawbacks of the latter system (lack of system would be a better name for it) are so apparent that no comment thereon is necessary.

Let us assume that your system of reports from courts is in good functioning condition, with short, understandable forms, and that you, Mr. Commissioner, are getting good cooperation from all the courts in your state in sending these reports in promptly. From the standpoint of the judges, what is next to be desired?

For one thing, I hope that you have a system where the names of all licensed drivers in the state are set up on cards, and that you post promptly (and how I want to emphasize promptly) from your reports to your cards all convictions, violations, suspensions and revocations. Then you will be in position to answer when you get any inquiry from a court about the record of a driver who is before that court for sentence, and better yet, the answer will be up to the minute.

In many jurisdictions, the courts do not have the power to suspend or revoke drivers' licenses, and such suspension or revocation is accomplished by action of the Motor Vehicle Commissioner either on recommendation of the court in which the driver has been tried and convicted, or in some instances, after a hearing on charges preferred by police authority, generally state police. In such case the Commissioner should act promptly when he gets a recommendation from a court to suspend or revoke a driver's license, and only the gravest of reasons should impel him to withhold such action after he has received such a recommendation. I mean this latter comment to apply only in cases where the Commissioner is given by the law a discretion

as to whether he will or will not suspend or revoke the driver's license after conviction of certain offenses has been reported to him.

Since courts should have, and do have, the public welfare very much at heart, anything done in the operation of the Motor Vehicle Department which promotes the public welfare is of benefit to the courts. Therefore, motor vehicle commissioners who operate under a state law which vests considerable discretion in their department as to the issuance of driver's licenses, will be serving the public and the courts if they require something more than a perfunctory written application and a fee from the applicant. Actual driving tests with skilled observers accompanying the applicant will keep many an unfit driver from procuring a license to drive, thus preventing many accidents and injuries, and saving many lives.

For several years now, we have had in this country a splendid program for the improvement of the administration of justice by improving traffic courts, under the joint sponsorship of the American Bar Association and the National Safety Council, with other interested organizations participating. Regional conferences have been held all over the nation. Kansas City is proud of having been host to the first of these conferences, and again, this year, such a conference was held there in connection with the Central States Safety Congress. Much good has undoubtedly been done at these meetings, but I am sure that much more could be done if we could get the people who so far have not attended, to come to one of these conferences. And this is where the head of the State Motor Vehicle Department enters the picture.

Motor vehicle commissioners and superintendents of state police can give leadership to the program of improvement of traffic courts. Since theirs is a state office they can take the initiative in arranging for state meetings or regional conferences of traffic court judges, prosecutors, and police, where the problems of traffic law enforcement and the adequate functioning of traffic courts can be thoroughly explored. What must be done is to widen the circle of those who are interested in the subject. Every time we get a judge or a prosecutor or a police official to come, for the first time, to such a conference, we are making

progress. Still further progress will be made when they attend not just once, but many times. A motor vehicle commissioner cooperating in sponsoring such a meeting, should be able by the very prestige of his office to get a larger attendance of the right people, than if the meeting were held without his cooperation. Many judges, prosecutors and police officials do not receive large enough salaries to permit them to come to conferences at their own expense. Here again the motor vehicle commissioner may play an important part, for

a letter from him may persuade an otherwise reluctant mayor and council to pay their expenses to the meeting. Many municipalities want their traffic courts to keep abreast of the times.

May I say that in my opinion the closer motor vehicle departments, the police and the court work together, the better will the results obtained be? The problems of today are large; the problems of tomorrow will be staggering. With cooperation all three groups can meet and solve them, of that I have no doubt.

How the Courts Can Help the Motor Vehicle Departments

By W. L. HARDEMAN

Director, Motor Vehicle Division, State Highway Department, Columbia, S. C.

There is no end to the war against preventable accidents. We all realize that in this struggle for all-out accident prevention, we face a continuous job demanding the most effective use of every weapon at our disposal. Emphasizing the imperative need for a more efficient and improved use of the enforcement weapons shall be our purpose in considering "How the Courts Can Help the Motor Vehicle Departments."

The work of the police, the patrol and the prosecutors and the efforts of those responsible for driver control stand or fall before the Bar of Justice. The traffic court truly establishes the standard of public acceptance of traffic law observance.

Traffic cases in many of our courts do not fit into the regular course of business and consequently do not receive the treatment warranted in the minds of the motor vehicle administrator.

The need is apparent of informing our courts of the necessary needs of those directly concerned with bettering conditions on streets and highways and, in turn, we should expect in time that the traffic case will be accorded distinct treatment or at least gain a place of equal importance with other cases on the docket.

Methodical and impersonal procedures in traffic cases will extract fines—a certain number of fines will raise enough revenue to satisfy the budget that has been set up for the operation of the court—but such procedures are not conducive to better un-

derstanding of traffic problems. Neither do they contribute towards the education of our citizens as to the responsibility which they have in connection with the operation of their vehicles.

Leniency at the hands of the court develops an indifference on the part of the traffic law violator. Little or no headway is made in the correction of the violation-prone violator who realizes that his chances of escaping with a light fine in the traffic court are good.

There are many concrete examples of such leniency. There are cases of repeaters or consistent violators, with minimum fines levied on second and third offenses. These offenders, to whom the payment of small fines mean little or nothing, continue their bad driving habits until the accumulative violation limit is reached and they are removed from the road by the suspension of their licenses.

Loss of operating privilege—serious under any circumstances and especially so when a livelihood depends on the operation of a vehicle—comes as a decided blow causing a mental repercussion of lasting proportions. The imposition of heavier fines for second and subsequent offenses would in most cases act as deterrents sufficiently strong to make correction at the proper time.

We find that forceful business-like administration of justice, together with fair and impartial treatment of offenders, definitely builds respect and good will for our

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entire program of traffic control. On the other hand, lackadaisical procedure, leniency and discrimination often result in deficient attitudes and poor cooperation.

The backbone of any driver improvement program depends upon the records maintained on the individual operators. Therefore the courts, as the prime source of this material, can add materially to the effectiveness of the program by furnishing promptly court records on all cases involving infraction of motor vehicle laws.

Apparently not clearly understood by our magistrates, justices of the peace, and other trial judges, these records are of paramount value, and practical plans making them available for use in connection with the driver improvement program should be established.

Citing our own experience, records of the conviction of intoxicated drivers, hit and run operators, and others that are considered the most serious cases are as a general rule transmitted. Holding equal importance are the records of convictions for reckless driving, speeding and other numerous moving violations often considered of minor importance but which contribute largely to our accident problem.

Much can be gained by establishment of a uniform and regular reporting by the traffic courts to the state motor vehicle administrator, of cases handled, disposition and sentences imposed, cases undisposed of, cases appealed or continued, and accident facts brought to light. With this information the administrator can measure, to some degree at least, the effectiveness and efficiency of such traffic regulation that comes under his supervision, procedures and departmental practices, patrol enforcement and other control measures.

Of prime importance to the motor vehicle department are reports of cases involving accidents. In these cases information concerning the details of the drivers' actions and a report on the responsibility for the accident as determined are especially helpful.

The trail of out-of-state drivers and follow-through action also merits consideration in this respect. It is desirable to furnish the home state of such drivers with copies of conviction records for motor vehicle offenses so that disciplinary action can be

taken by the motor vehicle administrator of the driver's home state. This exchange of information is now being made quite successfully by a number of our states.

The conclusion has been reached that in the effort of driver control, the suspension and revocation of driver licenses is a function of the state authority administering motor vehicle laws.

Because the punishment involved in removing an operator from the road temporarily is so effective and because judges are often in a position to ably determine the proper application of this measure, it is felt that provision should be adopted by those in authority to make judicial recommendations effective, or at least to provide recommendations to guide and support the action of the administrator.

Traffic courts in appreciating the value of this type of punishment, in recognizing the program of driver improvement apart from the immediate punishment of the violator, and in realizing the need for removing the repeater or accident risk from traffic circulation, can contribute much in furnishing trial court information and recommendations helpful to the administrative head.

Another contribution that can be made by the court deals with the continuance of cases, appeals and suspensions. It is essential, when dealing with the traffic violator, that cases be handled with expediency and promptness. To the Motor Vehicle Department this position is of vital importance.

Too often, continuances are a favorite form of "fixing" and frequently are designed to avoid trial. It is recognized that in many instances they are found desirable and proper, but postponement not only creates difficult problems for officer and motor vehicle departments, but all too often results in non-disposition or pigeon-holing of the cases.

The practice of "suspensions" of sentences is most disappointing to the enforcement officer, who often would accept with better grace and understanding a direct acquittal. To the motor vehicle administrator, particularly if he holds the responsibility of directing enforcement policies and is concerned with recording driver action, suspended sentences are most confusing. These suspensions, holding a disturbing sameness in character as compromises, are

generally looked upon as detrimental to traffic law enforcement.

It is quite true that many judges are apparently not concerned with safety. Many through thoughtlessness fail to visualize the seriousness of any offense which does not result in an accident. Still others consider the function of license suspension or removal of an operator from the highway wholly a responsibility of the state in which they have little or no direct concern. Much can be done by our courts to help the motor vehicle departments in the effort to develop public realization and consciousness of the inevitable result of continued violation.

The application of rule-of-thumb fines and penalties for similar offenses (when existing conditions, attitudes and past records are ignored) contribute toward the expeditious completion of the docket but avail us nothing toward the development of a desired public reaction.

The court faced with the necessity of imposing a penalty, with clear-cut evidence of violation under review, has an opportunity to greatly assist our safety educational program. Judges having the opportunity of giving thought to the personality of the defendants before them can ably present a lasting lesson in pointing out the fallacies in the driver's line of thinking.

One recommended aid is the traffic board, diagram chart, or blackboard to enable the officer, witness or defendant to depict accurately what took place in a violation or an accident. Diagramming the question under consideration aids all in determining responsibility, guilt or innocence, and brings out in court the understanding desirable of the relationship between violations and accidents with the traffic responsibility portrayed in high-light consideration.

The judge must see that the defendant leaves the court room with a wiser outlook. The driver who does not receive a thorough understanding of the seriousness of the practices under review will lack a knowledge of the fate he tempts by dangerous driving habits.

To have the violator leave the court thoughtful and cooperative indicates the best possible administration in traffic law enforcement. To further have him leave "wiser" if perhaps "sadder" is certainly a gain for all.

In traffic safety, we are rapidly developing improved standards in driver licensing, police enforcement methods, speed zoning on hazardous sections of roadways, driver education and driver training programs. Vehicle inspection has continued with improved procedures in many states and definitely will continue to hold a spotlight position.

The most encouraging recent development toward uniform procedures, a better understanding among all agencies concerned with the regulation of traffic on the highways, and a more profound appreciation of the work being done to make our people safety-conscious is the program of traffic court conferences being held from coast to coast.

Much good is certain to accrue from such state conferences bringing together judges, lawyers, and traffic enforcement officials, and much good can grow out of meetings such as this where we study together our mutual problems in the campaign against accidents.

Improved practices and procedures in the court handling of traffic cases, where improvement can be made, will bolster the efforts of the motor vehicle departments and the police, and will be reflected in the final results.

Working Together for Safety

A Panel Discussion

Panel Leader: LEE C. RICHARDSON, Director, Motor Vehicle Division, Department of State, Lansing, Michigan.

Panel Members: WILLIAM GLASHEEN, Acting Head, Motor Vehicle Referees, Bureau of Motor Vehicles, Albany, New York.

CAPT. W. L. GROTH, Safety Engineer, Virginia State Police, Richmond, Virginia.

CAPT. LLOYD W. HENKEL, Police Department, Charlotte, North Carolina.

JUDGE ROY H. PROCTOR, Superior Court of Dane County, Madison, Wisconsin.

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MR. RICHARDSON: There should be a close working arrangement between the courts and the various state departments involved in traffic enforcement. Our panel will try to throw some light on ways and means of achieving this cooperation.

MR. GLASHEEN: There is a great need for reporting convictions. For example, in New York State certain cases require mandatory revocation of license. All serious offenses are recorded against the driver. After three serious violations the license is revoked.

It is necessary for convictions to be recorded so that proper action for revocation can be taken by the administrator and the poor drivers eliminated from the highways.

Judges in New York State are required by law to report convictions within 48 hours and are subject to a fine if the conviction is not reported. Forfeiture of bond is considered a conviction and is recorded as such. The administrator is empowered to suspend or revoke drivers' licenses.

The Department has several referees who hold hearings on the suspension or revocation after violations are reported. These referees make their recommendations and the administrator suspends or revokes a license upon the basis of these recommendations.

The order of suspension or revocation may be appealed by the violator to the Supreme Court. Where the law requires that the license be revoked upon conviction of a certain offense, the judges will often take up the driver's license if he is convicted of such offense and send it to the Motor Vehicle Department to be held until the hearing on suspension or revocation. This is really extra-legal, as the judges have no authority of law to take the driver's license and no one but the administrator may revoke the license.

CAPTAIN GROTH: The Motor Vehicle Department should keep a record of all convictions and keep the record up to date. If convictions are promptly reported, records are then available so that the police officer may get in touch with the Department and know whether the violator is a regular and consistent violator of the law. This record is made available by police short-wave radio, which is now in use in many states and will probably be in use in

all states before very long. Records are also made available to other states where so requested.

Furthermore, if the record is kept up to date, it can be introduced in court at the time of sentencing a violator for the purpose of enabling the judge to determine a proper sentence in view of the past conviction record. Judges are not authorized to pick up licenses, but when revocation is mandatory, the judge will take the license.

CAPTAIN HENKEL: A police officer must be permitted some discretion in making an arrest. If he felt that the cause of traffic safety would best be promoted by not making the arrest, especially in a case where the circumstances were extenuating or when there was some question as to whether or not a violation had occurred, the officer would have the right not to make an arrest.

Discussion

Many of the judges thought that this was trying the case on the highway; that the officer should arrest the violator, charge him with each violation which was noted, bring him into court and let the court determine the guilt or innocence and also the penalty to be imposed. Some of the judges, however, supported the police officers and felt that if the judge was to be allowed discretion in disposing of traffic violations, the officer must be allowed some discretion also.

However, this would be only in cases where there was some doubt or extenuating circumstances and would not be in cases where there was clearly a violation and a serious one. It was noted that in view of the fact that a court cannot try a person upon any charge with which the violator has not been charged, the officer must be careful to list every possible charge on the ticket and allow the court to determine which charge the violator was guilty of as a violation.

CAPTAIN HENKEL: There must be full cooperation between the judges, the police, and the Motor Vehicle Department. The judges must be prompt in reporting convictions and where the court finds a violator guilty should assess an adequate penalty.

CAPTAIN GROTH: Those in charge of accident statistics should make it their

responsibility to see that the judges have available the results of accident study. Judges will best know how to conduct their courts and give adequate and proper penalties and know the problems which arise in arresting violators when they have before them full and complete accident statistics.

JUDGE PROCTOR: In Wisconsin the reporting by the court of convictions is mandatory and the Department has supplied uniform forms upon which reports can be made. However, the justices of the peace are not cooperating in making these reports and are not making them promptly.

Reporting of convictions is just as valuable to the trial judge as it is to the Motor Vehicle Department, since the judge cannot assess proper penalties until he has before him the previous conviction record of the defendant—and having a complete record depends upon the cooperation by all the courts of the state.

Not only must penalties be adequate, but they must be consistent according to the circumstances of the case. A lot has been said about uniform penalties but what is really meant is consistent penalties, uniform to such extent as it is possible to bring about uniform standards among the judges so that they may weigh equally a given set of circumstances in connection with a particular case. This is a long-range objective of good judicial practice in traffic law enforcement, and discussions with enforcement officers and motor vehicle commissioners such as this is an important step toward realizing it.

Discussion

It was suggested that at the next Congress there should be a thorough discussion of adequate and uniform penalties. Judges are thoroughly aware now of the need for uniform and adequate penalties, but they have never really gone into the matter of

determining what penalties are adequate and what degree of uniformity can be established for given offenses.

Summary

MR. RICHARDSON: Perhaps I can summarize the discussion under three headings as follows:

1. *Simplified Records.* After listening to the panel members and to comments from the floor, it appears to me that there is a great difference in the type of conviction records kept by the states, and National Safety Council research might well develop a suggested uniform simplified record for all these states.

2. *Post-War Problems.* It would seem that all of the states should prepare themselves to meet the increased driving problems that will follow the war. Thousands of automobiles that have not been in use because of the war will be returned to the highways and several million discharged soldiers must be relicensed as operators. In my opinion, even though there may not be a change in the driving habits of either those civilians who have not been driving during the war or of the veterans, the mere fact that so many more automobiles will be in use will unquestionably send the accident curve up. The administrators, the law enforcing officers, and the courts should be prepared to meet this post-war problem.

3. *More Frequent Meetings.* Expressions by individuals during the discussion indicate that the three groups participating in the panel are not in all states working as closely together as they might, and it therefore appears that frequent meetings of the law enforcing officers, the administrators, and the courts should be held for the exchange of information and ideas that would result in a better understanding of each one's problems and a consequent better administration of the highway safety laws.

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THURSDAY MORNING SESSION

October 5, 1944

Joint Session—Public Safety Education and Traffic Education Association

Presiding: CHARLES D. VIBBERTS, Director, Safety and Education, The Ohio State Automobile Association, Columbus, Ohio.

The Use of Radio in Traffic Safety Education

By FRANK R. STEEL

Columbia Broadcasting System, Inc., Chicago

I am in here to give you an inside view from the radio standpoint on how radio may be used for safety work without any cost to the safety promotion interests. By that I mean that there is a great deal that radio can do, and which it is very happy to do without any charge, even though the broadcast upon which the information may be given may be a sponsored program.

That divides the help from radio into two distinct groups; radio as you people know is largely sponsored by various advertisers, but, unlike newspapers or magazines, the radio itself has to furnish the editorial or entertainment portion of the program. In newspapers and magazines, the magazine or the newspaper furnishes its own news, its own editorial matter, its articles and stories and everything else that causes the people to read it. In radio, however, there is no reason for anybody to listen except for the program which partially or wholly is in charge of the sponsor of that program, if it is a commercial program. On the other hand, a certain proportion of the radio programs of the country are what we call "sustaining programs." Sustaining programs are programs which are not paid for by a commercial advertiser. They, however, cost money just the same as the others.

Those programs, therefore, are paid for by the local station or the network which puts them on. It makes a very distinct difference to your people going to the radio stations or networks to get safety information on the radio, because if it is a sponsored program, then you must work either directly with the sponsor or closely in conjunction with the people of the station and the network who are handling the commercial programs. If it is a sustaining program, you merely go to the educational

or program departments of the stations or the network.

In getting information on the radio, it is important to remember that radio is the medium of all advertising media that uses emotion most and best. By that I mean that you listen to the radio not entirely to get information, but because of the use of dramatizations and the use of the human voice. Radio uses emotion much more easily than it can be done in printed black and white advertising or articles. That means that the emotional angle of it should be used fully, and you people have a particularly favorable emotional angle—nothing could be closer to the heart than the safety of the American people, particularly the children in schools. So, you have a grand chance.

The first suggestions I have to make from the radio end is that the conditions will vary somewhat in almost every place you go, practically every station. It is very important that you have a contact person for the Safety Council work who understands radio and who understands working with people, because radio is particularly a thing of people rather than of machines. It is a big organization, but it is people all the way.

Dan Thompson, who handles the Safety Council's work here with our network and stations, and undoubtedly on other networks and stations, is doing a very good job. If anybody wants to know how to handle safety work in a way that pleases the networks and stations and gets a lot of cooperation and a lot of information out of the radio, Dan Thompson is a good example. He is doing a grand job.

The easiest way to get free information for safety work on the radio, taking the sustaining angle first, is to prepare short,

concise and interesting informational bits that you put on individual pieces of paper. They should be about long enough to take one minute of reading time. In radio we go entirely by time rather than words. It would probably be 150 words, or something like that. That will vary greatly according to how fast the announcer talks. If you are down south, you don't want more than 125. If you are up here with John Harrington or some fast talking announcer, you can take 185. A good way to do it is to put up this information on a series of sheets. Don't mark them for 9:30 at night on Wednesday, the 5th, because there may be some reason you can't get on then.

A good way is to say, "This information is good from October 1st to October 15th, or October 1st to November 1st," if that is the way it is. Some will depend upon the weather, the season, but get a series of these things that are available for one minute use and which can be cut down for 30 second use.

There are a lot of openings on the radio that are what we call "station breaks." That means that between every program there is reserved by the government's regulations, a 30 second interval in which the station announces what station it is, and then has a little time in there, usually amounting to about 20 or 25 seconds, in which you may put on information the station desires. Of course, those are sometimes sold, too, even that little 15 second spot is sold.

We sell them on WBBM. There are hardly any vacancies, but these little one minute and 30 second spots are good. If you have time to do it, you could even reduce your material to either 1 minute or 30 seconds, but it isn't very hard for a station continuity writer to reduce from 60 seconds to 30 seconds, if they have the material there, so it is very necessary that you furnish the educational department, if there is an educational department—that material.

If there is such a department I would always go first to the educational department, but also, contact the program department. The educational department is hired to get as much good educational material over the radio as it can. You don't need to be afraid to talk to members of that department. They are on your side

of the thing. That is the reason I'd go to them first.

The job of the program department is to keep the listening audience of that station as high as possible, because in radio all we are selling to the advertiser is a listening audience. We don't sell them any articles or anything of that nature, as you do in magazines or newspapers, so we have to protect our listening audience.

The program department—you will have program managers in every station of the United States; the big organizations have many on the staff, Columbia having about 40 or 50 here in Chicago—will have all kinds of experts on programs. You have to work with them enough to be sure that the thing you put over is interesting and fits in fairly well with their program ideas.

For instance, on these little things, try to get material with as much human interest as possible. There is nothing mysterious about radio as to what is interesting. The same things are interesting on radio as are interesting to people. The radio is just a mass of people listening, and you want things that are interesting. Don't get too statistical or too dry, because you must remember that it isn't like a magazine or newspaper, where they will pay some money to get it, and they will probably read some of it. For radio they never pay anything. They will turn the dial over. If it's not interesting they won't listen, so you have to consider that in everything you do.

After these little spots—the station breaks and the one minute businesses—the next size program that you may have is a five minute program. There are a lot of five minute units in radio now being used, and one very successful way to "land," if you can do it, is to prepare transcriptions in which you will give them a little five minute program. It usually is a dramatic program, with actors, preferably with somebody who has some name value to the audience he or she is talking to.

It may be anybody—a well known chief of police, a mayor, some movie actor, a radio singer. Name value gets listeners very greatly in radio, the same as it does in movies.

In these things, if you go to a station—this does not apply as much to a metropolitan station like WBBM or WMAQ or WAAF, but it applies more to the great

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mass of medium-sized and smaller stations—it will usually run the five minute program, if the transcriptions are well done. You have to get some radio continuity writer from the stations or chains or advertising agencies, and have him prepare a script, say—well, a very successful kind. I think, personally, is something that gives the actual dramatization of a story founded on fact. Your scripts should be mixed partly with tragedies that occur because of improper safety regulations. But don't have them all tragedy. Because they need some good effect as in the efforts of safety patrols of schools or safety measures by the state safety councils and the National Safety Council.

Don't overlook the fact that you are not just doing educational work. You have got to keep the audience interested, too, so you are giving a little nugget of a play which includes the lesson you want to teach them. Don't get it too school teacherish or they won't listen.

The five minute spot is very successful and is used by the smaller stations quite well, if you bring it to them. Have some radio people in on it to work with you so you won't manufacture stuff that they won't take.

Then, in addition, you will find in some stations that they will have a fifteen minute period which they will devote. They may say, "At ten-fifteen in the morning we will put on a safety program." Usually these programs are done most successfully in conjunction with some local motor club, like the Chicago Motor Club, here, or some person who is recognized by the state motor vehicular people. In many cases they will start out and give the weather report, and they will tell where the roads are slippery, or "this road is bad" and "this road is good," and so forth—services that are useful, and then you tie your safety message in.

For the rest of the program, you will usually have someone on who is interviewed by various people and who will have safety messages. The success of that kind of program depends entirely on how good the masters of ceremonies and the people who are planning the program are. It can be a swell program. It can be bad. If it's bad, it won't stay on long.

There is one thing I should mention before I leave the sustaining program. You

will find that in working with your contact person and working with the radio station there are certain spots on other programs—half-hour programs or spots on fifteen minute programs—where a little safety portion is very acceptable and actually will help the program. You go on and tell them how to save the lives of their children. Everybody will be interested, so therefore you may put your plug in as just a portion of some program designed for entertainment. This method of presentation is very acceptable to the stations, provided the person who is handling it knows enough about radio and is cooperative and will work around the interests of the programs.

Maybe you think I am emphasizing interest too much, but we get a certain type who come from the educational groups saying, "We've got to have it this way. This must be on like this. This is part of our thinking and format and stuff. We've got to have it that way." Well, the radio stations don't have to have it that way, and they will be courteous to them but they won't put on the programs. The stations tell them why but they just don't get it that way.

The way to do it is to go there and say, "Now, what are you doing here and how can we fit in?" Then you get a lot of safety in that way. It is much more successful.

Coming now to the sponsored programs, those who don't know much about radio are likely to think, "Well, gee, we can't get our stuff into these sponsored programs. These people are paying thousands of dollars a minute for it." It is a strange thing, though, that you can. A lot of it can go in and you can go in everywhere from the station breaks clear up to the half hour programs. As a matter of fact, WBBM, for example, has two types of station breaks sold commercially.

There are the 30 second spots which are sold commercially with the provision that no one can buy them unless they use the Safety Council material as the program portion of even a station break. They are run twice a day, six days a week on WBBM, in spite of the fact that our station is turning down orders for station breaks every day. We have orders for four or five times as many as we can run, but we think enough of it—this is typical of all

the stations' thinking—to say that they cannot be sold unless they go along with the Safety Council work.

Outside of those, you have one-minute pieces. You can get on them with a little safety material. Then there are the five minute programs, again, much like the sustaining type. Little dramatized playlets are about the best for them. Then there are the fifteen minute programs which can handle a safety spot. That goes particularly well with a news program. It goes well with sports commentators, and any other program of that nature, the talking type. It goes over with a lot of women's programs, bringing in the matter of protection of children.

That brings in another thing. I would, of course, thoroughly cooperate with the

school boy patrols, because they are very close to the hearts of all the people in any neighborhood, and it makes a beautiful tie-up. You can get almost anything you want for safety in the name of the school boy patrol. Practically no station will turn you down.

Then you have the same situation on the quarter-hour programs and half-hour programs, and on some hour programs.

That, I think, as far as I see it, gives you a brief outline of the way in which you can work radio to serve your own interests. The main message I want to leave with you is that the stations and the networks are very glad to cooperate on the broad safety angle, but that you must have your contact person work carefully and thoroughly with them.

A Panel Discussion (Same Subject)

Participants:

Discussion Leader—C. D. VIBBERTS.

PAUL EDLUND, Safety Promotion Div., State Motor Vehicle Dept., Madison, Wis.

LLOYD D. HICKERSON, Div. of Public Relations, Indiana State Police, Indianapolis, Ind.

SIDNEY J. KING, Dir., Safety Div., Dept. of State, Salem, Oregon.

MR. EDLUND: Mr. Steel, in your mention of a five minute period, you spoke of of a playlet or dramatization, but in Wisconsin, we use the straight talk. Now many people object to the straight talk, saying that they won't listen to it, but don't you believe that in the case of smaller stations, such as there are in Wisconsin—Beaver Dam, Superior, LaCrosse and others, for example. In LaCrosse, we have the Chief of Police, who is well known, come on the program. If you provide him with a five minute talk once a week, that would prove effective, wouldn't it?

MR. STEEL: Yes, there is no question about that at all. In the smaller stations they will take a greater amount of talk. They don't have to have as much showmanship and entertainment. The larger the

station the more entertainment you have to put on to hold the audience.

MR. EDLUND: Each week it is our policy in Wisconsin, in the State Motor Vehicle Department, to prepare a five minute script that is sent to the key law enforcement official in every city having a radio station. That official has the responsibility of giving that talk, either on an evening or afternoon program, or whenever the program manager can arrange it. We send out a postcard that he returns, telling us the time of the broadcast and the station and the date on which it was given, and if someone substituted for him as a speaker. Even that is indicated, so that we have a constant record of which stations are broadcasting.

Now, we have noticed that these talks will be given for three or four months and then be dropped for a season and then be taken up again. Well, that is all right, because there are at least eight to ten stations out of the 23 in the State using the material, so we prepare it every week.

In addition to their use on the radio, we find that these talks are helpful in the driver education courses in the high school. In a few papers they are even printed full length. The *Beaver Dam Daily Citizen*

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prints these talks one time a month. Then, we have on our mailing list over 150 enforcement officers in cities not having radio stations. These officers are able to use that material which is up-to-date, for public meetings at which they are invited to speak. They appreciate the service, apparently, because we have many letters on file to thank us for them.

I just have one thing to say about these traffic announcements. I agree with you that the date should not be indicated, and yet in a number of states I know that the warnings each week have a date at the top of each one, one for Monday, one for Tuesday, and one for Wednesday and so on. But as you pointed out, if we talk about weather, on Tuesday you have, perhaps, a warning about rain and it may not rain until Thursday, and so it is better to leave the date open that way.

Another question I would like to ask you, Mr. Steel, is this: Should you indicate the number of seconds required for the reading time at the top of each one of these announcements?

MR. STEEL: Yes, it is a very good thing to put down that timing. It saves the continuity writer from timing it himself or herself, who may be rushed, but be careful that you do have the time right. Don't just take a guess by words. Actually time it.

MR. EDLUND: Isn't it also a good idea to have varying lengths—one rather long and another shorter?

MR. STEEL: One minute is the usual time. If you furnish two, have one at one minute and one at thirty seconds. Those are the two usual lengths.

MR. EDLUND: I think that is enough for now.

CHAIRMAN VIBBERTS: I am just wondering, Mr. Steel, apropos of Mr. Edlund's question, wouldn't it be better to say "approximate reading time" to take care of that variation?

MR. STEEL: Yes. As a matter of fact, our contract for radio time is done up for fifteen minute periods.

MR. HICKERSON: Of course, my interest has been from the police angle in this question. I don't know whether it will fit with you traffic safety people or not. It perhaps will, but one thing that Mr. Steel

mentioned, aside from the mechanics of the operating program, is the contact man. I have found, in a study of the relations between radio stations and police departments in Indiana, that the breakdown occurs because the police department does not have a man to fill that gap between the police and the radio people. There are any number of programs that have been started in Indiana, local and otherwise, that have failed because the police department, and that might be the safety people in your locations, did not provide the proper assistance to the radio station. About all it would provide was a bundle of figures every once in awhile, and perhaps on occasional speaker, and they leave the rest of the burden on the shoulders of the radio station.

Well, in a number of cases the program failed when the radio script writer, or the person who was pushing the program, moved to another assignment or left for another position, so the program then was on the rocks. I think that is a very definite need, as Mr. Steel mentioned, to have that contact man. He should be a man that would not only provide what the radio station required, but have an understanding of those requirements.

It strikes me that the police departments and perhaps the safety people—I won't go into that field—need to realize a new appreciation of the value of public relations, and that is, not only to the public, but to the people who put out your material, such as the radio.

Secondly, I found it is true in police departments, and Sergeant Berlin might agree with me, that policemen, because of the nature of the work, perhaps, are peculiar people. They have not too much faith in anything, and when some officers in a division start a program, the rest of the division might say, "Now, that is a bunch of bunk. Why should they do that?" So I think it is necessary to get the acceptance of your own department before you try to get public acceptance.

I know it has worked out in one Indiana city department that way. The traffic division was seeking to educate the public on a new change in traffic procedure, and they found some criticism arising from their own department, so much, that it was necessary to explain fully what they proposed

to do before they could go ahead, and once that was done, they had far less trouble than they had first experienced.

I do want to point out, I think, from the view of a state-wide organization, the value of the use of transcriptions. You can hit your smaller stations very easily, especially if you take on the five minute or fifteen minute programs. And you avoid, I imagine, a lot of production difficulties that way, especially if you have a cast of any size. I stress that in particular because it has been used to advantage in our State. There are any number of small stations that would be glad to use that material, and even request it. If you can fill their needs you have gone a long way in promoting safety.

It is not only the larger stations that can help you, but the smaller local stations do great work towards selling safety.

MR. SIDNEY J. KING: I think that one of the things we are more interested in, more than some of the other factors, and I think it might be something well worth consideration, is the fact that we are trying to get as much community cooperation in state programs as possible. We have found that if you bring four men from the Rotary Club of some small town into the station where you are going to broadcast, and put those men on the program either in the way of a question session or perhaps through interviews, or have them tell the story of what they are doing in their own town, it serves to increase interest in that particular program in the town from which these men came, and at the same time it very often makes those particular men safety conscious where, perhaps, they haven't been as safety conscious before. We like to do that as much as possible, and before the war we were doing it all the time, trying to get at least four men or women from various communities and have them come to our stations where we make our programs, the CBS station, and have them participate in the program.

We transcribe all those programs and then send them around the state. We have sort of a waxed mail network and the transcription goes around to nine other state stations. They are received very well by all the stations. Most of the stations in our state, outside of the larger towns, are quite small, of course, and a great majority of their programs are recorded. They find

that a fifteen minute spot that comes, sometimes, in the interval of the record makes a very nice program break as far as they are concerned.

Naturally, when the men participating in the program come from the town in which the program is being broadcast, you get a little better publicity break. Usually you notify the newspaper and refer to that particular hour in the town from which this program is going to be broadcast. We have used that in quiz programs and in connection with a program based on activity in the particular town.

We like to keep away from talking programs as much as possible. I'd like to hear Mr. Steel, perhaps, make a little more comment on what is good radio as far as listener interest is concerned. We have a feeling that this is quite likely to be—I wish I had some of Charley's words, here—perhaps aural monotony by virtue of hearing one voice over too long a period. I am not sure what the length of that period might be, but I think that there is a very good possibility that you can decrease your interest by virtue of the listener just hearing one sound or one voice for a long period, longer than is necessary. We have tried to go on that premise and avoid that.

In avoiding that, we only stick to one voice or to a talking program when we have some name value, like one of the visiting firemen or some more or less prominent person. Otherwise, we break it down to an interview with at least one other voice, and very often try to break it down into at least a roundtable with three persons. Then, when we don't have a program with any particular person or any particular name for talking, we try to base it more or less on a dramatized narrative or a strict dramatization followed by a narrative, broken down, again, into two voices; that is, one voice in one paragraph and another voice in the next paragraph, and try to keep it at a pretty rapid-fire pace, on the theory that you are more likely to maintain interest if you don't have a monotonous program or just that one voice coming all the time. We use sound effects quite a good deal, too.

I think, unquestionably, too, that that type of program treatment is not successful unless you have trained people. You

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have got to have actors or voices who are really trained and expert, and if that isn't possible I think probably it is better not to attempt it. Most stations, I believe, have—those of the larger type—characters available either in the station or have, more or less, semi-amateurs around.

You have another opportunity, of course, in drama schools or drama classes in high schools or colleges, but I do think that all the safety programs should be kept on as much of a professional level as possible. They should sound as much like the programs that you hear over regular broadcast periods as you possibly can make them. The nearer, I think, that we come to that professional level, the more reception we are going to get. If it drops down too much to either decreased listener interest or in actual production value below the professional level, we lose interest and I think we are likely to lose the time on the air. I think these factors should be considered.

I would like, perhaps, to have Mr. Steel mention one or two things about the possibilities of getting writing talent. Where do you get it? In newspapers, you will often send your material in and they will assign a reporter. Will the radio do the same? Will they assign a writer to cover the material that you make up or do you have to go out and get a commercial man? Just how can you arrange that?

MR. STEEL: Well, with the larger stations, who are pretty busy all the time, it is not always possible to get a continuity writer assigned to your particular job. There will be one assigned, but it may be on a rewrite basis. For instance, here in Chicago the material that comes in to the Chicago stations is written by somebody in the pay of the Safety Council people, and this person—I don't know who it is—is undoubtedly someone who has had experience in radio, because they come in with a certain excellence in writing. They are not amateurishly done. That is the most successful way.

If you have to go to the station and say, "We have to take one of your writers," who is probably overworked already, to put this stuff on, you have one more hurdle to overcome. If you can get anybody to write them and you can pay them for it, that really is the best and most successful way to do it. There are continuity writers on

the staff of all stations so that talent is available, but it is usually much overworked, because it seems that in the management of stations, they usually will hire too few writers, or they can't get them, so there are never enough to go around. They are there but you can't get them. You have to work that out with the station manager.

You brought up a very interesting point as to whether it is better to use one voice or not. I think it depends on whether that voice is good or not. There is, as I said earlier, no mystery to radio. You just listen or not, according to whether the people are interested.

As for the one voice matter, there is a fellow by the name of Paul Gibson on WBBM who talks for a full hour every day except Sunday, extemporaneously. He doesn't have anything except notes. You'd say the hour was an ungodly hour, too, from six to seven o'clock in the morning, and yet that program is probably the most popular program, taken by and large, in the City of Chicago. He has 22 sponsors and a waiting list. He doesn't do anything but talk all that time.

MR. KING: You probably have that one Mr. Gibson in Chicago.

MR. STEEL: He is not common. Gibson and I went to the University of California and we became friends there. He came to see me in Chicago. He told me about this plan and I said, "For God's sake, Paul, you can't talk for an hour. They will throw you off the air."

"Well," he said, "I can just the same, whether you think so or not."

Ordinarily, given the same amount of professional ability, of course, there is no doubt that more voices make the program less monotonous. Therefore, unless you have some Paul Gibson, it is better not to have one man talk too long, and you are absolutely correct about one thing. If you are going to dramatize your stuff, you have to be sure your actors are good. There is nothing worse than a dramatization where the actor is no good.

There is one thing that you mention, there, on which I want to place a warning. There is an actors' union, AFRA, they call it, and this AFRA greatly objects to your bringing amateur actors, even on a sus-

taining program, who are not paid. If we put on a program, a dramatization that is not sponsored, WBBM has to pay those actors, including rehearsal time.

MR. KING: There are quite a few amateur people who are members of that.

MR. STEEL: Now, that doesn't mean you can't put on an amateur. When we put on an amateur in Chicago we have to hire a professional to sit there and be paid.

SERGEANT BERLIN: Is that true of transcriptions—a transcription made with local talent or amateur talent?

MR. STEEL: You couldn't even put it on the rack. If a station ran one of your radio transcriptions against AFRA rules, you'd get the station thrown off the air. They won't dare touch it at all.

CHAIRMAN VIBBERTS: Our speaker for this panel, and the panel members, have a chance to have a little say, and we are going to throw this open, this session of "It Pays to Be Ignorant." Direct the question generally or specifically to any one of the four members of the panel. We will throw it open now and let's have your questions.

MISS MARGARET WOOLVERTON (National Safety Council): I'd like to ask a question. Is there any way that a safety council can measure the listening audience that it has, if it has its own program? If it has a program, how would it go about finding out how many people are listening to it?

MR. STEEL: That is taken care of during the daytime hours.

CHAIRMAN VIBBERTS: The question is raised as to how the Safety Council can determine the number of listeners to any particular program.

MR. STEEL: I was answering that by saying that there is what we call the "Hooper Survey," which takes a survey of the listening audience all the time from 9 o'clock in the morning until 10 o'clock at night, weekdays, and Sunday from 12 o'clock noon until 10 o'clock. That measures the exact audience at all times for the stations, so if you happen to come into one of those parts you can get it. If it comes in one of the unsurveyed portions, you don't get it, except by special surveys. Columbia has what we call a "Diary Survey" that is made in all hours of the day,

but is only made in certain times of the year.

MISS WOOLVERTON: Is that survey made throughout the country?

MR. STEEL: Yes. Hooper is made nationally and so is the Diary. Of course, surveys can be made, but they are rather expensive. A survey will cost you probably—well, in Chicago, a survey will cost about \$500. These things are not cheap. The Hooper Survey, you see, takes those figures and then sells the service to stations and networks and advertisers and agencies. It costs about \$150 a year to get the service.

MR. KING: Of course, this won't give you anything like an exact idea of your audience, but one thing that can be done is to offer something on the program so as to see if you get any returns from it. If you get any returns at all, you know that you've got some listeners, and if you happen to get a fairly good little influx, as we happened to get when the National Safety Council put out their little pamphlet on Home Canning Accidents, then you know it is all right. We offered to send that to anyone interested, and made the offer on the air, and we got quite a lot of requests. As a matter of fact, in our state we got something like 15 the following day, which I personally think is rather tremendous, and those requests continued over a period of approximately two weeks, and altogether we sent out rather more than 50 or 60, which I think is quite a high request for that type of program in our particular state.

It does show you that you do have some listeners, and it is one way to find out whether anybody is listening or not.

MR. FABER (Iowa): I'd like to be enlightened a bit about the professional people using safety programs. Probably I am the only one who didn't understand him. I think that in this safety work, by using the radio to get Bill Jones to get Mary Smith to walk around the street correctly, and using the professional programs like Rinso White or Clark's Teaberry, makes you lose that personal appeal.

MR. KING: I think what I was trying to say was that the program should be kept on a professional level, and that means that they should be as good or nearly as good as the program that you normally hear over professional periods on the air. I think

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MR. STEEL: The other question, if I may answer that—I think I understood the question which you had in your mind I think, as to whether it is a good thing for the safety message to be tied up with commercial programs. I don't agree that it will hurt you any to be tied up with Rinso White or any other program, food or anything else, once it is properly handled. In other words, if the announcer does it properly everybody knows that it isn't Rinso White talking, anyway. You get it in such a way that the authorship of the information is clearly given, and I would not, by any means, decline to go along with any free time given on the commercial programs.

MR. J. MURRAY (Dallas): I'd like to know if you find any difficulty where you have more than one station in town, several stations that you might use. There is some sort of jealousy between newspapers and we find the same thing existing in radio, and it is a little bit difficult to get cooperation.

MR. STEEL: We don't find much of that in radio, as far as I know. I can't answer for everybody because there are a lot of stations. There are 600 or so. There may be some times when that would apply. I think, however, it would only occur where you have some program that has been very carefully worked out by the safety people and was really desired and had unusual listener interest. You know, if you had somebody who was a big star on the radio, Phil Baker or somebody, come out there, you might have jealousy as to who got that one, because it is very unusual. It is generally considered a good thing to do something for the safety people, for the good of the community, and there isn't usually the jealousy angle involved in that sort of service as much as if they got paid for it.

MR. MURRAY: I was thinking, particularly, of campaigns where you had something in which you'd want to get all the radio time you could for some particular period.

MR. STEEL: You mean, one station would get more credit because of having it exclusively. Well, I wouldn't think so, from your angle. I would, from our angle,

yes. If I were running something and I could get it exclusively, I might like it, yes, but from your angle, I wouldn't think it would be good for you to do it, because then the rest of the stations are going to be sore about it, and you will get yourself in wrong with all of them to get in better with one of them. I wouldn't think it would be a good policy.

MR. MURRAY: You'd try to put over the same thing with all of them on that?

MR. STEEL: You'd have to be impartial.

MR. MURRAY: We have it a little bit complicated. We have a municipal station.

MR. STEEL: Oh, I see. Well, it should be impartial, regardless of its being municipal. The safety people should say, "We will give it to the municipal station and the other stations." I wouldn't play any favorites, even there. I think it would be a mistake to do it.

THE CHAIRMAN: Any further questions?

MR. STEEL: Have any of the safety people here had any difficulties in working out dope with the stations and getting your stuff on?

ANSWER: We haven't been able to get the program started. Our pedestrian deaths in Akron are very, very high. What would be your suggestion of how we can start it, very briefly? Where should we go first?

MR. STEEL: Well, I think you should go first to your Akron stations, and to the various program directors, and the education departments, if they have them. I'm not sure whether the Akron stations have them or not, but go first to the educational director or the person in charge of educational work on the station, if there is one. If there isn't, go to the program director, and talk it over with him and say, "Now, this safety work is tremendously important and worthwhile," and you will find that they will agree, I know, and then say, "Well, look, we would like to furnish you some safety material," those one minute spots which I mentioned, "which you can put in at your discretion in any open spaces you have, and we strongly hope and urge that you put them in." You give them material and let them pick the time as to when to put them in. If you go about it

in the right way, I am sure the Akron stations will cooperate.

I have done a lot of advertising in Akron stations. They are mostly live wire people, and I am certain they'd give you good cooperation, providing you will furnish them with safety messages about one minute long, for them to put in when they can. But, if you go to them and say, "This is a fine thing to do and you do it," probably, they won't do it. If you go to them and say, "This is the thing to put over, these little messages, and we'd like to have you take these and put them on," I think it is almost a certainty that they will do it.

MR. WHEELER (Portland, O.): Assuming that your local stations would offer you a fifteen minute program, and again, assuming that your local safety council had up to ten thousand dollars just for that one program, could you give me an outline of what would be the ideal program? I know that no local safety council has ten thousand dollars. Could you give me an idea as to what, in your opinion, would be a good safety program?

MR. STEEL: If you had that much money to do it, I believe a program could be designed and written that would be good. First, I would get the instances that you wanted, dramatized. I'd make a dramatization for fifteen minutes with professional actors and professional writers of these playlets, and take on each one the actual story, the story of the boy or girl who was hurt, or who was saved. Base them on actual stuff, but pick stories that have dramatic value. You have to have dramatic value as well as authenticity.

Have it written up by someone who is a good dramatic continuity writer, have it dramatized, and if the person was saved, get him or her on the program, at the end.

One very successful way of doing that nowadays that saves you some money, even if you have ten thousand dollars, is this: You can have a narrator do it with sound effects and music. You can do it with an organ and a sound effects man and a narrator. It doesn't cost you much money in any station in the United States. There is no station that doesn't have an organ and sound effects and music. They have to have that to run a station.

It is a very modern way of doing it. It

is done on the biggest stations. You can put over a fifteen minute program that is very good, if it is well written and your narrator is good. You can put on a program with tremendous emotional value, and much more so because it is founded on facts. I think if I were doing that with money anywhere from one thousand to ten thousand, I'd do it that way.

MR. MURRAY: That would be economical.

MR. STEEL: That wouldn't cost much. You could probably get the money donated. Speaking about donations, I think having a worthwhile idea like that is good because you can probably go to some civic-minded people in your town and get money put up to hire the actors and get a little music and that sort of thing. If you have a specific plan it isn't hard to get the money.

MR. KING: Mr. Steel, that is essentially what we do in our programs, and the station takes the program and runs it without any program charge. It is run as a public service program, and we have to pay the cost of hiring the actors that they get. We have to pay the cost of the records and the cost of the transcription, so we get four fifteen minute programs a month for a cost in the neighborhood of from \$35 to \$40.

MR. STEEL: That's right. You can get it at very little cost. The cost is not really a stopping point. If you have a good idea and somebody to handle it properly, you can manage it.

MR. MURRAY: One good program a week is better than one daily program of mediocre value?

MR. STEEL: Yes, one good one a week is better than six poor ones, a lot better.

MR. HICKERSON: Mr. Steel, whenever the FCC puts them back on the air and we get permission to do that, what do you think of the value of the "Man on the Street" interview? That is, the interview with the person right on the street? It could be a sponsored program, I suppose?

MR. STEEL: Yes, it can be sponsored. It is a very good kind of program, when the FCC allows you to do it. They don't allow you to do it now. I put over a successful interview type of program in half a dozen cases. Again, it depends entirely on your interviewer. If the interviewer is

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good, quick and natural and fast, why, you will get a swell program. Of course, if he is a dud, you have a dud program.

SERGEANT BERLIN: I'd like to get your reaction to this: I'll have to give you a little background for you to understand this. In Illinois we are planning to sponsor a contest among our students in the 600-odd driver training courses in the high schools. We have daily contact with our high school students through assembly programs, demonstrations and so forth. We have played with the idea of having all of these 600 driver training courses for a certain fifteen minute period tune in to a station which will reach the entire state. If we were to come to a major station and say, "We would like, because of the strength of your station, you to assist us here in getting the winner to talk to the others"—what would be the reaction from the public service standpoint?

MR. STEEL: I think you could get it done, if you went to a station like WBBM or WMAQ. This would be what we call a "Special Events" program. For instance, you had a National Safety Council talk yesterday afternoon on CBS. That is a good example, nationally instead of locally. That took off a regular program. They were glad to put it on because there was enough general interest to make it worthwhile. I am sure this could be put on if

you go to the special events people and sell them on the fact that your program has enough interest. They will judge partly on the fact that it is worthwhile to do so to help safety, and partly upon the interest of the thing. It will depend a lot on how you work it up. I think it's a good idea.

SERGEANT BERLIN: There is a guaranteed listening audience there, whether they like it or not. The kids will have to listen to that program.

MR. STEEL: Not only the kids. All the mothers and fathers and sisters and brothers. They will listen to it. I think you can do that with the special events department.

MR. KING: I don't know whether other states have it, but in our state we have a state-owned station and this state-owned station has programs directly wired to school classrooms for consumption. I think other states do that, too, to some extent. We prepare a script for this school hour every week and that goes directly into the schools. Maybe if you have such a thing it might channel through that, if there is no other channel.

MD. EDLUND: Wisconsin has the same idea. It is the College of the Air, as they call it. They use safety material on that.

MR. STEEL: You can get that on the School of the Air on WBBM.

Use of Films and Motion Pictures in Traffic Safety Education

By IRVIN E. DEER

Field Representative, Motion Picture Producers and Distributors of America, Inc.,
Evanston, Ill.

One of the interesting things in a meeting of this kind is to draw attention to the fact that the so-called Hayes Office, as somebody said, is a blue-nosed board of censors. Most people seem to think that is about all that we do. That is just one of our many duties. As a matter of fact, we didn't take that job over until 1934, and our organization was started in 1922, although from the very beginning Mr. Hayes has been popularly known as the "Czar" of the movies.

The Community Service Department of that organization is an organization division

that has been set up for the purpose of cooperating with all sorts of groups in which we feel that we will be able to render a service.

I have jotted down a few notes so that I can get through quickly here, because I think that the discussion part of the meeting is always the most valuable. I put down three things that I should like to say as a general background.

The first is that no matter how much we perfect our mechanical equipment, and no matter how much we may develop our traffic engineering, and those are both neces-

sary, in the last analysis the safety and traffic situation will depend upon the human element.

The second thing is that if we are to place our emphasis on the human element that means that we must have a continuous program of education, and in that program of education we must use the best possible techniques.

In the third place, being a representative of the motion picture industry, you would expect me to say that I consider the motion pictures one of the very important techniques which can be used.

As a matter of fact, the use of motion pictures by the government during the war has indicated as never before how valuable that technique is. The tremendous problem that confronted the nation in training the millions of men and women who came into the armed services out of civilian life was recognized by very few people. The very complicated apparatus with which modern warfare is waged, the problem of the numbers to be trained, soon led the government to adopt a technique of using motion pictures in training.

Records have been kept and in many of these processes we discovered we could save as much as 20 per cent of the time in training. In other words, when, as happens in some processes, we save as much as 80 per cent of the time in training, the overall average is 40 per cent. That indicates very clearly that this is a potentially good technique, and I believe that it will be tremendously expanded when the war is over and these millions of men and women in the armed services return to their communities to participate in the community life.

Naturally, we feel that particularly on the screens of the 17,000 theaters of the country we have an opportunity to reach a very large number of people. The general estimate now is that we have approximately 29 millions of people who go to the movies every week, and there they can see only what we want them to see because everything is darkened and they see only what is lit on the screen, and I would like to call attention to this fact, which was emphasized by Mr. Steel, in regard to radio. The same thing is true in any type of education, and particularly true of motion pictures, the thing that makes that a very fine medium

for education, namely, that the presentation is always dramatic and that it appeals to the emotions, which, after all, is a very important matter.

We need to appeal to the intellect, naturally, we need to get our information across, but in order to get action we must appeal to the emotions, and that we can do pretty well with a motion picture. Of course, traffic is motion. Motion pictures are motion, and consequently, they are probably a more effective, a more appealing method in technique of education than the spoken word, which our preceding speakers have indicated sometimes can be very dull, and certainly we have the attention of the people as we do not get it any other way.

We have been very greatly interested in the work of the National Safety Council through the past year, because they went at the thing in a way that Mr. Steel indicates is a good way to approach radio, namely, the motion picture committee that was formed first of all, outside, I believe, the National Safety Council, although, of course, including the people who are here, representing automobile companies and insurance companies.

That motion picture committee came to the industry, the motion picture industry, first, not with a request that we do something for them, but with a request that they be permitted to cooperate with us and that they do something for us. They presented statistics which indicated that through the natural, normal processes of propaganda at their disposal, they could reach no less than a few million people with messages through their publications, bulletin boards and little fillers and envelopes and all that sort of thing. They suggested that if there were sequences in motion pictures that were significant and vital for education and safety in traffic, largely, although other fields were included, that they could help publicize those pictures and draw attention to them.

Naturally, our industry was very much interested in that. Through the past ten years we have had very fine cooperation. We believe that the work of that committee has been very effective in drawing attention to these sequences and, consequently, teaching a number of people to see what they look at. The motion picture goes very rapidly and we know that there is very

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much in every picture that the vast majority probably of the audience doesn't catch.

I believe that the annual award by the Safety Council for the best motion picture presentation of safety has been a very valuable thing. Colonel John Stilwell, just a short time ago, in the City of Washington, presented the annual plaque which was received by one of the officers of our organization in behalf of the Metro-Goldwyn-Mayer Studios and Pete Smith. That plaque in 1943, which was the year for which that award was most recently given, was for the Seventh Column, which was Pete Smith's very delightful and very informative and very impressive picture on accidents.

Then they have two honorable mentions. It seems that Metro-Goldwyn have the honorable mentions, also, for a sequence in "Swing Shift Maisie." Those of you who didn't see that picture may not recall that in one of the sequences one of the girls objected to having her head covered. She didn't like to have her hair all tied up because that interfered with her glamor, and her hair was caught in the machinery. You remember that little sequence, those of you who saw it.

The other safety honorable mention went to a picture made by Columbia called "Good Luck, Mr. Yates."

I think that committee has become an integral part of the program of the National Safety Council. The secretary of that committee for the last ten years deserves a lot of credit, because as a stimulus for the work of that committee there have been a lot of motion pictures made.

Motion pictures can do a great deal more than many other things in a number of ways. I was interested recently, in the matter of advertising. We have to be careful, of course. A very delightful picture, which, incidentally, is doing 400 per cent of normal business all over the country for an average, was "Going My Way." After the church had burned down and they had the thing sort of put into temporary shape to be used, it was rather interesting that the old priest comes up and very lovingly glosses the lid of an electric organ. He takes his sleeve and wipes just a speck of dust off it, and no mention is made of the

fact that it is corking good advertising for the people who make Hammond Organs.

We have made on the average, as far as our industry is concerned, in addition to the pictures that have been made by Safety Council on driving, many others. Many insurance companies have made very fine safety films, among which we might mention, "We Drivers," "Women at the Wheel," "One who is Beautiful," "The Coffin on Wheels," the "Devil Is Driving," "You Better Live," and pictures like that and they are available for wide and extensive use by local groups.

The pictures which have been made by the motion picture industry, "Hit and Run," and "Drunk Driving," have been reduced to 16 millimeters and are now available for school use and can be secured by anybody applying to the Visual Instruction Service of their State University.

In this State of Illinois, down in Bloomington, for instance, an insurance company entered into some kind of arrangement with local theaters and had this picture, "Drunk Driving," projected in the morning, when the theater was not open commercially, and arranged through the school authorities to have the high school students dismissed in groups of sufficient numbers to fill the theater. They also made arrangements with the State Teachers College, the Normal University, and the Wesleyan College which is also in Bloomington, so that in that way it was a very good setup. There was co-operation between the theater and the teachers and the school authorities and an insurance company, who did it merely as a public service in an effort to create a better understanding of the difficulties and the dangers involved in driving when you are not in full possession of all of your faculties.

I was thinking, when the question arose as to the advisability of tying up your safety education with some of the commercial people, that when it comes to any matter on drunk driving I wouldn't take it up with any of the liquor advertising people. Otherwise, there probably wouldn't be any objection.

It seems as I discuss matters of this kind that there are three problems that arise that seem to concern most people. First is the problem of where are films available, and where can they be secured easily and

without too much cost, and secondly, where can you get the apparatus. Much of this kind of education needs to be done in groups other than in the theater, although that is a very good place, particularly in the situation where the sequence comes in a regular entertainment picture, more or less incidentally. It seems to go across very much better, I think, than just a straightforward presentation. Where are you going to get the portable apparatus that can be used? Third, how can you organize to do the thing on a thorough basis, not having it merely haphazard?

Well, there are a great number of films that are available. The insurance companies have films. The schools have made films. I notice that the Safety Council has a mimeographed list of films that are free on their exhibit table downstairs. One of them was made by a friend of mine for schools on safety, "Riding a Bicycle in Traffic."

Incidentally, some of the communities might well tie in with high schools in an effort to get some of these films made. Of course, you will have amateurs doing it, but they are very effective, and apparently do a great deal of good. Incidentally, the high school where this particular film was made up in Milwaukee, was so tremendously interested in the thing that all the students became greatly aroused over it, and probably one of the best bits of education that came out of that was the education of the boys and girls in that particular school while the picture was being made. That is also a good way to do it. I think you will do a great deal, for instance, in this matter of dramatization for your radio program, too, in that way. The people who participate get probably the best education on that.

As I say, the various commercial companies have made these films and there are certain ones that have been made by the industry itself that are available for schools. I emphasize that particularly because of certain restrictions of our copyrighted material and our desire not to get into difficulty with our customers, the local exhibitors in the theaters. We have to limit the use of these pictures when we reduce them to 16 millimeters for schools only, to be shown on school time without admission. But they are easily available and very

inexpensive. You get them for the same price from the State University that you get any of your other films that are used, because the film is made entirely on a non-commercial proposition.

Those films are given by the industry on the basis that they will be distributed on a non-commercial basis; merely the cost to the State University of handling the business is involved.

I think that the problem of the apparatus is exceedingly difficult at this time, because none of the manufacturers are permitted to release the 16 millimeter projectors, except on certain priorities which can be secured, but which are a little difficult to secure. I was thinking of what is going to happen to all these portable projectors which have been made by the different companies and sold to the government during the war. Many of these factories have trimmed their usual output and their entire output has gone to the government. There will be a large number of those projectors that ought to be available for the public, to be sold as surplus material following the war, and some of them, of course, will be unusable. Many of them, however, will be in usable condition, and others could be inexpensively rebuilt. I believe that it might be a very valuable thing, through the National Safety Council, for some approaches to be made by such a national organization directly to the government to see if some arrangement couldn't be made in the release of that surplus material for some reputable organization to get it for wide distribution. It could be done at a very low cost, and I think probably that would also solve a good many other problems.

It would solve some problems for the motion picture industry, which is somewhat concerned that not very many of these projectors should fall into the hands of chaps who would then be peripatetic exhibitors going around to a lot of small communities, giving performances which would not be altogether a credit to our motion picture industry.

The various companies have apparatus which can be borrowed. I know that because I do a lot of that borrowing myself. I have known the Ford Motor Company, for instance, to buy a hundred portable projectors on one contract. International Har-

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vester Company has portable outfits. The oil companies have them. Any number of these commercial concerns have portable equipment which can be purchased. Well, it can be borrowed. Many schools are getting equipment and frequently they will permit you, by getting one of the boys who knows how to run it to go along with you, to take the apparatus around to your meetings.

My experience is that there are various numbers of groups that are open to these educational approaches. Out of my own experience, I can say that I am amazed at the great number of groups that are willing to sit down and listen to somebody talk, and I think that if you have a picture that can be used which is attractive and interesting, you can get an entree into all kinds of groups, all of the service clubs, and the women's clubs. Libraries are now getting into this field, schools are anxious to have material brought to their attention, and they are the ready-made groups that the Sergeant spoke about. They are just brought in and you have a ready-made group.

I think that our chief problem is that most of us have too much to do. If a man is writing material and furnishing it to the newspapers, he has a great deal of difficulty in taking on the radio, and if he has

some little chance with the radio he probably has no chance whatever in this field of motion pictures.

I believe that it would be a very advisable thing if we could in some way secure the cooperation of somebody who might be attached to your local safety council, perhaps on a part-time basis, or even on a volunteer basis. Let us say that the teacher in the public schools, who is a director of visual education, would be a very good person to tie up to and have some part-time service and let him have the opportunity to develop that on a real thorough-going coverage of the entire community.

I think that I want to emphasize the fact that you will get along much further in this kind of education if you go into groups that furnish you their groups all ready for you; the high school assembly, the college convocation, the women's club meetings, rather than to try to set up special groups. It is always difficult to get your audience that way.

I have been instructed to say that the motion picture industry has appreciated very much the close cooperation it has received from the National Safety Council through its officers in the past many years, and that it is very open and ready to extend that cooperation in any helpful way.

A Panel Discussion

(Same Subject)

Participants:

Discussion Leader: C. D. VIBBERTS.

E. W. WINKLER, Asst. Prof. of Electrical Engineering, State College of North Carolina.

Capt. J. O. MUSICK, Safety Div., Texas Dept. of Public Safety, Austin, Tex.

DOROTHY PENLAND, Executive Sec., South Carolina Highway Traffic Advisory Committee to the War Dept., Columbia, S. C.

MISS PENLAND: I don't think we have any problem selling anybody on the idea of whether traffic safety films would be worthwhile. The Army and Navy say that they cut their training program 40 per cent just through films and that is a very good point in itself, and the schools in South Carolina are very interested in motion pic-

tures and are using them, but we don't have a great number of films available for their use, which they think are good.

We have in our Highway Department—most of the work is done through the Safety Division of the State Highway Division, under their control, and we have in our library 39 films and more prints of those films which we consider good, and which we would prefer to send out as being approved by the department.

We have three places where people are interested in safety films. We have the general adult groups, clubs, and civic groups. We have the schools and we have the training of police enforcement officers of the State Highway Patrolmen, and we have the City Police, who also are coming in with the department and working on traffic safety.

We have a discussion on as to which is

the most important, and I am sold on the idea that the school is, because you get a more important and more lasting value throughout in the use of schools than you can get immediately through the civic groups. People here will disagree with me and say that it is important, more so than I think it is, but we don't doubt at all the training value for the men in the patrols and the other enforcement officers in the state.

Now, with those 39 films, you can see that we don't have a great deal to go around and repeat. If you wanted, say, 10 films for the schools, we might have trouble finding 10 films that we thought were awfully good. The schools say they don't want entertainment in traffic safety films. They say they want instruction, mainly. That is what we have trouble finding so far.

CAPTAIN MUSICK: We have been using safety films in our country for the last several years. We have been using any kind that we could get. I think that we have a lot of films. Some of them are good and some of them are bad. I think that it would be false if we tried to kid ourselves that all of the films we get are bad. We have been making, down there in our colleges and universities, a great many studies that we have been following with a great deal of interest for some time now.

These studies that we have made, as you no doubt can actually anticipate, show that a film properly used will increase learning in any subject. The studies that we have made show that learning has been increased from 19 to 50 per cent by the use of visual aids. We have been interested in the retention of knowledge from the use of visual aids, and of course we know that the retention of knowledge is greatly increased. Of course, its value to us is high when we can reduce the time that is required to teach a particular given subject.

Now, I think that we need a greater production of safety films for our use in the future than we have ever had in the past. I think that we are overlooking a good bet there and a good opportunity unless we do see to it that somewhere, somebody, people who know how, produce films and make them available to proper sources throughout the country.

I think that we need a little more study made of the films that we have and of the

films that we shall have in the future in this respect. When a film is made, I think it is generally true that it is appraised by a group of good authorities who state their opinion of the film, but the use of this film through a controlled situation might turn out things that we had thought about.

In our country we hope to make a good many of those studies by taking controlled situations, taking a pedestrian film, for instance, and going on to schools as nearly identical as we can get them. We will use the film with one group and make a study with the other group without the use of the film, and see just exactly what difference there would be in a month from now or six months from now, and a year from now in the retention of the acquired knowledge. I think that we need a great deal more studies in that respect.

We have made a few films ourselves. The films we have made are such that we are not very proud of them, because we had to experiment with them. I would like to hear from this group, if it is possible, before we get through, as to the reaction and experience here relative to the different kinds of films, the value of a sound film and the value of a silent film. The research that has been done in our part of the country has been rather interesting in that respect.

We have people who say the silent films are no good. Some of our studies show that a silent film, if properly used, produces good results. I'd like to hear your reactions of these 16 millimeter movies and of the film strip and the film slide machine as to what you think about them. I think that we have opportunities in all of them and that they can all serve good purposes if they are properly used.

MR. WINKLER: When Mr. Holcutt asked me to pinch-hit for him he described briefly what had been done in the Highway Safety Division in North Carolina. Frankly, it is very brief as far as films are concerned. About three years ago a trailer was made showing the Governor speaking on safety. That trailer apparently did not produce the desired results, because it was only shown for a short time and no other trailer was made.

Now, it may be that they didn't have the money to make another one. I don't know. He said that he has shown a number of films produced by General Motors or by

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Ford Motor Company or by others that are available. He also said that they have shown a number of the slide sound films made by the National Safety Council and others and he has found those to be very good. He said that he wanted to use more of them and hoped to work them in.

As far as my own work is concerned, I might say that as the acting director of the recently organized center of safety education in North Carolina, I have been interested in traffic safety problems. I have been working with industrial safety for three years, but I have lectured a great deal on the home safety and traffic safety. I have found two National Safety Council films very good. I have used them because I didn't have any others to use, incidentally. One is "Defensive Driving." I have shown that to a number of clubs and talked on it and it seems to produce a very desirable effect. I have shown the film, "Are Your Feet Killing You?" to several P.T.A. groups, to one or two church groups, and to three or four civic groups, and I have found that that seems to produce the desired results.

Incidentally, I have always taken ten or fifteen minutes to present the problem before showing the film and have tried to put the audience in the proper frame of mind. I think both of those are excellent.

There is one kind of film—it is my own idea—that somebody might work out. I have seen a number of machines sowing accidents, bringing out the horror, the tragedy, and the suffering, and for some reason or other it just doesn't produce the desired results. I would like to see some pictures made to emphasize that usually it is just plain darn foolishness, stubbornness, high temper or some such characteristic that the average man doesn't like to admit he has which invariably produces the accidents; which causes the unsafe act which may result in the accident.

I would like to see a picture that would emphasize these characteristics as the source of accidents, because it might make some people realize that they have certain undesirable characteristics which they might want to get rid of, and if they got rid of them I am positive we would have fewer unsafe acts and unsafe conditions, and in that way we would have fewer accidents.

CHAIRMAN VIBBERTS: What is your

feeling, Mr. Deer, as to the relative merits of the silent and the sound film?

MR. DEER: My feeling in regard to the matter is that the sound film is superior. I might say that my attendance at many state teachers' conventions, however, leads me to realize that there is a very great difference of opinion on the part of teachers as to the relative merits in the classroom. I don't think that that has been definitely settled yet. I think there are some situations in which, for instance, the slide or the film strip is a better educational technique than the motion picture. I may get shot by my outfit for saying that, but the problem with the motion picture is that it goes pretty rapidly and many parts of it may be missed.

Mr. Winkler's suggestion as to his technique is the one which is being used and recommended by those who seem to know most about the use of films in education, namely, that you do not get the desired results merely by showing the picture. You must prepare the group for the picture and it is advisable to have some discussion of it following the showing. You may then, after the discussion, want to show the picture again, because they will see a great deal more of it, perhaps, on that particular day, or if not, perhaps the following day, than they did the first time. That is good classroom and pedagogical procedure. I don't think that there is a "Yes" or "No" answer that can be given to that. I do think, however, that there is a very decided trend toward the use of the sound picture.

MR. KING (Oregon): Mr. Chairman, I have a little phobia on film, that I'd like to throw out here in connection with this particular discussion. In our state, so far as dealing with high schools are concerned, after the war, particularly, we will have to take color and sound films in or we might as well not go into the schools. That is a thing that we are facing with certainty. The reason is that there are a lot of other people taking films into the high schools and they are going to be taking some awfully good films in. They are doing that now.

You go into a high school with a film that isn't as good as they saw yesterday and the kids laugh at you. We had one case of a film we got that we thought was pretty

good. It was supposed to show an elderly gentleman and two youngsters in it; one, an elementary school kid, and one a high school kid. The high school kid, conservatively speaking, looked like he just graduated from school and every high school kid in the state caught that and laughed the minute he came on the screen.

I think that from our experience at least, you are going to have a very critical audience so far as motion pictures are concerned after the war. I think a lot of these youngsters are pretty critical now, and if you go before them with a film that isn't as good as they see ordinarily, or that doesn't meet their ideas of what is right, I don't think you are going to sell anything. It comes right back to the old story that if you are going to sell safety you have got to wrap it up in a pretty neat package, and I personally am more or less convinced that the only thing we need to do in the post-war period is to have sound and color.

It seems to me that there has been a lack of continuity in safety films. You have no series of films that you can take before a group and carry more or less of a continued story through either the pedestrian phases, the bicycle phases, through child safety on to motor vehicle driving. There is no such thing as a continuity that you can present to your audience.

We need something that you can start with in one group and follow through with good continuity, and I think the best examples of what we need are the army training films which probably most of you have seen.

I think it does the thing we need. It combines sound, the narrative which you have to have, more, even, than any characters. You have to have the narrative which explains, and you have got to have the animated drawing, which illustrates vividly and clearly the point you are making, combined with some drama, some accident and some actual scenes of life. Those points are things which I feel are very important in the future of our films. If we don't have them I don't think that we at least are going to get anywhere in our sales.

MISS PENLAND: Mr. King said what every school official I have talked to said and expressed it very well. You have to compete with professional motion pictures.

I would like to ask Mr. Deer something. Would the movie companies be interested in making, for sale, shorts that could be used in schools?

MR. DEER: It is very difficult to know what the motion picture industry would be interested in, because, for instance, in our association we have 42 companies, and they are very, very different. Some are interested in some things, and some are interested in other things.

May I say this: that I am not at all inclined to be overoptimistic about the willingness of the companies to make films for this kind of education and sell them to you. I think they would probably be more interested in an idea which could be used in a short subject, let us say, by some chap like Pete Smith or John Nesbitt, and men like that. I am using them now. We have a lot of men, but I am using those two as an example. They would be interested in a film which would be just a one-reeler that could be entertaining enough so that we could use it in the theaters and then have it reduced and made available for other groups. I think I can say that because that is what we are now doing.

Some years ago the General Education Board, which is financed as you know, with Rockefeller money, together with our office, cooperated in setting aside a hundred and twenty-five thousand dollars for a research project that was headed up by a committee composed of the most distinguished educators of America; men like Isaiah Bowman, the president of Johns Hopkins, and Edmund Day, the president of Cornell and Carl Compton of M.I.T. Those are examples of the men who furnished the brains of that panel.

They made a three-year research. They set the standards and appointed the panels of educators in each particular area of learning, and they examined some 1500 of these short subjects that we had in our vaults that had been used in the schools out of which they selected 600 which could be used as is, without any change. They were selected on the basis, not that they were educational in a general sort of way, but that they could be integrated in the school curriculum at a particular point in a particular place in a class on a particular subject.

That was a very interesting thing to us,

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to discover that films which we made for entertainment were of such good educational value. We were surprised, too.

Now, I think there will be more of that in the future because that project is continuing. That indicates the general trend.

In regard to what Mr. King said about the desirability of having something that is just as good, technically, as the boys and girls are accustomed to seeing anywhere, I think goes without any question whatever, for education. Just one little point indicates how very critical and intelligently critical these young people are. Let me point out, that through the National Councils of the Teachers of English, there is being sponsored through our high schools today, courses in photoplay appreciation, just like we have courses in music appreciation, and there are six million high school students today that are taking courses of that kind.

Well, to lapse into just common colloquialisms, you can't fool these kids with any tripe anymore.

THE CHAIRMAN: Are there any more questions?

MR. DEER: May I say something on the matter of color, too, which just occurred to me. The general trend in the theatrical field is toward color. We shall have 50 pictures in color this year, which is the largest number that we have ever made in any one year. Our experience in the classroom, however, with this project which I have spoken about is this: we started with a number of films that were made in technicolor and they have been withdrawn for largely two reasons: one, that in the amateur projection that you get in the classroom, in the school, you don't get a sufficiently improved picture to make the color add anything to it, and when you realize that just the mere cost of printing—we can print in our laboratories a black and white film for about two and a half cents a foot, but to print technicolor costs thirty-one cents—we find that the difference in value is not at all commensurate to the difference in cost, particularly in the deficient film that you get.

Now, I am not saying Mr. King is wrong. I am just saying that our experience up to the present moment is that, and next year

we may have more experience which will indicate that we have advanced a bit.

I am inclined to agree with him thoroughly on the matter of sound, however. I mentioned the fact that there are differences of opinion in conventions that I attended and heard this matter discussed by teachers, but I have been inclined to favor the sound film.

MR. MURRAY: In our various localities we have had experience which is just the reverse from that which this gentleman spoke about a while ago concerning atmosphere. We found that our films give the atmosphere. We have worked in a juvenile court atmosphere and it has worked miracles. It starts off with depicting the juvenile court and it works on bicycle riding and then finally brings in automobile riding. When that film is finished—along with it we have been showing "Formations," another very good film—those children are quite ready for a dignified procedure without my having to say a word. The film has done it.

That is just something to pass along, and I took advantage of another opportunity this summer. I heard they were going to show the war films in the parks furnished by the Eighth Service Command. I got busy and got all the good films that I could get from these various sources that were furnished free. People are interested in such material due to the war and it draws a crowd, and then you spring the traffic film on them, and you have something of value.

MR. WHITTAL (Washington): I was interested in what the movie industry might be doing in the future in making animated color cartoons. There are two that I have seen, one put out by the insurance companies and one put out by the Agricultural Department, and we have had exceptionally good results with these in the lower grades. The kids think they are funny, and as soon as they see a cartoon run they become interested. With the lower grades I think they are more valuable than the other type of film.

We have thought out there that it would be a nice thing if Walt Disney could devote some time to making that type of film with the regular characters, such as Pluto and Mickey Mouse and that sort of thing.

MR. DEER: As you know, at the present

time, Mr. Disney is devoting his full time or 95 per cent of his time to war work in his studios. He has done a tremendous amount of work for Mr. Nelson Rockefeller's office, the Coordinator of Inter-American Affairs, creating pictures that are good for developing good will between our country and our neighbors to the South. He is now interested in collaborating with a person who has developed a system of teaching illiterates to read. He has developed a system by which it is possible, through the use of charts and diagrams, to teach an illiterate to read his own language in 12 lessons, and there is now a world organization to remove illiteracy from the world.

Some of us are hoping that Mr. Disney may be able to get Professor Mickey Mouse to make those 12 lessons 12 easy lessons.

Now I understand that the professors who are interested in Basic English are interested in and thinking of making motion pictures that can be used in teaching Basic English. That may be a surprise to a lot of people to realize that 75 per cent of the elementary schools in Russia are teaching the boys and girls Basic English and are using a textbook prepared by Madame Litvinof, the wife of Maxim Litvinof, who is an English woman.

The little footnote that I would put to your comment about that kind of film being particularly effective with the younger children is that it is equally effective with the older children and the adults.

MR. CLEVELAND (American Automobile Association): I don't think we can emphasize too strongly the need for better films on safety. Our organization has attempted to get together all of these films that are available, and I have shown them over and over again before school audiences, and with the exception of a few, and I am not referring to kindergarten and first and second grades, these films no longer make the impression on the students that we would like. The "Hit and Run" is good and the "Drunken Driving," is, also. They have gone over all right, but these other films that we have can in no sense compete with these films that the school children are seeing in their daily shows, not only in the movies but shows that they put on at the school.

The result is that it seems to me we do

not get anywhere and we are doing an injustice to try to teach them with these very inferior films. To entertain we use the finest material available, but when it comes to the classroom we come with something that is infinitely inferior.

MR. DEER: Perhaps it might, Mr. Chairman, be a practical working out of a discussion of this kind to suggest, if it isn't already there—the work of the National Safety Council is so blooming big that we don't realize all it is doing, but if there is no such group, would it be a service to have the National Council appoint a committee of sufficient experience and background in this field to serve somewhat as an evaluation committee? That is what we did in the schools.

Now, for instance, if a public school wants to use a film they can get it evaluated, the evaluation of this very distinguished committee that has spent three years with very good curriculum builders listing and evaluating. Maybe some committee would render a real service in saving you, possibly, from wasting your time in showing a film that won't really give you the desired results.

I don't know whether you need it. Maybe you have already got it. In view of the fact that you have spoken so often of being disappointed in your films, perhaps that is what you need; an evaluation committee that would go through the whole thing that is available, not merely printing lists of stuff that is available, but with that, an evaluation of its usability.

MISS PENLAND: I was just wondering if we could have a double-edged committee, as Mr. Deer suggested, the first part to try to sell somebody, maybe only the motion picture companies, the idea that we do have an audience for those films, and that what they can give is important. Maybe Disney would like to bring that in as a part of civic training. You could bring in all sorts of National Safety Council ideas and work, for instance, in that, including traffic court scenes, as the gentleman from Dallas suggested. I know there are people who want those films. I found that out. If it happens in a small state there must be people all over who want the films.

MR. DEER: I am not sure, but I doubt

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very much that you could get motion pictures interested in making a film that could be sold to a group. They are interested in making films to be shown in theaters. If they could make a film sufficiently interesting to show in a theater then you have available something that can be used. That is as far as we have gone at the present time.

MR. KING: I think we are in the position where we will have to get somebody to make the film we want. You can't take films to the schools after they have been shown commercially. I hope, too, that there are one or two of the companies like General Motors who are interested in what the safety people want in pictures. I have had some contact with them and it would seem to me that it is perhaps this committee that we are talking about a little bit that could bring some pressure on these companies who are participating in film production. We might get our ideas incorporated in the films they make so that we could use them.

MR. DEER: At a recent meeting of educators this whole matter was thrashed out somewhat as you are doing now, and they came to the conclusion that when it came to the great bulk of films to be used in the schools they would have to depend upon companies who produced films for schools rather than for the industry that produces film for theaters. They did feel, however, that we have some films which can be thrown into the general pool if they are properly selected by those who know what educators need. That would be true of traffic education, the same as schools.

These educators, however, did point out a thing which has been so clearly brought out by a number of the discussants here this morning, namely, that these films must be technically as good as the people are accustomed to see at any place. Therefore, they said that these companies that produce films for schools must employ technicians who are as good as any we have in Hollywood. That is the way they put it and they must be ready to pay the price.

That was an interesting thing, because I feel the same way about it. You have special writers, you have special publishing houses that produce textbooks. Here and there and elsewhere you will find motion

pictures that you can use, but you have got to have a special committee that can analyze those films and evaluate them so that the people who use them will know in advance that somebody with a reputation in the field has placed a stamp of approval on them.

QUESTION: I think the National Committee on Safety Education has recently set up a group that is going over all material used in school. After it gets started, I imagine it is going to take films into the scope of its activity. It is commissioning teachers who are in the field, and they will probably evaluate and send out material on this, whatever their decisions are.

THE CHAIRMAN: I am just wondering about one final thing. Is there something that this group right here can do by way of recommending to the National Safety Council, or are we out of order in doing that?

MR. CLEVELAND: Mr. Chairman, it seems to me that only half of our problem is being covered. The evaluation of the films is important, yes, but on the production of the films, I don't hear anyone say that they know of any steps that are being taken to produce the types of films we need most. It seems to me we might go on record to tell the National Safety Council of this problem which we feel should be covered by some group, and leave it to them to decide how to do it.

I would like to move that this question of having an appropriate safety film produced, or a number of them, be placed before the National Safety Congress as the problem which we feel should be considered.

MR. KING: I second it.

THE CHAIRMAN: I think we will not take time for comment. I think we are all agreed that this should be done. I will instruct the secretary to cast a unanimous ballot for this group, assuming it is unanimous.

MR. DEER: After it is all passed now, it would be entirely an unparliamentary procedure to ask a question, but would that also include the matter of evaluation?

MISS WOOLVERTON: I understand that is for that, too.

THE CHAIRMAN: I think so. It is a

two-edged sword, production and evaluation.

MR. DEER: You might do as some chap did or as the churches did in finding a chap who was a real estate operator in New York and who left a million dollars in his will to set up an organization to

experiment in the field of making religious motion pictures. If you can find some chap who will give a million dollars to set up an organization to experiment in the field of producing films in the field of traffic education, we ought to give him an award next year.

THURSDAY AFTERNOON SESSION

October 5, 1944

General Session

Presiding: CARL J. RUTLAND, Chairman, Citizens Traffic Commission, Dallas, Texas, and Former General Chairman, Street & Highway Traffic Section, N.S.C.

Where Do We Go from Here—Forecasts for Safety Based on Points Developed in the Various Sessions

(A) Police

CAPT. PAUL J. PRICE

Police Dept., Dayton, Ohio, and Chm., Executive Committee, Police Division, Traffic Section, National Safety Council

Police officers are approaching one of the most critical periods in the history of policing in our country—the postwar era. We have the opportunity to prove in this period that policing is a profession, and that it rightfully belongs on the same level as any other recognized profession. We can prove this in only one way—using all the techniques known in modern policing plus a plan of attack coordinated with all other agencies involved.

A program should already be in effect to restore police personnel after the war to a minimum of pre-war strength. We should not overlook the necessity of re-examination of returning veterans, both mental and physical. We will have an excellent opportunity to recruit from returning veterans, thus obtaining the benefit of certain types of military training and discipline even before the recruit enters a police training school.

The next logical step in our planned program is that of training. Many police training programs had to be curtailed during the past two years. This is very unfortunate because it was probably one of the weakest links in our efforts toward efficient operation, especially in municipal depart-

ments. A keen interest is being shown today by police executives in all types of training, and this is a healthy sign. Many new ideas are being advanced, one of which is the possibility of centrally located training schools in various states. To these schools could be sent recruits from communities too small to operate their own training programs. Another advantage to this plan would be that it could furnish training to officers promoted to higher rank, thus qualifying them to become commanding officers. We cannot over emphasize the need for police training, but neither must we overlook the fact that these training schools must be of the proper type, and staffed by qualified instructors. We must guard against the "fly-by-night" schools that will probably spring up after the war.

Enforcement after the war will result in many problems, some old, some new. With the lifting of rationing and speed restrictions, millions of mechanically unsafe cars will be driven at higher speeds and over greater distances. Seven and eight year old cars will not all be replaced six months after VE Day. Then, more than ever before, we must use selective enforcement to hold our gains in accident reductions.

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New and intensified educational programs will be of great importance. We must not forget the ever present need of uniformity, both in laws and enforcement policy, plays an important part in this program.

Our overall program must include the need for equipment of all kinds, much of which it has been difficult to replace during the war. In postwar development we will undoubtedly have the opportunity of obtaining new and modern equipment, from buildings to guns. We must not fail to take advantage of these opportunities. Many departments are today trying to operate efficiently in buildings that are a disgrace to the community. Many new scientific items have been developed during the war, and certainly law enforcement agencies

should have first consideration in the postwar period. Aside from medical science, probably more advances have been made in photography and communications than in any other branches, and both of these items are of extreme importance in modern policing.

We can see that we have an excellent opportunity to do an outstanding job in the postwar period. From the start of this war, police organizations have been regarded as leaders in the field of protection of life and property, and internal security on the home front. We have been carrying the ball, and now that we are almost ready to enter the second half, we must not fumble. Clear thinking, intelligent planning and hard work can do the job.

(B) Traffic Courts

HON. ROY A. MILES

Judge, Nashville Traffic Court, Nashville, Tennessee

As we approach the time for adjourning this Congress, I am impressed with the fact that thereupon our job begins, instead of ends.

Cooperation and coordination of effort were two outstanding points of discussion in the traffic court group sessions. It is not only important but indispensable that we encourage, in every way possible, cooperation among such agencies as traffic courts, enforcement officials, legislators, traffic engineers, public safety education leaders, and administration officials. The closest relationship among these agencies seems to lie between the judicial and executive branches of local government — that is, without proper enforcement of traffic laws by police officers, the traffic courts would be useless. Likewise, without proper disposition of traffic violation cases by the traffic courts, enforcement would be hopeless.

Cooperation between the traffic courts, the law enforcement agencies and others interested in traffic safety is indispensable.

We were reminded that traffic judges are expected to judge, not prosecute. Looking at this picture from the opposite angle, enforcement officers are expected to prosecute, not judge. This observation is not intended to relieve the enforcement officer

of their responsibility to exercise sound discretion as to what constitutes a violation of the traffic laws and when such violations should be prosecuted. There are some borderline cases in which the public interest demands that the arresting officer decide whether or not a violation has occurred or whether or not a questionable violation should be prosecuted. But as a general proposition, it is well for each of these agencies (police officers and traffic court judges) to remain steadfastly conscious of the functions they are expected to perform.

Judges are not prosecutors and should not take or be forced to take the position of a prosecutor at a trial; where there is no prosecutor, however, the judge is forced into this unpleasant situation. The traffic court improvement program will continue to bring about better functioning of such courts in this respect.

A great deal has been said about the importance of such adjuncts of the traffic courts as proper surroundings, decorum, physical facilities, competency of the presiding judge, such loyalty as will discourage the "fix," eliminate so-called J.P. practices, and generally promote a high standard of administration of justice. Improvement of our courts in these adjuncts has made and

will continue to make substantial contribution to the advancement of traffic safety.

I predict that we will return to the National Safety Congress next year with reports of continued progress in the traffic court field. This progress will be measured by the number of people whom we can interest and influence in our program of public safety. In my opinion, state traffic court conferences and local institutes offer splendid opportunities for an expansion of this program. The need for such expansion is boldly revealed by the conditions which may readily be anticipated upon demobilization of several million men in military service and the lifting of such restrictions of automobile driving as wartime conditions have imposed. The latter will involve even more millions of civilians

than will be involved by the demobilization of soldiers, sailors, and marines.

We have a serious responsibility, a responsibility which cannot be considered merely as a Sunday Christian considers his religion. Our responsibility is a full-time and big-time job. Through such conferences and discussions as the traffic judges and prosecutors have had at this Congress, supplemented by state traffic court conferences and local institutes, I predict that great strides will be made in educating the public to follow that facetious admonition to "watch the guy behind the guy in front of you."

Traffic courts have a vital responsibility and a substantial contribution to make in helping meet the post-war problems we are certain to have on our streets and highways.

(C) Public Education

CHARLES D. VIBBERTS

Director of Safety and Education, Ohio State Automobile Association, Columbus, Ohio
Substituting for Sidney King, Director, Safety Division, Department of State,
Salem, Oregon

The several meetings of the Public Safety Education group and the Traffic Education Association were well attended by representatives of the several branches of state government concerned with traffic safety education, state and local safety councils and other organizations in the field.

On the basis of developments resulting from these meetings, I should like to make this report to you a forecast of what a hypothetical traffic safety organization will be doing in the post-war era—in other words, where it will go from here!

First, this organization will be maintaining a much closer relationship with the press.

This will involve:

1. More effective personal contacts between the public relations representative of the organization and the gentlemen of the press.
2. Better cooperation with the press through the provision of correct factual materials.
3. More frequent use of pictures, mats and plates with attendant information de-

picting and describing traffic safety activities.

4. The more frequent use of articles which provide local human interest.

Second, this organization will be maintaining a much closer relationship with radio broadcasting stations.

This will involve:

1. Having a well informed contact man on its staff—a man who knows the traffic safety field as well as the techniques of radio work. His contacts will be with the educational and promotion departments of the radio stations which use his material.
2. Better preparation of the several types of programs used by radio stations:
 - 1/4-1 minute spot announcements
 - 5 minute transcribed programs
 - 15 minute programs of the dramatization or interview type.
3. Tying in traffic safety material with commercially sponsored programs.

Third, this organization will be engaged in the extensive use of motion pictures and other visual aids.

This will involve:

1. The use of films which have been prepared and evaluated by a national committee of experts in both the motion picture and educational fields.

2. The use of projectors and other equipment which will be more accurate technically and better adapted to the use of color film.

3. The use of films which are technically and educationally correct, films which meet the needs of the various grade level groups to which they are shown.

Fourth, this organization will use all types of special promotional activities in the field of traffic safety education.

This will involve:

1. First and foremost, carrying on a

continuous program of activities relating to traffic safety education.

2. Provision for special emphasis on certain phases of traffic safety education through the use of special promotional activities directed at the driver, the pedestrian, the cyclist, different age groups, railroad grade crossings, weather hazards and others.

3. Only those activities which have been carefully evaluated from the standpoint of direct action as well as carry-over value will be used.

TO SUMMARIZE: This hypothetical traffic safety organization will be doing the many things which any organization primarily engaged in the field of disseminating public safety education can and should be doing! These many things all point to the same end—reduction in traffic accidents and injuries and fatalities resulting therefrom.

(D) Traffic Engineering

ROBERT A. MITCHELL

Chief, Bureau of Traffic Engineering, City of Philadelphia

From a national traffic safety standpoint two encouraging signs have come out of the engineering sessions of the 33rd National Safety Congress and the 15th Annual Meeting of the Institute of Traffic Engineers. First, there seems to be a more definite and clear-cut picture of the responsibilities of each of the organizations and public officials concerned with the reduction of traffic accidents and congestion. The Traffic Engineering profession appears to have been accorded its rightful place in the scheme of things. Secondly, that a great deal of worthwhile thought has already been given to post-war street traffic control and safety measures. In fact, many of these plans can be put into effect as soon as we return to normal civilian life.

We have been assured by two important men in the automotive industry that at least two years will elapse after cars are again produced for civilians before any radical change can be expected in the operation or appearance of private passenger cars. As a matter of fact, they believe we will have at least five years in which to adjust our thinking on traffic control to meet any radical change in motor vehicle appearance and performance. Motorists may even

have to put up with pre-war gasoline for quite a number of years as no satisfactory method has yet been found for the production of 100 octane gasoline on an economic commercial basis.

It was indicated that the airplane might present a post-war problem to the traffic engineer. A majority of the traffic engineers who spoke felt that the profession only had a right to be concerned over the control of highway traffic generated by the location and activities of the airport. One, an officer in the United States Army Air Corps, however, saw a real opportunity in air traffic control for the traffic engineer. Citing figures recently released by General Arnold showing that 17,000 out of the 42,000 army planes destroyed so far in this war were being flown in the United States, he indicated that many of the techniques used by traffic engineers to control highway traffic were applicable to air traffic control.

Many disabled veterans, according to one speaker, will want to drive automobiles. The rehabilitation of these men for driving and how they shall be licensed to drive are problems that motor vehicle administrators and safety educators should give immediate consideration. A statement was made that

automobile manufacturers are already studying ways of equipping vehicles so disabled persons may drive them with ease and safety.

It appears from the information released at the sessions that we know more about where we are going in the matter of highway planning than any other phase of the traffic control problem. Emphasis has shifted from rural to urban areas and it looks as if better highways in and around our urban areas of population are assured for the future. The Public Roads Administration seems pretty well decided on certain details of highway construction and recommends 12 foot wide lanes; wide, well kept shoulders; and that all highways, four or more lanes wide, be separated and the wider the center island the better.

Everybody seemed agreed on one point and that is that there will be far more motor vehicles on our highways after the war than before and that unheard of congestion will be prevalent unless drastic measures are taken to improve our urban streets and highways.

This need has pointed the way towards a new method of ascertaining the travel habits of the population in any urban area. It is similar to the "public opinion" poll used by Dr. Gallup and others, and according to the Public Roads Administration has proved most accurate in determining the traffic and mass transportation trend for the entire area even though only a small percentage of the residents are interviewed. From a report given at one of the meetings this type of survey in Atlanta, Georgia, costs 75 cents per dwelling unit for the field work and approximately 1½ cents per schedule for tabulating.

It was also brought out that a great deal

more can be done to improve traffic control on our present streets and highways by various methods that have been used successfully by traffic engineers in many cities. These methods include correctly placed and timed traffic signals; uniform signs and markings; channelization and pedestrian islands and physical changes at intersections to relieve congestion. We look forward to seeing a great deal of this type of work being carried on in the post-war era.

A trend towards more consideration of public transit operation by traffic and highway engineers seems evident as some of the speakers and several persons in the audience talked at some length on the need for improving present roadways and designing new ones so as to provide more efficient operation facilities for public transit vehicles.

The relation of traffic accidents to losses of manpower and money in industry can be definitely established according to comprehensive survey reported on by one of the speakers. He stated that in one year 19 million man days were lost to business and industry through traffic accidents. He urged that management interested in efficient operation would do well to give serious consideration to traffic accident reduction programs in the post-war era.

In conclusion, the post-war program of the Institute of Traffic Engineers as summarized by its President, Harold Hammond, gives a very good indication of where Traffic Engineering believes it is going from here. That is:

1. Decongest critical locations and areas.
2. "Accident-proof" streets and highways.
3. Coordinate traffic plans and operation with highway planning, design and community planning.

(E) Driver Licensing

T. ELMER TRANSEAU

Director, Highway Safety Bureau, Department of Revenue, Harrisburg, Pa.

It would be incorrect to say that the present war has had no effect on driver licensing procedure in this country. Its most noticeable effects have been the lowering of legal age requirements in some of our states, and a greatly increased number of violations of age limit requirements in

respect to the operation of commercial vehicles.

Actual falsification of age in first applications, as well as the operation of commercial vehicles by youths below the legal age have been quite noticeable, no doubt due to the manpower shortage.

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In the last connection, the American Association of Motor Vehicle Administrators has been giving much study to the youthful operator and the likelihood of his becoming a new and important part of the general accident hazard. A surprising and somewhat disturbing article appeared in Collier's magazine of June 17th last. The chief of the Safety Bureau of the Civil Aeronautics Board, a man with 17 years' experience covering the investigation and analysis of nearly 60,000 flying accidents, has recommended the lowering of all qualifications for civilian pilots. The first and probably most important change is the lowering of the minimum age for a private pilot certificate from 18 to 16 years. Many other changes are made in this proposal, including knowledge of the English language, physical and mental requirements and flying time.

It may be said that our only interest in such a change may be in its possible effect on the granting of motor vehicle driver licenses. It may be interesting to examine why the Chief of the Safety Bureau, after all his accident experience, would make such a recommendation. It appears to be because "no matter how forcefully certain rules have been hammered home at pilots, there have been and always will be accidents due to violations of the very ones set up for their safety." In other words, it would appear that many pilots, with almost complete knowledge and experience in flying, get into trouble by taking chances. Hence, it is argued, or so it seems, that we need not be so careful in selecting and training pilots, since these factors, or the lack of them, are not the chief accident causes. Whether motor vehicle administrators will ever take such a view is problematical. Personally, I do not think so. All our experience points to the need of orderly, competent and complete universal driver training, if we want accident-free operators.

It is difficult to predict the trend of driver licensing in the next year or two, due to the uncertainty at this time of the termination of the war in Europe and in the Pacific. Certainly we know that the tendency of the war in general has been to lower standards somewhat, yet paradoxically there is probably greater interest in the value of good practices in driver control as an accident reduction factor than at

any time in the past. It may not be too much to say that if the accident curve turns upward sharply at the end of the war, as many expect, that there may be a sharp tightening-up all along the line.

I do not need to tell this group that one of the major problems in this field in the next few years will be the retraining and training of disabled veterans. At this time. I wish to record two statements that have been made recently:

Quoting from Governor Kelly's speech before the Motor Vehicle Administrators in June:—"A singularly significant part of assisting the returning veteran to live a normal life in America is to arrange that his transportation by automobile be normal—and just as satisfactory as that of his friends and neighbors. To do this, he must be able to drive his own car either for business purposes or for pleasure and to do it safely."

Again:—"Every disabled veteran, no matter how serious his disabilities, should be given an opportunity to drive—if it is at all possible or practical. The position should be taken that every veteran we fail to put back on the road represents a deterrent to our normal economy and is a disservice to a man who deserves the best we can give him."

Elsewhere the Governor had said, "... It would be an equally great injustice to the disabled veteran to permit him to drive if he were to drive unsafely and thus endanger himself and others."

Quoting from the report of a committee of the American Medical Association which had been named to study problems of Motor Vehicle Accidents:—"There exists the very great danger that public sentiment toward licensing activities may be influenced by a strong sense of sympathy toward those who have become physically or mentally impaired through no fault of their own. Public opinion in this direction could most certainly establish a trend toward lowered license standards, which in turn could result in a great increase in traffic deaths."

"There is no disagreement concerning the consideration which should be extended to returning servicemen, particularly those who have suffered serious physical or mental injuries. But to allow the latter group to operate automobiles as they did in the past,

and some may even drive buses or taxicabs, is endangering not only their lives, but the lives of others every time they get behind the wheel."

The writer is impressed by the reaction to the problem of those so close to life and death as these physicians. Certainly all will agree that licensing authorities are going to have their work cut out for them in the near future. I, for one, anticipate that these

problems will be solved as have others in the past. Already there has been related at these sessions some of the experimental work now being done with veterans.

Once the problem is fully understood and faced squarely, I am confident it can be solved. Here again, the dissemination of knowledge almost as soon as it is acquired may be of extraordinary and unusual importance.

(F) General Sessions

BURTON W. MARSH

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

Never has there been greater opportunity for significant public service and personal achievement than will exist in the weeks and months ahead. The gigantic task which faces all of us has been emphatically presented in our traffic sessions.

The participation of outstanding national leaders and the contents of their talks make crystal clear a highly encouraging development—the growing understanding, respect and cooperation between various types of specialists whose joint efforts alone can produce the desired improvement of traffic conditions. Effective teamwork is improving all over the country with outstanding examples in many places.

Important jobs to be done have been spelled out for us most effectively. The new program for post-war traffic safety, sponsored by more than 40 national organizations and set forth in summarized form in the pamphlet, "Danger—Traffic Jam Ahead!" will prove a useful guide.

Each of us faces the problem, after choosing the few main activities to which we are going to give principal emphasis, of finding out how best to do those particular jobs. Some of the "how" has been presented most interestingly at this Congress.

Each of us faces many kinds of difficulties in getting things done these days. One thing is certain, each of us must find ways to multiply his own limited time, energy and resources. Obviously, the better organized the effort is in our community and the better staffed we are for doing it, the more can be done.

In most communities there are high-

grade, intelligent, public-spirited persons who are willing to make a civic contribution and are waiting to be called upon. It is a job to find them and they have got to feel that they are working on something worth while and important, but they will often prove to be bellwethers in getting a program accepted and into effective operation.

Commissioner Thomas H. MacDonald of the Public Roads Administration painted a most illuminating picture of highway developments, problems and futures. Whereas the emphasis used to be on how much mileage of highways could be built, it is now becoming recognized that the quality of the road and what it will produce in convenience, efficiency and safety are of greatest importance. New type of facilities—such as freeways—are necessary in urban areas where it is generally accepted that the major traffic bottlenecks and problems exist today.

The possibility of building highways with high safety factors was pointed out. The example cited was the freeway system serving the Pentagon Building at Washington, D. C., on which there has not been one fatality in more than a year since it was opened in 1943 and only three injuries, despite very heavy traffic and the fact that most drivers did not know the road net.

In terms of use, these high-type highways are not expensive. In fact, they are less expensive than other roads. Commissioner MacDonald emphasized the great need for public support of such new-type facilities.

Norman Damon, Vice-President of the

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Automotive Safety Foundation, presented a very comprehensive statement on progress in enforcement and adjudication of traffic cases. Mr. Damon showed clearly that while splendid progress has been made, there is much that needs to be done in uniformity of laws, in securing and maintaining adequate traffic police, in police training work, in making more vital the exceedingly effective work which can be done through proper handling of driver licensing and driver enforcement work.

Particularly outstanding is the progress which has been made in understanding needs for improvement in traffic courts. Also, driver education and training in high schools has proven outstanding. Mr. Damon pointed out that nearly 2 million persons reach driving age each year, presenting a splendid opportunity for creating safe drivers for the future.

C. F. Joyner, Jr., President of the American Association of Motor Vehicle Administrators, indicated a number of principal post-war traffic activities in the AAMVA program, including promotion of uniform motor vehicle legislation and driver improvement programs, proper emphasis on the pedestrian, and compulsory vehicle inspection.

General D. C. Draper, President of the

International Association of Chiefs of Police, pointed out the need for coordination of police with other traffic activities. He emphasized the growing recognition of how large a part of the entire police job is in the field of traffic.

Harold F. Hammond, President of the Institute of Traffic Engineers, stated that a post-war traffic planning committee has already devoted a year to consideration of post-war traffic needs. The increasing need for greater attention to problems of traffic operations and of bringing engineering skills to bear upon such problems was emphasized.

Hal G. Sours, Regional Vice-President of the American Association of State Highway Officials, described highway transportation problems of the future and ways that they must be attacked. The solution of the first stage of post-war traffic problems must rest largely on enforcement. In the longer range, engineering will become an increasingly major factor.

According to Mr. Sours, traffic engineering should be given equal prominence with other divisions in the organizational set-up of a highway department. Early traffic engineering emphasis was on signs, signals and markings. It is now importantly related to design policies and planning.

The Job We Have Ahead

By LESLIE J. SORENSON

City Traffic Engineer, Chicago, Ill., and Vice President for Traffic and Transportation, National Safety Council

We have heard that automobiles are not going to be available in large numbers until two years after the European war is over. However, we have seen the tremendous production capacity in producing weapons of war, and should we not take this as a warning and realize that it is possible for industry to produce cars in advance of the time schedule suggested.

It is up to us as safety leaders to be prepared for any eventuality following the war. We must, therefore, be ready for meeting the problem of increased production and consequent operation of automobiles earlier than some of us are thinking.

In all of our safety planning, we must push our efforts in order to be ready when

the European conflict is over and be certainly ready when we have the Japanese beaten to the ground.

It is up to the men in this room to go back to their communities and initiate measures and carry them through to fruition which will hold the line against a great spree of accidents on our streets and highways.

It is not enough to come here to the Congress and get all of the information and inspiration of these meetings. It is up to everyone to go home and do something about the accident prevention job in his own community. If the men in this room can't do the job, who can?

THURSDAY AFTERNOON SESSION

October 5, 1944

Group Session for City and State Police

Presiding: DON F. STIVER, Supt., Indiana State Police, Indianapolis, Ind.

"POLICE INFORMATION, PLEASE"**Participants:****Discussion Leader—DON F. STIVER****CAPT. C. T. ATKINSON**, Asst. Supt., Arkansas State Police, Little Rock, Ark.**CAPT. HERMAN CRITES**, Traffic Div., Police Department, Flint, Mich.**INSPECTOR L. A. HINCE**, Federal Bureau of Investigation, U. S. Dept. of Justice, Washington, D. C.**JUDGE JAMES W. HOBSON**, Municipal Court, Seattle, Wash.**INSPECTOR HERBERT J. KITCHENMAN**, Commanding Traffic & Motor Div., Bureau of Police, Philadelphia, Pa.**LAURENCE A. LYON**, Supt., Uniform Div., Michigan State Police, East Lansing, Mich.**LIEUT. ROBERT E. RALEIGH**, Acting Director, Safety Div., IACP, Evanston, Ill.

SUPT. STIVER: This will be an informal session, at which this Board of Experts will attempt to answer traffic police questions from the audience. You have attended three group sessions for police during this National Safety Congress and, I am sure, have many questions in your minds which you would like to have answered. Now is your chance to spring the tough ones on the experts.

QUESTION: What steps, if any, are being taken to adapt the use of "walky-talky" radio to the needs of police services?

INSPECTOR KITCHENMAN: In Philadelphia experiments are being conducted with this means of communication. So far we have had excellent results at disaster scenes such as fires or train wrecks. I repeat that this is still in the experimental stage.

QUESTION: What is being done to improve relations between city, county and state police?

CAPTAIN LYON: In Michigan, the State Police conduct an annual training school lasting one week for all newly elected sheriffs. The facilities of the state police and certain large city police depart-

ments are offered without cost for the use of police departments in the smaller communities.

SUPT. STIVER: In Indiana the state police have cooperated in the training program for local officers for a number of years. They are also cooperating with communities in the state in analyzing accident records to obtain information useful in enforcement planning, selective educational efforts, and for engineering purposes. The Pennsylvania State Police have run training programs for local officers for a number of years. The South Dakota State Motor Patrol and the Colorado State Highway Patrol have participated in cooperative training projects for local officers, drawing upon local police departments for both instructors and students. The Missouri State Highway Patrol makes its laboratory facilities available to all peace officers within the state as does the Indiana State Police. In the state of Oregon, the state accident record bureau summarizes the accident experience for all cities within the state on a regular basis to supply them with accident facts useful in their planning. Similar projects are being carried on in many other states. I have cited just a few as examples.

QUESTION: What is the nature and extent of the traffic training offered by the National Police Academy?

INSPECTOR HINCE: The training program is not designed to make students traffic enforcement officers per se, but rather to broaden their knowledge of general police work. The present course devotes three weeks to traffic enforcement training out of the total 14 week course. However, many of the other subjects covered are those which are necessary for traffic enforcement officers as well as for policemen assigned to other duties.

QUESTION: Will the police ever get cars designed specifically for police work?

LIEUT. RALEIGH: So far, steps taken have not been successful. The first requi-

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site is for the police themselves to agree upon the type of vehicle needed and the basic equipment which it should include. Some of the vehicles designed for use by our armed forces, such as the jeep and the amphibious jeep have proved useful in certain police assignments. At the recent meeting of the International Association of Chiefs of Police, we were informed that a specially designed police vehicle would need to have widespread approval and use to bring the price within the reach of the average police department. This does not mean that it is impossible to secure such a vehicle, but that it is necessary that the police agree on what they need as the first step in designing a special police vehicle.

SUPT. STIVER: We have used the amphibious jeep to good advantage in flood areas and believe that this will become a useful police vehicle for emergency work in the years to come.

QUESTION: Are instructors available from the International Association of Chiefs of Police for re-training local police and, if so, what is the cost?

LIEUT. RALEIGH: Instructors are furnished by the Safety Division of the IACP upon application by local departments, consistent with the staff limitations of our organization. The cost is shared by IACP and the local group, with the latter expected to pay traveling expenses and living expenses of the instructor during the period of instruction.

QUESTION: What steps are being taken to improve relations between police and traffic court judges?

JUDGE HODSON: Traffic court conferences have been held in 40 states to date and are greatly improving the situation. This is a cooperative project with the Junior Bar Conference of the American Bar Association and the National Safety Council. In several states regional conferences have followed the state Traffic Court Conference and there are indications that these may become a regular method for periodically bringing to the attention of police officials and court officials new developments in the field. They have done much to strengthen and improve traffic enforcement generally at all levels. Many additional conferences are planned for the

coming year as a continuation of this program.

QUESTION: What is the status of legislation on tests for intoxication?

SUPT. STIVER: The revision of the Uniform Vehicle Code will probably include a provision similar to the present Indiana law. The success of such legislation is dependent upon its inclusion in the traffic code to prevent sharpshooting by opposition groups.

QUESTION: What is the current attitude toward mandatory revocation of a driver's license for one year when that driver has been convicted of operating while under the influence of intoxicating liquor?

CAPT. CRITES: Penalties that are too severe result in reduction of charges or failure to convict defendants. This defeats the aims of good traffic law enforcement. If judges or juries feel that revoking the operating license for a full year imposes a too severe penalty on a person convicted of driving under the influence, the result is that such charges are reduced to reckless driving or some similar charge and the defendant pays only an extremely light penalty for the violation he has committed. The use of chemical tests for intoxication can do much to eliminate this practice by presenting sound evidence of intoxication and by eliminating prosecutions for driving under the influence in cases not showing a sufficient degree of intoxication.

INSPECTOR KITCHENMAN: In the eastern states where people have grown accustomed to severe penalties for this charge over a period of years, we find judges and juries willing to convict if sufficient evidence is properly presented.

QUESTION: What can be done to curb juvenile traffic offenders?

CAPT. LYON: The juvenile traffic offender should not be turned over to a juvenile court but should be dealt with in traffic court the same as any other traffic offender. The mere fact that such offenders are granted a license to operate a motor vehicle indicates an acceptance of the responsibility for such operation. If this assumption is correct, then they should be subject to the same penalties as are all traffic law violators.

JUDGE HODSON: It would seem de-

sirable to handle the ordinary juvenile traffic law violator in the regular traffic courts rather than setting up a separate procedure in the juvenile court. In many jurisdictions, traffic offenses by juvenile violators are treated with indifference or given extremely light penalties which tend to detract from the effectiveness of good traffic law enforcement.

QUESTION: What can the police do about the psycho-neurotic cases now being released from the armed forces?

CAPT. CRITES: We have heard a great deal about the psycho-neurotics. I think it is important that we keep in mind the fact that many of these men are classed as psycho-neurotics merely because they were unable to adjust themselves to military life. There is seldom anything wrong with them mentally. Rather it is the result of a temperament which finds certain situations particularly difficult. Upon their return to civilian life they are in the surroundings in which they have gotten along well for their entire life up to the time they entered the armed forces and most of them within a few weeks are normal citizens again. Perhaps we are making too much of a problem of this particular issue. Remember, however, that among all of the persons released as psycho-neurotics, there are a few with acute mental conditions. These will require special treatment, and, in some cases, suspension of the operating privilege. A number of police organizations have had former members released from the armed forces as psycho-neurotics and upon their return to duty have found them as efficient as they were previously.

CAPT. ATKINSON: Is it not true that the serious psycho-neurotic cases will come to the attention of police by reports from their families, or neighbors? Certainly some of them will show up through driver license examinations and through physical examinations for industrial positions. It is my understanding that the armed forces will not release information concerning this matter so far as the individual is concerned. Consequently, we have no large group with which we can deal collectively. Therefore, it becomes necessary to handle the individual case as it appears through various sources. When cases requiring restriction of operating privileges come to the attention of

the police, they should certainly be reported to the state driver license authority for proper action.

QUESTION: What is the proper method for handling applications for driver's licenses from epileptics?

CAPT. LYON: This question is included on the Michigan driver's license application. If the applicant admits having epilepsy he is refused a license; if he denies being an epileptic and later is found to be so afflicted, perjury has been committed and his operating privilege is revoked. An appeal to the license board may be made if the applicant has not had a seizure for at least three years. However, doctors will not say that epilepsy can be cured.

ARTHUR H. ROWAN (Statistician, Motor Vehicle Bureau, Ontario): We receive information from Federal agencies on persons from the armed services and from health departments. Licenses are refused to epileptics.

QUESTION: What can police departments do to secure new cars now?

SUPT. STIVER: The IACP maintains a file of up-to-date information on this subject and will gladly furnish the latest information to any department inquiring.

QUESTION: How can officers assigned to intersection control be impressed with the importance of adequately enforcing traffic laws; especially in regard to pedestrian enforcement?

INSPECTOR KITCHENMAN: Our corner men were instructed to enforce pedestrian regulations sometime ago. This promptly met with a great deal of public criticism and resulted in softening of the instructions. We feel that much more work must be done in public education before our city is ready for effective pedestrian enforcement.

DEPUTY CHIEF B. R. CALDWELL (Police Dept., Los Angeles, Cal.): We have been enforcing pedestrian regulations for several years and this has met with public approval. The actual enforcement by officers was preceded by an intensive educational program designed to build public acceptance and support for this necessary form of traffic control. I believe that any city can do the same thing if they plan their entire program carefully. I would like to emphasize the necessity of preceding the

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actual law enforcement program by intensive educational effort. Without the support of residents of the community, no enforcement program can reach maximum effectiveness.

QUESTION: Should officers be permitted to drive department-owned cars to and from their homes to their point of assignment?

CAPT. ATKINSON: We have found

it necessary to permit our officers to use the state-owned vehicles for transportation to and from their homes. Frequently the state officer is required to answer emergency calls at night and consequently, his patrol vehicle is required. In addition, the difficulty of securing transportation in many rural areas would place an undue burden upon officers required to travel to and from offices and assignments.

THURSDAY AFTERNOON SESSION

October 5, 1944

**Joint Session—Public Safety Education, Motor Vehicle Administrators
Driver Licensing and Accident Records Groups**

Presiding: SIDNEY KING, Dir., Safety Div., Dept. of State, Salem, Ore.

Educational Use of Accident Records

A Panel Discussion

Panel Leader: SIDNEY KING.

Panel Members: DR. JOHN R. BOWMAN, Chief, Research & Statistics, Bureau of Highway Safety, Harrisburg, Pa.

REYBURN HOFFMANN, Secretary-Manager, Safety Council of Greater St. Louis, St. Louis, Mo.

ALBERT E. LA ROSEE, Manager, Highway Div., Massachusetts Safety Council, Boston, Mass.

BERT L. WOODCOCK, Director, Safety Education Div., Dept. of Public Safety, Des Moines, Ia.

MR. WOODCOCK: We are fortunate in Iowa in that the functions of safety education and accident record collection are in the same department. This has helped us in the production of accident records useful to the educator. We believe there is more material in accident records for the educator than for any other user.

What can the educator use from the regular accident summaries? He is interested in the occupation of drivers and of victims. He is interested in age groups. He is interested in the time of accident, both the hour of the day and the month or season of the year. By using summaries from the previous year, he can plan for the period just ahead through the use of acci-

dent information from the corresponding period of the preceding year.

We have reached the conclusion that the best news release is one that pulls material from the conventional summaries and puts it in a brief and concise statement of the month's experience. We use one sheet—both sides—with pertinent information on type and number of accidents, time, location, and a few contributing circumstances. In our opinion, it is important that such a release be not too detailed if it is to be used by newspapers, radio stations, and others.

MR. LA ROSEE: It is possible and sometimes desirable to camouflage statistics by graphs and graphical methods. It is important in any case to keep accident data as up to date as possible, for we want to get to the individual or groups responsible as soon as possible.

We have had good success with a quarterly inter-community report. This is called a contest, but actually it is merely a tabulation of accident experience in the various communities in Massachusetts. This has aroused considerable interest and we feel that it is very worth-while.

MR. WOODCOCK: We try to keep our

records as up to date as possible, and we have had good use by both daily and weekly papers on our accident releases.

DR. BOWMAN: Newspaper releases can contain charts, maps, material in tabular form, and material in paragraph form. We have had good response from papers in Pennsylvania.

It is important to recognize that when we talk about traffic educators, we do not necessarily mean school administrators or teachers. The first educator in Pennsylvania was the State Police Department. They are still in the field today, with greatly expanded educational activities. Educational work in Pennsylvania is today carried on by four departments which have coordinated their efforts—the Department of Public Instruction, the Highway Department, the State Police and the Department of Revenue (Bureau of Highway Safety). Special studies of the pedestrian accident problem and the bicycle accident problem have met with wide acceptance, and thousands of copies have been distributed.

The outstanding feature of all this, however, is that school teachers want little in the way of safety information. Despite the fact that the law requires them to teach safety, they do as little as they can. They will use lesson plans, but they will not take the time nor trouble to create a lesson plan themselves from basic safety information. There must be a concerted effort to train educators to teach safety before we are going to accomplish much along this line.

MR. HOFFMANN: It is admittedly

difficult to get school safety instruction started, but such a program will bear fruit. Indicative of this is the record of 83-million deathless child days set in St. Louis.

There is no point in gathering statistics if they are not used, but it is entirely possible to use accident statistics among affected groups to prevent a repetition of accidents that have occurred. To do this, the data must be fresh and must be interpreted in terms of losses which the average person can understand—wage losses, family dislocations, loss to society, etc.

Urges Selectivity

We cannot use a shotgun method but must be selective. For instance, we can consider age groups and causes, placing the blame for pre-school age accidents on parents and for school age accidents on school authorities and the police. We can spot on maps the residence of drivers and pedestrians and we can determine the racial characteristics of these people, thus directing our educational program into the most effective channels. We can locate dangerous streets and intersections. We can identify and stress seasonal hazards.

Those who collect statistics without using them are in reality misers. Accident data can be used by the engineer, by the police, by the educator and they can be used many times over. Only by such use can their collection and processing be justified. We must aim education at the group affected, however, and the education must have appeal and it must be timely.

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