

TRANSACTIONS

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NATIONAL SAFETY CONGRESS



STREET AND HIGHWAY TRAFFIC,
COMMERCIAL VEHICLE, TRANSIT,
CHILD EDUCATION, HOME AND
FARM SAFETY SESSIONS

CHICAGO
OCTOBER 6-10, 1941

NATIONAL SAFETY COUNCIL, INC.

20 North Wacker Drive, Chicago

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THE Transactions of the 30th National Safety Congress and Exposition of the National Safety Council are published in two volumes. Volume I contains the General Subject and Industrial Section Sessions. Volume II contains the Public Safety, Child Education, Home and Farm Safety Sessions.

Volume I has been distributed automatically to industrial members of the Council. Volume II is distributed to members particularly interested in the sessions it contains; however, these members can obtain a copy of Volume I, on request, if especially interested in industrial safety problems.

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

The Transactions are a condensed record of the proceedings of the Congress, published for reference purposes. The addresses and discussions have been edited to delete extraneous material and emphasize those parts of particular usefulness in safety organization and all other accident prevention procedures. On page 3 some helpful ideas are given on how to use the Transactions with profit.

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

NATIONAL SAFETY COUNCIL, Inc.
20 North Wacker Drive
Chicago, Illinois

Make Profitable Use of These Transactions

The Transactions of the 30th National Safety Congress are published in two volumes for day-to-day use in the prevention of accidents. Volume I deals principally with industrial accident problems; Volume II is concerned chiefly with public safety, street and highway traffic, child safety education, and home and farm safety problems.

The papers and discussions in this volume contain the experience of safety men, business executives, public officials and others who have organized and conducted successful programs to reduce accident losses.

There are simple ways of finding what you may want or refer to in this volume. The reference material has been organized, arranged and indexed so that any given subject, speaker or session of the Congress can be located easily.

Plan of Arrangement

Note, first, that on page 2 there is a table of contents, listing the various divisions or groups of sessions. In each of these groups the sessions are arranged in order by day of the week and calendar date.

Nobody, however, has to look through an entire session of the Congress, or even read through an entire paper or discussion to find the given safety problem or information in which he is particularly interested.

In the back of this book there is a comprehensive, but simple, index. This also is arranged alphabetically, and there are three ways in which most of the material is indexed:

- (a) By General Subject or Minor Subject discussed.
- (b) By Name of Author who gave the formal Paper or the Discussion.
- (c) By the particular Division or Group, as Child Safety, Home Safety, Farm Safety, etc.

Ways to Use the Transactions.

Now, there are many ways in which these Transactions may be used with profit to stop accident losses. The book is a storehouse of practical safety information. Here are just a few suggestions how you, as a safety inquirer, can use this material:

Solutions to Your Accident Problems.—Every community, business organization, public official or other individual has accident problems. While each has his own individual problems, fundamentally they are not new; other communities, business organizations and groups have had them, and many of these accident problems have been solved successfully. Very probably you, as a safety inquirer, can find in this volume solutions to the problems that are troubling you.

Is it a problem of the proper police control of traffic? Or a problem of the Court's proper authority and power? Or a problem of community organization and zoning to save lives and prevent injuries? The many sessions of the Street and Highway Section cover practically every phase of traffic accident control and reduction.

Is it a problem of student safety training, or of the teacher's safety responsibility, or of protecting the school child as he goes to or from school upon foot or by bus? These problems are discussed in the many sessions of the Child Education Section. Similar problems are clearly outlined in the Home and Farm Safety Sessions.

New Safety Ideas and Plans.—Accident prevention methods still are not perfect. New developments in safety ideas, devices, safeguards, "stunts" and safety plans are being made all the time, and the delegates have told about many of them in this Congress. Both the formal papers and the general discussions are filled with new ideas.

Safety Contests and Awards.—Safety contests are an established part of good acci-

dent prevention procedure—both in the industrial plant, in the commercial fleet, the business organization and the community. Safety contests are discussed in some of these sessions, and the long lists of Awards made by the National Safety Council to unit fleets in the Commercial Vehicle Section are strong evidence that well conducted safety contests save lives and property.

Speech-Making Materials.—The safety director or other business executive or public official who is scheduled to talk on accident prevention, either in his own organization or the community, will find both materials and excellent examples of safety talks in these pages. Make use of them as fully as you desire.

Note the many carefully prepared papers by the judges, public prosecutors and other municipal officials and by police representatives in the Street and Highway Traffic sessions. Note the thoughtful and instructive papers by school executives and others in the Child Education Sessions. And note the helpful discussions presented in the Home Safety and the Farm Safety Sessions.

Outstanding Safety Leaders.—You and other executives in your organization or community should be familiar with the personalities and words of outstanding safety

leaders. They are helping strongly to promote the National Safety Movement. As officers or members of the National Safety Council, or as public officials—if you know them, or even know about them—they can sometimes be useful to you and your community in promoting safety programs in which you are interested. Many of them will undoubtedly be glad to be of service in promoting the local or general Safety Movement.

Knowledge of the Safety Movement.—You can't know too much about the National Safety Movement. These Transactions of the Congress will broaden your knowledge of the whole field of safety activity. They will help you get the National Safety picture, give you a better understanding of the wide cooperation for human welfare carried on vigorously today in ten thousand communities.

National Safety Council Service.—It should be useful for you to understand how the Council annually serves its members and the National Safety Movement by organizing this vast Congress, by enlisting the willing cooperation of hundreds of speakers and other safety workers, and by providing all this reference material for practical use in the prevention of accidents of all kinds.

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Council Purposes and Program

The National Safety Council is a non-profit, cooperative association whose objective is the elimination of accidents. To achieve this objective the Council advocates the following program of safety activities:

1. **Creating Interest in Safety.** People will try to prevent accidents only when they are convinced of three things: (a) that accidents are really a serious problem, threatening personal happiness, industrial efficiency and economic security; (b) that accidents don't "just happen," but that each one has definite, ascertainable causes; (c) that accidents can be prevented. The basic requirement in a national safety program, therefore, is a dramatic and effective presentation of these facts to more and more people.

2. **Finding Accident Causes.** Accident causes are not the same in any two plants, in any two cities, in any two schools. They are not the same from one time to another. Every industrial plant, every city, every school and every other public or private organization, therefore, must study the causes of accidents in its own group, so that prevention efforts always will be directed at the things really responsible for accidents.

3. **Maintaining Interest in Safety.** People retain interest in very few things of which they are not continuously reminded. Therefore, it is the task of the newspaper, the radio, the magazine, the school, the public speaker and every other educational influence to keep reminding the worker, the driver, the pedestrian, the housewife and the school child that freedom from accidents depends on personal caution, and that the safe way is the right way and the best way—from the standpoint not only of human satisfaction, but of social efficiency and economy.

4. **Engineering Improvement.** Many accidents occur because equipment is faulty. The punch press is unguarded, the automobile brakes are worn, the stairway is

crudely built, the propeller is defective, the stop sign is obscured. The avoidance of accidents, therefore, requires that safety be built into every piece of machinery, every home, every school building, every highway. We must insist that the things we buy—whether a stepladder or a stop sign, a band-saw or a blast furnace—be safe things. And we must be willing if necessary to pay a higher price because of this built-in safety factor, realizing that it is true economy to do so.

5. **Training for Safety.** Many accidents occur because the injured person or some other person acts in an unsafe manner. This unsafe act often is committed because the person involved never has been taught how to do the job in the safe way. Therefore, boys and girls, men and women, must be taught how to work, how to drive, how to cross the street, how to live safely. This teaching and training is a joint responsibility of industry, of schools and colleges, of governmental groups and of parents in the home.

6. **Supervision for Safety.** Many who know well the safe method of performing an act nevertheless are involved in accidents because, due to hurry, fatigue, thoughtlessness or some other reason, they do not perform the act in what they know is the safe way. Therefore, we need good foremen in industry, alert patrol boys in our schools, diligent police officers on our streets, thoughtful parents in our homes. These, supervision, can greatly minimize the chances of accident.

7. **Legislation for Safety.** Avoidance of accidents requires the adoption and scientific enforcement of sound legislation—legislation on traffic, on industrial matters, on public transportation, on home construction and maintenance, and on many items of personal conduct. Such legislation provides a standard to which a large majority of people are willing to conform and thus live

together harmoniously and safely. It also provides a basis for requiring the conformity of a small minority, who would not otherwise be willing to submerge their personal desires, for the sake of safety in the entire group.

8. Safety Responsibility. Leadership in every walk of life should involve leadership in safety. Those who administer our industries, our schools and our governmental agencies of every sort should carry on those activities so that safe products and services are provided for the general public, so that accident hazards for the persons directly involved are reduced to a minimum, and so that those persons, in all their public and private relationships, will set a personal example of safe living.

9. Safety Organization. Every organization, regardless of its principal purposes, can and should find some place for safety in its program of activities. Accident prevention should have a large place in the activi-

ties of trade associations, chambers of commerce, service clubs, welfare organizations, educational associations and similar groups. Every community and every state also should have one organization which takes responsibility for coordinating the safety efforts of all groups into a unified accident prevention program.

10. Leadership. This program of activities can be effective only with the interest and cooperation of everyone, men, women and children. It is the desire of the National Safety Council to provide national leadership through which these safety efforts of all our people may be coordinated and made most effective. To this end the Council offers fullest cooperation to all individuals, industries, organizations, communities and states that are in accord with its purposes. It likewise seeks cooperation from all these in carrying out an effective national program of accident prevention.

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Street and Highway Traffic Section

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MONDAY AFTERNOON SESSION

October 6, 1941

Joint Session of Street and Highway Traffic Section with Commercial Vehicle Section, Transit Section and Institute of Traffic Engineers

Presiding—LESLIE J. SORENSON, City Traffic Engineer, City of Chicago, and Vice-President for Public Safety, N. S. C.

The State Government's Responsibility for Safety

By HON. MURRAY D. VAN WAGONER

Governor, State of Michigan, Lansing, Mich.

As for the State Highway Department's part in this discussion, let me point out that in Michigan we do not confine ourselves completely to the engineering phase of highway safety. We carry on from time to time effective educational efforts. Naturally, enforcement is left entirely to the Michigan State Police.

In discussing the state government's responsibility for safety, one may wonder why it is necessary that a state government should make itself responsible for this problem at all, and why did not that responsibility arise many years ago?

Remember now, it is traffic safety which is being discussed. It seems logical that just as the motorcar has developed from the ponderous vehicle of yesteryear, rarely driven beyond the city limits, to the sleek, modern masterpiece of mechanical transportation, so has the problem of traffic safety kept pace and spread beyond the city limits to the areas where neither the municipality nor the county was prepared to provide a solution.

We all know that interstate driving is already here and will, no doubt, continue to expand. The expansion will reach a point where it may be necessary for the Federal government to take a hand in the solution of the traffic problems.

Foreshadowing this development is first, the nationwide safety efforts of the National Safety Council; second, last August, for the first time in history, the President of the United States issued a proclamation urging the Council to lead a nation-wide campaign. The Public Roads Administration, though now confined to the allotment of funds for the supervision and inspection of Federal Aid highways, may some day assume for the Federal government the added responsibility of traffic safety. The administration's present requirements, that highways built under its supervision be safely engineered, may indicate the administration's future assumption of the responsibility.

If there has been too much discussion devoted to where the responsibility for safety

may lie in years to come, it is only because such a development would parallel the extension we are now witnessing. That is, the extension of safe driving responsibilities from local governments to the state government. If there is anything to be learned from this expansion, the federal agency and its procedure will be benefitted.

The state's assumption of the responsibility for traffic safety is a reasonable one, although we can only say this in retrospect. Just as our highway construction has failed to keep pace with the development of the motorcar, so has the development of adequate and coordinated safety programs failed to keep pace with the construction of highways and the general growth of vehicle transportation. We did not foresee the necessity for traffic safety.

In practically every case, the occurrence of any effort, whether it were by committee, by law, or by proclamation, it has always lagged behind the occurrence of shameful death tolls, injuries and property damage.

We hope that in the event the federal government steps into the highway traffic safety picture, it will plan for safe-driving measures at the same time it plans for such other responsibilities as design, right-of-way, construction and maintenance.

So we see that while the problem of traffic safety is still strongly local in character, the development and increase of cross-country travel have enlarged that responsibility to a point where the state government feels its burden.

Somehow, state governments have been comparatively late in feeling this burden. In many of our states, we have long established boards for the protection of a multitude of activities.

In Michigan, for example, we have several state boards and commissions to provide the public with several types of protection and safety.

The state guarantees that when you take a prescription to the drug store it will be filled

according to the rules and regulations of the Board of Pharmacy; that when plumbing is installed in your home, it will not fall below the requirements of the State Plumbing Board.

I could go on listing state responsibilities for safety through the creation of boards and commissions governing everything from a woman's hair-dress through the Board of Cosmetology to insurance of pedal protection as regulated by the State Board of Chiropractic Examiners.

In Michigan, we were late, no doubt, as in many other states, in coordinating safety activities aimed at the persons using our highways and streets. This should not be interpreted as any reflection upon the splendid work of the Michigan State Police, the Department of Public Instruction, the Department of State, and the State Highway Department.

As a matter of fact, these four organizations without benefit of legislation have in the past met and of their own accord assumed responsibility for coordinating traffic safety activities.

However, at the last session of the Legislature, a bill was passed entitled, "An Act to create the Michigan state safety commission for the promotion of greater safety on the public highways and other places within the state of Michigan; to study traffic conditions; to investigate and eliminate menaces to public safety; to form the Michigan safety council and appropriate moneys therefore."

The establishment of this commission, I believe, is entirely in keeping with the recommendations of the National Safety Council, the National Institute of Traffic Engineers, and the Automotive Safety Foundation.

Among its provisions are, that the Commission shall be made up of the Governor, the Secretary of State, the Superintendent of Public Instruction, the State Highway Commissioner, and the Commissioner of the State Police.

The members receive no compensation for this service nor do they have authority, power or duties already vested in other departments of state government.

The Act requires that the Commission hold meetings at least once a month. The Commission is to consult and cooperate with all de-

partments of state government in regard to traffic safety to promote uniform and effective programs of safety on streets and highways; to interchange information among the several departments of the state government for more effective safety conditions; to cooperate with officials of the United States government and with local governments in regulating highway traffic, and to encourage safety education in the state of Michigan.

The bill authorizes the Commission to employ an executive secretary and the necessary personnel to carry out the purposes of the act. An annual appropriation of \$2,000 from the operators' and chauffeurs' fund is provided for the Commission.

This is believed to be model legislation governing the state's responsibility for traffic safety. Under normal conditions we might let it go at that. But today, we are not operating under normal conditions. We are operating under a national emergency.

You are all aware of the tremendous industrial activity and plant expansion going on all over the country. Michigan is an exception. Its industrial activity is far greater than that of the majority of the states. This statement can be backed up with statistical data provided by the Office of Production Management.

As a result, the spurt in industrial activity has naturally been accompanied by a comparable increase in traffic. There are more persons driving more cars more miles; there are more pedestrians circulating on our streets; and there are increased commercial vehicles, busses and trucks operating longer hours.

Traffic expansion not expected until 1945 is upon us now.

It is important to our program of national defense production that the workers reach the plants in which they are employed with a minimum of congestion, delay and danger. It is important that the transportation of essential industrial and military supplies, which commercial vehicles carry, reach their destinations with a minimum of congestion, delay and danger. Unfortunately, these two essentials are not being realized as efficiently as we should like.

In Michigan, we are fortunate in that Detroit and the other larger cities have efficient and well-operating traffic safety commis-

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sions. Traffic engineers of proven ability are employed. Although cold figures show increases in traffic accidents, there is no telling how much greater these tolls would be were it not for the intelligent and progressive efforts of Michigan's local safety bodies.

Even if there were no impetus in activity due to national defense, it would be time for the state government to take its place as the coordinator of the work of the local safety commissions. Now, that necessity is all the more urgent.

It is time that one of the state's greatest causes of death, injuries, and property damage receive the attention from the state government it deserves.

It is time the state recognize the necessity for facing this problem squarely with a determined effort that it do whatever can be done to turn back the tide and build a dyke against further destruction by overflowing traffic tolls.

It is time the state pass the necessary legislation to provide the forceful attention required to curtail if not completely erase the appalling tolls due to automotive traffic.

If these things are not done and done at once, if the state does not officially step in and lend its support to the municipal, public and private organizations already engaged in traffic safety, then we face not only increased deaths, increased permanent injuries, and increased property damage, but we are threatened with serious impairment to our national defense activities; through loss of men and work-hours; through delay in transportation of defense materials; through increased tie-ups of vitally necessary trucks because of longer hours required in transportation; through waste of gasoline in congested driving; through destruction of automotive parts in heavy traffic "stop-and-go" driving; and through a possible defection in the morale of the people who viewing these conditions in months to come might resign themselves to the attitude of the state which does nothing to solve the problem by asking the question, "Why doesn't the state government do something about this traffic situation?"

The prevalence of such an attitude would not only hinder the safety work of local commissions, but would seriously set back any sincere efforts the government in question may eventually attempt.

Value of Transportation Company Participation in a Community Safety Program

By JAMES P. TRETTON

Indianapolis Railways, Indianapolis, Ind.

One of the most helpful policies we can all adopt is to look occasionally at the other fellow's job and try to understand his problems. A fundamentally sound, properly organized and well-sponsored community safety program rests on just this principle. Any plan of improvement in traffic facilities or regulations under such a program must be designed for the needs of the community as a whole, for the economic welfare of our community is dependent upon the movement of large numbers of people and not upon the movement of mere vehicles.

Yet it has been only within the past two years that public transportation has received some of the consideration it so fully deserves from planning officials and other groups. At the 1939 conference of the

American Society of Planning Officials, it was stated that planners themselves—"would be better qualified to create new urban patterns if they were more fully informed on the problems of public transportation." At this same conference, the statement was made that the question of public transit "was an issue of tremendous significance to millions of city dwellers," but that it had been sidestepped.

Such public consideration will bring about improvement in traffic conditions in our communities at a minimum cost because of the development and fuller utilization of existing public transit facilities. Any agency that can bring about a reduction in congestion and traffic accidents by transporting large numbers of people efficiently certainly should

be a vital part of any properly organized community safety program.

Now just what has the transit industry to offer to communities in their safety programs that is of definite, tangible value? It is my belief that transit company participation is nothing less than the backbone of any good community safety program.

Since 1932 the transit industry has made substantial improvements through the modernization of its plant, equipment and all phases of operation, and today it stands upon the threshold of still further gains along this line.

The safety record of the transit industry, resulting in only 1.8 passenger fatalities per one billion passenger miles, did not just happen. It has been the result of continuous and intensive efforts and the training and supervision of its employees, followed up with frequent accident prevention meetings and safety contests.

Finally, the transit industry has to offer what I consider to be a very important contribution to accident prevention. That is, the addition in 1938 of an accident research

staff under the direction of Mr. Merwyn A. Kraft, accident prevention engineer, at our American Transit Association headquarters in New York City. Through the studies now being developed by this accident research staff, transit companies will receive the benefit of accident research on the industry's accident problem that no individual company could possibly have undertaken. These studies will enable individual companies to use effective methods for determining causes of accidents and this should ultimately lead to a permanent and practical solution of the problem.

With the facilities that a transit company has to offer in a community, by which large numbers of people can be moved with utmost safety, efficiency and economy; with a thoroughly trained, well-disciplined and experienced personnel; with rigid and frequent inspection of its transit vehicles, keeping them at a high standard of safety; and now having the benefit of a well-organized accident research staff to aid the transit industry, participation in a community safety program by a local transportation company cannot help but be of definite and tangible value.

A City Government's Responsibility for Safety

By ROSS L. LEFFLER

Chairman of the Better Traffic Committee of the City of Pittsburgh, Pittsburgh, Pa.

I do not believe there is any question as to whether safety is an appropriate function of a city government, as that is clearly established. To me, safety is not only a function, but one of the most important functions. In too many places, it is not receiving the wholehearted efforts and cooperation that it should.

With the form of government we have in this country, as a contrast with that of many other countries in the world today, any authoritative public servant should be thankful to perform to his best ability those functions required by his city's charter. Unfortunately, he is sometimes hampered by lack of a thorough knowledge of safety and, in far too many cases, dominated by political interference. Generally, too, he is faced with an indifferent public toward enforcement of traffic regulations. These obstacles must and will be removed, as society will eventually demand

their change. Since it is obvious that this destruction must cease, I know of no more appropriate body than your city government, working hand in hand with your state and national governments to solve this problem. I sincerely believe that any city government is definitely accountable to its citizens for providing the services to keep them free from accidents.

Traffic engineering is of utmost importance, as many of our cities were planned long ago. The streets in general are inadequately designed to carry present volumes. In addition, the use of these streets has been pretty much established from habits and practices of years back. Special privileges, such as street loading and parking, are selfishly demanded by business establishment. The restrictions as to turns are usually bitterly opposed by those establishments that

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are located nearby and many of the mass transportation routings are dictated by the larger establishments. This combination of erroneous practices has resulted in serious congestions at many locations in the cities. While accident statistics have proved that not many serious accidents occur in these congested locations, I am of the opinion that this series of delays at these many locations are considerably responsible for a large number of the accidents. This stop and go driving unquestionably has considerable effect upon the attitude of the driver and probably has much to do with his "stepping on the gas" when driving on the less congested streets. Not only is this congestion creating traffic accidents, but it is drastically reducing property valuations in many sections in the cities by forcing a shifting of business interests frequently beyond the outskirts of the city. Therefore, it seems to me that more intensive efforts should be made by traffic engineers and other city officials in solving this complicated problem of congestion.

The present traffic death rate and injuries of pedestrians, particularly in cities, places a definite challenge upon the traffic engineers. If these accidents are to be reduced, the larger cities must provide proper facilities at points where pedestrians must cross heavy volumes of traffic.

Emotion a Safety Factor

From our past experience, I feel greater impetus is necessary in the education subdivision. Here falls the task not only of educating the citizens in safe driving and walking practices but, in my opinion, it must accomplish the greater job of arousing the citizens' emotions to demand and practice traffic safety. Unless this is accomplished, the efforts of the other two subdivisions are not realized to their fullest extent as full public cooperation is not available. At present, I feel the citizens in general know the majority of safe walking and driving rules, but we have failed in creating their attitude towards practicing these rules. We have also failed in establishing foremost in their minds the severity of the traffic accident problem as a personal responsibility.

If you would analyze those cities having the lowest traffic accident record, you would most likely find that their citizens have become very conscious of this problem. I am

neither an educator nor a publicity man; therefore, I do not profess to know how this change in attitude and the creation of public demand can be most readily accomplished. It is, however, quite evident when you consider the little change in reduction of traffic accidents in the last 15 years, that methods far more spectacular than the present must be used.

The "Why" of Accidents

From our past experiences with traffic accident records, it is evident that there is need for learning more of the "why" of accidents. We know the drivers ran through a stop sign or were speeding or committing some other violation, but we have no knowledge as to why these drivers operated their vehicles in this manner. Probably this information would be available if we knew, or could find out, the attitude of these drivers towards traffic movement and safety. Special research on this subject should be carried on.

Today—as we did many years ago—we are still displaying posters and billboards with slogans of "DRIVE SAFELY," "STAY ALIVE," "AVOID ACCIDENTS," etc. A more selective educational program confined to specific thoughts, I believe, will be far more productive in reducing traffic accidents. This is not a new procedure but has been advocated for several years by the National Safety Council. Possibly this indicates the necessity for a more extensive and thoroughly planned educational program substantiated with factual data, rather than a general publicity program.

Many mediums can be used and various methods employed in a well planned educational program at a nominal cost to the city, as in most cases splendid cooperation is available from the newspapers, radio stations and large corporations. Some of these methods are described in detail in the National Safety Council publication entitled, "Educating the Public for Traffic Safety."

While I have chosen to discuss the Enforcement subdivision last, I wish to emphasize that it is of equal importance as either of the other two subdivisions. As the name implies, it is the function of this subdivision to enforce the traffic laws and, in cases of accidents, to aid in the punishment of the guilty drivers.

It is obvious then that good enforcement requires full cooperation between police and courts. The measure of such cooperation can readily be determined by the percentage of the citations which resulted in convictions. If this percentage of convictions in comparison with citations falls below 90 per cent it indicates the lack of cooperation between these enforcing agencies or a lack in proper arrest procedures.

If an administration accepts as a policy for Traffic Court, leniency towards traffic violators or the fixing of traffic cases, the traffic officers cannot be expected to issue summonses for violations only to have them cancelled by someone higher in authority, regardless of their merits. Thus, not only are traffic violators discharged, but any are not even served with summonses, with the overall effect a general breakdown of enforcement ensues.

The public today is quite conscious of the service an administration renders a community. This unquestionably is reflected at future elections. After the administration has been convinced that good enforcement is good politics, there are many ways to improve the enforcement procedure.

Special Privilege

Reflect for a moment, if you will, on the personnel of your city's administration. These men were elected by the majority of the people to represent them and to carry out their wishes. Intrinsically each city official desires to do the right thing. When a city administration deviates from the proper applications of traffic safety methods, we must go behind the curtain front and talk with the men who are pulling the ropes. Who are these interventionists in your city's safety program? Do these men truly represent the desires of the majority of the people? You will find that a small minority of persons who seek to intervene for their own selfish aggrandizements unwittingly undermine traffic safety. Where you will find a favored group of persons, you will find your safety program crumbling from pettiness. The public, as I have mentioned before, will not subscribe to its program for

those measures which apply to one citizen must also apply to every other citizen. Where a political organization applies pressure to effect a remedy for their own community, on the basis of their personal beliefs rather than on the basis of factual data and needs, there can but result an unbalanced application of remedies.

Arouse the Public

But let us not condemn them. Perhaps we must look at our own hands to find whether they are clean. Perhaps we are so close to our own problems that we have not cleared the path for an effective traffic safety program. It is therefore necessary that we convene with the administration and present the problem to them, and learn of their problems. In this manner there will be a meeting of minds and an understanding of the desires of each. I am certain that you will find their intentions of the best, but they need an organized effort to bring about the desired ends in their own city. Thus, your first step must be to have the administration adopt the policy of providing improvements only when based upon factual information. With this body adhering to this principle, you must then go to your public. I can think of no better approach that will arouse a sleeping populace than a play on their emotions. The public must be aroused. They must be advised logically and intelligently that the accident situation in their own community is a greater scourge than the havoc of war's devastation. Some may call this education, but whatever form it may take, it is the approach of awakening the people to "see the light." Those are the combinations which make for improvement. An advised and desiring administration, coupled with an aroused public, will bring into focus the maladies; at this stage of the problem, you must be prepared to apply the proper remedies. Let me complete the picture for you by saying that with the public aroused and their demands definitely known, the public officials will "play to the galleries" and do everything in their power to solve this problem. That is good policy; it is a city's responsibility to its citizens; and beyond that it is good politics.

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TUESDAY MORNING SESSION

October 7, 1941

Group Session of Traffic Court Judges
and Prosecutors

Presiding:—JUDGE JOE M. HILL, Corporation Court, Dallas, Texas, and Chairman, Committee on Traffic Court Judges and Prosecutors, Street and Highway Traffic Section, NSC.

Organizing the Court for Handling Traffic Cases

By JUDGE JOSEPH M. WYATT

Associate Magistrate, Traffic Court, Baltimore, Md.

The Traffic Court of Baltimore City is a statutory court created in 1918 by the legislature. Its jurisdiction is limited solely to hearing violations of the state motor vehicle laws and the violation of ordinances pertaining to the regulation of traffic.

Naturally, with the tremendous increase in the use of the automobile and the consequent congestion of the city streets and highways, the number of traffic violations increased proportionately. Parking violations rapidly surpassed moving violations, with the result that the traffic court, in 1937, consisted of four Magistrates and 25 police clerks. Approximately 90,000 charges were handled.

About 1923 the first real innovation was made—the Pay Off bureau was established. To relieve congestion in the courts and for the general convenience of the public, all non-moving, or parking violations, and the minor moving violations were permitted to "pay off" on a plea of guilty at the bureau. The amount of fine and costs for each type of case was in accordance with a predetermined schedule. This relieved the Magistrate considerably and worked so well the system is still retained with minor charges.

Probably the most important single operation necessary for the proper functioning of a traffic court is, in my opinion, the method employed in summoning violators.

If you have a system whereby the summons can be lost in transit without placing the responsibility for such loss, and if your law enforcing officials, for political or personal reasons, are willing to extend favors, the favored violator's ticket never appears

on the docket. True the traffic violator is not a criminal, but any system whereby "justice" depends on whether you know the local ward executive or district leader is wrong.

So far as the so-called "minor courts" are concerned, the average citizen is more or less vaguely stirred up from time to time about the situation, but has grown up with the idea that nothing can be done about it. Something has been done about it in Baltimore, with the approval of the majority of the citizens and, perhaps strangely enough, with the approval of the real political leaders who now are in a position to say, "I can't get the ticket fixed for you, and nobody else can." Once your politician is convinced by actual experience that nobody else can he is glad to be relieved of the nuisance.

The "fix" came into being, I believe, primarily because of a natural reluctance of the average citizen to stand trial in a Police Court on a charge not essentially criminal but where he knew that he might have to wait several hours for his case to be reached for hearing regardless of the willingness to plead guilty.

The establishment of the Pay Off bureau removes the incentive on the part of most citizens to turn the ticket over to the "fixer."

In my opinion, every municipality whose traffic magistrate handles 15,000 or more cases a year should establish a "pay off" Bureau. The schedule of fines should be fixed and made public. Payment should be permitted by money order, check or in person. As an incentive to pay off before trial we have adopted in Baltimore a practice

whereby if the violator fails to avail himself of the privilege of the "pay off" Bureau and elects to stand trial, his fine, if found guilty is higher.

Returning to the all important subject of the summons, the Baltimore Safety Council, for some few years prior to 1937, had been engaged in making a thorough study of the administrative side of the traffic court. Enforcement of traffic violations in Baltimore at that time was certainly no better than that in cities of comparable size, the "fix" was a racket with wide ramifications. The then Governor of Maryland and the Police Commissioner of Baltimore, at the initial expense of the Baltimore Safety Council, consented to the change in the form and handling of the summons in traffic court cases. Briefly, the change made it possible to trace the summons and fix responsibility for the individual ticket from the time the summons book was issued to the officer until the charge was either paid off and entry to that effect made on the payable docket, or actually tried before the magistrate whose docket showed the ultimate disposition. This is the "triplicate ticket system."

Under our practice each Police Officer is assigned two days a month to the Traffic Court and is instructed to set his cases for trial at least eight days from the date the summons is given the violator, but in no event further ahead than his second day in court. During this interval, if the charge is one which can be payed out in advance and payment is made, an entry to that effect is made on the payable docket, the filing clerk returns the copy of the summons to the summons clerk with that notation and the summons book shows date of payment opposite the entry showing date of receipt of the summons.

If the charge is not payable, or has not been paid, the filing clerk turns over to the docket clerk about three days before trial, those cases which are to appear on the trial docket. The final disposition of each case tried is daily reported to the summons clerk and as each case is disposed of entry to that effect is entered opposite the date of receipt of the summons.

The foregoing procedure prompted a change in the pay off bureau. It is apparent some few days must, of necessity elapse before a case is actually docketed. It is equally

apparent that time and expense will be saved if a violator, who is going to pay out, pays out before the case is actually docketed and the court calendar is made up. To provide for this and as an added inducement to act promptly, the violator may pay his ticket within five days upon his receipt of the same and thereby save added costs. A pay out subsequent to five days is charged with docket costs.

The Trial Magistrates

Believe me when I say again that I am no reformer in the general sense of the word. I am primarily a lawyer, not a magistrate, and my interest in Magistrates' Court lies in the fact that I sincerely believe the so called "minor courts" should be and can be run fairly and honestly without pressure on the Magistrate.

In Maryland, we have been particularly successful in keeping politics away from both appointment to and operation of our higher courts. With respect to our magistrates, Maryland, like other states, has long regarded appointments to the minor courts as a reward for political activity.

For some years past the Bar Association of Baltimore has given the matter considerable thought. Governors in the past, while anxious and willing for the Bar Association's recommendations for appointees to the higher courts when a vacancy arose, frankly made the magistrates appointments with party politics in mind.

In the early winter of 1939, shortly after his election Governor Herbert R. O'Connor asked the Bar Association of Baltimore to furnish him with a list of lawyers who, in its opinion, were qualified for appointment as Magistrates to the police courts, peoples' court, traffic court and juvenile court. Governor O'Connor used these recommendations as a guide in his appointments.

Up until this time Baltimore City was probably unique in that the clerical duties of the traffic court, as heretofore mentioned, were handled by police officers. There were, at the time, 25 officers so employed. The Police Commissioner was anxious to get these men back on the street to perform strictly police duties and, in 1939, the legislature, then being in session, a traffic court bill was passed. The major improvements were two-fold:

First: Replacing the police personnel with 18 civilian clerks, saving the state \$29,000 annually.

Second: Giving the traffic court magistrates more discretionary powers, such as:

1. The right to place minors on probation.
2. The right to suspend sentence on payment of costs.
3. The right to impose less than the minimum statutory fine.
4. The right to suspend operator's license at time of trial.

We of the traffic court of Baltimore, feel that any city contemplating improvement in its system of enforcing traffic violations, should seriously consider the following:

- 1.—The triplicate ticket system.
- 2.—Separate court for traffic cases.

Any community having traffic charges in excess of 15,000 annually should set up a separate traffic court or at least assign one Magistrate to Traffic cases solely.

- 3.—The establishment of a violations bureau.
- 4.—Educate the citizens that there is no fix. There will be none.
- 5.—Backing by the community.

Finally, but by no means least important, your safety councils, automobile clubs, and civic organizations citizens must be behind the movement. Once they assert themselves in favor of honest enforcement a favorable press will quickly follow. The improvement cannot come over night. It takes time to convince anyone, especially a politician, that you mean what you say in a matter of this sort.

Getting Adequate Evidence in Traffic Cases

By JUDGE EARLE W. FROST

Municipal Court, Kansas City, Mo.

What is adequate evidence? Adequate evidence may be briefly but completely defined as sufficient competent evidence in every case to enable the court definitely and correctly to determine the innocence or guilt of an alleged traffic offender.

This determination cannot be correctly made if adequate evidence, giving a complete picture of all of the material facts involved, is not properly presented. The rendering of justice to the alleged offender and the responsibility of the court as a law enforcement agency absolutely demand that adequate evidence be secured and presented in every case.

The primary responsibility rests, of course, on the police department and the attorney representing the city. A certain and important measure of this responsibility, however, rests with the court, at least to the extent of endeavoring to correct any deficiency by appealing to the police department and the attorney representing the city to take the necessary initiative in the securing of adequate evidence and its proper presentation in court. Certainly no court desires the

grave responsibility of rendering decisions in cases which are half tried and in which inadequate evidence is presented. Under our system of jurisprudence, and in justice to the defendant, the court must in such cases discharge him for lack of sufficient evidence proving him guilty beyond a reasonable doubt. Justice may not be meted out to defendants in such cases, nor is the cause of law enforcement aided. Rather, the defendant may have gotten a "break" and enforcement suffers another all too frequent setback, building up the large total of traffic violators who do not pay the penalty. If the court continues to hear cases presented on such basis and to discharge defendants without adequate evidence being presented and without endeavoring to have such condition corrected, then the court also has been derelict in its responsibility.

Evidence in traffic court cases, as in any other type of case or in any other court, cannot in any sense be considered adequate unless it is competent. All too frequently the complaint and criticism is made, often with substantial basis, that traffic cases are



hurriedly tried on hearsay and legally incompetent evidence. The fact that the volume of traffic cases in our larger cities does require the conservation of time in these trials makes it all the more important that such evidence, as is heard, should be strictly competent.

Police officers, therefore, should be thoroughly instructed and schooled as to just what evidence is competent and what is not, to avoid such violations of the rules of evidence as the making of voluntary statements by the officers, sometimes made right at the outset in the trial of a traffic case, concerning the bad record of the defendant and hearsay statements as to the specific charge, and to avoid the failure of police officers to secure competent evidence because relying on incompetent evidence which is excluded at the trial. Of course, the past record of all alleged traffic offenders should be available so that, in the event the defendant is found guilty of a traffic violation, the court may have the benefit of such record in determining the penalty. Drivers' licenses on which are correctly noted all convictions and an up-to-the-minute records bureau from which the officers obtain the offender's complete record card before trial are effective means of having such evidence available.

Officers Should be Trained

A regular officers' training school should be conducted by the police department under the charge of officers who have had a thorough course of training and instruction and at which the city attorney and, if necessary, the traffic court judges act as instructors. Officers should be instructed to refrain from making hearsay and opinion statements except when such statements are competent as admissions and the officers have been properly qualified to give opinions as experts. A straight-forward manner of testifying, in a voice that can be clearly heard, carries weight and conviction, or should we say convictions! In this connection the importance of requiring all witnesses to testify in a manner that can be heard not only by the court but by others in the courtroom should be stressed. The officers should be instructed, particularly in connection with the statements of defendants and the making of condition tests, to advise the defendants of the voluntary nature of such statements

and tests and that they may be used as evidence against them.

What are the best methods of getting adequate evidence in traffic cases? In attempting to answer this question I am indebted to the Department of Police of Kansas City, and particularly to Supt. Henry W. Johnson of the traffic and safety division for the documentary evidence taken from actual cases. [Judge Frost distributed a folder of cases at this point. Ed.]

The various traffic offenses, of course, do require, in addition to general treatment, specific adaptations. We will consider the principal charges, taking up speeding first. There are two principal schools of thought concerning the purpose of police officers which often arises in connection with the control of speed. One view is that the purpose of police control is not to catch offenders but rather to deter offenses. The other view is that police officers should not confine their activities to mere patrol duties but should devise and put into effect means convicting all parties who exceed speed limits or violate traffic regulations.

It is clearly true that few if any police departments are sufficiently manned to deter speeders because of the presence of officers on all streets in the city, and the results in many places, including Kansas City, would indicate that the most effective method is a combination of the two. That is, by having a certain number of motorcycle officers and white safety cars constantly patrolling the streets and also by the use of speed checks, which although commonly called "traps" do not constitute legal entrapment.

Adequate evidence of speeding may be secured by officers, working in pairs, who pace a car a sufficient distance to establish the speed accurately; by the use of stop watches through measured checks; and by the use of the automatic speed check. The use of stop watches in the hands of competent and experienced officers over a sufficient measured distance to establish the speed is satisfactory evidence and particularly so where the measured distance is intentionally lengthened by two or three feet or a leeway or margin of a few miles over the limit is allowed before offenders are arrested. Stop watch timing of speeders based on speed checks of 110 feet but actually 113 feet in length, have proven

highly effective in Kansas City and are generally considered by the public to be accurate. White lines are painted on the pavement at many intersections throughout the city, indicating the measured distance. Motorcycle officers, working in pairs, take positions where both markings are clearly visible. One officer with a stop watch times motorists who appear to be driving excessively and with the knowledge acquired from charts previously studied, is able immediately to signal his partner to go after him. The exact speed can then be computed from the chart, a summons issued and the officers continue their checking. While the checks are usually placed at intersections the general practice in Kansas City is to not charge the driver with speeding unless he is exceeding the street speed limit, although the intersection speed limit may be lower. The many obvious pavement speed check signs also act as some deterrent to speeding and their obviousness counteracts some of the criticism that the check is a trap.

Perhaps the most accurate method, however, that has been devised to secure adequate evidence of speeding is the use of an automatic speed check machine. By the use of this machine the human element is entirely eliminated. The mechanism is started and stopped by the front wheels of the alleged offender's car passing over two small rubber tubes laid across the street. The officers need merely place the tubes across the street at the distance marks or signs, open the mechanism of the machine for timing, and then observe that no vehicle is approaching from the opposite direction or that an overtaking vehicle interferes with the timing of the particular vehicle, the speed of which is being determined. The weight of the car passing over the tubes starts and stops the timing apparatus and the very minute delay in the starting is exactly counterbalanced by the delay in the stopping of the apparatus.

Either method of mechanical timing of speeders, by stop watch or automatic speed check machine, would accordingly appear to be preferable to pacing because it largely eliminates the human element.

Some cities require the arrest and charge, in cases of traffic collisions, of all drivers of cars involved. Other cities instruct their

police officers to exercise their own discretion in determining at the scene the guilty party and leaving it to the officer to make the charges. The arrest of both or all drivers involved with careless driving, coupled with a thorough investigating and reporting of all accidents, materially reduces the percentage of convictions on such charge. However, from the standpoint of getting adequate evidence the practice would appear to be preferable so that all of such parties will be required to be in court and thus better enable the court to decide the question of responsibility. Under the other method parties not charged could, of course, be booked as witnesses. However, all too often officers at the scene who have not themselves witnessed the violation or collision and have not had the benefit of the testimony of all of witnesses, do charge the wrong party who must be discharged in court. Frequently there is either no provision for requiring witnesses to appear or they are not booked to appear in court as witnesses and the court is deprived of their evidence.

In Kansas City the practice for a number of years has been to book all drivers involved in an accident and charge all with careless driving unless it is very clearly and obviously a case where the fault of one driver. In this event the other drivers are booked as material witnesses. As a result, in practically every collision accident in which any drivers are charged with careless driving all are so charged and the officers do not attempt to determine the responsibility but leave that entirely to the court.

From my relatively short experience as judge of a traffic court I personally believe this is the best practice. It does not entail any great hardship on drivers because normally in most instances they all want to be in court when the case is heard because of other interests growing out of the accident. In addition, the desire of the normal driver is to be vindicated of any charge of carelessness and quite often the desire to see that the other party is punished.

In connection with charges of careless driving, the proper investigation and report of the police department officers as to the physical facts are again of the greatest importance. The names of all witnesses should be secured and a sufficient number of them required to appear to present a complete

picture of what actually happened. Impartial witnesses unacquainted with any of the parties involved in an accident, and required by the police officers to appear, can definitely be relied upon to give the most accurate facts.

The vehicular accident report prepared by the investigating officers and at least substantially in the form recommended by the National Safety Council, containing all the material details places the evidence in permanent and usable condition. Pictures should be taken of the vehicles involved, preferably in the positions in which they stop, and also showing the places of contact. Street or intersection diagrams should be prepared, showing the direction and location of the cars at the time of the impact and the course of the cars following the impact until they come to rest, with measurements showing the dimensions of the streets and intersection and the distance traversed by the cars after the impact, the distance of skid marks, the range of visibility and all other material physical factors. An intersection table with miniature cars has been found to be particularly helpful. It is obvious that the use of such table and cars can be of material aid in clarifying and reconciling the testimony of defendants and witnesses.

In connection with the charge of driving under the influence of liquor, an intoxication report filled out by the officers at the time of the arrest, giving a detailed report of the defendant's condition, his voluntary actions and reactions to physical tests, and his statements in response to questions, is the first and a particularly important step in securing adequate evidence. This should be followed up by giving the defendant the drunkometer test which, it is my understanding, some state laws sanction.

While there are conflicting views as to the accuracy of the drunkometer, its reli-

bility in the hands of competent and experienced officers cannot be seriously doubted by anyone familiar with its operation.

The use of the breath in connection with this test would appear to be preferable and more widely used than the use of the blood or other body content. The use of both the preliminary and the laboratory test confirm its accuracy in each case, and the use of the test in conjunction with the officer's intoxication report and the testimony of the officers as expert witnesses, together with the testimony of any impartial witnesses present a fairly adequate amount of reliable evidence. It is important, of course, that the testimony of more than one officer, when available, be presented.

A drunkometer test card record giving the name of the person tested, the time of the arrest and of the taking of the test, the results of the preliminary and laboratory tests, and the names of the officers and laboratory technician or chemist making the test, is a safeguard against error, keeps the evidence in available permanent form and usually obviates the necessity of having the laboratory technician testify. Of course, if legal objection is made he should be summoned.

The use of the decelerometer and other mechanical devices are of material aid in getting adequate evidence as to bad brakes.

A charge of leaving the scene of an accident quite often necessitates the use of scientific crime detection methods, involving laboratory analysis and chemical research. Drivers have been traced and brought into court to face charges of leaving the scene of an accident and their identity and guilt conclusively established by such scientific research involving a great amount of careful and painstaking work and effort on the part of trained officers.

Appropriate Penalties in Certain Traffic Cases

By RUVIAN D. HENDRICK

City Judge, Shreveport, La.

We, who are in public life and hold a public position, hold a place of public trust and our position can be one of honor or it can be one without respect, in accordance with the

manner in which we conduct ourselves in private and public life. We have placed upon our shoulders, more than any other political office, a more serious responsibility, as in our

hands day after day are the liberties of those who might appear before us, and we have placed in our charge the duty of seeing that each receives a fair trial.

I realize I am dealing with a subject of utmost importance; one that is of grave concern to our courts, our law enforcing officials, and especially to the traffic court judges who are sincere in their efforts to meet the ever-growing traffic problem in such a manner as to keep our traffic violations at a minimum, and at the same time meet the offender with a sentence that is in keeping with the gravity of the offense and also in keeping with the individual offender's position as to impress upon him or them the respect of the law and its obedience, without being too lenient or too harsh.

This question is one that can be discussed from several angles, according to the various legal set-ups based on the various states and municipalities. After all, the question is one, under the present conditions, that is left up to the ability and experience of the judges.

I will attempt to discuss the subject before us from two different viewpoints; first, from the point of view of extra-judicial penalties imposed by the court.

All traffic laws as well as criminal laws provide a penalty for their violation which usually ranges from a minimum to a maximum sentence which may provide for just a fine, or a fine or imprisonment, or both, at the discretion of the court. But in dealing with traffic violations, we judges and those interested in the prosecution realize that at times the penalty provided for in the law does not meet with the situation and the best way to impress the defendant is to use some other means of punishment. I am speaking, of course, of infractions in our minor traffic laws. In order to reach this situation, a number of judges throughout the country have resorted to extra-judicial means.

Some Extra-Judicial Practices

For instance, a person found guilty of violating a certain traffic law is discovered by the judge to earn a very small salary and to have a wife and several children dependent upon him, and that if the accused is given a fine as provided for in the statute violated, he will necessarily be forced to spend the time in jail or lose his job in taking care of

the fine, thereby creating a hardship upon innocent children and his wife. Then the court tries humane methods in order to impress upon the accused the importance of obeying our traffic laws and yet not let the accused go free. Some of the methods which have been advanced by various judges are:

First, that the accused serve his time in jail during off-days from work, or pay a part of his fine on each pay day. Second, if the person is young, the judge might find that it would be more punishment to take away the family car from him for a certain length of time. Usually, if he is fined the father will pay the fine and the boy will not receive the benefit of a lesson in obedience and respect for our traffic regulations. Third, sometimes the judge will find that the surrender of the driver's license for a certain length of time set by the court. Fourth, by education. Many of our traffic laws are violated and many accidents are brought about through ignorance of how to drive, as well as through ignorance of the laws. Many judges have found that by having traffic classes taught under the supervision of a well informed traffic officer and the supervision of the court for a length of time, much benefit resulted in the reduction of traffic procedure was used extensively.

There are a number of ways in which conditions of this nature can be met and are being met, but after all, the questions rests entirely upon the ability and experience and the sincerity of the trial judge as to his efforts to reduce traffic violations and accidents. These extra-judicial efforts on the part of the various judges are used to impress the guilty person with what it means to disobey traffic laws, and yet to avoid suspended sentences or permitting the individual to go free without any sentence whatsoever.

A traffic court judge can be of assistance to the law enforcement officials and to the general public, if he will only keep a careful watch upon the effect on the public as regards the reduction of the violations and try to impose the type of sentence that will have its effect, and at the same time not to try to be severe on one and lenient for the same kind of charge on another.

When I became Judge of the City Court of Shreveport, my predecessor had set a precedence of grading a person charged with

running a stop sign in accordance with the speed or the hazard which the person created, and would fine them from \$1.00 usually to a maximum of \$5.00. It was my desire to try to continue his policy, but it was not long until I discovered that there was no material reductions in the number of charges for such offenses. I began to investigate the matter. On one occasion I had a gentleman tell me that he was riding in a taxi cab and the cab driver ran a stop sign. He called the attention to the driver and the driver replied, "Oh, well, I would only be fined a dollar if I were caught, but we don't usually get caught one time in a hundred." I raised the fine to a minimum of \$5.00 regardless of how fast the sign was run, where no accidents occurred. Since then I have noticed a material reduction in these violations.

Now let us take the more serious traffic laws. For instance, the question of driving automobiles while under the influence of intoxicating liquor. From my experience in traffic court work over a period of 16 years, I have come to the conclusion that the only way this question can be properly handled is by setting a minimum sentence for all persons regardless of their station in life and sticking to it. I have set as my minimum sentence \$100 and 30 days in jail, which has met the situation and seems to be having its effect because it is uniformly known that this is what they will get regardless of who they

may be and no political pressure will deviate the judge from this sentence. It has made it much easier on the court because people are unable to try to persuade the court from giving a jail sentence because another person was not given a sentence for the same crime.

I am a firm believer in meting out sentences to everyone who violates this kind of law, for the reason that it is a voluntary proposition in that a person knows when he drinks intoxicating liquors what effect it will have upon his mental capacity.

If a judge should give one person a sentence of only a fine and the next person will receive a fine and jail sentence for the same thing, then he is subject to criticism. By treating all alike he brings a firm realization to those would-be offenders that they had better not get behind the wheel of an automobile while drinking.

All penalties should be given in keeping with the type of law violated in accordance with the gravity of the importance of the particular law sought to be enforced. The court will find it is much easier to handle really serious traffic violations in a uniform manner. After all, the court must be as consistent as possible if he is to be of help to the law enforcement officials in their duties and at the same time protect the general public and do his duty as a judge.

TUESDAY MORNING SESSION

October 7, 1941

Group Session of City and State Police

Presiding: E. JACK ERWIN, Director, Police Education, University of Toledo, Ohio, and Chairman, Committee of City and State Police, Street and Highway Traffic Section, NSC.

Police Traffic Control and National Defense

By CAPTAIN C. R. WEAVER

General Staff, War Department, Washington, D. C.

Long-familiar causative factors are behind today's traffic problems and accomplishment of effective control still hinges upon the application of sound techniques of proved effectiveness. The emergency has aggravated

the problem because it has been attended by increased travel, a decrease in public interest in such domestic problems, and some diversion of official attention.

Today, good control is desirable for reasons other than reduction of suffering and loss due to accidents and congestion. It has become a vital element of national defense. From a broad point of view, we cannot tolerate, at a time when conservation and efficiency are at a premium, the waste of manpower, goods, and time attributable to inefficient traffic. More specifically, traffic control bears a definite relationship to industrial production, which is so dependent on good highway transportation facilities.

The most critically important relationship of traffic control to national defense, however, is in respect to military operations. Extensive motorization is a dominant feature of our army. Of great importance is the development of techniques of traffic control assuring maximum freedom from accidents and congestion on roadnets in a theater of operations. Without this, the potential mobility of a motorized force cannot be realized.

What happens when traffic control fails has been demonstrated in Europe during this war. The major example is the experience in France in the Spring of 1940. Roads were so clogged with military and civilian refugee traffic that effective use by troops was impossible.

Basic Differences in Military Traffic

Military traffic control, especially in the combat zone of a theater of operations, encounters all the problems with which you are familiar. It is further complicated by other factors—largely foreign to civil traffic control experience—arising from the nature and objectives of military traffic, and the environment in which it operates. Most important of these are:

1. All military traffic has a vital purpose which must be fulfilled.
2. The primary objective of traffic control is furtherance of the tactical mission.
3. Military traffic is subject to sudden, violent interruption due to destruction of roads and bridges.
4. Traffic plans are subject to change to conform with changing tactical plans.
5. Traffic often operates over inferior and unfamiliar roads.
6. Military traffic moves in columns to a

great extent, and often in accordance with priorities and schedules.

7. The primary purpose of control—in a combat zone, is prevention of congestion. Acute congestion is, moreover, a much greater possibility and has far more serious consequences than is true of civil traffic.

8. Military traffic often moves under blackout conditions.

To devise traffic control competent to deal with this situation, the Army must apply civil control techniques—some in modified form—and must also develop some new techniques and equipment to meet its peculiar problems. To this end we have been engaged in a broad program of research, field tests, and other developmental work. In addition, we are moving forward in other important respects, such as training of traffic control personnel. As a result, we hope to have methods of traffic control, and skill in their execution, which will provide the efficiency of traffic management necessary to military success.

This aspect of traffic control is not, of course, one of direct concern to the police. It has, however, certain important implications to you. One of these is the close corollary importance of good civil traffic control work. Reference has already been made to some of the chaotic traffic conditions in France at the time of the German advance. A basic weakness was the almost universal failure of civil authorities to control traffic.

Emergency traffic control cannot be developed and applied quickly enough after an emergency develops. Neither can such control be applied successfully if there has not long existed a good, basic system of efficient traffic management. Thus one of the important steps to be taken in anticipation of possible military traffic control requirements is to continue, if not to accelerate, progress toward maximum effectiveness in general street and highway traffic control. In other words, the emergency does not alter our basic requirements. Accident prevention and congestion relief activities must be intensified as an essential element of defense, rather than slacked off as of relatively lesser importance than in normal times.

Another more specific matter is the relationship of civil authorities' traffic control work to current military preparedness opera-

tions. The rapid expansion of the army has necessitated a vast training program and has also, of course, greatly increased all administrative activities. This in turn involves operations of a character and scope which must be well-coordinated with normal civilian activities in the interests of both. Because of the extent of mobilization of the army, these operations have a particular import to those concerned with highway traffic control.

Army Wants to Avoid Disrupting Traffic

Routine motor marches, and training ranging from tactical exercises of small units to army maneuvers involving several hundred thousand men and thousands of motor vehicles, present traffic control requirements of great magnitude and importance. The army recognizes the importance of avoiding unnecessary disruption of civilian traffic and the fact that such interruption need seldom occur. Good planning and execution of traffic control under such conditions will serve the best interests of both the army and civilian traffic. Of course, the character of the large scale maneuvers required for proper training of troops will sometimes require that certain roadnets be temporarily taken over by the army. Otherwise, it is contemplated that military traffic will usually be integrated as smoothly as possible with civil traffic. Routine column movements do not require priority of road use, authority to disregard traffic regulations, and high speed. Such methods of operation do not only unnecessarily disrupt civilian traffic, but, from the army's point of view, involves such hazards and are so hard on personnel and equipment that they are undesirable.

Good handling of such military traffic is best accomplished by careful advance planning in which every effort is made to avoid conflicts by proper scheduling and routing. Escort and traffic regulation personnel are also essential, of course, but the extent of such requirements and the difficulty of this work can be greatly decreased by good planning.

To facilitate this work, the national and state highway traffic advisory committees were created. This plan greatly increases coordination between civil and military authorities and expedites the making of arrangements. The success with which many motor marches have been conducted recently

demonstrates that hazard, congestion, and traffic disruption need not attend them. It is not always possible for either civil or military authorities to anticipate and provide for every traffic problem encountered. Such cases are, however, rare and becoming more so every day. Much of the credit for this progress properly goes to the civil police and traffic engineers who have cooperated so fully with the army.

Naturally, as the volume of such military traffic increases, its effective handling will demand more and better planning, and more control work. This is an important defense responsibility of civil as well as military traffic authorities. Its discharge adds new burdens, but these can be kept at a minimum by organizing the job in such a manner that duplication of work and hurried arrangements are largely unnecessary. Some cities and states, for example, have developed "master plans," have assembled and filed pertinent data, and have marked routes so that almost any conceivable situation can be expeditiously met by execution of the proper control plan.

Principles of "Disaster" Plans

In addition to such current operational activities, civil traffic authorities have a specific planning responsibility with reference to emergency or "disaster" plans. Transportation is obviously an important element of such plans as are now being drafted by local authorities throughout the country. Traffic control techniques must therefore receive the same detailed attention that is accorded other elements of the general plan. Because of the difficulties of control under the conditions which would require execution of such plans, traffic control planning must be as thorough and as realistic as possible. It should be predicated upon local analysis of probable requirements. While the precise plan in each community or area will necessarily vary with local conditions, certain general principles are universally applicable. Most important of these are:

1. Coordination among the several jurisdictions and traffic control agencies concerned.
2. Provision of properly adapted equipment in terms of control devices, transportation, and communications.

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3. Thorough training of personnel charged with control duties.

4. Development of plans possessing the simplicity and flexibility necessary to their

successful execution under difficult and rapidly changing conditions.

Every community and state should, as many do, have such plans to meet emergencies encountered in normal times.

Discussion of Police Traffic Control

By CAPT. M. A. SKEA

Police Department, New York City

Our main topic here is traffic movement and control. Traffic movement suggests vehicles and pedestrians. The population of New York City is 7,400,000 with a transient population of 2,000,000 people each day. It has 1,000,000 motor vehicles registered in New York City. This in addition to the number of horse-drawn vehicles which are used around the docks in the slow moving transportation of merchandise. In 1940, 1,800,000 buses entered the city. We have 12,000 taxicabs, a great number of franchise buses and numerous trolley cars moving along our highways. The movement of this vehicular traffic is done in a expeditious and efficient manner with the greatest degree of safety. In any city where there are a large number of vehicles using the highways, there may be a tendency at times towards congestion of traffic. This in itself is an unsafe condition. Congestion or confusion must not happen in large cities, particularly at this time, when the safe movement of vehicles is so necessary in the National Defense set-up.

While a great improvement has been made in this field in the past, much more remains to be accomplished. Perhaps the greatest single need, if our gains are to be sustained and continued, is the need for more courtesy and the spirit of friendship on the part of persons using our streets. A great deal has been said about enforcement. There are two schools of enforcement; one school recommends strict laws rigidly enforced. We find this not altogether advisable for the City of New York. The Police Commissioner has adopted the attitude of sensible laws, reasonably enforced, and advocating the principle that the reduction of accidents is primarily a question of education.

Our traffic situation gets more difficult. The number of automobiles increase yearly and the limited space on our highways must

be utilized to provide for this increase. This traffic movement situation presents many difficult conditions. The Police Commissioner believes that these can be solved in time by cooperation of all concerned if the problem is approached with understanding and patience. You may appreciate the problem in New York City when you realize that some of the streets were laid out 300 years ago. In some instances, they are only about 15 feet wide. This same condition exists in many of the older cities of the country.

We are very grateful for the help and cooperation given by the average driver but we cannot say this about the pedestrian. While it is most difficult, we appreciate that its solution must come through the pedestrian himself. Unless the pedestrian takes this situation seriously, we shall continue to live in the Age of Three Hundred Years Ago.

Every pedestrian and every vehicle is an individual problem and must be treated as such. Each must be kept under control; and must be kept moving safely.

During your own experience and observation, have you noticed in how similar a manner all traffic policemen work? This similarity of action is well planned and I think that we can take pride in the fact that traffic in the City of New York moves with such orderly procedure and in such a safe manner because of planned instructions and coordinated action.

Let me for just a moment take Captain Weaver's place and say, "that this movement of traffic is not done in a hit-and-miss fashion; there is nothing haphazard about this regulation and control." We have centralized control because the Police Commissioner makes the regulations for the "regulation, protection, control and restriction of vehicular and pedestrian traffic."

In any large city, the police functions must be distributed. Our traffic regulations are controlled by the Traffic Division. This Division is commanded by an Assistant Chief Inspector under the supervision of the Chief Inspector, and is composed of some 2,000 foot men, 350 motorcycle men, and 360 mounted men with horses.

There has been established during these times, a Board of Disaster Control. The Police Commissioner is in direct command. Provisions have been made for the use of emergency vehicles and their equipment, the employment and training of air raid and fire wardens.

The city is divided into precincts, the precincts have been divided into zones, each zone comprising a population of 50,000 residents. A zone is divided into sectors with 5,000 residents for each sector; and a sector is divided into posts wherein 50 people live; there are four wardens assigned for each post. There is one warden to each sector, and one chief warden to each zone. Each precinct is a unit of operation with police stations as the headquarters, and the Captain of the Precinct in command of the unit. There has been established a system wherein the Superintendent of State Police, is the Chief Liaison Officer for the State of New York. He assists in the military movements outside of the city and in military movements into and out of New York State. The Chief Inspector is the Sub-Liaison Officer for New

York City. This set-up is to assure free and unhampered movements of such military convoys. At the present time motorcycle escorts are assigned to these convoys. An area extending to within a radius of 50 miles from New York City has been laid out in map and chart form. Towns outside the city are set up to contact points with the Central Contact Point in the Bureau of Operations at Police Headquarters in New York City. A Transport Committee has been established, comprised of members from the States of New Jersey, Connecticut, and New York, together with the Port Authority of New York. To meet any condition that might arise, this Committee has made plans for:

1. Emergency control of primary food distribution;
2. Selection and signing of a secondary highway network;
3. Regional control of motor truck routing;
4. Civilian evacuation of the metropolitan district.

We have developed reasonable plans in case of emergency and have created a condition of understanding between the officials and the people of our communities. We have kept the people advised of our plans through the press and the radio. Several police lieutenants have been assigned to give lectures to groups on the many phases of this plan for civilian defense. We feel certain that our plans will work in any emergency.

We'll Tell You—A Panel Discussion

Answers to Practical Enforcement Questions

Leader: H. W. JOHNSON, Superintendent, Traffic and Safety Division, Police Department, Kansas City, Mo.

Participants: CAPT. C. REYNOLDS WEAVER, CAPT. M. A. SKRA and VIRDEN A. RITTIGERS, City Traffic Engineer, Richmond, Va.

(Following is a summary of the discussions, as reported by an observer.)

Question: As a means for controlling speed of civilian traffic when entering town, has any satisfactory method of convoying such traffic been developed?

Answer:—In California, civilians are convoyed over the Bay Bridge, with no car allowed to pass the state car which leads the convoy. Capt. Weaver said that the convoy

system probably should not be used very extensively for civilian traffic, because of the need for careful training of those driving in convoys. There are too many chances for accordion action and rear end collisions.

Question: How is careless driving handled in Kansas City?

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Answer—Superintendent Johnson said that there is a special careless driving regulation which is not as severe as the usual reckless driving law which requires willful and wanton disregard of safety. Such a regulation permits control of careless driving, especially in cases of accidents, when the arrest cannot be made for a more definite violation.

Question: How about the use of warnings?

Answer—They are not used in many places, and in others, are used for parking only. In Wichita, the word "request" is used in place of "warning" on the card so as to encourage voluntary cooperation a second time. One difficulty with warnings is that most places are not able to keep proper records so that those with more than one warning can be followed up on.

Question: Has the Army done anything about controlling parking along military routes?

Answer—Captain Weaver said that in some places parking has been prohibited or limited where there is need for more traffic capacity. Mr. Rittgers said that the probable demand for Army convoy movements has enabled Richmond to change some angle parking to parallel parking so as to provide increased capacity.

Question: Should drivers involved in an accident be given a ticket for a speed in excess of the limit, if ordinarily the driver could have operated at that speed without being arrested?

Answer—In accident cases, it is preferable to hold to the numerical limit, although a greater tolerance may be given in cases not involving accidents. In Evanston, for example, no tolerance at all is allowed in case of accident, but 10 miles is allowed for ordinary speeding cases.

Question: What tolerances should be allowed?

Answer—Superintendent Johnson said that in Kansas City the tolerance allowed depends upon the current accident record—at the present time six miles an hour is allowed, but this might be increased or decreased depending upon the local situation. Answers given by persons in the audience were as follows: Decatur—5 m.p.h. to 10 m.p.h.—give warning, above 10 m.p.h., arrest for speeding. Philadelphia—tolerance should be set accord-

ing to a per cent rather than a definite value and in Philadelphia the value is 10 per cent of the speed limit. In Cleveland the average arrest speed for 20-mile zones is 40.4 m.p.h.; in 25-mile zones, it is 43.6 m.p.h., and 35-mile zones it is 48.6 m.p.h. Mr. Rittgers summarized the discussion by pointing out the need for more reasonable speed limits, with careful speed zoning and tolerances set only to take into consideration accuracy and unusual conditions.

Question: Should officers in plain clothes be used for enforcing traffic regulations?

Answer—In Milwaukee, uniformed men in plain cars supplement the work of other officers. Uniformed men are needed to avoid a bad reaction of the public. Superintendent Johnson said that in Kansas City the only time plain clothes men are used in traffic enforcement is in the vicinity of high schools where there is a problem that cannot be handled by other means. The general practice should be to use uniformed officers in traffic law enforcement, although there should be some arrangements whereby plain clothes men can apprehend violators. Capt. Reynolds said that plain clothes men should be assigned to traffic work only in places where there have been many complaints and it has not been possible to handle the problem in another manner. An officer for Cleveland said that the Ohio law prohibits use of plain clothes men in traffic law enforcement except in chartered cities. Eight per cent of the arrests for the month of September in Cleveland were actually made by units other than accident investigation, prevention, or patrol. In Pennsylvania, a state law requires that officers be in uniform before making arrests for traffic violations. Mr. Johnson of Denver pointed out that tolerance in speed enforcement depends upon type of area, and mentioned that they have plain clothes men in plain cars making arrests for traffic violations.

Question: How about the speed traps operated in Kansas City?

Answer—Superintendent Johnson said that there are no speed traps in Kansas City, but there are 690 conspicuously marked speed check zones where motorists know that their speed may be checked by an officer, either by means of a stop watch or an electrical timing device. These speed checks have definitely

aided in the control of excessive speed at dangerous locations in Kansas City. The zones are located in accordance with the accident record. Twenty-seven stop watches are now used, and many of the zones are placed at locations where citizens have complained of excessive speeds there.

Fort Wayne reported the use of speed check zones, similar to the system in Kansas City and Cincinnati. They have been able to control speed at locations where it was not possible to do so before. It has been good from the standpoint of public relations. The zones are marked with white lines, mainly at intersections. A man from Cincinnati reported that their system was very similar, and that they used 24 stop watches in this work. One difficulty to be avoided is that officers sometimes start checking in other locations, and it is necessary to make definite assignments as to times and places. Denver also reported this system, with only two in every 1,000 arrested going to court. The remainder paid their fines. To aid in public relations, each offender is given the opportunity to look at the equipment and to operate it.

Question: How about reaction of Automobile Clubs to these speed checks?

Answer:—A representative of the Automobile Club of Michigan said that Auto Clubs do not like speed traps but that this type of speed check program is all right when properly administered.

Question: How about arresting pedestrians?

Answer:—In Cleveland, we warned 700,000 pedestrians last year and made 1,870 arrests for jay-walking. Our present ordinances have been ineffective, so a new ordinance has been passed which went into effect in July. This will provide for more definite control of pedestrians between intersections.

Question: How can injuries be stopped in school zones?

Answer:—In Oakland, Calif., we have done it through use of school safety patrols, properly marking the zones, and giving some police supervision to aid the patrol boys.

Question: How about speed tolerance?

Answer:—In Houston, we have established special speed limits through zoning authority, and 5 miles an hour tolerance is allowed for accuracy only, to take care of errors in pacing in speedometers.

TUESDAY MORNING SESSION

October 7, 1941

Group Session on Public Education and Safety Organizations

Presiding:—CARL J. RUTLAND, President, Texas Safety Association, Inc., Dallas, Texas, and Chairman, Committee on Public Education, and Community Organization, Street & Highway Traffic Section, NSC.

Applying Selective Education to Special Groups

By CHARLOTTE CARR

Resident Director, Hull House, Chicago

(Editorial Note: The following is a summary of Miss Carr's talk, made up from notes taken by an observer, with the approval of Miss Carr.)

Miss Carr said that while she has not participated extensively in the field of traffic safety education she has seen some practical examples of the influence and handicaps

under which work of that kind must be done among areas like the Hull House area of Chicago. She said that probably every city has its area with similar problems and that she hoped that lessons drawn from the Hull House area would assist those interested in traffic safety education throughout the country in paving the way for such educational

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programs and planning their work in accordance.

The population of this district represents many races, creeds, and walks of life. Here are many sordid streets, crowded thoroughfares, street cars, running children, men asleep on newspapers, and bed clothing hanging from railings and fire escapes. Housing is poor, traffic is heavy, and incomes are generally low.

Conditions in the neighborhood force the children to accept the streets as playgrounds. Corner lots and alleys can seldom be used as places to play because they are usually too rough and often strewn with refuse. Almost the last play lot in the community was recently taken over for erection of an industrial plant. Facilities are badly needed for recreation off from the streets. Considerable progress must be made in providing such facilities and in attacking some of the social and economic conditions before much progress can be made with safety education in that and similar communities.

The people of Hull House district are conscious of traffic dangers because their neighborhood is infested with hazardous conditions. They have been required to make safety a part of their daily routine just as any person is required to apply the brakes in stopping an automobile. However, in spite of their safety consciousness they do not receive the official attention that is necessary to make the hazardous locations safe.

Miss Carr said that decreases in traffic accidents cannot be expected from mere preaching of traffic safety. She referred to the early days of industrial safety when accidents were not effectively reduced by merely urging the employees to be safe. It was necessary to provide safeguards for the machines and to improve working conditions to demonstrate the sincerity of the appeal.

Miss Carr said that enforcement is inadequate in her area and that this prevents the residents from exerting the few rights that they have. Too much of the effort in traffic safety is put onto the big and important highways and not enough onto the back streets where poor people reside. Few look after the interests in this type of neighborhood or try to stimulate safety, except the residents themselves. Safety around Hull House has been an outgrowth of the local

conditions and application of the instinct of self preservation.

The mothers of the neighborhood have, in defense of the community, formed a "stop light mothers' club" to make vigorous requests before the city authorities for signals and signs at dangerous intersections. With little aid from the outside, they have studied the local accident problems and have done much to educate themselves in the requirements of traffic safety. This same group has tried to improve conditions by clearing vacant lots in which children can play instead of having to play in the streets.

Arrangements have been made for the safety of children going to and from schools through cooperation of the mothers and the schools. The schools provide protection within the areas immediately surrounding the buildings by the use of school safety patrols, supervision by teachers, and safety instruction. To reach these zones the children must cross many hazardous streets and parents take the responsibility for seeing that they are escorted safely to the areas protected by the schools. Parents greatly appreciate this because they feel confident that the children are not in great danger when they are provided such protection.

Miss Carr said that the neighborhood folks had made the first move toward traffic safety in the Hull House district. She said that the city should follow by clearing the alleys, filling holes in sidewalks and streets, and enforcing traffic regulations. Children must have some places to play and in the absence of playgrounds to supplement the limited number of school lots and vacant properties, alleys are bound to be used by them. Miss Carr abhorred the little time and attention that is given to these people and the neighborhoods in which they live, to match their interests with necessary physical improvements and safeguards.

She said that any attempt by any one outside this area to instruct its population in traffic safety would be seriously handicapped until such steps are taken. The local residents would feel that their present knowledge of their own safety and their interest in accomplishing it already excelled the official efforts in their behalf.

Miss Carr said that great respect by the population in an area like the Hull House

neighborhood would be developed by proper enforcement and well directed traffic improvements. This emphasized the importance of approaching the problem of selective safe-

ty education with adequate sympathy for the groups that are to be reached and a proper understanding of their interests and limitations.

Officials' Place in Public Education

By HARRY E. NEAL

Executive Secretary, Ohio Traffic Safety Council, Columbus, Ohio

The problem of traffic safety has become in recent years a subject of universal discussion, alarm, controversy and recrimination. Everyone has his own ideas of what should be done. A great many, by careful and conscientious driving, are making their individual contributions to highway safety in an eminently practical manner. Numerous organizations are interested and active in the safety field. Finally, there are determined and serious public servants, including highway and traffic engineers, motor vehicle administrators and enforcement authorities, charged with official responsibility for the safe use of the motor vehicle, doing their best to protect life and limb on the highways.

As will be readily admitted, it is humanly impossible to do all at once everything that needs to be done to prevent accidents. Even if it were, doing all at once everything needed to be done would not solve the accident problem. For there is need for a continuing research and study to discover new and still better methods for dealing with the problems. By keeping abreast of new developments as they take place and by careful planning so as to avoid remedies based only on opinions and theories, it is possible to afford the people the maximum protection that human ingenuity can devise in the fields of traffic engineering, enforcement and education.

As a traffic engineer it has been my experience that the public needs to be educated more in the benefits that derive from traffic engineering and enforcement. And to accomplish this better education of the people is the duty of us officials, whether state, municipal or county.

Through engineering we can make streets and highways and conditions safer for the people. Through enforcement we may force them to act safer. But, in the long run, it is only through education that we can teach

them how to use our safer streets and highways and how to respond to enforcement directed toward safer observance of the traffic rules and regulations.

Suppose that we consider this problem of automobile accident prevention in a business-like way. As I have just pointed out, we can, so to speak, manufacture safety through engineering and enforcement. Thus, we have a product—safety—which we desire to sell to the public. Now, selling this product is the problem which faces those of us engaged in the business of traffic accident prevention.

We have a good product. But apparently it lacks sufficient appeal: it has not been made attractive enough to win some of the public's attention. So our selling program must be changed as well as greatly expanded if we are to obtain the desired response from our market, the pedestrian and motorist.

No longer may we feel that anything on hand in our libraries on safety is appropriate for our purpose. Our safety education must be selective and provide information which bears directly upon the present-day needs of the motoring and walking public. Unless new and useful educational methods are evolved, much of our safety efforts will be wasted.

This job of originating new and useful educational methods should not be as difficult as it may perhaps sound. There are few traffic experts, few law enforcement officers, few commissioners of motor vehicles who cannot say that today they know more about their work and how to do it than they did last year.

For instance, traffic engineering, as I have observed and learned, can be sold more effectively from the viewpoint of the public than from the viewpoint of the traffic engineer. It is the best strategy for engineering to utilize all the facts with an eye to making improved

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traffic design serve in such a manner that the people will be burdened with only the minimum of regulations which serve to govern and restrict.

In the past, traffic engineering has often been administered much in the fashion of a dose of medicine. Safety measures, speed regulations, etc., have been prescribed and the people made to take them whether they liked it or not. They didn't always like it.

So the lesson learned from experience is that instead of selling traffic regulations it is the business of the engineer to sell increased transportation facilities, reduced time between business and home, greater profits to the merchant and convenience to the shopper. In other words, get across the idea how the improvement will add to the convenience of the property owner, the merchant, or the man afoot or the man behind the wheel. How it will contribute to his pleasure or efficiency.

Any educational program, whether it is related to traffic engineering or enforcement, should be carried out on a selective basis. Therefore, it is necessary that accident investigation be exhaustive and scientific. Accident facts must be analyzed and interpreted by experienced officers and traffic engineers. Then officials will be in a position to know when and where accidents are occurring, their types and, finally, why they are occurring.

With this tested data in their possession officials can then determine accurately the proper remedial action and are in a position to go before the people and explain the problem; explain what it is planned to do and why as well as what it is hoped to accomplish. And their decision can be backed up by the officials with authoritative statistics.

The result of all this is that a hostile attitude, if present among the public, is more often than not, changed to a friendly and co-operative spirit when the people learn that the remedial program is based on an honest and real need for the betterment and good of their state or community.

Selective education, it must be kept in mind, means more than knowing *what* to tell. It also means knowing *how* to tell it.

All too common in our educational efforts has been an utter disregard for the psychology of propaganda. Yes, propaganda! We

need not shy from the use of such a word. For these educational efforts of ours are at bottom propaganda for a very good cause—safety—and to be effective they must have a subtlety of thought and judgment behind them that will arouse a responsive reaction among the people.

You cannot insult the intelligence of the motorist or pedestrian and then wonder why expected results are not forthcoming. It is psychologically inept to tell a motor vehicle operator not to kill himself or someone else while out driving. For one thing, self-preservation still remains a strong urge in him: he does not want to get killed any more by a motor car than by anything else. For another thing, the average person is not murderously inclined, would not deliberately injure anyone.

In reality motorists do continue getting themselves killed and they do continue killing others, true; but it is because of mistakes on their part and not because of any outright deliberation. And this point must not be confused in the preparation of any safety educational material.

What should be aimed at in preparing material for traffic safety education is the correction of their mistakes rather than the castigation of the drivers and pedestrians as potential murderers, dumb-bells or some other name-calling appellation. This must be the foundation of the approach to selling the public the fact that in spite of its skill and experience, more care and still more care, plus a greater respect for the hazards of traffic, are required.

A mistaken notion entertained by the common citizen is that there is no solution for the accident problem. This attitude is extremely injurious to any safety progress for the simple reason that the one definite requisite in common to all successful accident prevention programs is that of getting the citizenry to support the officials, to stop their finger pointing, to assume their share of the responsibility and to lend their aid to the approved plans.

The motorist and pedestrian are willing to learn, provided what is offered is something worthy of learning. Let what is offered be friendly and helpful, free from overemphasis on reprimand and scare. Repetitious repri-

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Officials' Place in Public Education

By HARRY E. NEAL

Executive Secretary, Ohio Traffic Safety Council, Columbus, Ohio

The problem of traffic safety has become in recent years a subject of universal discussion, alarm, controversy and recrimination. Everyone has his own ideas of what should be done. A great many, by careful and conscientious driving, are making their individual contributions to safety in an eminently practical way. Traffic safety organizations are in the safety field. From the most casual and serious to the most advanced way and traffic administrator charged with the safe use of the best to

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them how to use our safer streets and highways and how to respond to enforcement directed toward safer observance of the traffic rules and regulations.

Suppose that we consider this problem of automobile accident prevention in a business way. As I have just pointed out, we can manufacture safety through enforcement. Thus, we have a product which we desire to sell to those of us engaged in accident prevention.

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to win some of the
selling program
greatly expanded
and response from

traffic design serve in such a manner that the people will be burdened with only the minimum of regulations which serve to govern and restrict.

In the past, traffic engineering has often been administered much in the fashion of a dose of medicine. Safety measures, speed regulations, etc., have been prescribed and the people made to take them whether they liked it or not. They didn't always like it.

So the lesson learned from experience is that instead of selling traffic regulations it is the business of the engineer to sell increased transportation facilities, reduced time between business and home, greater profits to the merchant and convenience.

In other words, get a person's attention. Improvement will come. The property of the man above. How it will be efficiency.

Any related should. There vestig dent by e. The

need not shy from the use of such a word. For these educational efforts of ours are at bottom propaganda for a very good cause—safety—and to be effective they must have a subtlety of thought and judgment behind them that will arouse a responsive reaction among the people.

You cannot insult the intelligence of the motorist or pedestrian and then wonder why expected results are not forthcoming. It is psychologically inept to tell a motor vehicle operator not to kill himself or someone else while out driving. For one thing, self-preservation still remains a strong urge in him: he does not want to get killed any more by a motor car than by anything else. For another thing, the average person is not murdered, would not deliberately

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As a traffic engineer it has
ence that the public needs to be educated
more in the benefits that derive from traffic
engineering and enforcement. And to accom-
plish this better education of the people is
the duty of us officials, whether state, municip-
al or county.

Through engineering we can make streets
and highways and conditions safer for the
people. Through enforcement we may force
them to act safer. But, in the long run, it is
only through education that we can teach

that anything on
safety is appropriate
safety education must
information which
present-day needs of
talking public. Unless
educational methods are
our safety efforts will be

of originating new and useful
methods should not be as difficult
it may perhaps sound. There are few
traffic experts, few law enforcement officers,
few commissioners of motor vehicles who
cannot say that today they know more about
their work and how to do it than they did
last year.

For instance, traffic engineering, as I have
observed and learned, can be sold more effec-
tively from the viewpoint of the public than
from the viewpoint of the traffic engineer. It
is the best strategy for engineering to utilize
all the facts with an eye to making improved

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The result of all this attitude, if present among the people, is more often than not, changed to a friendly and co-operative spirit when the people learn that the remedial program is based on an honest and real need for the betterment and good of their state or community.

Selective education, it must be kept in mind, means more than knowing *what* to tell. It also means knowing *how* to tell it.

All too common in our educational efforts has been an utter disregard for the psychology of propaganda. Yes, propaganda! We

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notion entertained by the com-
is that there is no solution for
accident problem. This attitude is ex-
tremely injurious to any safety progress for
the simple reason that the one definite
requisite in common to all successful acci-
dent prevention programs is that of getting
the citizenry to support the officials, to stop
their finger pointing, to assume their share
of the responsibility and to lend their aid to
the approved plans.

The motorist and pedestrian are willing to
learn, provided what is offered is something
worthy of learning. Let what is offered be
friendly and helpful, free from overemphasis
on reprimand and scare. Repetitious reprimand

manding soon sets up a reaction of defiance and a scare soon wears off.

It takes time but the procedure to follow is to convince the people by a carefully planned program of coordination of education, engineering and enforcement that the main objective behind all the activity is to help them get where they are going as quickly as possible without harm to themselves or others.

If it is to attain its maximum effectiveness, this coordination of education, engineering and enforcement should impress on the public officials that, while the public takes its education from them, they in turn should take education from one another. Since the prime objective of the official, whether in the engineering or enforcement field, is to give the best service to the public, cooperation is essential. The best public service can be performed cooperatively better than individually.

To effectuate traffic plans devised by the engineer they must be understood by the enforcing official who is going to have a large part to do with their success. Both traffic engineering and enforcement officials can most effectively cooperate in the investigation of street, vehicle and human conditions which contribute to the causation of accidents.

For instance, it is with the investigation of mass groups of accidents that the traffic engineer can be of most assistance to enforcement officials. This does not mean merely the preparation of the conventional monthly accident report, important as that is. It also means the necessity of breaking down these figures into their component parts and the investigation of specific locations, groups of vehicles or groups of individuals which seem to be appearing too frequently in the accident record. Such investigations are of a statistical and technical nature and their significance can best be determined by trained engineers.

For our part we in Ohio are engaged in such an intelligently-directed and coordinated program of street and highway safety, based on the sound principles of engineering, enforcement and education. The Division of Traffic and Safety of the State Highway Department maintains District Traffic and Safety Engineers in each of the 12 highway divisions throughout the state. These men,

selected from engineers already in the employ of the Highway Department, have a background of experience in highway engineering and, in addition, have been given special with the State Highway Patrol, they are training in safety work. Besides cooperating ready at all times to cooperate with any other officials, county or municipal, in promoting traffic safety. One definite form of this cooperation is the All-Ohio Traffic Safety Contest among cities of 4,000 or more population. This contest was initiated in 1940 and is being repeated again this year.

The traffic engineer or enforcement official cannot hope to score a hit every time in accident prevention activities. If the plans for public safety and traffic efficiency are met with indifference or downright opposition, do something about it. Don't be downhearted and give up. Individuals and organizations can be found willing to back any sound program. In our case an Ohio Traffic Safety Council was created to work in conjunction with the State Department of Highways. Appointed to membership on the Council are some 100 prominent citizens representing various organizations which are vitally interested in making Ohio a safer state in which to live. All members of the Ohio Traffic Safety Council are non-paid and non-partisan.

The creation of this Council produced results. Thanks in part to its Committee on Legislation, Ohio now has a realistic up-to-date traffic code, which went into effect September 6.

As you know, the public must be informed of the necessity for new legislation or enforcement and favor it before it can ever hope to be successful. Many of the best programs for traffic safety have met defeat because the people were not informed about what could be accomplished.

Now how can the people be reached to prepare them for new methods of traffic control? The answer is: by using every known form of publicity to achieve this sometimes colossal task. Enlist the aid of the newspapers. Prepare and distribute material telling of the problem and calling for the support of the general public in the undertaking to save lives. Supply speakers for radio broadcasts, luncheon clubs, parent-teacher groups, churches and other civic groups.

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Today we have more and better ways of spreading truth and ideas than the world has ever before possessed.

There is no excuse then for the neglect of the public in the matter of its traffic safety education. And it is the duty of the officials

to teach them this safety—and in teaching it to win the respect of the people by the continued study of their needs and by the evolution of engineering and enforcement techniques to fit the specific requirements of the situation.

TUESDAY AFTERNOON SESSION

October 7, 1941

General Session

Presiding:—JUDGE HARRY H. PORTER, Chief Justice, Municipal Court, Evanston, Ill., and General Chairman, Street & Highway Traffic Section, NSC.

Report of Committee on Tests for Intoxication

By DON F. STIVER

Director, Indiana Dept. of Public Safety and Chairman, Committee on Tests for Intoxication.

Introduction

The Committee on Tests for Intoxication was organized in 1936 to study and prepare recommendations on how to deal with drivers and pedestrians under the influence of intoxicating liquor. Since that time, much progress has been made in developing and applying methods for handling drinking drivers. There are still many parts of the country, however, where there is need for improvement in test methods, court procedure, legislation and development of public opinion.

A year ago the committee presented its fourth progress report. This contained 25 recommendations on examining and questioning suspected persons, methods for making chemical tests of blood, urine and breath, needed legislation, and basic requirements in setting up a testing program.

During the past year, the committee continued its program of education and promotion of these recommendations. It also concentrated upon the following three phase program:

1. Promotion of legislation dealing with use of evidence obtained through chemical tests for intoxication.
2. Development of an administrative procedure to aid officials in establishing a proper system of chemical tests for intoxication.

3. Preparation of a book or manual covering all phases of scientific tests for intoxication.

Use of Chemical Tests Growing

The use of chemical tests of blood, urine and breath is increasing, according to information compiled from reports of cities and states in the 1940 National Traffic Safety Contest. Three hundred and three cities over 10,000 population and state officials from 44 states furnished information on these reports.

The use of such tests was reported for the first time by Florida, Nevada, Oklahoma, South Dakota and Washington. The Committee Report in 1940 gave information on their use in 27 states—this brings the total to 32 states which have reported the use of tests for enforcement purposes.

Fifty-seven of the 303 cities over 10,000 population reported use of such tests during 1940. These cities represent 21 different states. The largest number of cities in any one state using the tests was Iowa, with 13 cities reporting their use. Ohio was second, with 10 cities; Indiana was third, with seven.

Five of the 14 cities over 500,000 population reported use of these tests, following the example of Cleveland and Milwaukee, which have been using them on a routine basis for a number of years.

State police and patrol officers also use

chemical tests for enforcement purposes. State officials in 20 states reported their use during 1940.

Effectiveness of the Tests

To determine whether the cities making use of chemical tests were obtaining more convictions for driving while under the influence than cities not using such tests, studies were made of the reported number per 100,000 population. Results showed definitely that cities using the tests have better conviction records.

The accompanying table shows comparisons for cities in the different population groups. *On the average, a city using chemical tests reported about half again as many convictions for driving while under the influence of intoxicating liquor as a city not reporting use of the tests.*

A recent report from Cleveland for 1940 showed a total of 1,388 body fluid specimens tested, with 980 cases going to trial and 954 pleading guilty or being found guilty. Of the 195 persons who pleaded not guilty, 174 were in the group whose urine tests showed 0.20 per cent or more of alcohol. Of this 174, only seven were discharged. This is a record of 96 per cent convictions in cases coming to trial with "not guilty" pleas—an excellent record.

During the past two years, Professor A. W. Swensen of Wartburg College (Waverly, Iowa), has run body fluid specimens obtained from 177 suspected drivers. Of the 154 persons prosecuted to date, 147 pleaded guilty and seven pleaded not guilty. Only one person was found not guilty. Of the 23 cases not prosecuted for driving while influenced, eight were dismissed for lack of evidence or low alcoholic readings, and 12 are pending. Several involved drivers killed in accidents. The average penalty for first offenders has been a \$250 fine or 60 days in jail. Other penalties included one sentence of 8 years, one of three, and two of one year each.

Free the Innocent

Chemical tests aid not only in convicting guilty persons, but also in making sure that innocent persons go free. The following are examples of cases in which chemical tests have prevented a miscarriage of justice:

Case 1. In northern Iowa recently, a driver who had been involved in an accident was

pronounced "dead drunk" by two officers and a physician who had seen him shortly after the accident. Tests of blood specimens by Professor A. W. Swensen of Waverly, however, showed a low per cent of alcohol, and repeated tests confirmed the first. When the results of these tests became known, the man was given a further medical examination, which revealed a severely fractured skull. This apparently had accounted for the man's "thick tongue" and unsteady condition. Had no test been made, the man might have been prosecuted for a drunken driving charge, or worse yet—died in his cell from a fractured skull.

Case 2. A negro driver sideswiped a motorcycle. The motorcycle rider was in a group with four other motorcycle riders, each of which claimed that the negro was intoxicated. Two passengers riding with the negro were obviously intoxicated. Specimens taken from the passengers and from the driver were analyzed by Dr. Herman M. Gunn of Ashland, Ohio. Results showed that the passengers were intoxicated, but that the negro driver had no alcohol. This test served to free the driver from an intoxication charge, and, under the conditions, prosecution and conviction would have been almost certain if a test had not been made.

Case 3. In Milwaukee recently, a driver apparently under the influence of alcoholic liquor struck a parked truck and a telephone pole, and finally came to a stop on the wrong side of the street. He was arrested on a drunken driving charge, but the results of a urine test showed no alcohol. On examination by a physician, he was found to have been on the verge of a diabetic coma.

Case 4. In one of several cases reported by the Connecticut State Police, the suspected driver was involved in a collision while on the wrong side of the road. Three responsible persons, in addition to the operator of the other vehicle, stated that the suspected driver was under the influence of alcoholic liquor. The investigating officer noticed that the man occasionally lost his balance, staggered slightly, and that his eyes were partly closed, but he could smell no alcoholic odor. A urine test showed no alcohol. Medical diagnosis revealed that the man was suffering from a serious heart ailment. He had been ill for over a year, and was being treated for both a heart and kidney condition.

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Convictions for Driving While Under the Influence of Intoxicating Liquor During 1940

From City Reports in National Traffic Safety Contest

SIZE OF CITIES	CITIES REPORTING USE OF CHEMICAL TESTS		CITIES NOT USING CHEMICAL TESTS	
	No. of Cities	Aver. No. of Convictions per 100,000 Population	No. of Cities	Aver. No. of Convictions per 100,000 Population
Over 500,000 population....	5	105	8	29
250,000-500,000 population..	12	122	9	83
100,000-250,000 population..	10	105	32	98
50,000-100,000 population..	12	139	54	82
Total	39	120	103	83

These examples show that chemical tests aid in freeing the innocent as well as in convicting the guilty.

New Legislation

The promotion of legislation dealing with evidence obtained through chemical tests for intoxication was an important committee activity during the past year. A special leaflet, "Chemical Tests Are Fair," was prepared to aid in this promotion. Copies were furnished state officials and safety councils, for distribution to legislators and other influential persons.

Bills dealing with such evidence were introduced in the legislatures of 14 states during 1941. Much of this proposed legislation was based upon provisions of a law adopted in Indiana during 1939. The committee had recommended that other legislatures consider measures similar to those in the Indiana Law. Members of the committee aided personally in many states by sponsoring the bills, testifying in their behalf, and gathering support for them.

Such legislation was adopted in the states of New York and Oregon during 1941. The law adopted in New York is practically identical with the Indiana provision. The limits prescribed in terms of per cent of alcohol in the blood are as follows:

- a. A blood alcohol below .05 per cent is prima facie evidence that the driver was not intoxicated.
- b. A blood alcohol of .15 per cent or more may be admitted as prima facie evidence that the defendant was intoxicated.

c. A blood alcohol between .05 per cent and .15 per cent is relevant evidence of intoxication, useful when other symptoms warrant prosecution.

The measure provides that the specimen must be taken within two hours of the time of arrest, and specifies the term "intoxicated" instead of the phrase "Under the influence of intoxicating liquor," as used in the Uniform Vehicle Code.

The new Oregon law is an enabling act which officially provides for use of evidence obtained through chemical tests which are made in counties having a population of 200,000 or more. The law states that the officer or person making the arrest may cause a chemical analysis to be made, unless the arrested person objects. If the person refuses to submit to the test, the refusal shall not be used against him in the trial. It appears that this provision would permit the taking of specimens for tests without informing the person of the reason for taking them, unless the person objects.

This Oregon Law does not prohibit the use of tests in other parts of the state. In fact, they have been used in other localities. The purpose of the law apparently is to recognize officially the use of the tests in the county surrounding Portland.

Legislation similar to that in Indiana passed both houses of the Illinois Legislature, but was vetoed by the Governor. In Iowa, a bill providing for compulsory use of chemical tests passed the House of Representatives by a 2 to 1 majority, but was killed in a committee of the Senate.

Indiana, Maine, New York and Oregon now have legislation dealing with the use of evidence obtained through chemical tests. None of these laws provide for the compulsory taking of specimens. They deal only with the use of evidence when chemical tests are made of body fluids or the breath of suspected drivers.

Another interesting legislative development was the adoption in Oklahoma and Texas of amendments which changed the status of the penalty for driving while under the influence of intoxicating liquor. Formerly, the penalty was a felony, which made it difficult to obtain convictions. The amended law changed the penalty to a misdemeanor for a first offense, as is provided in the Uniform Vehicle Code. Officials in both states feel confident that this will make it easier to secure convictions.

The penalty provided in the Uniform Vehicle Code for a first offense is imprisonment for not less than 10 days nor more than one year, or by fine of not less than \$100.00 nor more than \$1,000.00, or by both such fine and imprisonment. The operator's or chauffeur's license shall also be revoked for any person convicted of the offense.

Proper Testing Systems

The need for proper establishment of chemical testing systems was recognized in 1939. The Committee Report that year contained a comprehensive section on essential considerations in setting up a testing program. This report was widely distributed and undoubtedly has been helpful in many places.

During the past two years, however, instances of improper use of chemical tests have come to the attention of committee members. This may be expected, since many officials are just starting to make use of these tests, and some may not be familiar with the preparations necessary for establishing a proper system. Improper use, however, sets back the whole program and makes more difficult the job of those who are doing good work in this important phase of traffic safety.

There have been instances of persons sterilizing instruments in alcohol and cleansing the person's skin with an alcoholic solution before taking blood specimens. If a proper set of rules for taking specimens had been

prepared and made available to those authorized to take them, this might not have happened.

In a civil case in Wisconsin recently, an adverse Supreme Court opinion was based partly on the questionable identification of a blood specimen. The specimen was taken from a driver who had been killed in an accident, but it was not properly sealed or labeled. It had been sent through inter-office mail of the railroad company rather than through the U. S. Mail.

There have been instances in which officers were permitted to operate breath test equipment without adequate training. Questions were raised concerning the accuracy of the tests. It is imperative that those permitted to run the tests be given thorough training and only a limited number of person should be permitted to take specimens and to analyze them. Once again, if definite rules for taking specimens and for making analyses are prepared and are followed, there should be little difficulty from the standpoint of positive specimen identification and accuracy of the tests.

There have been other instances in which tests have been "thrown out" of court because the judge, prosecutor, or the public had not been adequately sold on the value of such tests. It is imperative that the officials and the public be thoroughly informed of methods for using chemical tests and of their reliability before they are used in enforcement.

A common fault in some places has been failure to "sell" officials of higher courts on the reliability of the test. In some instances, these officials on appeal cases have refused to permit such evidence to be introduced in their courts.

Occasionally analyses have been made by persons who have not given sufficient study to methods for making the analyses, or had sufficient experience in performing them. With the trend toward the use of more specific tests for alcohol, persons who make such tests must have a thorough knowledge of organic chemistry and know how to deal with possible interfering substances. In addition, a properly qualified expert must be available to interpret results of tests in court for cases which go to trial.

In two cases in Iowa, recently, highway patrol officers sent a second specimen of

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blood to the laboratory of the State University Hospital for analysis because they felt that the analyses performed locally were not accurate. The check tests revealed this to be the case.

In May, 1941, a sub-committee was appointed to develop a program which cities and states could follow in setting up a proper chemical testing system. Professor A. W. Swensen was appointed Chairman. Other members included Sergeant C. F. Van Blankenshyn, Dr. H. M. Gunn, and Sergeant F. M. Andrews.

The sub-committee's report contained a suggested administrative procedure for cities and states to follow in setting up a proper program. Recommended steps in the order in which they should be taken are as follows:

1. Conduct a general educational program on the value of chemical tests, through the newspapers, radio, speeches, and use of sound-slide films,* to pave the way for a preliminary organization meeting.
2. Hold a preliminary meeting of officials and leading citizens to discuss chemical testing systems, and to appoint a committee to consider setting up such a program locally.
3. The committee should study the problem and prepare a report to the mayor or the head of the State Police. Depending upon the local situation, the report may or may not contain recommendations on the type of program best suited to the conditions.
4. Following approval by the administrative head, letters should be sent assigning the responsibility for each phase of the program, and requesting that necessary study and other preparations be made in each case.
5. Those responsible for each part of the program should meet, agree on a definite cooperative arrangement, and adopt definite rules for operation.
6. Each cooperating agency should arrange to carry out its part of the preliminary work. This includes preparing

necessary orders to police officers, training, obtaining equipment, making a series of experimental tests, and planning the steps in presenting testimony in court.

7. A final public meeting is held to demonstrate the system.
8. The system is put into effect for enforcement purposes. The educational program is continued to keep the officials and the public supporting the program.

To aid cities and states in following this administrative procedure, the sub-committee also prepared suggested agenda for the meetings, a sample of the letter from the executive assigning responsibility for the various parts of the program, a list of essential qualifications for the analyst and the person who handles expert testimony in court, and a complete set of instructions for obtaining specimens and for performing other duties in connection with examining suspected drivers and pedestrians.

This administrative procedure, and a memorandum, "Instructions for the Examination of Drinking Drivers," are available from the National Safety Council. Attached to the instructions is a copy of the "Alcoholic Influence Report Form," which is recommended for use in recording answers to questions and results of physical examinations.

Future Activity

During this next year, the committee will continue promotion of proper use of scientific tests. Its major job, however, will be the completion of a manual on tests for intoxication.

This manual is intended for use as a handbook by officials and others cooperating in a scientific testing program. It will deal with all phases of the problem, and summarize available literature.

An outline of the manual has been prepared, and committee members have been assigned to the job of writing various sections. All material will be cleared through an editorial subcommittee which will review it, eliminate duplication, and put the manual

*A sound-slide film, "Testing the Drinking Driver," is available from the National Safety Council for this purpose.

in final form. The book will be well illustrated, about 144 pages long, and printed with an attractive stiff cover. It should be off the press before the next Congress.

During this next year, the committee also plans to collect and to summarize court decisions on chemical tests for intoxication and on analogous cases.

The committee recommends that a comprehensive study be made of individual tolerance to alcohol, if and when funds are available. Such a study is necessary to investigate the possibility of setting a borderline limit for definite alcoholic influence at a value lower than the present recommended value of 0.15 per cent of alcohol in the blood. The committee urges that every consideration be given to securing funds for such a study.

New Recommendations

A complete set of 25 recommendations on methods for dealing with suspected drivers and pedestrians is given in the 1940 Report of the committee. Since this report is still available for distribution, these recommendations will not be repeated here. The following, however, are new recommendations based upon developments during the past year:

1. Before using chemical tests for enforcement purposes, the administrative procedure for each testing system should be agreed upon and stated in

writing so that there will be no question with regard to responsibility for each phase. All necessary training and preliminary work should be completed. Instructions for taking, sealing, and preserving specimens should be in writing.

2. Analysts of body fluid specimens must be able to do accurate work, as evidenced by training and experience. They must be able to prepare and standardize solutions used in the tests, and must have had experience in running at least 50 specimens with known quantities of alcohol.
3. Whenever results of chemical tests are to be used for enforcement purposes, it is advisable, when possible, to obtain a duplicate specimen and to seal and store it for use when the defense requests a specimen for a check test. It is advisable that specimens be taken and sealed in the presence of witnesses and the accused person.
4. Ultimately, the laboratories which perform such tests in each state should be standardized so as to insure accuracy of the analyses. Possibly this may be done by setting standards and having laboratories approved by state departments or courts. Unknown specimens might be submitted to each laboratory so as to maintain periodic checks on accuracy.

TUESDAY & THURSDAY AFTERNOON SESSIONS

October 7, 1941

October 9, 1941

Group Sessions of State Public Education Directors

Presiding—HAROLD L. MUELLER, Assistant Editor, *Oklahoma and Times*, Oklahoma Publishing Company, Oklahoma City, and Chairman, State Public Education Committee, Street & Highway Traffic Section, NSC.

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Tuesday Session

Leslie J. Sorenson, Vice President for Public Safety, traced the Emergency Safety Campaign from President Roosevelt's Proclamation to the Emergency Conference in New York and explained the broad plans of the drive.

"Nothing that you will do here will be

over-shooting the mark," he told the conference. "We need program material which we can put into use immediately. Give us your answer," he said.

This was followed by an informal discussion of various public educational measures in the states.

Thursday Session

Paul F. Hill, Director, Safety Education, Iowa Department of Public Safety, lead a discussion of inter-city contests. He distributed copies of forms of the general plan of the Iowa competition. Mr. Mueller also described the Oklahoma contest.

Following this discussion, there was a period for question and answers among the group. In order to crystallize the program of state public education, the following statement of policy was adopted by the group:

"In his talk before the Conference of State Public Education Directors at the National Safety Congress, Chairman Leslie J. Sorenson of the National Safety Council Emergency Campaign Committee placed the responsibility for mobilizing public support upon the people who are carrying on public education.

"The State Public Education Committee accepts this responsibility, so far as the state portion of the problem is concerned, and will accordingly devote its first effort to developing a model safety defense program for states. (This program was subsequently developed and is available from the N. S. C.—Ed.)

"The Report of the Traffic and Transportation Committee and the Committee on Public Information of the Emergency Safety Conference, other N. S. C. publications, the Institute of Traffic Engineers, as well as others, have set forth definite recommendations for attacking the problem.

"The mechanics of getting these recommendations into the channels of dissemination are lacking in many cases and the state Public Education Committee assumes the task of aiding states in developing materials and recommending activities which will contribute to the solution of the problem.

"At the State Public Education Conference mentioned above, there were several suggestions made for coping immediately with public safety problems created by defense. Our first step should be to assemble these materials, develop additional ones and to cast the whole into a model pattern for states. This is in complete agreement with the first objective adopted by the Committee at its first meeting in Washington last April."

A complete set of minutes of the two conferences can be obtained from the National Safety Council, Chicago.

WEDNESDAY MORNING SESSION

October 8, 1941

Joint Session of City and State Police and Traffic Court Judges and Prosecutors

Presiding: Lt. Franklin M. Kreml, Director, Safety Division, International Association of Chiefs of Police, Evanston, Ill., and Director, Northwestern University Traffic Institute.

Why Traffic Law Enforcement Breaks Down in the Courts

By COL. JOHN W. BOSWORTH

- Superintendent, State Department of Public Safety, Charleston, W. Va.

Since almost all traffic violations are misdemeanors and are, therefore, handled in the lower courts, this discussion will be confined to the police and justice of the peace courts.

Traffic law enforcement can and is in many instances broken down not only from the standpoint of the enforcement officer but, also, of the motorist and the pedestrian alike because of the following main reasons:

Method of Selection

The justice of the peace and the police judge are elected by popular vote and in the course of being elected friends must be made and certain obligations are incurred during the campaign. The term of office is usually very short which does not afford adequate time to become acquainted with the complications of the work. The average Justice of the Peace has no sooner become settled in office until he must start campaigning for the next election if he intends to remain. Votes are not obtained by sending people to jail or by assessing fines.

Compensation

A justice of the peace receives his fee from costs collected. It is most difficult for anyone to administer absolute justice when personal gain is involved. The Judges realize that he not only must retain an office and an adequate clerical assistance but also he must make a living for himself. It is usually found that the conviction rate in these courts is highest when a comparative few cases are tried which would bear out the fact that this method of compensating for services is basically unsound.

Qualifications

The only qualifications are that of residence and citizenship. No knowledge of law, evidence or procedure are required. In many instances cases are dismissed because of lack of evidence, when actually the judge did not even recognize evidence when it was

presented. Often the judge must rely upon the arresting officer for advice. To my personal knowledge this has not happened just once, but in hundreds of cases.

I can also cite numerous cases where the judges cannot even read nor write.

Graft

It is entirely too easy for the court to accept a fee for outright acquittal or for reducing a charge. I have records at hand where in one county, in one month 26 driving drunk cases were reduced to reckless driving. In many of these cases it was necessary for the police officer actually to carry the driver from his car to the jail. Several of these cases were tried before the appointed time and the cases disposed of. The enforcement officer did not have the right of appeal and could only accept the verdict. In the location to which I refer the accident experience reached alarming proportions because the violator realized that for a nominal fee he could sidestep any charge. An unjust conviction has the same demoralizing effect as an unjust acquittal.

Court Control

Because judges are elected by popular vote they of course, in most instances are affiliated with a group that exercises control to a great extent over their actions. In many instances a judge may be honest but finds that he cannot function because of pressure.

Easy Mark for Shrewd Lawyers

In many instances the court lacking in education and experience falls easy prey to a shrewd lawyer. In one county, which I could name, and do have the newspaper clipping, the prosecuting attorney stated before the election that if any person arrested for driving drunk would appeal the case that he would guarantee he would not be convicted. That particular county was noted for its drinking drivers, and political gestures such as these would appeal to the violator.

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Ticket Fixing

Few police departments are free from "ticket fixing" because therein lies a golden opportunity for the justice or the judge to make himself a "good fellow" and maybe insure his reelection. He does not realize that he is actually losing respect as a gentleman and at the same time dealing a severe blow to effective enforcement.

If the traffic law enforcement program, now proposed by the National Safety Council and approved by almost every state in the union, is to enjoy any measure of success it will be necessary to revamp our lower court system in order that the judge may be properly qualified and be free from political influence.

When this occurs the morale of the enforcement official will be raised materially and the violator will respect the law.

Policing throughout the United States is rapidly becoming a profession and in turn is attracting men of high caliber. If accidents are to be reduced the court must operate on the same level.

Why is it that certain persons in any community are almost immune from prosecution in the courts on traffic law violations, especially in driving drunk and motor-vehicle manslaughter? This situation applies mostly among the wealthy, socially and politically prominent and their sons. Is it not a fact that we all know of certain persons that could not be convicted on those charges, regardless of how strong the evidence? Now if we are honest we will have to admit the fact and every one of us can think of one or more similar cases that were not convicted, if we will stop and think a while.

In the county where I have worked for the past six years there is a population of about 100,000 people and most of those reside in a city of about 75,000. It is a known fact in this county that the courts will not convict on the charge of automobile manslaughter regardless of how powerful a case the state presents. It is also known that when a drunk driver appeals from justice court, or waives to a higher court, that he will get a probated sentence if found guilty. In a great number of cases there has never been a conviction and one socially and politically prominent young man that had killed three persons while driving drunk had to plead

guilty to manslaughter because the evidence was so powerful that he could do nothing else, but was given a 1 year probation sentence by the Court.

In another case a beautiful young lady that was very prominent, was driving along a highway and did not slow down for the signs that showed a state maintenance crew was working, but kept up her speed and ran over and killed the flagman who was waving a red flag at her. She did not have an operator's license and was arrested and charged with that violation and manslaughter. The case resulted in a hung jury. The case was brought up again and she pleaded guilty and was given a probation sentence.

In 1940 a 72 year old Negro, who admitted drinking three bottles of beer, pulled his car onto the highway, at night, from a beer joint where he was parked on the left of the highway, directly in front of a motorcycle that was proceeding lawfully along the highway, operated by a young man with a girl riding along behind him. The young man was killed instantly and the young lady seriously injured. The three and only witnesses made a signed statement that the negro was in fault, that he pulled directly in front of the motorcycle. The Negro admitted the fact and pleaded guilty to the road violation charge that covered the violation, and waived to the grand jury on manslaughter charge. He was indicted and the case not prosecuted. The two Negro political leaders of the city had gone on his bond and were in the courtroom when the case was called. This action was such a gross miscarriage of justice that the father and the arresting officer made numerous trips to the prosecuting attorney's office, insisting that the case be presented to the Grand Jury again.

The case was presented to the Grand Jury again Oct. 6, 1941, and all of the facts presented. No indictment was returned. The prosecuting attorney seemed to be embarrassed and stated that he could not understand it.

In another case which occurred in 1939, the sheriff of a Kentucky county was bringing two prisoners to a town in West Virginia. As he was proceeding along at a moderate speed on a straight highway, a state maintenance delivery truck passed him from the rear going at a terrific speed, then cut over to the right of the road in front of the

sheriff hitting his left front wheel. He was killed instantly.

After investigating the case thoroughly we arrested the truck driver on the road law violation that caused the accident and a manslaughter charge. He waived to the grand jury and was indicted. We had arrested this young man one time before on a hit-and-run charge and his license had been revoked. The state senator in that district had sold him public liability insurance and had gotten his license back for him. The Senator was also related to him. The truck driver admitted that he was making between 50 and 60 miles per hour (our speed limit is 45) and the

physical evidence along with evidence of witnesses showed that he had cut over into the car. All of this evidence was presented at the trial and the State Senator was there as a witness for the defendant. He was found not guilty.

Numerous other cases could be shown in this County and in various other Counties. This condition is prevalent in nearly all of our Counties.

Some two or three years ago, we had two cases where prominent lawyers were arrested on aggravated cases of driving drunk. These cases were indicted but were never brought up to be tried.

Why Traffic Law Enforcement Breaks Down

By JUDGE DENNIS E. O'BRIEN

Municipal Court, Omaha, Neb.

It would be delightful indeed if I could deliver an undreamed of panacea to cure the accident problem, but dash your hopes. You cannot blame mere judges, police officials and police officers for this dilemma. Never fear, I shall not dodge my duty, and will soon enough attempt to place my friend, the policeman, on the hot-seat for what little he can achieve in the line of duty.

First, however, I place blame where blame belongs. Responsibility rests on a definitely cruel and demented strata of society. If I advocated unrestricted use of a revolver, you would immediately challenge me. Yet an automobile, a naturally dangerous instrumentality, capable of untold destruction, is readily distributed into the hands of dangerous people.

Thorough Examinations

I advocate as a step to safety a thorough examination into the qualifications of each applicant seeking the privilege of operating a motor vehicle. If the standards that I shall set prevail—good physique and a familiarity with the working parts of an automobile will not be sufficient. An applied I.Q. test, with practical study of one's emotional stability, plus a search into the recesses of each applicant's heart for his attitudes.

Such a scientific approach would soon establish that certain types produce accidents—others do not.

With reference to the possible avoidance of some of the cruelties resulting from automobile operation, it must be admitted that neither judges nor policemen can anticipate the accident about to happen. It is commonly recognized that police forces are undermanned and, therefore, cannot be expected to catch but a small percentage of offenders. Policemen must be trained to be able to correct, advise and teach the vehicle operator. Instead of frequently overlooking many violators, there should be a corrective system.

For instance, John Jones was apprehended on October 8, 1941, while hurrying to attend the National Safety Council Congress. He narrowly missed a pedestrian; he brushed a truck; his fenders show the occurrences of driving too close on other occasions. A recording system of these facts should be kept and the record would soon be able to predict the future. It will be just another case of intelligent law enforcement. "Sparing the rod and spoiling the child"—as a policy must never be.

The policeman's observation should be supplemented by a thorough understanding of all traffic rules. He cannot teach what he himself does not know. He cannot apprehend if he does not know the reason for apprehending.

Let us presume that we have the ideal officer; as to observation he is excellent; he has studied the traffic rules so that he is a

walking traffic code. He still must be able to relate in a frank, accurate, unbiased manner, all that he has seen and heard, for the court cannot convict on what the policeman knows, but must rely on what he testifies. Frequently, a hue and cry against judges for failure to convict is aroused. If we are faithful to our trust and to the Constitution, we cannot convict those presumed innocent until proven guilty. It is not asking too much of the police officer to be able to describe a man's conduct. Instead of just the allegation "he was drunk," he can explain that the defendant was bleary-eyed, halting in speech, staggering.

If the officer comes on to an accident that he could not have seen, it is essential that he note down, as part of his investigation, the names of all witnesses, street conditions, physical proofs, including skid marks, and to obtain photographic evidence of any destruction of property.

Only too often does the officer expect the judge's imagination to furnish the proofs that the officer has failed to develop. The greatest pang of regret that a judge can have is to see an officer indignantly walk from the courtroom with the feeling that the judge has not respected his word nor taken the officer's conclusions as the truth. Too often he fails to understand that it isn't the officer's word that is questioned, but the accuracy of his conclusions and the failure to support contentions with evidentiary fact. This could bring greater disrespect of law and order and it is the officer that should understand that the court sits with willing ear and anxious to prevent the continuous killing and maiming of humans and destruction of property.

Active Public Officials

These recommendations can mean nothing unless bolstered by activity on the part of public officials. Through safeguards on machinery, better lighting and equipment, and through education of employees, industrial deaths and accidents have decreased to a great extent.

The same results can be accomplished with the traffic safety problem.

I feel humble in making these suggestions, as I fully recognize the weaknesses of all mankind. True, what I have said here are my conclusions of over 20 years of experience as city prosecutor and municipal judge, and my more or less factual study of traffic conditions, not only in my own city, but in surrounding areas having similar problems.

The police department can make the traffic officer's job considerably more efficient by assigning a sufficient number of officers to the traffic department. Take the record of one city: Manpower of the police force, 246; traffic bureau, 42 assigned. A percentage of only 17. Yet this 17 per cent have the burden of enforcing considerably more than half of the city's violations.

Aid by Press and Radio

We in Nebraska, and especially in Omaha, feel indebted to the educational assistance furnished by press and radio. Service of this kind requires the help of public-minded people and institutions, without which we cannot succeed.

The breakdown in traffic law enforcement as far as the police department is concerned may be summarized as follows:

1. The police have failed to do their fair share in educating the public.
2. They have failed to enlarge and perfect a good engineering department as industrial concerns have done.
3. They have failed to use the proper method in the selection of their personnel, and have failed to educate their officers properly where they can help in preparing evidence.

They should have a training school. I would rather have a police department who carried no guns than one who does not have a school for training officers.

Should Jury Trials Be Abolished in Misdemeanor Cases?

A Panel Discussion

Members of the Panel: LT. FRANKLIN M. KREML, Leader; HUGH L. McARTHUR, Attorney, State Department of Public Safety, Tallahassee, Fla.; JUDGE HUGH L. SMITH, San Francisco; and GEORGE WARREN, Special Counsel, National Committee on Traffic Law Enforcement, Trenton, N. J.

LIEUT. KREML: What are your views of this question, Mr. Warren?

MR. WARREN: Two considerations must be faced:

1. We must understand the purpose for which jury trials have been evolved in our system of American jurisprudence, and

2. Are jury trials necessary for traffic cases, and if so, how?

MR. McARTHUR, replying to similar question: The King of old appointed the judge and the judge was responsible only to him. Decisions behind closed doors were frequent, so jury trials evolved as a cure. Now people make the appointing, so there is not as much reason or need for the safeguard.

JUDGE SMITH stated his viewpoint as follows: From the academic viewpoint, would the proposition be constitutional? Just what is the guarantee in the United States Constitution, since Louisiana already does not require jury trials in misdemeanor traffic cases? It is reported that the United States Supreme Court has held that a jury trial is not necessary as traffic cases were not contemplated at the time the constitutional safeguard was written. I have not seen this decision. Perhaps some one else here has. When the traffic violator defendant asks for a jury trial, it usually is for purposes of delay, and substantial justice is not being done.

On the other hand, it is best not to go too fast on reforms.

MR. WARREN, on subject of constitutionality: Many charges which exist today were not existent at the time the Constitution was written and they are not safeguarded by jury trials. But if the charge was classed as a common law felony, probably it would be so classed now. Also, if present misdemeanors were common law offenses, then the defendant could probably claim the safeguard of a jury trial. At best, there is a limited field which would apply to jury exceptions.

Lieut. Kreml asked how they proposed to go about to getting the plan adopted, assuming that there were no constitutional drawbacks in abolishing jury trials for misdemeanor traffic cases.

MR. McARTHUR: The public can be persuaded to accept the plan if they are approached carefully.

JUDGE SMITH: There would probably be great opposition from lawyers engaged in the practice of criminal law, as they could be expected to oppose the plan vigorously. However, about 90 per cent of the lawyers are engaged in civil practice only.

MR. WARREN: It might be possible to provide for abolition in Motor Vehicle Codes. Procedure for offenses which by common law would not require a jury trial could be prescribed.

At this point Lieut. Kreml called for comments and questions from the floor.

DON F. STIVER: It is doubtful that this could be put through the legislature at the present time. It might be possible to take some gradual step by other means in Indiana.

There was some discussion about the cost of jury trials and Lieut. Kreml asked Judge Harry H. Porter for his views on that point.

JUDGE PORTER: The cost of jury trials is a very big item. Cook County, Ill., appropriates a total of over \$640,000 per year for jury trials, most of which is used for traffic cases.

Jury trials are undesirable from several other standpoints:

1. Expensive.

2. Delay proceedings. The average judge could handle ten times as many cases if he did not have to hold jury trials for misdemeanors.

3. No one can predict how long a jury trial will last, and therefore the time of a great many people is wasted.

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4. No matter how carefully plans may be made to avoid wasting the time of other people who must appear, there is no plan that will work with a jury.

JUDGE PORTER proposed: 1. Substitute a panel of three judges on serious cases with a majority opinion except for the assessing of the death penalty, when unanimous agreement would be required.

2. Change the system of choosing judges, so that proper consideration could be given to training, experience, judicial qualifications, and permanency.

CHIEF W. K. INGRAM: While South Bend has made a small appropriation for jury trials, during the past two years it has not been used. Only a few cases go to the other courts for jury trials.

ALEXANDER G. BROWN: Juries are not used frequently in misdemeanor traffic cases in Portland. If a defendant requests a jury trial, he must pay a \$12.00 jury fee, and the trial comes under the District Judge under state law. Of drunk driving cases, about one in four request jury trials. Generally the jury will favor the defendant in minor cases, as the members of the jury are influenced by prejudice and emotion and are of little or no value.

MR. McARTHUR: As a practicing lawyer, most of whose experience has been representing the defendant, most juries merit confidence, although they do not take traffic cases very seriously.

LIEUT. KREML: Let's have more suggestions as to how we would proceed in getting this reform.

JUDGE SMITH: If the safeguard of jury trials in misdemeanor cases is not covered in the National Constitution, and from the information reported here it doesn't seem to be, then we shall have to go to the State Constitutions and to the decisions of the State Supreme Courts.

JUDGE JOE BROWN CUMMINGS: Amending the State Constitution in Tennessee is a difficult thing. In fact, it has never been amended, and it does provide for jury trials in misdemeanor cases.

MR. McARTHUR: Couldn't it be done by action of judges refusing jury trials, especially where legislative changes are difficult?

LIEUT. KREML, in summing up. 1. It seems to be the opinion of this Group that jury trials should be abolished in misdemeanor traffic cases.

2. It is evident that the Constitution of the United States does not provide this safeguard for certain misdemeanors which were not contemplated at the time the Constitution was written, and that at least one state does not provide this safeguard.

3. It may be assumed that many of the State Constitutions follow the language of the Federal Constitution, but each state will have to be considered separately, to see just what language they use on this point. It is largely a state problem.

4. Educating the public to the desirability of the change will be a long process, which will require the utmost care and planning and we recognize that this is a reform which cannot be achieved immediately.

WEDNESDAY MORNING SESSION

October 8, 1941

Group Session for Traffic Engineers

Presiding:—Prof. ROGER L. MORRISON, Department of Highway Engineering & Highway Transport, University of Michigan, and Chairman, Committee on Traffic Engineering, Street & Highway Traffic Section, NSC.

Results of Speed Zoning

By E. V. MILLER

Arizona Highway Department, Phoenix, Ariz.

Speed zoning in Arizona has been confined to state highways, of high accident ratings. Generally, these highways are the high speed and relatively high density roads reflecting high exposure values.

Prior to 1938, there were three speed zones established and signed. No engineering studies were made, the limits (absolute) were arbitrarily set. The resultant accident reduction in these zones cannot be denied, but we receive considerable criticism due to the low speed limits.

Practically all of Zone 1 is wider than two lanes and, where speed checks were made this year, on four-lane undivided roads in this zone the 85 per cent speeds were from 44 to 46 m.p.h. This might indicate close observance of speed signs, intensive enforcement, good judgment in establishing the zone, or a little of all these. Traffic densities run from 3,000 to 12,000 vehicles per day in this zone. The 1940 accident rate of 253.1 accidents per hundred million vehicle miles is lower than the 1940 state average of 258.8. Due to these subsequent studies we felt that the zone as established was reasonable and therefore have made no recommendations for changes.

Zone 2, near Tucson, is on a two-lane highway carrying about 2,000 cars per day. Speed checks made this year show a high percentage of non-observance of the 50 m.p.h. limit for over 75 per cent of the 30-mile distance, indicating lack of enforcement, improper signing, or an unreasonable speed restriction. Accidents, however, have been reduced materially in this zone, there being a 56 per cent reduction from 1937 to 1938 and 58 per cent reduction between 1937 to 1939. Some shoulder widening in this stretch during 1939 and 1940 no doubt contributed to the reduction of accidents there. Several miles of reflector buttons were placed in guide posts at the shoulder line where an irrigation canal parallels the highway. This may have helped also.

After a speed zone has been established and signed we have often noticed a marked increase of interest on the part of the main-

tenance divisions in fixing up certain hazardous conditions. Speed zoning may focus attention to the seemingly obvious items of maintenance often overlooked. This added attention may contribute as much to the accident reduction rate as the speed zoning itself. In respect to Zone 2, this may be the case. An exhaustive study of the accidents would no doubt bring to light many interesting facts. Our traffic division has neither the budget requirements nor manpower to make detailed studies at all locations.

Zone 3, on U. S. 70 near Safford, was arbitrarily established at 45 m.p.h. for 22 miles. This is another zone established without preliminary study which also shows a marked reduction in accident rate.

In the tabulation below you will note a marked decrease in Zone 3 for 1940. We feel this is in error and attribute the discrepancy to lack of accident investigation and reporting during this year.

As mentioned previously these three zones were established prior to 1938 without the aid of engineering analysis. The following is a summary of accident rates in these zones:

Accidents per 100 Million V. M.

	Zone 1	Zone 2	Zone 3
1937	318.9	453.1	278.7
1938	225.2	255.9	297.9
1939	310.6	263.4	187.4
1940	253.1	270.2	78.8

Our first attempt to establish speed zones by engineering analysis was a 110-mile section of U. S. 60-70 between Wickenburg and the California line. Actual studies were begun in February, 1938. Day and night speed tests were taken at 13 locations. Accident diagram and spot maps were made from a complete year's accident reports. A physical road inventory was plotted, showing curves, super-elevations, sight distance, widths, bridges, etc.

Armed with this data our field force was able actually to check and test each place in question against our technical analysis of

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the situation, thereby proving or disproving previous conclusions.

Our report to the highway commission included speed limit of 60 m.p.h. daytime and 50 m.p.h. at night; all curves to be signed for critical speed when it was less than 60; no-passing zones established and striped when sight distance was less than 1,000 feet eye to eye; adequate speed signs placed at predetermined strategic points; signs to augment and explain no-passing stripes; "no-passing" stripe to be solid line on right side of broken center line.

In September, 1938, the commission approved the report and established the zone and the entire work of signing and striping was finally completed in February, 1939.

In order to study results of this zone, two cumulative charts are kept, one for fatal accidents and the other for all accidents. All accidents are spotted on two maps. One is our regular state spot map which serves as a means of comparison between this and other sections of the state. The other is a special strip map of this particular road, which because of its scale, shows the exact location where accidents occur in relation to the physical aspects of the road. A study of this map reveals for instance that two-car collisions which occurred in no-passing zones were reduced 71.4 per cent the first year after establishing the zone.

The following tabulation shows the trend in accidents per 100 million vehicle miles for this section:

1938	290.7	No zone
1939	252.7	Zone in operation 10 months
1940	212.5	Full year

The year 1939, while showing only a 15.3 per cent decrease in reported accidents, shows a 22.2 per cent decrease in fatal accidents. The establishment of the zone, along with the new method of striping no-passing zones, no doubt focused attention to this section by the police and we feel that better reporting was obtained in 1939 and 1940 than during preceding years.

On February 7, 1940, a short step-down speed zone was established on U. S. 80 approaching Yuma. This zone is unique in that the speed limits are different for opposite directions of traffic. Also in this case we raised the existing speed limit in order

to lower existing speeds. Both ideas seem to work, for only two accidents were reported in this 1.6 mile zone for 1940 as compared to nine during 1939.

We are just now completing the signing of a 381-mile speed zone on U. S. 66 across Arizona from the California line near Needles, Calif., to the New Mexico line near Gallup, N. M.

An exhaustive study was made of this route as to existing speeds, road conditions, accidents and their causes. Speed checks were made at 21 locations, with samples ranging from 100 to 800 cars per location. The 85 percental speeds were then used as a basis of test runs. The final solution was a top speed of 60 m.p.h. day and 50 at night, but interspersed with many varying speeds, some as low as 30 m.p.h. in one extremely mountainous section. All curves with critical speeds lower than the zone speed are being marked with their suggested speed.

The signing of this zone is somewhat of an experiment. We felt that in order to gain the confidence of drivers as to the accuracy of our speed signs, we should advise them of the length of the restricted zones. A sign was devised that reads thus, "Speed 60 next 20 miles" with the word "speed" reflectorized. Superimposed over the 60 are reflector buttons in the shape of 50 for night visibility. When the signed speed is 50 or less, the numerals are reflectorized in the normal manner.

These signs are 3x5 feet with 8-inch letters and 15-inch numerals, painted black with white border and letters.

We felt that the words "Limit" and "Miles per hour" or M.P.H. were superfluous and therefore left them off. A person driving below the stated speed does not feel obligated to speed up beyond his driving ability but the driver who is over-driving the stated speed certainly does so knowingly. We have been using "speed so and so," under our curve signs for about two years, with good reaction.

The results of this 381-mile speed zone on U. S. 66 cannot be estimated now, since the zone signing is just being completed. The public reaction, however, has been good, with many favorable comments regarding the signs. We have had no criticism regarding

undue restrictions such as too low a speed, but we have had some comment regarding too high a speed.

On rechecking these points, we invariably find our signed speed, at or slightly under the 85 percental speed. We also have found that temporary road conditions influence such comments relative to a signed speed higher than reasonable. Such conditions, of course, should be signed to care for the immediate problem and should not influence the general scheme.

One influential citizen living on this route, who is interested generally in highways, was asked his opinion of this zoning. His answer was this, "Regardless of what I think of it, the proof is that we have had no serious accidents near our town since you put up those signs."

Arizona has several high speed junctions where special signing has been necessary. These are not speed zones but are important contributions to accident prevention, through special attention to approach speeds. The important thing at these high speed junctions is to inform the driver as to route directions a sufficient distance back of the point of deviation to allow him his choice before he arrives at the junction point. This is done by enlarged advance junction signs and enlarged destination signs at the junction. The destination signs usually show direction to one terminal point on each leg of the junction. The use of 20-inch reflectorized letters on six- or eight-foot signs has been most effective. A driver who knows in advance which way he is going before entering a junction can devote his attention to traffic conditions. This has been proven at one junction where three fatal accidents occurred

within a year. This junction re-signed with all enlarged signs and 36-inch approach speed 35 m.p.h. signs. This signing has been in effect about one year now and no accidents of any kind have thus far been reported.

Another high speed junction was handled by the use of one large billboard type sign simply showing route numbers and arrows. The trouble here was at a point where two routes diverged, the major route making a right turn and the minor route continuing on tangent. Travelers were apt to miss the main route and find themselves many miles off direction due to their inability to read the A. A. S. H. O. standard destination signs. We finally took out all destination signs, leaving only the one large route sign, backed up with the standard advance junction signs. This apparently has cured a very annoying situation.

We feel that the less reading matter we have at junctions the better, but whatever is necessary must be displayed in a prominent and obvious manner.

Another idea we are now trying for better speed control on isolated curves is the use of enlarged curve signs with the curve symbol slightly offset from normal to allow the reflectorized words "Speed 50" (or 40 as the case may be) to be placed on the same sign in the crook of the arrow symbol. Where tried, these have been very effective in 36-inch size.

It is very important that the wording size and position of enlarged signs shall have very definite justification based on engineering study. Speed control by enlarged signing other than speed zoning is even more exacting and should never be done promiscuously. Speed studies are essential in all such cases.

When Should Four-Way Stop Control Be Used?

By H. H. HARRISON

Traffic Engineer, Illinois Division of Highways, Springfield, Ill.

Official signs are the basic tools of the traffic engineer to warn, regulate and direct traffic. They represent the connecting link between the traffic authority and the public. Consequently, the prestige and effectiveness of traffic signs must be zealously guarded lest the public respect for them be cheapened.

Among the various classifications of signs,

perhaps stop signs have the most critical effect. They are placed solely for the purpose of defining right of way at intersections. One might ask why such control is needed if the statutes or local ordinances provide for the legal use of the approach to an intersection. The answer, of course, is that the vast majority of street and highway cross-

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ings are unregulated by signs and the safe use of them depends upon rules of law plus driver courtesy. There are, however, many intersections where the traffic conditions warrant the designation of preferential movements by control devices. It is the problem of the traffic authority to apply this control selectively in such a manner that the desired benefits are obtained without reducing the effectiveness of the method.

Several examples can be cited in which the use of signs to define right of way may be warranted. Some of these are:

1. To designate a through traffic artery for uninterrupted movement.
2. To counteract sight distance limitations.
3. To designate preferential movements at isolated intersections having appreciable volume of vehicular and pedestrian traffic.
4. To limit excessive speed.
5. As an intermediate control between driver discretion and mechanical regulation.

Certain rules should be followed in the use of stop sign control to gain the respect of motorists. Otherwise, accidents resulting from violations will occur on a large scale.

Recently, a trend has been in evidence toward the use of larger signs to gain added emphasis; the theory being "The larger sign, the greater the degree of hazard." Little proof has yet been presented that the increased size of a stop sign has curbed deliberate violations to any great degree. A study made in Illinois following the substitution of 36-inch signs for 24-inch signs has shown that the percentage of cars making a full stop increased from 42 per cent to 63 per cent, the percentage making a partial or rolling stop decreased from 49 per cent to 26 per cent, leaving the deliberate violations about the same, 9 per cent to 11 per cent.

Although the results obtained in this study definitely justified the use of the larger sign, it may not be claimed that stop sign observance is in direct proportion to the size of the sign, nor that it is possible to obtain complete driver cooperation by the use of signs designed to give greater emphasis. It is quite probable that certain local motor-

ists, knowing the intersection will not be influenced by the increased size. For this group the only answer is enforcement.

Stop signs have been applied in many different ways ranging from stopping traffic on a single approach to an intersection to the other extreme of stopping traffic on all approaches. The most common usage and the one with which the motoring public is most familiar is the two-way stop. Drivers generally have come to expect that important streets serving large areas will be given preferential treatment by stop control on the intersecting streets. The arterial street can easily be misused, however, and it may become more of a nuisance than a benefit if too many streets are given preference.

The use of four-way stop control made effective by stop signs erected on all approaches to a normal intersection is relatively new. This method is being rapidly extended and traffic authorities are beginning to realize that definite warrants, such as are applied in determining the need for mechanical regulation, are also necessary to prevent its over-extension.

There are two principal elements of danger, either of which might result in widespread misuse of the four-way stop. First, the growing tendency of local authorities to impose added restrictions upon drivers because of the alarming increase in traffic accidents. Second, it is the most inexpensive way of regulating traffic on all approaches.

Less Probability of Serious Accidents

The four-way stop plan has an additional appeal to traffic authorities and a considerable number of motorists. This popularity is based upon the likelihood of a single violation of two-way stop resulting in an accident, while two simultaneous violations of the four-way stop causing a serious accident is so improbable as to be almost negligible. Accident statistics collected before and after installation of four-way stop prove this point conclusively. In the minds of most persons, the positive effect of four-way stop as compared with the two-way type in preventing accidents outweighs the advantages of the preferential treatment of the major street.

A further comparison of four-way stop with a signalized intersection can be given from the experience at two intersections in

Galesburg, Ill. The traffic volumes are comparable. The accident record reveals a number of property damage accidents at the signalized intersection with no accidents at the one controlled by stop signs.

Taking these facts into account we must next consider the basic purposes of four-way stop control. It has been applied commonly to serve two ends. One, as a means of preventing accidents at an intersection where traffic volume was not a factor and, two, as a means of regulating traffic flow where the accident record was not a factor.

In the first instance, it is extremely difficult to select locations where four-way stop can be justified on the sole grounds of accident prevention. If every driver would stop at every stop sign and yield the right-of-way as required by law, the problem would be reduced to the selection of intersections where such control is justified on the basis of traffic regulation. Accidents at intersections under two-way stop control usually result from violations or other causes rather than from any need for auxiliary control. To correct such condition by the addition of stop signs to other approaches merely confuses the weakness of enforcement and represents an attempt to enforce the law by erecting more signs. Since it is impossible to predict the location where the next stop sign violation will result in an accident, it would not be entirely unreasonable to argue that four-way stop is justified at most intersections on the accident prevention theory. Of course, such a radical step would break down the efficiency of our street and highway system and such thought should be totally abandoned.

In the second case, it is possible to develop warrants based on traffic volume of each approach. In this the situation is similar to the theory of mechanical regulation except that discretionary judgment of motorists is substituted for the mechanical direction of movement.

Similar warrants to those used in justifying traffic signal control may be used in checking the need for four-way stop control. The percentage of flow on the primary and secondary arteries governs largely the need for regulation. Observations have indicated that the nearer the traffic volumes on each

street approach a balance, the more helpful four-way stop can become.

Studies made by a field engineer of the Illinois Division of Traffic Control have resulted in the development of an empirical formula applicable where the volume of traffic in an intersection constitutes the principal factor. The theory involved in this formula is in the determination of the relative interference values of a vehicle on the major street traversing an intersection as compared with a vehicle on the secondary street crossing the intersection after stopping at a stop sign.

Assuming that a car approaches an intersection along the major street at a speed of 20 miles per hour, it will take two seconds for it to traverse a zone of influence 60 feet long. The minimum time required for a vehicle stopped on the secondary street to cross the same 60-foot zone is six seconds, including one second of reaction time and five seconds of travel time.

Thus a vehicle stopped on the secondary street takes three times as long to cross the intersection as does a moving vehicle on the major street, and its interference value is therefore three times as great. In developing the formula it is necessary to solve for the "coefficient of interference" which is designated by the letter "I". The equation is then defined as

$$I = V_m + 3V_s$$

where V_m and V_s are the maximum hourly normal week-day volumes of traffic (expressed in hundreds) entering the intersection along the major and secondary streets respectively. These maximum hourly volumes are almost always found to occur between the hours of 4 p. m. and 6 p. m. Hence, a short count will usually suffice in determining the necessity for such control.

From observation and experience we find that no intersection with a total maximum hourly volume of less than 750 vehicles requires four-way stop control, but that a number of intersections with volumes as low as 850 vehicles do justify it.

The value of the V_m and V_s giving the greatest value of I is an equal division of traffic. Using the minimum total volume of 750 vehicles the maximum value of I is 15. This "coefficient of interference" then represents the minimum index figure warranting

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four-way stop and volumes developing a greater index would probably justify its use.

The law in most states requires that a vehicle be brought to a full stop at an intersection controlled by stop signs. Enforcement policies vary, however, in recognizing a rolling stop as a compliance with the law. Some authorities accept a gear shift change as evidence of obedience if the speed of the vehicle is approximately five miles per hour or less and there is no likelihood of interference with other traffic. Where

this is done, the delay and inconvenience factors are reduced to a minimum, but there is a danger of encouraging more hazardous violations by such liberal interpretation.

The stop sign is a valuable unit in our system of traffic regulation. It may be used to the distinct advantage of the motoring public or it may become an unmitigated nuisance. Upon the selective use of the stop sign by the traffic engineer and the reasonable enforcement of its indication by the police rests its effectiveness.

Traffic Protection in Black-Outs

By VIRDEN A. RITTGERS

City Traffic Engineer, Richmond, Va.

Most of us do not know much about this subject because we have had no actual experience with the problem and our military authorities are not yet ready to release, generally, such data as have been accumulated and the conclusions reached as a result of their experiments and research. I can assure you that our War Department has been and is doing something about this problem.

I shall limit my discussion to black-out conditions such as exist in London or Berlin, for example. That is, out of the theater of war except for aerial bombardment.

It is interesting to note that a second school of thought has sprung up on the protection of vital areas from hostile air attack. I refer to the "light-up," using many lights; just the opposite of black-outs. This technique has been termed "glare camouflage" because the object is to blind the enemy flyers and to distort or falsify the physical layout of the objective. I rather suspect that regardless of future developments with the black-out and the light-up, our technicians will apply both in future warfare.

We should bear in mind that no black-out of a city will be absolute and only can be expected to reduce the effectiveness of aerial bombardment. Yet any marked reduction in night illumination will decrease tremendously the efficiency of all community activity. We well may ponder the affect on crime, for instance, if actual black-outs come to pass in our country.

Orderly Advanced Planning

Many of you may be saying, "Why worry about black-outs now? If war comes we can easily turn the lights off." One of the real problems, as I shall try to show, is how best to provide the maximum permissible level of illumination and light indications, for the protection of traffic and how best to make up for the decreased illumination.

Orderly advanced planning for traffic in black-outs will reduce waste from hurried production, from inefficient equipment and materials, and waste in labor.

We know that peace-time traffic accident exposure in our country is three to four times greater at night. We learn that in England fatal traffic accidents are up about 25 per cent under war conditions and, further, that two-thirds of the fatal accidents during winter months occur during the black-outs. Certainly these facts constitute an ominous warning of what might occur on our shores unless a tremendous change takes place. That tremendous change I think will involve, first, a more or less natural reduction in night traffic because of gasoline supply reductions and elimination of non-essential traffic through fear and through governmental regulation. Secondly, we must at least hope that there would be a real awakening of our general public from their present attitude almost of indifference towards traffic safety, as a result of the shocking power of such a severe

change from the routine of customary traffic conditions.

Principal Elements of Protection

The principal elements of traffic protection in black-outs will involve no more nor no less than our old familiar three E's: Engineering, with special applications for emergency situations and with creative thinking and design at a premium; Enforcement, perhaps more in the form of supervision and direction with auxiliary forces playing a large part; and Education, not only with respect to new regulations and devices but very much with respect to age-old safe practices which must be taken off the shelf and be given a good dusting.

Street marking is a common-place measure of traffic control. It is doing an effective job today where intelligently applied. Under black-out conditions there must be an increased and more thorough application. The obvious reason is the lower order of illumination. Obstructions, such as islands and pedestals, and curbs, must be more plainly marked. Guide lines, crosswalks, etc., must be made more visible. White crosses on the pavement to identify intersections is a current practice in England. Use of phosphorescent paint is reported being experimented with. Its inherent weakness is its characteristic of spending itself—of losing its "glow" power. Highly reflective paint such as that containing minute glass beads will be especially helpful under greatly reduced headlight intensities.

Effective traffic signing in black-outs presents another special problem. Conventional type reflector signs, according to recent tests we made in Richmond, will have a fair degree of effectiveness at low speeds for beam candle powers in the neighborhood of 200 to 250 maximum. British A.R.P. specifications provide a maximum of 250 beam candle power or 2.5 foot candles at 10 feet. A type of letter for signing which gives substantially greater legibility than that of our current standards has been developed. Here is certainly a typical example of the benefits of advanced planning.

Traffic signs painted with fluorescent paint, visible under lamps emitting only the near-ultraviolet rays, may conceivably find practicable application, but the expense of equip-

ping vehicles, or fixed sign installations, with special mercury vapor lamps will probably be impracticable.

Phosphorescent signs offer a definite possibility. Their limitations, according to Captain Warren S. Everett, U. S. Army, will be shortness of effective life and poor distance legibility.

Self-illuminated signs, a device I think greatly in need of more extensive use today, appear to offer the greatest possibilities. Such signs may be of the fixed or portable type with self-contained battery. All such signs will require adequate light shielding. There is no question but that this sign can be made adequate for numerous important uses such as designating one-way routings which obviously must be unmistakable.

An important factor not to be overlooked is that directional or information traffic signs in or near a theater of war must be of a type easily removed or destroyed in event of enemy advances.

Traffic Signals

Traffic signals, beacons and floodlights present a problem of "toning down" rather than increasing their visibility. Here will certainly be an opportunity, in some instances perhaps the first, for traffic engineers to get rid of those unwarranted signals which were installed on the basis of political expediency alone. Signals which are important during the daytime but little needed after dark should be turned off at night.

Signals operating during black-outs must be masked and shielded. The British use an opaque lense with a vertical cross in the upper half having arms only $\frac{1}{8}$ inch wide.

There has been some experimenting, both abroad and here, with voltage reduction through auxiliary transformers. Apparently this system has not yet been placed in use abroad. An important factor in any plan of reducing light intensities at night is the need of retaining normal intensities for daytime operation. The daily placing and removal of special masks for each signal lense or the switching from normal to low voltage gives some idea of just one of the numerous operating problems. Automatic switching would call for expensive equipment not needed normally. Each location so controlled would have to be checked for mechanical or electri-

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cal failure. Manual switching or placing and removal of masks would require the time and attention of a considerable crew.

Another plan consists of installing separate, auxiliary signal heads to be switched on for night operation. This plan will likely prove impracticable because of greater expense and investment. The auxiliary heads, however, would not need to be of permanent construction.

The shielding of signal light indications by use of extra long hoods has its limitations because of the sharp restriction of visibility to approaching drivers, especially on multi-lane streets.

Provision should be made for auxiliary power and control hook-ups for interconnected signal systems to protect against complete failure in event of destruction of the main control point.

Operation of flashing beacons, signs, etc., would present generally the same problems as "Stop" and "Go" signals. It is probable, however, that a large number of such devices we use in our American cities could be turned off permanently; to be replaced by more adequate signing and marking. Obstruction marker lights nevertheless will have their place for important locations. Use of blue lights for such purpose has generally been considered most suitable. However, very recent experiments indicate that a red light source may be even better than blue from the standpoint of visibility when viewed by drivers, yet giving off a minimum of illumination which might be seen from the air.

Traffic floodlights as used commonly to illuminate traffic islands, obstructions, etc., could easily be shielded to prevent discernment of the light source from above. Here, however, we encounter another problem—that of pavement or surface brightness discernable to enemy flyers. This problem will be discussed in connection with street lighting.

Street Lighting

We may be prone, particularly in the case of street lights, to over simplify the problem by thinking the lights could be turned off. In fact, according to reports, many street lights are turned off, especially in Rome. But here again it should be realized that the lower the level of illumination, the greater the impor-

tance to traffic protection of a small amount of illumination. You can demonstrate this easily sometime on a deserted, dark street by parking with lights out until your eyes become adapted to the dark and then driving a few yards with the lights still out. Do this once under star light only. Then try it again under star light plus moon light. You will readily appreciate the tremendous value of moon light—a relatively small amount of light, in terms of street illumination.

The problems in street lighting under black-outs, in order to prevent aerial discernment, are: To shield the light source properly; to reduce intensities and control distribution to where pavement brightness is not too great; to darken adjacent reflective surfaces; and to shield the light rays from striking adjacent water or other reflective surfaces which for special reasons cannot be darkened.

According to foreign practice and to experiments made in the United States, street light intensities must be reduced to a startling low level. French black-out requirements are the most severe with .00015 foot candles average (I haven't the figures on their maximum). German requirements permit the highest intensities with .0008 average and .001 foot candles maximum. British A.R.P. specifications fall between these two with .0002 average and .0004 foot candles maximum. These are roughly the level of star light, without a moon. This gives you a practicable idea of permissible street lighting under black-outs. It is interesting to compare this with the currently recommended standard of good practice for lighting medium traffic residence streets, which is 0.4 foot candles average, or just 1,000 times greater than the black-out maximum. Starlight and moonlight are natural aids in illumination but only to a very limited extent because of cloudy weather and the small portion of time which the moon is bright. Such street lights, even with all their dimness, should still be visualized as marking intersections or delineating a street for a few blocks, at least, and offering a sense of security to drivers.

It appears that earlier efforts abroad embodied more or less make-shift revision of or attachments to, conventional street lighting equipment. Later developments brought about new, scientifically designed A.R.P. units, with involved, technical specifications

applying to intensities, distribution, mounting heights, etc.

Street lighting systems will require greater decentralization of control in order to lessen the possibility of large areas or sections (even the entire system in smaller communities) being put out of commission by bombing attacks.

Vehicle Lights and Marking

Still another problem is that of vehicle lights and markings. The several foreign powers concerned directly with black-outs have various specifications applying to headlamps, rear and side lamps, interior lighting, stop signals and turn indicators. I shall not go into detail on all these. You will probably be interested in the British headlamp regulations. They use only one headlamp and require it to be fitted with a mask having $3\frac{1}{4}$ inch vertical slots with their top ends not above the level of the light source. Intensities must be kept below 250 beam candle power, maximum, and there are candle power limitations for various angles both horizontal and vertical. Since pavement brightness is here again a factor, the specifications set maxima for the candle power for certain angles below the horizontal as well as above.

The tests, previously referred to, which we made in Richmond in connection with a black-out driving test for the Women's Voluntary Motor Corps, indicated that headlamp equipment meeting the British regulation would illuminate conventional, reflector-type traffic signs to a fairly satisfactory degree up to approximately 100 feet.

Again, when we talk of 250 beam candle power headlighting, it is interesting to recall that our automobiles manufactured during recent years come out equipped with headlamps giving maxima of 50,000 to 75,000 beam candle power and the Uniform Vehicle Code fixes a maximum limit of 75,000. While the comparison seems almost ridiculous, let us remember that vehicular lights in a black-out, dim as they are, have the important function of marking the vehicle. Also that the reduced glare effect from other vehicles and lights increases the net effect of the low order of illumination.

Another protective measure practiced in Britain is to paint the bumpers and edges of running boards white.

It would be even more important then, for the protection of traffic in black-outs, to vitalize our sound but poorly observed traffic rules of long standing. Speeds would have to be brought down to a new level. Consider the British regulation of 20 mph. in built-up areas at night.

Another major factor is the much poorer judgment of speed in the dark because relative motion is largely blacked out. It occurs to me that a 20 mph. speed would be too fast except in special cases, for reasonable safety.

While parking as we think of it today would not exist under war black-outs, nevertheless, it would be more than ever necessary to prevent parking near corners, crosswalks, traffic signs, etc.

There would naturally be many new regulation to obey in addition to the old ones which we have not been obeying. They would pertain to speeds, parking, vehicular equipment, hours of operation, etc.

The staggering of store opening and closing hours to lessen and spread out the peak hour congestion is another well-known but little used device. It is being applied increasingly in foreign cities in the interest of better early evening traffic regulation.

The added burden of new regulations and increased emphasis on old ones means increased police personnel and large supplemental forces or auxiliary officers.

Our pedestrians most surely would have to look out for themselves to a greater extent than they do now—largely by the simple expedient of adapting sound pedestrian practices. The old rule of wearing or carrying something while in color would be on the "must" list.

I think we can now appreciate the huge task, and its importance, of education and training to meet the challenge of traffic under black-outs, if catastrophe is to be avoided. Certainly the entire forces and agencies of the community must be mobilized as never before. And it should not be overlooked that, first, the training and supervising agencies of the community must be mobilized as never before. And it should not be overlooked that, first, the training and supervising agencies and crews themselves would have to be trained.

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their safety programs would find, under this new operating condition, still greater dividends from such efforts. For example, would it not be wise to especially examine and select drivers for night operations on the basis of the degree to which their eyes become darkness adapted.

Little has been written or said about rural highway traffic in connection with black-outs. It goes without saying that vehicle lights must remain under black-out regulations on rural highways, else they present to the enemy pilot a "road map" of the area surrounding his vital target. And thus on these rural roads, continues the vital need of adequate signs and markings and a new order of care on the part of drivers and pedestrians.

Coordination between adjacent jurisdictions in planning for, and operating under, war black-outs is another aspect of the prob-

lem. The effective blacking out of Chicago proper would be of little value if the adjacent and abutting municipal corporations did a poor job or failed to black-out in time. It is a most usual thing for one public service company to provide light and power through an extensive distribution system to several adjacent communities. Thus, the revision of the lighting system is a problem of the entire community, irrespective of political boundary lines.

It is easily seen that black-out regulations must and will be under control of the Federal Government. The War Department and the Office of Civilian Defense are already working to this end. Sometime within the near future we can expect announcements and issuance of certain data which will be most helpful to those of us who might be concerned directly with the problem.

WEDNESDAY MORNING SESSION

October 8, 1941

Group Session on Public Education and Safety Organization

Presiding:—CARL J. RUTLAND, President, Texas Safety Association, Inc., Dallas, Texas.

Preparing the Public for Enforcement

By ELIOT NESS

Director of Public Safety, Cleveland, Ohio

If you were to be arrested for a traffic violation as you leave here today, how would you feel? Would you take it with a smile, or would you feel highly indignant? You can take my word for it that unless you had been previously put in the proper frame of mind for enforcement, you would resent it.

If this is true among us who study and preach safety, how much more true must it be among the average citizens who give little thought to the subject? No matter how broad-minded people are, no one enjoys any restraint of what he considers personal liberties. It is always quite easy to find an excuse that will justify our own actions, at least to our own mind. It is always the other fellow who is the vicious violator. Rest assured gentlemen, that you can never

make people *enjoy* enforcement. You can, however, take some of the sting out of it to the point where they will accept it philosophically.

The most important step is to understand how the public and the police have felt toward each other in the past, and to make every effort to correct these impressions. Before the advent of the automobile, police officers concerned themselves only with the criminal element and the unruly neighborhood tough. Handling these types of persons quite frequently called for force. Back in the old days, a policeman had to be tough to survive. The public therefore was automatically cataloged as either law abiding or of the criminal type, both by themselves and by the police. If you were in the

law-abiding class, you resented any contact with the law for fear your neighbor might infer you harbored criminal tendencies. You might have spoken politely to the officer as he passed your gate but you never invited him to enter into your social affairs, and if you were the average parent you used his presence to frighten your children.

During the past 20 years a great change has been taking place, which both the public and the enforcement bodies have been slow to recognize. Crime has become the lesser part of a policeman's duties and the regulations of the so-called law-abiding citizen has become his greatest responsibility. Actually less than 10 per cent of a police department's time today is devoted to the suppression of crime. I classified these people a moment ago as so-called law-abiding citizens. That is their impression of themselves. Actually if they were law-abiding, they would not need the ministrations of the police. However, we must concede at the start that everyone needs regulation.

The fact that some of our citizens are not law-abiding is quite often the fault of the law-enforcement agency. Back in the old days it was relatively simple for a person to know when he was doing wrong because crimes were generally a matter of morals which everyone was expected to understand. Today we have more laws and regulations than any one person could ever hope to be familiar with. People are further handicapped by the fact that different states may have conflicting laws. And so it is that we are quite frequently called upon to arrest people who honestly do not know what it is all about. Enforcement agencies have been prone to mouth the expression that "ignorance of the law is no excuse." This is just a poor excuse for dodging the responsibility of properly informing the public as to their obligations.

Personally, I feel that the responsibility for educating and preparing the public for enforcement should fall primarily on the police department. In the first place they are to enforce the regulations, and therefore, they know best what the public should be told. I think the history of safety will disclose all too many instances when well-meaning but terribly misinformed civic groups have attempted to guide the destinies of a community's safety only to end in chaos. As a

general rule, local civic bodies do not have the personnel or time to do the job completely, even though they might be well informed. However, it is vitally important that these civic bodies back up the police department in its educational endeavor and render every assistance possible, for the public will not be inclined at first to take this interest in their welfare by the police seriously. Police departments should by all means co-operate closely with the local safety council, or, if there be none, with any other local organization pledged to promote safety.

The second reason why I believe the police department should educate the public is the good that it will accomplish in breaking down this old barrier between the enforcement bodies and the public. The quicker people learn that the police department is as much interested in keeping them out of jail as it is in arresting them, the quicker they will be to respond to the necessary enforcement. Rest assured, the public will not stand for any enforcement that it does not willingly accept. The Eighteenth Amendment was a shining example of that.

Fundamentally, people fall into one of three classes from the standpoint of education. First, there is that group of people who either through intelligence or fear, see the handwriting on the wall and mend their ways without any coaxing or pushing. Second, there is the group who are from Missouri. They are willing to accept a proposition, but only after its worth has been proven. Third, there is that group which must be literally slapped in the face before it understands and conforms. Within this group will be found the non-conformists who violate the law just because it is the law and for no other reason. Three different methods of education will be necessary to reach all three of these groups.

Police Officers Must Know the Law

Proper enforcement is an education in itself. It is probably the best approach to Group One, and it is the most important step. But proper enforcement entails much preparation and study. The first step in this direction is to make sure the officers in your community are entirely familiar with the laws they enforce. This may sound ridiculous, but unless your department has been recently trained or retrained, you will un-

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doubtedly have some officers who have an entirely erroneous conception of certain laws. You will also find that there are probably many officers who will stop a motorist for a violation and then are undecided as to what he should be charged with. This indecision is fatal to an enforcement program. If certain violations are to be overlooked, have a definite understanding with all the men in your police department so that some do not arrest for this violation while others overlook it. Strive to impress upon arresting officers the absolute necessity for being courteous and impersonal while making the arrest. A nonchalant and polite officer takes all of the argument out of a would-be-offended motorist. Strive for a 100 per cent conviction record. People should not be arrested unless they are guilty, and if they are guilty, they should be convicted regardless of their affiliations. If you want the cooperation of the public, and you will never succeed without it, you must prove to them that the courts and the police have no favorites; that fixing is taboo and that equal justice is being administered to all.

Finally, do not encourage your arresting officers to hide behind corners to effect an arrest. Paint traffic cars in such a manner that everybody can recognize them. Prove to your public that what you want is obedience to the traffic regulations rather than a lot of arrests for violations. You will still find plenty of people to arrest and those you do find will have little argument.

The things I have outlined are but a few of the points necessary to proper enforcement, but they are the most important things from the viewpoint of the public. For the benefit of those of you who might be inclined to doubt my words, I ask only that you review the record of Cleveland. Prior to 1937 our department needed all of the things that I have outlined as necessities to a proper enforcement campaign. During this period our arrests for moving violations averaged between 8,000 and 10,000 per year with bitter complaints being registered in a good many cases. Then in 1937 we trained our traffic officers, we established accident investigation squads, we painted our traffic cars red, white and blue so that they could be seen for a mile and we made it a policy to keep the public informed as to every move we were making through the newspapers.

And while I am on the subject, let me

implore you to use your newspapers more freely. It is the one great medium through which the public can be kept advised of your progress. Take the secrecy out of the police department and you will find both the newspapers and the public more inclined to agree with you. They are as much concerned about this matter of traffic as you are and they are entitled to know what is going on. During that same year we adopted the practice of warning the public at least two weeks in advance of any proposed campaign or change of policy. This practice does much to establish confidence in the police department because no one likes to be trapped without warning. It took a good year to get all of the machinery of a proper enforcement program into working order and very little was accomplished in the way of obvious improvement during this period. This type of enforcement was an education in itself to the large percentage of the public who fall into Group One. They saw that the police department was sincere and determined. They appreciated the fact that everybody was being treated alike and they quickly fell in line with the trend.

For Group Two a little more strenuous program was necessary. Made up of business people and the more intelligent classes for the most part, they represent many of these to whom had been accorded special privileges in the past, as well as those free thinkers who are always ready to give you an argument. Within this learned group could be found the man who would whisper confidentially in your ear, "You're bumping your head up against a brick wall. There always have been accidents and there always will and nothing you can do will stop them." Well you know, you have to have a good argument for that kind of a bird. A much better argument than you would have to use on most people, because he has already made up his mind that the situation is hopeless. But you can change him if you try. It is your job to present the necessary facts in a logical, convincing manner. There are a great many ways in which this can be done. Radio programs are a great help. Safety slides and movies play a big part in breaking down the resistance of this second line of interference. Sign boards, posters, literature, as well as personal contact is utilized in this phase of the program to prepare the public for enforcement.

In Cleveland, even this phase of the educational program is conducted mainly by the police department under the guidance and direction of the local Safety Council and ably supported by other civic institutions. We have created a bureau of public relations within the police department whose sole function is to establish and maintain healthy relations with the public and to promote safety education. The bureau is equipped and a multitude of other smaller things necessary to carry on a good campaign. Much of this equipment was provided by the Greater Cleveland Safety Council. Police officers with the ability to speak have been selected for this division and address any type of audience from a school room to a board of directors. During 1938, the first year of the bureau's existence, over a million pieces of literature were distributed. Frankly the public was amazed to see a police officer get up before a group and talk intelligently on any subject. Their amazement changed to wonder and wonder to admiration until before many months it was almost impossible to meet the demands for speakers. The good will engendered by these few apostles of safety was shared and felt by the entire department. This line of endeavor too played an important part in the success of 1938 and much credit for the success of enforcement, which I mentioned before, may be given to this form of education.

We now come to that third group of people who have been our greatest problem. Within this group will be found the illiterate driver, the anti-social individual who may harbor other criminal tendencies, the traffic moron and many of our youth who consider themselves a law unto themselves. This group represents a minority of the drivers,

but a majority of those drivers who become involved in accidents. They are easily segregated because the court records will usually show that they have a long list of violations.

What to do with this type of person is quite a problem and necessitates the close cooperation of the courts with the police department. In Cleveland we have perfected a record system which permits the court to know the history of every defendant at a glance. Perhaps you are wondering what good it does to prepare a man for enforcement *after* he has been arrested. Remember that this type of person has been arrested many times before, and it is in the hope that we will stop this habit that action is taken. Special consideration of these cases by the courts have in many instances brought results. Frequently a strong lecture by the judge together with a short suspension of his privilege to drive have produced results. In other instances it has been necessary to hang a suspended jail sentence over the driver's head for a year to make him see the light. Another thing that we have done in Cleveland in an effort to reach this type of person was to establish a violators' school. To my mind this has been highly successful. Even with this third group, which is basically anti-social ignorance, is generally responsible for their getting into trouble. Through this school it has been possible to change the attitude of many of these individuals towards enforcement and thereby make better and safer citizens out of them. I will not go into the mechanics of the violators' school, for that is a large subject. Suffice it to say that the records show that people who have been before the court with surprising regularity in the past have mended their ways since attending this school.

Selective Safety Education

By HARRY BARSANTEE

Supervisor, The Travelers News Bureau, Hartford, Conn.

Aren't we guilty many times of hunting for our converts in the easy places, instead of in the darker places where it may take more work but where our chances of success are much greater?

If we were selling smoking tobacco, instead of safety, and if we had a nominal advertising budget, I'm sure we would study our media pretty carefully. We wouldn't spend many of our advertising dollars in

The Ladies Home Journal and certainly none of them at all in *Wee Wisdom* or the *Girl's Companion*. If we had a lot of money to spend we might spend a little of it in a women's magazine, using ads which suggested to women that our brand of smoking tobacco was 30 per cent less likely to burn holes in the rugs or that science had proved our tobacco 18 per cent more fragrant than the other four leading brands, but we would concentrate on the men's magazines. And we'd even go farther than that—we would concentrate on magazines read by those men most likely to smoke pipes.

When you spend time, money and effort educating members of the women's clubs, the service clubs and the parent-teacher associations (where the light is better) your program is out of balance. Not that those groups don't need some education, but they aren't your best media. By and large, they are intelligent and lawabiding. They'll listen politely, but you've got to be pretty good to give them anything new. Incidentally, it has always bothered me that the best material ever printed on the subject of safety has appeared in such publications as *Atlantic Monthly*, *Harpers*, *The New York Times* and *The Christian Science Monitor*—publications which are read by folks who need the information least. The same material printed in *Spicy Stories* or *Two-Gun Western*, I think, would save many more lives.

I don't know any community safety organization which has a lot of money to spend. I don't even know any which has anywhere near enough. It's mighty important, then, that every dollar spent for safety education should do 100 cents' worth of work in reaching the people who need to be reached. The people who are going to have accidents next week or next month are our customers. We can't afford to talk safety, with the limited time and money at our disposal, to the folks who aren't going to get into accidents anyway.

Money to Spend

I feel that the average safety education campaign falls down on two points:

1. The safety message itself is too general
2. The methods of disseminating it are too general.

In other words, most safety education definitely is *not* selective.

Selective education, to me, means reaching the segment of population which needs it most at any given time, with a type of information planned for that particular group. I don't suppose it is reasonable for us to hope to be able to do the job with the efficiency that an advertising agency lays out an advertising campaign, but certainly we can work in that direction. Let's see, using Hartford as an example, how these advertising techniques can be applied.

While we have tried to apply selective education in all the special campaigns we have undertaken, perhaps our most thorough-going job was in connection with last year's pedestrian safety drive.

A Safety Survey

America has become very conscious of polls and surveys lately. So we started with a survey.

These are the things we decided we would have to know:

1. Which groups in the city most needed education in safe pedestrian practices.
2. Where these groups lived.
3. The type of information they needed most.
4. How we could get this information to them.

We made two spot maps of the city, one showing the location of all pedestrian accidents for the past year; the other showing the residence of all pedestrians involved in accidents. These maps yield some surprising information.

The residence map showed heavy concentrations in two sections of the city. These areas represented 13 per cent of the entire city area and housed 26 per cent of the city's population, and were the scene of 39 per cent of all pedestrian accidents in the past twelve months.

We found these areas were composed largely of people of foreign extraction whose incomes fell in the lowest bracket. Illiteracy was found in 25 per cent of those over 45.

A tabulation by ages of injured pedestrians showed that the age group needing attention above all others consisted of adults 45 or older.

We found, too, that there is a definite relationship between the age of the pedestrian involved in an accident and the distance from the scene of the accident to his home. Older pedestrians were almost invariably struck within a couple of blocks of home, indicating quite clearly that they needed education about the street conditions within the immediate vicinity of their residences, conditions they knew existed but which, through their familiarity with them, had lost for them any threat of danger.

We found, too, that most of the accidents in these areas were the result of four or five specific pedestrian violations or bad practices.

Something Dramatic

Having answered the first three questions, only one remained, how to get the information to them—and we spent quite some time working on it.

The newspapers? Sure, but they weren't avid readers of newspapers.

The radio? Sure, but too many of them didn't own sets.

Talks in churches and clubs? Too many of them belonged to neither.

No, we decided we would have to prepare something dramatic, but simple and explicit, then actually put it in their hands and tell them to read it or have their children read it to them. Then for good measure tell them, if possible, what was in it.

We prepared a simple folder, so we could afford to have a lot of them. We didn't call it *Pedestrian Safety*, or *Walk with Care*, or anything like that. We got right down to cases and called it *Hartford's Dangerous Street*, and we took the precaution to use a picture of one of Hartford's Dangerous streets (not just any street) on the cover. Inside, we listed just 20—that's all—of Hartford's most dangerous intersections and just 10 of our most dangerous streets. Most of the people in the group we wanted to reach had only to glance down the list and spot a street or an intersection which they traversed daily. We played, you see, on that human trait which makes a broken arm in your own neighborhood seem much more important

than the death of a thousand Chinese somewhere in Asia.

We also listed just five precautions which these people should take in walking.

Then we simply flooded the area with these folders, delivering them right into the homes wherever possible. We were aided greatly in this effort by agents of the Metropolitan, John Hancock, and Prudential insurance companies. These men made it a point to leave a leaflet at each stop on their collection routes and many of them took the time to read the folder to those they knew couldn't read it themselves. There are other groups, of course, which might cooperate in such a concentrated campaign. One thinks immediately of meter readers, Boy Scouts and so on.

You may say that in this campaign we neglected a large portion of the public—seventy-five per cent, in fact—but this wasn't true. We had the usual newspaper and radio tie-ups, the talks to local clubs and so on. But the very fact that we concentrated on this one area, and that we had so many interesting facts and figures, actually made news and we obtained more cooperation from the press and the radio than we might otherwise have had.

"Before" and "After"

I don't like to quote "before" and "after" figures because I don't think they mean a great deal without an unconscionable amount of explaining. Furthermore, I don't think a one-week or a one-month campaign proves very much. It's the long pull that counts—the steady effort along intelligent lines with once in a while a spurt, such as I have described, to pep things up. But if you want a figure, here is one: During the month before distribution of the leaflets, seven adult pedestrians were injured in the area on which we concentrated. During the following month four were injured. Assuming that this educational activity was responsible for only 50 percent of the reduction, the economic saving amounted to more than five times the cost of the leaflets. That looked like a good investment to us, and we'll repeat it from time to time.

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Report of the Committee on Public Education and Safety Organization

By CARL J. RUTLAND

President, Texas State Safety Association; Chairman, National Safety Council
Committee on Public Education and Safety Organization

The Committee on Public Education and Safety Organization was appointed in 1940 to promote interest in traffic safety education. During the ensuing year, the Executive Committee of the Section noticed a growing demand for more formal information on activities in the traffic education field, and in 1941 the Public Education Committee was instructed to pursue a study of the problems among population groups that are responsible for the majority of traffic accidents within a locality.

The Committee decided that selective education was a timely subject to study. Hereafter, when I use this term it will refer to special safety instruction focused on those areas and groups that, because of an abnormal accident frequency need more intensive traffic safety education than is provided to the general public.

We have found in surveys from various cities that certain groups are accident-prone because they are abnormally exposed to traffic dangers and are not reached by a general safety education program. This led the Committee to look for special characteristics of each accident-prone group in order that channels could be found that would reach them most adequately, and methods could be devised that would give instruction to them most effectively.

In our research and survey work we found that foreign-speaking people comprise one of the most accident-prone groups not reached by the general education program. For instance in my home town of Dallas, Texas, we found that there were 323 pedestrian accidents per 100,000 Mexicans and the rate for all other nationalities combined was 195. We realized that something had to be done, so we called in the Mexican Consul and two Mexican priests to address their people at special mass meetings. No doubt some Mexicans were reached by the general city-wide pedestrian activities, but we felt that much interest was stimulated by these meetings in the Mexican quarters.

Similar studies were made in Hartford, Conn., and it was found that the lower income groups, residing in two well-defined sections of the city, were not effectively reached by the general safety education program. The Conservation Bureau of the Hartford Chamber of Commerce decided that additional selective activities should be put into operation among these groups. Soon after the work started, the people in these two sections became conscious of the importance of safe practices. The results proved to be encouraging.

I do not have time to elaborate on the various selective education programs that we have studied and digested for use among educators in traffic accident prevention fields. However, I would like to mention that transients, age-groups, negroes, and congested neighborhoods present special problems in traffic accident prevention work and should be handled through special channels that can do a selective job.

The Committee feels that the community safety organization in cooperation with the traffic engineer or police department can do much to decrease accidents through a selective educational program. This should not be determined in a haphazard manner. Instead, a careful analysis should be made of the accident record of the previous year or two to find where educational facilities can do the most good among accident-prone groups and high accident frequency areas. We have found that the following studies are practical in outlining the selective traffic education program.

1. The first project we submit is a careful study of the residence spot maps. We have found that accidents which occur within an area under study often become concentrated in one particular section. This is proof that people living within that section are more susceptible to traffic accidents and usually are not adequately reached by the general program. Next, you must determine the characteristics of the residents of this locality.

and the most effective channels through which these people can be reached with traffic safety education.

The Committee has also found a need for selective education among age groups. The age-groups that are more frequently involved in accidents can be determined by tabulating the city or state traffic accidents into age classifications, such as 0 to 4 years, 5 to 14 years, etc.

These figures should be compared with similar national statistics to make the most significant study of the accident-proneness of the various age groups. Educational activities can then be directed at the accident-prone ages through the most influential channels.

Another study we wish to point out is the accident time table. By separating accidents according to hour of the day, day of the week, and month of the year, it is possible to find when the greatest number of accidents occur. With these facts it is possible to warn the public of the most hazardous period in traffic.

The fourth study we would like to recommend is a comparison of accident types. Every city should determine what types of accidents are occurring most frequently and what relation this has to the national experience. The National Safety Council has a series of summaries of detailed accident experience reported by various cities in the different population groups. These summaries show the percentage of the various types of motor vehicle accidents. By means of this series of summaries it is possible for you to determine where your city stands in relation to the national experience. After finding which types of accidents have a higher ratio than that in other cities of similar size, you can decide which groups, sections, or ages are producing these specific accidents. For example, if the statistical analysis of your city should show that 75 per cent of motor vehicle collisions are with pedestrians and the national group percentage was 57, it would be advisable to direct special educational safety activities at the pedestrian.

The ward traffic accident tabulation is another method that can be used to locate the neighborhoods where accident-prone people reside. It also is used as a basis to stimulate traffic safety competition between districts,

after a careful tabulation has been made and the casualties are charged against the victim's home ward, irrespective of where it happened in the city, you will have a fine picture of the accident distribution. In this way you will be conducting a selective education program with each ward functioning for its own benefit and inhabitants.

After a year of study on the subject of selective education, the Committee has arrived at various conclusions and recommendations. At this time, I would like to submit them to the Section:

1. Studies of traffic accident records reveal abnormal frequency of accidents among certain population groups. These consist of persons whose exposure to hazards is abnormal, or who are not commonly reached by the ordinary agencies or methods of public safety education.

2. Selective Education is designed to attack this abnormal distribution by special applications of the usual agencies and measures of traffic safety education to these accident-prone groups. It consists of determining the special characteristics of these groups and the hazards to which they are particularly susceptible, and presenting the appropriate information by means of and through the channels that will reach them most effectively.

3. The population groups of 15 to 24 and 65 and over, are the most susceptible to traffic accidents. Those in the former groups should be reached through appropriate literature and activities in their schools, colleges, organizations and places of employment. Persons over 65 should be reached through their organizations and social contacts, and through the guardians of the aged and infirm.

4. Appeals must be made to foreign-speaking or nationality groups through the agencies of public information which understand them and in which they have confidence. It is futile to attempt to reach them through organizations and publicity channels that do not use the language which they readily speak, read or understand.

5. Groups of social or economic status lower than the normal must be reached through their own agencies of association or contact or through social service agencies that reach them in their own environment and circumstances. This also applies to areas

inhabited by transients with little or no income.

6. Spot maps of the residence locations of drivers or pedestrians involved in accidents reveal some areas with unusual concentrations of spots. Even if population is dense and the accident frequency may not be as high as in some other areas, the application of Selective Education to such a section reaches a large number of contributors to the traffic accident problem through one program of activities.

7. Accident records should be studied regularly in all jurisdictions to identify abnormal distribution of accidents among different groups and to reveal evidence of changes from time to time. Officials who receive accident reports should insist upon the reports being adequately filled out for identifying population groups that present particular accident problems.

8. Effectiveness of Selective Education in reducing traffic accidents should be deter-

mined by "before and after" studies of accident experience. Such information is needed both for guidance of local programs and for promotion of the general policy of Selective Education in attacking the concentrated traffic accident problems throughout the country.

Our first year of study on this new subject has been enlightening. In that time we have obtained the best available information on Selective Education activities in a few cities with well-planned traffic education programs. We have found conclusive evidence which illustrates the effectiveness these programs have had in reducing accidents among those areas and groups with an abnormal frequency. Similar special analyses should be made in other cities and states so that quantitative data on circumstances contributing to accident-proneness among certain groups can be obtained. The Committee feels such studies are necessary for adequate progress in traffic safety education and will be glad to furnish instructions for making it.

WEDNESDAY MORNING SESSION

October 8, 1941

Group Session on Traffic Accident Records

Presiding—WILBUR S. SMITH, State Traffic Engineer, Columbia, S. C., and Chairman, Committee on Traffic Accident Records, Street & Highway Traffic Section, NSC.

Annual Report Committee on Traffic Accident Records

By CHAIRMAN WILBUR S. SMITH

Approximately four years ago the National Safety Council initiated a program of field assistance to the states on problems of accident records. There was little or no uniformity of procedure. Consequently, the Committee on Traffic Accident Records was called upon to draft standard report forms, summary forms, and other procedures.

Those first forms which were prepared by the Committee were materially better than any forms used in any single state. They have served to improve greatly both city and state accident reporting procedures, and the usefulness of accident information. However, it is perhaps unfortunate that the forms were called "standard" at that early date—they

have undergone frequent revision and improvement since 1937.

The Committee on Traffic Accident Records is currently working on further revisions of the standard forms. In the case of the report form, the revisions are minor. The changes in the summary form will, however, be sweeping. These forms to be recommended for use in 1941 do, perhaps for the first time, justify the term "standard." They are the product of four years of experimentation and improvement by the various states. The new summary form will tremendously increase the usefulness of this routine tool. The new summary form will answer far more questions than any past form, but the

amount of detail shown on the form has been drastically reduced. This has been accomplished by eliminating detailed classifications by severity of accident and certain other items of information which have not proven to be of great interest and use.

The recommended changes in the report form, and the new summary form, will be presented to the National Conference on Uniform Traffic Accident Statistics for its approval. The Conference has not previously considered the matter of summary forms.

During the past year two more states have set up uniform accident reporting laws. There now remain only four states which have no general, state-wide accident reporting legislation.

The Committee turned its meeting at last year's Congress into an open, discussion meeting of accident records and their uses. The meeting was so successful that it was carried on for three additional hours the succeeding morning. It was the consensus of the group that similar meetings should be regularly scheduled, and some effort be made to get them on the programs of Regional Safety Conferences.

In view of the Committee's emphasis on increased use of accident information, it was interesting to note that the Accident Statistics Committee of the American Association of Motor Vehicle Administrators, at its 1941 Conference in New Orleans, devoted the major part of its attention to increased use of accident records.

It is my own feeling that the gradual improvement in the personnel available for accident records work in the state which has been going on for quite a few years has been accelerated during the past year. The course in accident records conducted by the National Safety Council as a part of the National Institute for Traffic Safety Training had 16 city and state representatives in the class. The extensive field work of the Council's staff has reached the accident record work of 32 states during the past twelve months.

To an increasing extent administrators are recognizing that, if accident records are to serve as a guide for the entire prevention program and its individual phases, the person in charge of accident records and his assistants must have sufficient ability and training to process and develop proper acci-

dent information which may be of maximum usefulness.

Specific Uses of Records

The report of the Chairman was followed by brief discussions along the lines of "Engineering", "Enforcement" and "Public Education." The following is a summary of this discussion:

"Engineering"—Fred C. Tarbox, Assistant Traffic Engineer, Ohio Department of Highways, who said:

It is usual to find the greatest use of accident information in the phases of the prevention program covered by the department which actually tabulates and analyzes the accident reports. Increased emphasis should be placed on use of accident information by other state departments.

Accident information has two uses in highway planning—(1) find out what to do, (2) determine the priority of jobs.

Ohio makes extensive use of accident rates based on traffic volume. All highway sections with an accident rate exceeding the state-wide rate for the state highway system have been subjected to special study.

Accident records are the basis of defending traffic engineering—they support the traffic engineers' "No" to a suggested change, as well as developing public support for the improvements which have been installed.

There is a great need for more complete before-and-after studies for all highway changes or remedies installed.

"Enforcement"—Sergt. Edgar F. Isaacs, Delaware State Police, who said:

If we think of Enforcement as a gun, then accident records are the sights of the gun.

One state had a very elaborate analysis and summarization procedure intended to supply information for selective enforcement. A great mass of data was regularly shipped out to the individual police posts. Naturally since the tremendous volume of the information was quite beyond the analysis capabilities of the post commanders, the information received little or no use. Then, one of the posts started out to use two or three of the simpler things included in the complex analysis. The result—a reduction in accidents. This demonstrates that one or two simple

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facts, if used, will accomplish more than a relatively complex analysis which cannot be applied by those to whom it is sent.

In Delaware, the 1940 accident and other data were used to reassign all men by stations. Shortly thereafter, enforcement was stepped up, the increase amounting to about 10 per cent. However, all of the increased enforcement was placed on hazardous violations, so the enforcement index jumped about 50 per cent.

"Education"—Earl F. Campbell, Secretary-Director, Portland Traffic Safety Commission, Portland, Oregon, who said:

Accident records are useful for educational purposes in a way not always recognized and utilized—to inform people about the enforcement and engineering developments and secure their support. This is highly important and is in addition to using accident records directly as a guide to the information which drivers and pedestrians are most in need of. Past lack of accident data has often meant that public education relied largely on opinion and guess work.

All accidents are reported in Portland regardless of damage. The reports are filed directly with the Portland Police Department, but are forwarded to the state for mechanical tabulation. The state furnishes the detailed summaries and special studies required by the city.

Accident information was used all through our "Skidrow" project. The accident reports showed great concentration of pedestrian accidents, particularly fatalities, in this waterfront district frequented by transients, stevedores, etc. The fog and darkness, plus alcohol, were causing the trouble. First, the Engineering Bureau studied all factors and eliminated the engineering hazards—with lights, crosswalk lines, etc. Thirteen people had been killed in this district in the twelve months preceding the project. After the engineering treatment, we went before the population of the district. We trained one officer especially for this job. Then the police department posted announcements in transient hotels and other gathering places of meetings to be held. In the space of three months we covered every hotel, lodging house, and theater. There have been no deaths in the seven months after this project.

One, and sometimes two, officers in the police department are continuously assisting and advising operators in filling out accident reports. This gives some excellent data to supplement officers' reports on those accidents which are investigated.

All educational material put out—press, radio, organizations, safety sections, etc.—is based on records.

Extensive use of spot maps is made at conventions, livestock shows, stores, hotels, etc. We have separate spot maps on pedestrian (day and night are shown), driver or passenger injury accidents (showing day of the week), bicycle accidents, truck accidents, and street car accidents.

Accident records and information were used to sell to the public two specific items in the program. The first was a blitz-krieg campaign, just as a supplement to the broad balanced program.

The second was a speed control program built up gradually by stories based on the records. Speeds in some zones averaged 20 miles per hour over indicated speed. There were few arrests. Speed was gradually reduced in five miles per hour notches by education and enforcement.

W. G. Johnson, Chief Statistician of the National Safety Council, presented the proposed new summary form for states which was being worked on by the Committee on Traffic Accident Records. He explained the nature and reasons for the changes from past standard summary forms. (The notes which accompanied the proposed form and were distributed to the committee and other state traffic authorities constitute the material presented at this meeting.)

John Furlong, Colorado Highway Planning Survey—Colorado has found considerable need for training the reporting officers. The Colorado reporting law requires that drivers report to local officers who, sometimes after investigation and sometimes without investigation, forward reports to the state. The Colorado Highway Department developed a film strip showing the uses of accident information and the problems which arise in accident analysis. This has been very effective in demonstrating to local officers the need for complete and accurate reports. Mr. Furlong agreed to forward the film strip and an accompanying running com-

ment to Mr. Johnson for inspection, so that a digest of the strip could be presented in these Minutes.

Mr. Johnson called attention to the possibility of preparing a Manual on Accident Reporting similar to that used in Alabama and other states for the state investigating officers. This could be given to local agencies where primary reliance is placed on their reports and could incorporate selling material on the importance of proper accident reports.

Sergt. C. F. VanBlankensteyn, Traffic and Safety Division, Michigan State Police—Michigan is going to set up its new accident report in pre-coded form to eliminate the use of an intermediate coding form. We are also going to put the mechanical tabulation code onto two separate cards and use a collator. This will eliminate under-punching in the various columns, will make it possible to tabulate, and will provide more information than you can get onto a single card.

Mr. Johnson—It should be pointed out

that Michigan relies entirely on a single report of each accident. These are sent in by investigating officers, or by an officer who has taken down the report from the individual drivers. Thus, the problem of working out a probable true version of an accident from the conflicting reports of two drivers does not come up. In the latter, or ordinary case, I believe the states have found it very worth while to have an intermediate coding form as a means of setting down the analysis of the accident, as distinguished from the report of either one of the drivers. Of course, where there is just one report this problem is not serious.

The use of two separate mechanical tabulation cards for a single accident has been discussed before. In general, it is not wise to use this system unless a collator is available. Unless this machine can be utilized, the data on one card cannot be related to the information on the other card. This gives quite a disconnected set-up for any intensive analysis of a particular type of accident.

WEDNESDAY AFTERNOON SESSION

October 8, 1941

General Session

Presiding:—BURTON W. MAHRS, Director, Safety and Traffic Engineering, American Automobile Association, Washington, D. C.

Report of the Committee on Pedestrian Control and Protection

By LESLIE J. SORENSON

Traffic Engineer, City of Chicago, and Chairman, Committee on Pedestrian Control and Protection

Mr. Sorenson called attention to the various studies carried on by the Committee during the past year, principally to determine the effectiveness of educational, engineering and enforcement measures, and the 1941 report contains many illustrations of typical activities, with data revealing the results obtained.

The committee has produced a new sound-slide film on pedestrian safety, which has been most enthusiastically received.

A state pedestrian program has been pre-

pared, and will be available for distribution shortly.

"Traffic safety" said Mr. Sorenson, "is primary the responsibility of public officials who, in their respective fields, have the authority to act. At the same time, public support is vital in attaining effective and balanced official programs, and certain activities are of fundamental importance in obtaining the necessary public support for programs which progressive public officials wish to undertake.

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"A number of states have taken the leadership in launching state-wide pedestrian safety programs, which are designed to reach through various political sub-divisions into the smallest units of government—and that at the same time enabled the local officials to enlist support and cooperation of interested public citizens in their respective communities. The States of Massachusetts, Oklahoma and Washington promulgated well balanced programs during 1941. The Motor Vehicle Department of Wisconsin prepared twelve units of study on the general subject "Protecting the Pedestrian" for use in Adult Education Classes conducted by the Work Projects Administration. Based on an analysis of these programs, and other activities in the field, the Committee has prepared a state-wide program which it is hoped will receive immediate attention by all concerned."

The report listed the following major conclusions and recommendations on the pedestrian problem:

Conclusions and Recommendations

1. Public officials and private citizens alike should recognize their responsibility for a concerted and intensified campaign to stop the rising accident toll which has accompanied and definitely hinders the National Defense program. Every such accident prevention activity should include measures for the safety of the pedestrian along with those for the safety of all other users of the highway.

2. Attempts this year to measure the effectiveness of various pedestrian safety activities indicate that public officials and engineers should give more attention to "before and after" accident studies of all locations at which changes and improvements are contemplated, whether such changes involve engineering, education or enforcement techniques, and are temporary or permanent in nature. After such changes have been made or activities launched, their effectiveness should be carefully studied in terms of subsequent accident experience. This procedure is particularly necessary now and until some standard measurements are established for evaluating pedestrian safety activities.

3. Supplementing "before and after" studies of various activities, programs and improvements, special studies of specific pedestrian

safety activities should be made at a number of locations where conditions can be controlled, to measure the effectiveness of each specific undertaking. In this way officials charged with the responsibility for pedestrian safety can have some idea of what to expect from each measure that is subsequently considered for similar conditions and locations. Definite procedures in making controlled studies must be observed if a valid measure of their results is to be obtained. Such studies will build up reliable pedestrian safety techniques and reduce reliance upon opinions which cannot be substantiated by facts.

4. Public officials (state, county and city) and Safety Council members should make a continuous and thorough study of pedestrian accident trends as revealed by current accident records. Safety programs and plans must be restudied in the light of facts revealed by accident trends, as plans previously effective may no longer meet the current need. This fact further emphasizes the need for careful evaluation of the effectiveness of each measure used.

5. Concentration of pedestrian accidents at certain locations may make structural improvements for pedestrian safety at such points imperative. While recognizing the necessity for careful allocation of limited funds for street and highway improvements and construction, the urgency of engineering study and treatment of locations unusually hazardous for pedestrians is emphasized by the emergency created by the rising accident toll in National Defense efforts. State, county and city engineers should see that as many physical improvements of existing facilities are made for pedestrian safety as funds will permit, and that all future plans give the pedestrian equal consideration with the motorist.

6. Studies of accident experience at locations in rural and suburban areas frequently indicate the need for engineering improvements for pedestrian safety. Occasional rural and suburban conditions may require the use of safety islands, which must always be well lighted; barriers; specially marked pedestrian crossings; and separation of pedestrian and motor vehicle traffic at grade, preferably by overhead structures in most rural locations.

There may be frequent need in rural areas

for such engineering improvements as the following:

- (a) Sidewalks in rural and suburban areas where there is heavy pedestrian traffic or a considerable amount of pedestrian traffic combined with heavy vehicular movements.
- (b) Traffic signals timed and controlled to take into consideration the number of pedestrians, their physical condition and age, and the width of the roadway, if warranted by the volume of vehicle traffic.
- (c) Walkways added to existing bridges (or grade separation structures) where not originally provided, and walkways included in the design of all new structures, in areas where a considerable number of people must otherwise walk in the roadway.
- (d) Lighting along sections of highway which have a concentration of night pedestrian accidents, at heavy rural pedestrian crossings, and at similar intermittent locations.

7. It is known from pedestrian accident experience that certain engineering improvements in urban areas should be regarded as standard installations and thus applied practically without exception. These include:

- (a) Sidewalks in all urban areas.
- (b) Proper marking of crosswalks in business districts and in thickly populated residential areas.
- (c) Lighting of all pedestrian crossings as well as all business and residential streets.
- (d) Timing of traffic signals to meet the needs of pedestrians.
- (e) Pedestrian walkways on all bridges.

8. Pedestrian accident experience and distribution indicate that certain high accident urban locations may require engineering safeguards which are not necessary throughout urban areas. Improvements which may be needed include:

- (a) Barriers to control pedestrian movement and curb jay-walking.
- (b) Special walk and wait signals where ordinary traffic signals do not provide adequate pedestrian control.

(c) Islands and safety zones, which must always be distinctly marked and lighted.

(d) Special lighting along certain sections of streets and at pedestrian crossings with high accident experience at night, where normal street lighting is not adequate.

(e) Pedestrian subways or tunnels and overpasses where, in addition to accident experience and traffic volume warrants, conditions indicate that such structures will be used.

9. Analyses of pedestrian accident records reveal many specific conditions which should be considered in planning pedestrian safety educational programs. Special studies indicate that in some localities pedestrian accidents are high among certain nationalities or among persons of lower economic status. Educational efforts must be directed through media which will reach these people and in which they have confidence. General public educational activities will be most effective when directed at specific pedestrian actions and violations which are resulting in accidents. All public education activities should be designed to sell pedestrians on the necessity of voluntarily complying with regulations and of assuming a greater share of the responsibility for their own safety.

10. Regulations and laws for the control and protection of pedestrians must be comprehensive enough to provide a clear and definite legal basis for enforcement. Many cities and some states may find it necessary to amend and strengthen pedestrian ordinance and traffic code provisions before enforcement officers will be able to require pedestrian obedience. Such changes in the traffic code should be effected before attempting enforcement.

The magnitude and seriousness of the pedestrian traffic problem now indicates the need of general enforcement of pedestrian regulations on the same basis that enforcement efforts are directed against operators of motor vehicles. This general condition of enforcement, however, must be approached by successive stages in those localities where pedestrian regulations have not previously been enforced. They must be preceded by a comprehensive educational campaign, since it is necessary that pedestrian enforcement efforts have widespread public support and

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cooperation. Initial enforcement efforts are usually most successful when directed at the two or three most serious violations, as indicated by accident records and traffic engineering surveys.

12. Pedestrian accidents in rural areas and small cities have increased while in many larger cities they have been reduced. Responsible state officials and safety organizations should provide leadership in organizing and conducting suitable state-wide pedestrian safety programs, with all phases of the prob-

lem receiving proper attention. Such programs should be planned to require the active participation of local units of government and afford opportunities for the widest possible public participation. Effective public safety education media are now fairly well standardized, but with ingenuity a variety of applications may be made. Effective pedestrian safety campaigns must be carefully planned, and should proceed slowly through the various stages of engineering, education, and enforcement.

THURSDAY MORNING SESSION

October 9, 1941

Group Session for City Police

Presiding—**PROF. JOSEPH L. LINGO**, Director, Public Safety Institute, Purdue University, Lafayette, Ind.

Selecting and Training Traffic Policemen

By **MATTHEW J. BOLGER**

Inspector of Police, Department of Public Safety, Newark, N. J.

Regardless of what method we believe should be used to select traffic men, we will continue to fulfill our duties with the men assigned to the traffic division.

Men for traffic duty must be chosen from the police department personnel. Experience has proved that it is better for the traffic men to have a general knowledge of police work and some experience in it before they are assigned to traffic duty.

I am convinced that traffic officers should be chosen and trained as carefully as officers selected for any other branch of the service. There should also be adaptability tests, and the men should be given special training in traffic regulations and accident prevention. After the men are sent out on the street, they should be carefully supervised, and those found to be unfit should be returned to their previous assignments. This is the reason why I do not believe that a transfer to the traffic division should be made permanent until the officer has completed a probationary period.

The traffic problem brings the department into closer contact with the general public

than any other police duty. As a matter of public relations, it is especially important, and its effectiveness can make or break a department.

Unfortunately, outmoded conditions exist in too many of our communities at the present time. While the physical standards have been raised, little or no attention has been given to police training.

The Northwestern University Traffic Institute conducted its first training course a few years ago under the direction of Lt. F. M. Kreml, at Evanston, Ill. The Northwestern Institute trains police officers in two ways. First, it conducts short courses. All of these courses are of two weeks' duration. Several hundred men of all ranks, from nearly all of the important cities, have attended. The second part of the program consists of a special, long course of a full academic year for a carefully selected group of officers.

Short courses for police officers have also been held at Harvard University, University of Alabama, University of Georgia, University of Pennsylvania, Rutgers University in

New Jersey, and at the National Institute for Traffic Safety Training. Many large cities in the country also conduct traffic officer's training schools, primarily for their departments, but as a general rule, some out-of-town police officers are permitted to attend.

As I am more familiar with the work being done at Rutgers, I feel more confident in talking about it. The first basic course was held in April, 1938, and the second basic course was held that September. The first advanced course was held in November, 1938. Police officers of every rank, from many municipalities, inspectors from the department of motor vehicles and members of the state police attended these courses. These courses were under the supervision of Lt. Kreml, of Northwestern University. The classes were fully attended and the value of the instruction widely acclaimed.

The class was instructed in:

The functions of a Traffic Officer.

Organization and training of a Traffic Bureau.

Accident Investigation and Court Work.

Accident reports and forms.

Violators' School.

Traffic Planning.

Enforcement.

Public Education.

Legislation.

Public Speaking.

Strategy in handling people.

School Safety.

Public Relations.

Teaching the Driver.

The car, the driver; the pedestrian.

First Aid.

Some officers may ask why go to all that trouble to learn traffic work. I know of no other way to learn this important branch of police work. Some men feel that if they are doing a certain kind of work for a number of years, they know all about it. However, they are not consistent in their attitude because they may be police officers for a long time, but as soon as a promotion

examination is scheduled, they immediately begin to study and attend a civil service school.

We have had many promotions granted to members of these classes which were based upon the records the officers achieved at Rutgers.

Traffic enforcement must be given greater prominence in all future promotion examinations. In these courses were several lectures on some of the most important phases of police administration: public relations, strategy in handling crowds and mob psychology.

No policeman can do more for the general welfare of his department than a traffic officer who properly performs his duty. He is the first contact the stranger has with the department. If he knows the proper way to answer a question, or the more difficult action, the proper way to approach a violator, he cannot help but make friends for his department.

If we are to issue summonses, we should know when to do it and how to do it. We should be familiar with our accident records. We should know what violations are causing the accidents, as well as when and where. We should give this information to the driver with the summons. This, combined with courtesy in handling the driver, will make a far deeper impression on the driver than a heavy fine.

The ultimate goal of traffic law enforcement is the protection of life and property, through the prevention of accidents by observance of the law. In order to reach this goal, the traffic officer must be trained. Without training, the officer cannot give his community the protection it is paying for.

The officers who have attended training schools should, upon their return to their own departments, be assigned to the instruction of all the other officers who are detailed to traffic duty. No department can expect to progress in traffic matters unless it has a training unit. This is true whether the department has a large traffic division or only a few men on traffic duty.

It is also important that traffic men be given as much incentive as possible, and it is suggested that every man be rated on some personal basis. However, care must be taken that the use of a personal record

does not encourage men to issue summonses for a large number of technical offenses in order to attain a high total.

In Newark, under civil service regulations, we cannot increase the salaries of the traffic division over those of similar rank in the other divisions, but we do grant five extra days vacation to all members of the traffic division.

The most important branch of the modern traffic division is the accident prevention bureau. The accident prevention squad must be carefully selected, trained and supervised.

Training Is a Good Investment

Some municipalities will not send men to a training school because of the loss of their service attending. Others consider the time spent at school as just another vacation. This narrow-minded attitude endangers the safety of the entire community. If these critics could attend even one session, they would quickly realize their mistake. I have sat up until two in the morning with men who were anxious to complete their home work. These men worried more about averages than many men who have taken promotion examinations with me did about theirs. All felt that a low average would discredit them at home.

Some officials consider traffic police training as of value to the police officer only. It is the duty of the citizens of these communities, either as individuals or through their organizations, to correct these conditions. Some communities do not send men to school because no provisions are made in the police budget for expenses of this nature. The various civic organizations can, if necessary, donate sufficient funds to pay tuition, transportation and other necessary expenses.

Traffic police training is one of the best types of community safety insurance known today. It gives the community the benefit of a balanced enforcement program. It gives the police officer a greater knowledge of his work and confidence in the proper methods.

It creates a better understanding between the officers and the motorists.

Through a carefully designed safety program, the police department, the civic and other organizations, as well as the other

members of the community, are brought into close cooperation for the welfare and safety of the community. National recognition as a safe community is the best advertisement there is for a municipality.

Some police officials claim that the course offered is too broad for their individual needs; that they are not interested in the formation of a traffic squad because there are not enough men assigned to this work to warrant it. This is something that can be debated either way, but personally, I believe that if only a few men are assigned to traffic, it develops a finer morale if these men are selected, trained and formed into a group where they will receive recognition and credit.

In order to satisfy a demand for a more specialized training, a 12 weeks course was held at Rutgers University. School was held one afternoon a week for 12 weeks. The officers were permitted to attend whichever of the classes they chose, or the entire course. This is the answer to those who object to officers attending the school because of the loss of time.

We then set up a plan for regional training. The first course was held last fall at Clifton for the officers residing in the three northern counties. Unfortunately, the present national emergency has disrupted our program to such an extent that we are not conducting any traffic classes in Newark, or at Rutgers University, at present. Prof. J. L. Lingo of Purdue conducted regional schools in Indiana also.

In 1932 we organized our first traffic officers' training school. The classes were held three hours a day from Monday to Friday, inclusive. These classes were held in our own training school and every member of the traffic division was compelled to attend. In order that the men could attend, without the loss of their services to the city, they were assigned to night traffic duty for the duration of the course.

Before attending this school, the men had a tendency to perform their duties in a haphazard manner. The benefit of the training they received was noticeable in the efficient manner in which they performed their duties, and the elimination of congestion by the coordination of the officers' efforts, thereby giving a freer movement to vehicular traffic.

The superior officers of the traffic division—the captain, lieutenants and the sergeants, were carefully selected and trained. We find that, by assigning superior officers to a district and holding them responsible for it, they take a greater interest in their work. They keep informed of the traffic accident record in the city, and particularly in their own districts, through the accident report forms and spot map at the traffic bureau. They, in turn, keep the men under them informed. These superiors must also investigate all complaints concerning traffic, or traffic officers, in their district.

This system keeps the superior informed and also creates a desire for improvement.

Having the superior in charge of the district interview complainants also creates a greater respect for the traffic division. The citizen likes to feel that he is important in the community and, when his complaint is quickly and courteously investigated, he is

impressed with the efficiency of the department.

In September, 1937, we organized our first accident prevention squad by putting one car into operation, after the men had been selected and trained accordingly.

We later put other cars in operation. We tried using a radio car assigned to a district and also a car patrolling an entire precinct. We obtained excellent results from both methods. From our experience, I would say that where it is possible for a car to cover its own and several adjoining districts, without serious loss of patrol service in its own district, it is an excellent plan, as it can be put into operation without increase of personnel or equipment. Where it is not possible to do this, because of conditions in the district, it is better to assign a car to the accident squad and let the men give special attention to general enforcement when not engaged in accident investigation.

How Much Enforcement?

A Panel Discussion

The Panel consisted of the following persons:

John A. Ebeling, Director, Safety & Personnel, Olson Transportation Company, Green Bay, Wis. (Representing Commercial Fleet Operators.)

W. K. Ingram, Chief of Police, South Bend, Ind. (Representing Enforcement Agencies.)

D. Grant Mickle, City Traffic Engineer, Detroit. (Representing Traffic Engineering.)

Burton W. Marsh, Director of Safety and Traffic Engineering, American Automobile Association, Washington, D. C. (Representing the Public.)

The following is a summary of the discussion:

1. The public view by Burton W. Marsh.

As an individual the public wants no enforcement. As a group a little enforcement is desirable. As an informed group, enough enforcement for their safety is desired.

2. The commercial fleet operators' view of the same question—by John A. Ebeling.

Commercial fleet operators want, above all, safety. Enforcement is safety! This can be demonstrated in terms of dollars and cents saved by safety procedures. The Olson Transportation Company (Ebeling's firm) saves \$32,500 per year by safety methods. Ten years ago they paid 4% of receipts for property damage and personal liability insurance coverage. These same items now cost this company $\frac{3}{4}$ of one per cent. In addition to monetary savings, safe practices have promoted a great deal of public goodwill. Commercial operators must be good and must be safe. Livelihood depends upon their safety record.

3. How much enforcement does engineering want?—D. Grant Mickle.

The work of the engineer is worthless without enforcement. Must have adequate, good enforcement.

4. How much enforcement is desirable

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from the enforcement angle?—W. K. Ingram.

We must have as much enforcement as is necessary to safely and efficiently move traffic. Ideally, every violation of the law should bring an enforcement contact.

5. How much tolerance should be granted in speed enforcement?—Prof. Lingo.

Answer by Mr. Marsh.—The public is irritated when they are arrested for a speed violation where the over-speed margin is slight. Speedometer accuracy must be considered and a reasonable tolerance is desirable.

Answer by Mr. Ingram.—Tolerance is desirable in two cases: when existing speed limits are not reasonable, and to prove actual speed beyond a doubt by the arresting officer. The amount of tolerance must be set up as an administrative policy.

By Mr. Marsh.—The amount of tolerance is less important than is the uniformity in the amount of tolerance granted.

6. If the engineering force and the legislature agree on a speed as a necessary rule, what authority has the police to change such rule?

Answer by Wm. Ingram.—Changing conditions must be met when existing regulations are obsolete and unreasonable.

Question—What is the measure of necessary enforcement?

Answer by Mr. Ingram.—The enforcement index has been developed as a gauge of activities. The proper index is that necessary

for desired results and can be ascertained by increasing our enforcement until we reach the point of diminishing return on the accident curve. The index, it must be remembered, measures quantity and is not the final answer since quality also must be examined and measured. It is highly important that proper selectivity be used. Supporting measures influence the results.

Question—How much actual value is the enforcement index as a true measure of enforcement?

The public does not intend to violate traffic laws, therefore if the attitude of the violator is reasonably good, will enforcement really reduce accidents? Mr. Marsh contends that contacts, rather than convictions, are the most effective means. But "if the public is caught violating, it is ready to take the punishment provided it is handed out impartially."

Mr. Ingram.—The enforcement indices of winning cities in the National Traffic Safety Contest support the value of the index. The danger of using the index alone without proper supporting measures was emphasized. Good enforcement must be selective.

Frank M. Kreml—Enough enforcement is needed to effect control. The enforcement index will vary in different communities, it cannot be set as a numerical index to be applied generally. The index is materially affected by the quantity of reporting and correction should be made for under-reporting on the basis of proper severity ratios as now accepted.

What Traffic Law Enforcement Did for Dallas

By CARL J. RUTLAND

Chairman, Citizens' Traffic Commission, Dallas

Five years ago, there was very little traffic law enforcement in Dallas. There were occasional "police drives" as in every city. There would be a brief flurry of publicity in the newspapers and that would be all there was to it. The traffic cases would be suspended or dismissed by the thousands. When there were convictions, they would be appealed, and penalties avoided in one way or another.

Much of this was due to an entire lack of citizen interest in traffic safety. Those who had any interest at all were selfish forces looking to see what they could get out of the traffic problem.

When the problem became sufficiently bad, some of the representative citizens formed the Citizens Traffic Commission. It was recognized that traffic law enforcement is largely an official job, but that the officials need

public support. Thus, the new organization joined arms with officials, rather than to criticize or to exert pressure on them. Closed meetings were held with the police officers and commissioners, judges, and others, and aid was obtained from the National Safety Council in determining what improvements were most necessary.

One of the first steps of the Commission was adoption of a resolution against the "fixing" of traffic tickets. A model traffic code was prepared, adopted by the City Council, and printed in plain language to aid in education of drivers and pedestrians.

One member of the traffic commission was placed on the grand jury, and through his assistance, we were able to improve the court system, and to get the Dallas Bar Association to stop the lawyer "racket".

We also promoted improved traffic engineering, improved police traffic squads, and a better accident record system to guide us in directing our traffic program.

After improving our administrative procedures, we inaugurated through the Citizens

Traffic Commission, an educational program of deathless days.

The deathless day program was based partly upon a "drive under 30" campaign. Police wore arm bands with a number indicating the number of days since the last fatal accident. The climax was reached when we were able to go 144 days without a traffic death. We reached a new high in public consciousness of the need for safe driving and walking.

Traffic law enforcement has been a tremendous aid in this program. Our enforcement index has been high, but the arrests have been made where they were necessary in controlling accidents, rather than on a wholesale basis. The certainty of punishment following adoption of our anti-fix ticket system has made the enforcement program easy, and our improved judicial system has greatly reduced the number of appeals to higher courts.

In Dallas, we have definitely demonstrated that impartial traffic law enforcement, backed up by an educational program to develop public and official support, will really control traffic accidents.

THURSDAY MORNING SESSION

October 9, 1941

Group Session for State Police

Presiding:—SGT. C. F. VAN BLANKENSTEYN, Traffic and Safety Division, Michigan State Police, East Lansing, Mich.

State Police Responsibility in Traffic Control

By SERGEANT ROBERT V. ANNETT

New York State Police

In recent years, police departments, state as well as municipal, have been organized without much thought given to traffic. Police departments have also been formed on the basis of traffic control alone, disregarding, somehow, the criminal factors.

Those departments which lean heavily towards one extreme or the other often create, by such inequality of principles, adverse public opinion and criticism.

In any small township where a school-

house is adjacent to a highway carrying even a low traffic volume traffic, or in a hamlet where the business and residential areas are on a highway carrying through traffic, a problem exists. A problem which if uncontrolled may result in the loss of life or injury to one of their number. There are few funds available for organizing a police department to cope with these problems and the crime factor is almost non-existent. The roads are improved by the state or the county or the town itself, which brings

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added traffic and more problems to this comparatively isolated community. Some kind of control is necessary, so perhaps a school janitor or a town night watchman is given the job.

From this problem and from this school janitor or night watchman springs an organized police force. And some day, surely, a state police organization is going to feel the loss of territory, the loss of respect and, in some instances, a reduction in personnel because a local organization has met a problem the state police treated as a step-sister because it was blinded by the insecure publicity of breaking major cases.

Conversely, the state organization which relies for its existence on the traffic problem alone will eventually feel the pinch when a sheriff or district attorney forms a police department to combat the crime committed under the nose of the state police.

A recent analysis of all state police departments and in two provinces of Canada revealed that 38 out of the 50 had authority to enforce criminal laws. Twelve states are limited to the enforcement of traffic laws. However, 19 of the 38 states give primary attention to traffic enforcement; thereby not exercising the powers granted to them. This makes a total of 31 out of 50 engaged primarily in the enforcement of traffic laws; 62 per cent of all state police departments. No data is available to indicate the number primarily engaged in criminal work of the remaining 19.

What is the answer? A middle ground based upon the principles of police departments in the larger cities. New York City, for example, having a force of over 18,000 men, recognizes each police problem in its own light and has formed bureaus charged with the duty of controlling, as far as is possible, their individual problem. This organization problem may be extended in a modified form to state police with various bureaus to combat specific problems, even though the functions of the individual man may embrace the problems of more than one bureau. Minor details may be planned and worked out so that the desired result may be achieved.

Having recognized all of the principles to be followed the question arises as to the specific responsibilities of the state police in

traffic control. Considering their facilities they are in a better starting position to accept their responsibilities and to cope with them successfully. Generally, they have a higher type of personnel; more, better and newer equipment; a training school which stresses the traffic problems and means of combatting them equally with crime and its problems; wider jurisdiction; they are not hindered by boundaries within the state; an adequate communications system; and the respect of the public, not to mention several other advantages. They should have the additional quality of no job being too great; none too small.

Should the state police handle vehicle inspection, driver licensing, a central accident reporting agency? Surely they are interested in the proper administration of these duties but it does not appear to me that they are state police responsibilities.

Fundamentally, the police are charged with the duties of protecting life and property, enforcing the law, preserving the peace, apprehending criminals and preventing crime.

The line of duties of the state motor vehicle department clearly embraces all phases of motor vehicle control except enforcement. And I believe that registration, driver licensing, examination of drivers, vehicle inspection and the central accident records bureau belong to that department.

There will always be jealousy, conflict and confusion when two separate agencies are charged with the same duties, or when one has to report to the other. Therefore, it seems to me that a central records bureau other than in an enforcement agency will be more efficient than such a bureau within an enforcement agency which would bear the brunt, deserved or not, of deliberate lack of cooperation from the smaller police agencies.

Let the motor vehicle bureau embrace the central records bureau and let the interested police agencies obtain their needed statistics from that bureau. This system is employed in New York and, without doubt, in others without complaint to my knowledge. In some states the state police have the central accident records bureau and it is sometimes difficult to get other police agencies to report their accident investigations.

The weighing of overloads is to my mind a definite responsibility of the state police. In New York we have a truck equipped with the latest type scales, in charge of a sergeant, who travels the entire state investigating complaints of overloads and patrolling all highways.

Legislation has often been proposed providing for the establishment of stationary scales along the main routes, as is done in some other states. Both portable and stationary scales have their disadvantages. The high cost of portable scales prohibits their use by departments with limited funds. Consequently our outfit is constantly being called upon by police authorities throughout the state for aid in combatting overloads. On the other hand, stationary scales are doomed to the one location forever, and they are expensive. It may be efficient to install stationary scales in those states having a limited number of through routes and few routes that could be taken to by-pass them. The mobile unit provides the element of surprise. A truckman never knows when the unit may appear. With the stationary unit, of course, one always knows it is there, but not when it will be operated.

The investigation of motor vehicle accidents on rural highways is of major importance as a state police function. And I add my voice to those who demand investigations rather than report-taking. With the unfortunate attitude of some of our state police towards traffic and its problems the investigation of accidents on rural highways has too often been left to constables and other officers as a job well rid of. This attitude was created partly because of the civil aftermath of most accidents, partly because of the laziness and carelessness of the state police officer.

New York has made rapid progress in accident investigation. Accident investigation procedure has been added to our basic recruit training course; since 1937 we have been conducting a two-week traffic school and members of our department have attended the New England Traffic Officers Training Course at Harvard University in 1937 and 1938, the Northeastern Traffic Officers Training School at Rensselaer Polytechnic Institute. Three men have completed and two are now in attendance at the long course of Northwestern University Traffic

Institute. Those men who have completed the course are now in key positions in our troop traffic bureaus and they are charged with the responsibility of checking accident reports and analyzing causes, among other traffic duties.

We believe that the function of aiding in the dissemination of traffic safety education is a responsibility of the state police. A considerable number of our troopers have given talks on traffic safety to all school groups, religious and fraternal organizations, etc. Where practical we believe in having a local trooper speak before local groups, rather than detailing a complete stranger. We supply the speaker with facts concerning the local accident picture.

Educational booklets are obtained and distributed as part of the work of our traffic bureau. Films are shown and discussed. The public response has been gratifying and in some areas actual reductions in accidents have been noted.

The New York State Traffic Commission has as its members the commissioner of motor vehicles as chairman, the superintendent of state police, commissioner of highways and commissioner of education. This commission is charged with regulating the type, location, erection, maintenance and removal of all traffic control signals on or along any state highway maintained by the state. It has the power and it is its duty to adopt uniform rules and regulations, conforming, as far as is practicable, with nationally accepted standards concerning the size, shape, kind, color and type of traffic signs, signals and markings to be used on or along state highways maintained by the state. The State Traffic Commission may order the removal of any such sign, signal or marking which it deems unnecessary or which does not conform with its rules and regulations. It may restrict the speed of vehicles on state, town and county highways outside of cities or incorporated villages. It may also restrict the parking of vehicles on all state highways maintained by the state. It has the power to formulate uniform highway safety programs and to coordinate the efforts of all interested individuals and agencies engaged in safety education. It advises and assists local officials with their traffic problems. It maintains through the state police and the state highway department a continuous survey of traffic

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conditions on the state highways and recommends legislation. It has the power to adopt such rules and regulations as it deems necessary.

All field investigations for this commission are made jointly by a member of the state police and a traffic engineer of the state highway department. Disagreements are ironed out in the field in over 90 per cent of the investigations.

Each troop traffic supervisor keeps a spot map and a location file for his troop area of accidents investigated by his troopers. Over 80 per cent of accidents in rural areas are investigated by the state police. Frequent study of these locations and an analysis of the accident reports leads to a joint investigation with recommendations to the State Traffic Commission.

The relief of congestion is of great importance. Too often do we see a police officer sitting idly in his vehicle while traffic is disgustingly snarled.

Recently we have had to take on an added responsibility of handling and escorting military traffic. The purpose of a police escort to a military convoy is provide a guide for drivers usually unfamiliar with the road, to aid in maintaining its schedule by providing a safe passage and, to control civil traffic.

It is up to the military to police its own column, to regulate its drivers, to control the speed of the convoy and to assist in safeguarding both military and civil traffic. The civil police, however, prepare the way for the military traffic; arrange to protect all traffic when the convoy is at halt; arrange for the movement of all traffic through congested areas and arrange to send word ahead of the progress of the convoy. A representative of the military may ride in the police car if he so desires. The trooper rides about 1,500-2,000 feet in front of the convoy. Drivers of slow-moving heavy trucks are advised to drive off the road and stop until the convoy has passed. Drivers of slow-moving passenger cars are advised to increase their speed so as to keep ahead of the convoy. It has become our policy not to escort military convoys of less than 25 vehicles unless some special emergency arises. A military convoy when in open country travels in an open column with well over one hundred feet between vehicles so that enough room is available for civil traffic to pass. In urban areas, however, the column is closed and a distance of only 25-30 feet is kept between vehicles. In this case the column moves at an even rate of speed and civil traffic is expected to give the right of way and to stay behind the convoy.

Forum on State Traffic Enforcement Problems

Originally planned as a discussion by a limited number of participants, the meeting was resolved, by common consent, into a general discussion in which most of those present participated.

One of the problems discussed was the question of driver licensing control. H. N. Rexroad, Inspector, West Virginia State Police, Charleston, W. Va., stated that he should consider the loss of driver-license examining a distinct loss to the state police. Inspector Rexroad said that if the police give the examination, the driver carries with him the feeling that he would not want to be caught for violation. He also said that no traffic ethics are taught in homes or in schools and suggested that some code be given to families to inject the moral issue into people's attitudes regarding driving.

Sergeant C. F. Van Blankensteyn, Traffic

and Safety Division, Michigan State Police, East Lansing, Michigan, then remarked that the State of Michigan attempts to impress the driver with the importance of driving, by distributing a 15-page booklet called "What Every Driver Must Know." Two to 2½ million copies have been published. The granting of a driver's license is based on the applicant's knowledge of this book—speed, lanes, stop and go lights and other regulations. It is a "bible," and if the applicants do not know what is in it they cannot get a license. About 65,000 fail on their first test each year. If a violation is committed, there is no "give" in the enforcement if the driver doesn't know the regulations and recommendations contained in the book.

If a driver has more than his share of violations, Sergeant Van Blankensteyn explained that in Michigan "they get him off

the road by revocation of his license." Sergeant Van Blankensteyn believes that the police should not lose control of license suspension and revocation.

Sergeant Robert V. Annett, New York State Trooper, Hawthorne, New York, said that in his state new drivers are given a learner's permit for three months and also a pamphlet which includes safe driving practices. He then submits his application for a license, takes an oral examination on the manual and a driving test. This examination is not given by the state police but by the Motor-vehicle Bureau.

Ralph J. Buckley, Inspector, Connecticut State Police, Hartford, Connecticut said that when he came on the force in 1929 they had about 100 men and that some days 25 out of the 100 men devoted their time to driver licensing. Motor Vehicle Inspectors now handle this in his State. The same department controls suspensions and revocations. It also issues a pamphlet on proper driving. The police, however, recommend action in instances.

R. J. Routt, Patrolman, Tennessee Highway Patrol submitted a problem they have in Tennessee. He said that "during the last 10 years they have had 7, 8 and 9 cent cotton and that it is now 20 cents a pound. This jump in cotton prices puts money in the pockets of pickers and share croppers, and it seems that as soon as there is a rise in cotton prices, these people rush to get automobiles. The problem, said Patrolman Routt, is how to reach these new car owners. They do not read, write, go to school, will not go to meetings or take any "truck" as they express it down in that part of the country. Men that never had a dime now own Cadillacs—food costs them nothing.

There may be one negro in a family of 15, who may be educated to the point where he can take the examination, if not written, orally. He puts the license on the steering wheel of his car and all the other members of the family drive. To reach them through meetings you would have to go to all the

outlying sections and have a meeting at each farm. They drive with a certain amount of safety but pay no attention to many driving regulations. They never use hand signals because they never made them with a mule."

Among the suggestions given to Patrolman Routt were, reaching these people through churches and by the use of portable moving picture projectors that could be used in their homes. Also by the use of the "What's Wrong With This Picture" approach. Sergeant Van Blankensteyn said that in Michigan they hope eventually to get a thumb print on each driver's license card for more positive identification, and that this might be a good thing down in Tennessee. He said in 1930 they started thumb-printing chauffeurs' license cards.

A short discussion on speed control followed in which Patrolman Routt said that Tennessee had a "drive carefully" law, but in Shelby County they put on a 50 mile limit and cut fatalities in half.

Roy Carlson, Sergeant, Washington State Patrol, Ellensburg, Washington, stated that in the State of Washington in previous years, they had a speed limit that wasn't enforced because of politics and the likelihood of a patrolman losing his job if he attempted to enforce this law. In the last few years, he said, they have found that speed was a primary contributing factor in so many accidents that they started a speed program. The patrol cars were formerly all painted white but now they use one white car to about three having ordinary colors and are catching a lot of speeders.

Sergeant Van Blankensteyn offered the comment that on the heavily travelled section of route 20 approaching the Indiana line, a check revealed that 86 per cent of the drivers were not from Michigan, and that while Indiana and Illinois drivers had most of the accidents, Michigan drivers had many more violations. This seems to indicate, said Sergeant Van Blankensteyn, that Indiana and Illinois drivers were more conscientious, but that speed was a primary factor in causing the accidents.

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THURSDAY MORNING SESSION

October 9, 1941

Joint Session of Street and Highway Traffic Section's Committee on
Traffic Engineering with Transit Section

(See Page 156 of this Volume for full Report)

THURSDAY MORNING SESSION

October 9, 1941

Joint Session of Committees on Public Education and
Traffic Court Judges and Prosecutors

Presiding:—JUDGE JOE M. HILL, Corporation Court, Dallas, Texas, and Chairman, Committee on Traffic Court Judges and Prosecutors, Street and Highway Traffic Section, NSC.

Courts Educating for Safety

By JUDGE JOHN GUTKNECHT

Municipal Court, Chicago

The automobile like democracy has become so much a part of our American way of life that we take it for granted. We only fully appreciate them both when there is a danger of losing them.

And that is why the best way to enforce sane and careful driving is to bring home the realization to all that the right to drive is a privilege that may be taken away for abuse of use. Familiar as I am with the lawyers' approach to legal problems, familiar with lawyer reactions both from students in the classroom and lawyers in the courtroom, I have long recognized the psychological difficulties in applying criminal court procedure to traffic violations.

The lawyer's touchstone—criminal intention—is missing in nearly all of the violations. In many of the violations which do

the most damage, negligence, thoughtlessness and carelessness are the main causes of the damage. And consequently from the legal profession used to looking upon negligence as at worst merely a cause for civil liability but requiring intention to be manifest before they will willingly support strict enforcement, the traffic problems have as yet received relatively little attention considering that the legal profession, the judges, state's attorneys, prosecuting and defending attorneys—the legal profession has ultimately the final and most important role in the job of enforcement. I believe we can make the arbitrary statement that the general public awoke much sooner to the dangers of the traffic problem than did the legal profession—and that even today, it is enforcement in the courts that is the weakest link in the chain with which we are seeking to firmly connect modern society and safe driving.

It is not my purpose at this time to cover the wide subject of safety and the legal profession. I am now concerned with one outstanding difficulty in the legal approach to traffic problems and what I consider at least partial remedies.

We cannot—as some traffic authorities would do—approach these traffic problems in a wholly legalistic way, figuring that since they are violations of the law they must be treated as criminal or quasi-criminal matters and that, hence the enforcement in all cases must be “hard-boiled.” That approach is wrong psychologically and where persisted in, it creates the inevitable reaction to the traffic problem which leads to lax enforcement, condones serious violations, results in fixing of cases and makes a few spectacular cases carry the burden for the rest. When enforcement is not reasonable, enforcement will be broken down by public resentment.

Now actually the pleader for the use of reason in enforcement, for a discrimination in the nature of the punishment or treatment, depending on the kind of offense, is standing on firm legal ground. Traffic offenses range from minor violations of local ordinances which are mainly revenue producing up to offenses which are the most serious of felonies—manslaughter and even murder. However, the problem is complicated by two opposing facts which make impossible a clear-cut division into the old judicial categories of punishable offenses.

First: Nearly all traffic offenses—even violation of regulatory and license ordinances—are important in the scheme of things in connection with the safety movement. Violation of license provision may lead to the escape of a hit-and-run murderer. Violation of a parking ordinance may result in a death.

Second: In even the most serious traffic crimes, it is very rare that intention to commit the result exists. Driving while intoxicated is one of the most common serious traffic crimes. Yet in the old laws, intoxication was generally sufficient excuse to permit a defendant to escape the full penalty of the crime, and so because the intent is usually absent, judges, lawyers and juries have found it ordinarily impossible to punish as adequately as is necessary if punishment is conceived of as the main deterrent to prevent traffic violations.

So, while the standards of our law and enforcement bodies are yet in an evolutionary stage, we must recognize that where a serious social problem is involved, it is as much, or more, the duty of the enforcement agencies and the courts to educate as to punish.

With the attitude that the purpose of the courtroom is education in a courteous, kindly but not too lenient spirit, we find a growing spirit of cooperation from the citizens who come before the court or who study the operation of the enforcers of the traffic laws. Of course, courtroom education can easily be made an “out” for illegal procedures. Only too often a traffic school plan has been seized upon as the chance for easing a serious offender out of his just punishment. Only too often certain methods in courtroom education have really been a cloak to hide a fix or an excuse for some meaningless publicity. However, the fact that a procedure can be abused is no reason for restricting the judge's role in modern society to an automaton who says, “Guilty or not guilty,” without any effort to attack the problem at the roots.

The value of Chicago radio broadcasting was not mainly in connection with the thousands who came to court. It was with the millions who by listening were induced to stay away from court. Here in America, the task of the bench and bar is not merely to protect our civil liberties, the freedoms under which alone, a democracy can flourish, but also to widen the service of social usefulness of the profession. Traffic education should first have been undertaken by the bench and bar even before the schools came into the field because traffic education is essentially a problem of law observance.

And in that problem of traffic education the most hopeful field is the field where it is most needed—among the young. American parents are proverbial for being easy on their children—reports from some army camps suggest how easy. Young America is wild on wheels; any traffic court will give a daily graphic picture of this. And back of this wildness on wheels is mainly carelessness, thoughtlessness, plus a certain amount of showing off. While rarely is the reckless young person a girl, only too often there is a girl or two sitting in the car and the driving is but one form of the masculine desire to show off. The sequel too often is death or permanent injury.

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I believe I have found the best remedy for this exhibition mania. Remember those boys belong—as most American boys belong—to the privileged class. Rarely the underprivileged. That means that they have homes where though often at great sacrifice they are getting the best things in life. And so my remedy is mainly educational, partly punitive but it works because my first step is to call in mama. The boy's mother, or in some cases, father. Now mother may have been too easy, or a little careless, but rare is the American mother who comes into the traffic court who does not mean business in the future where her boy and driving is concerned. I have seen these mothers in court by the tens of thousands. I recognize that glint in the eye when they stand before the bench with a side glance at their sons and only too often I have to step in and have

mother make her boy's punishment a little less severe. Because the punishment for the first offender, I leave in mother's hands. I reward her for coming in court by saving her boy a court record on his first offense but mother either prevents her boy from driving for awhile or sends him to the County Hospital for an object lesson on what tragedies are caused by reckless drivers.

The proof of the pudding is in the eating. Recent Chicago records show that adults come back on traffic records at the rate of 12-per cent in five years. Our record of some 6,000 of these boys who have had to bring in mama show a repeat of under 2 per cent. That is a victory for mama and for social education.

Courts can educate for safety and equal impartial government. It pays dividends in democracy.

The Safety Organization's Responsibility in Promoting Public Support of the Court

A Panel Discussion

The panel comprised the following persons:

George M. Burns, Director, Kansas City Safety Council, Kansas City, Mo. (representing local organization).

Judge Joe Brown Cummings, Traffic Court, Nashville, Tennessee, (representing the court).

Paul F. Hill, Director of Safety Education, State Department of Public Safety, Des Moines, Iowa, (representing state organizations).

Mrs. George W. Jaqua, Director for Indiana, General Federation of Women's Clubs, Winchester, Indiana, (representing national organization).

The group agreed that it was vitally necessary for the safety organization to sell the public on the importance of the traffic court and a well administered safety program. It was brought out that the court is a main organ of education among traffic violators

and the public should be encouraged to back up the traffic court instead of criticizing its disciplinary and educational activities.

It was also agreed that a court which failed to support a state or local safety program should be reported to a higher judiciary body by some public interested organization such as a state or municipal safety council.

The safety movement and its connection with the court requires much understanding of the political operations. To keep in close contact the group agreed that safety directors and members of their organizations should take an active part in politics for the advancement of the safety movement.

The panel was concluded by comments of the presiding Chairman. He summed up the entire panel by stating that the traffic court is essential to local and state enforcement and public education traffic safety programs. The safety organization is the best medium to convince the public of this fact.

THURSDAY AFTERNOON SESSION October 9, 1941

General Session

Presiding:—W. GRAHAM COLE, Director of Safety Bureau, Metropolitan Life Insurance Company, New York City.

The Power of the Press in Traffic

By LAWRENCE W. YOUNGMAN

Reporter, Omaha World-Herald, Omaha, Nebr.

The situation that existed in Omaha before the current drive started probably would be found to be about the same as in your town before your drive started.

In the early 'thirties, Omaha automobiles were knocking off 50 to 55 persons each year. Then in 1936 a combination of intensified enforcement plus three months of heavy snow reduced traffic deaths to 25, and gave Omaha first place among cities in the 100,000 to 250,000 population class in the National Traffic Safety Contest.

Proudly the award plaque was brought to Omaha, and promptly the whole thing was forgotten. Our officials began to rust on their oars, and the trend of auto fatalities turned upward. The public didn't seem to mind. Of course, the Omaha Safety Council viewed with alarm, but its voice didn't carry very far in those days. Probably the relatives of victims wondered why something wasn't done, but they weren't articulate. The captain in charge of the police traffic bureau would have preferred a lower death rate. But he didn't know how to bring it about, and was not open to suggestions.

Our newspaper was as indifferent as any. Likely as not the story of a traffic death was held to a couple of paragraphs, and those buried deep inside the paper.

The most discouraging situation of all, I thought, was found in our traffic courts. Omaha has five municipal judges and, in rotation, each serves on the police and traffic court bench for a period of one month at a time. With one or possibly two exceptions, the judges seemed to feel that Omaha didn't want traffic laws enforced and that, on the other hand, the easiest way to perpetuate themselves in office was to make votes by freeing traffic violators.

In general I think it could be said that the attitude of the judges reflected that of most Omaha officialdom. The pay-off on civic indifference came last November. Six deaths made that month the blackest in recent years. But even that failed to dent the public lethargy.

The Campaign Starts

In December The World-Herald decided to make a serious attempt to improve the situation.

As a first move, we resorted to the simple and time-tested expedient of giving the community a boot in its most tender spot—civic pride! Kansas City was ending the year with a shining record, so we hastened to Kansas City to do a series of articles on how it had been done. A city twice the size of Omaha, Kansas City had had only about two-thirds as many deaths.

The series started on December 31. Results were not slow. Within four days our police commissioner, Richard Jepsen, and Judge O'Brien were on their way to Kansas City to obtain first hand information. The Commissioner returned with a sweeping 10-point traffic program that had all of the earmarks of meaning business. One of those 10 points built a fire under the municipal judges by proposing a state law which would require each judge to serve on the bench six months at a time. The theory was that the longer term would give the public a much clearer picture of the judges' individual behavior in traffic court, and that each would then stand or fall by his own record. The judges ducked and dodged, and made counter-proposals, but one immediate result was that the judge then on the traffic bench began to crack down on violators . . . and so we were off!

At the start of the drive there was strong agitation to cut our maximum speed limit from 35 to 25 m.p.h., principally because Kansas City had done this with marked success. But Commissioner Jepson argued that we should first really try to enforce the limits already in the statutes, and cut the maximum only as a last resort. The results have justified his stand.

At the start of the campaign The World-Herald kept both barrels hot, and the Police Commissioner played ball all of the way. Before many days had passed, a significant fact began to dawn on the Commissioner. This safety campaign was popular with the public. As acquaintances and office visitors and telephone callers all swelled the chorus of "Nice work, Commissioner," I had the very definite impression here was a man who felt like pinching himself to see if he were dreaming.

About two weeks after the drive started, the Police Commissioner announced a surprising shake-up in the department. He tossed out the captain who had been in charge, and named Assistant Chief Robert Munch as director. The surprising feature was that the ousted captain had been a friend of the Commissioner since boyhood, while the Commissioner and the Assistant Chief had been more or less bitter enemies throughout their official relationship.

Now Munch wasn't a traffic expert. But he was a graduate of the F.B.I. police school, an enforcement man from the tips of his fingers, and the kind of a bloke who took it as a personal affront if anyone broke any kind of law. It took the new director a couple of weeks to get his feet on the ground, and chart a course for the traffic department. By that time our traffic deaths were up to four. But please note that the four deaths in the first six weeks were more than have occurred in the succeeding seven months.

If all of the traffic stories published by The World-Herald since January 1 were placed end to end they would fill a book—a good big volume. But if you were to analyze our safety "propaganda" possibly you would decide that the real backbone of the campaign is not the articles but rather three daily features which couldn't be classed as stories at all.

The most conspicuous of the three is "At Night Wear White" in the upper right hand front page, and balancing the page on the left side. It reads

"Omaha's 65th consecutive day without a traffic death score today: 1940—21."

The position of this feature is so prominent and the "65th day" is printed in such large type that a reader couldn't overlook it.

A second and equally important feature is published under the heading, "In Traffic Court Today." It gives the name of the presiding judge, and lists offenders and disposition of all cases involving reckless driving, speeding, hit-runners and drunken drivers. Judges have said they feel that the publicity thus provided is as effective as the sentences passed out by the court. Most people just don't like to have their names in that column. And, of course, the spotlight is turned on the judge as well as the driver.

The third daily feature is a so-called "box score," which compares 1940 and 1941 figures on personal injury accidents, number of persons injured, and the number of fatalities. It also includes a safe-driving gem provided by the police department and safety council.

In a crusade such as we have waged the newspaper cannot be content merely to wait for news to develop, else there may frequently be a dearth of material. To keep the pot boiling The World-Herald proposed and supported a number of safety activities which otherwise wouldn't have been considered in Omaha. Typical of these was a police school for drivers, attended by hundreds of persons between the ages of 11 and 80; a program on the theme "At Night Wear White," carried out by one of our most progressive grade schools which, after appropriate research, made and sold hundreds of white oilcloth armbands, enlisted other schools in the cause, and made the entire community realize that pedestrians are difficult to see at night; a third activity instigated by The World-Herald was a police adventure in the use of Salvation Army methods to take the traffic gospel to the "bindle-stiffs" and "stumblebums" who scarcely can be reached by any other method.

From all of this you will readily perceive

that the whole-hearted cooperation of the police commissioner, the police department, the safety council and other groups furnished one of the happiest aspects of the safety campaign. All safety workers are of the attitude that newspaper men do the news game best and that if they were in reason, they'd do almost anything suggested. This same spirit has marked Omaha's safety campaign from the beginning.

If you were to ask the average Omahan his opinion on the outstanding feature of the safety campaign, chances are that immediately he would reply, "The Joe Blank family, of course." This family, introduced by The World-Herald, consists of those mythical persons whose lives have been saved by the decrease in traffic deaths this year, compared with the fatalities in 1940.

We started the family when it had but four members. Each time a new member was added, the front page carried a photograph showing the previous members welcoming the newcomer. The photographs were of real people, but the faces were "whited out," so that the reader with any imagination might easily see some resemblance to a relative or neighbor.

From the start the idea was a smash hit with the public. Most readers take a personal interest in the family, and this common interest makes the savings of lives seem more of a community project than ever before. How deep the impression made by the Joe Blanks was forcibly impressed on me the day that Omaha witnessed the most tragic accident of the year. An army truck killed two small sisters. A few minutes after the mother had been informed that

they were dead, she halted her wracking sobs long enough to say that she was sorry the accident had affected the Joe Blank family.

Mr. Reeder has asked me to wind this up with a few general conclusions:

In the first place we have seen that it is possible for a newspaper to initiate a safety campaign and marshal public opinion behind a demand for greater safety. Step by step, the first thing is to make the public want better enforcement, the second is to see to it that officialdom provides better enforcement. Once those two forces are brought to bear on the problem, the press is then in a position to hammer along the drive until it assumes really worth while proportions. But I think we'll all agree that no spasmodic, half-hearted, soon-forgotten campaign is going to do the job. You've got to hit it hard day after day.

Beyond question the main burden of educating the public falls on the press. The words and the wisdom are spoken by the police officers and the judges and the safety council members, but unless the words and wisdom are carried into the homes by the newspaper then the drive will fizzle and fade. To say that 50 per cent of the campaign's impact on the public is through the newspaper certainly is understatement.

To our newspaper's management this drive has proven two things. The first is that traffic news, when properly handled, can compete with war news for Page One position. The second, admittedly a practical consideration, is that a successful traffic campaign is a good promotional proposition for a newspaper.

Psychopathic Cases on Our Streets and Highways

By **LOWELL S. SELLING, M.D., Ph.D., Dr.P.H.**

Detroit, Mich.

Superficially, one thinks of psychopathic cases as being insane cases. Technically, psychopathic cases are all those who deviate from the normal because of some peculiarity of their thinking processes. They may or may not be insane, feeble-minded, and may or may not have one of the abnormal types of personality that lead people into crime.

When we physicians use the term "psy-

chopathy" we include all deviations of thinking which might interfere with a person's adjustment in his daily life. Persons who are timid, fearful, unreliable, undependable, or have any other handicapping mental traits, are all psychopathic. We do not label them such because of the implication of insanity and, conversely, we do not consider everyone psychopathic because each of us

has some abnormal reaction or abnormality of our thinking machinery sometime during our lives.

I want to make myself very clear at the outset that I do not believe the majority of drivers have a mental disorder. For that matter, I do not believe the greater number of drivers who have only one, or at the most, two accidents in a long period can be considered abnormal; but I do think there is a great leavening of abnormal drivers among highway occupants. From studies made in the Psychopathic Clinic of Detroit's Recorder's Court, I am convinced the number of drivers with mental peculiarities and quirks which make them dangerous is much larger than one would suspect.

In 1936, shortly after I became Director of the Psychopathic Clinic of the Recorder's Court, an institution which had at that time been in existence for about 15 years for the purpose of examining offenders of all sorts, including traffic violators, who had been brought before the judges of that tribunal, it occurred to me that one service which the Clinic was competent to render was not being exploited to its uttermost.

Mr. Alan Canty, who had spent a number of years as an examiner in the Personnel Division of the Cleveland Street Railway Company, and had spent several years as psychologist on the Clinic staff, very fortunately was well equipped to collaborate in the creation of a special unit to see why traffic offenders got into trouble. We were able to set up a unit which consists of Mr. Canty, and an assistant who aids in the administration of some of the psychophysical tests and history taking, and a secretary.

After Mr. Canty and his assistant have finished taking a thorough social history of the case in order to understand the offender's background, how he was brought up, how he has developed his attitudes toward society, the police, and driving, and after they have tested his judgment of speed and distance, his depth perception, reaction time and other traits, the case is passed on in a thoroughly worked-up condition to me for a final check-up. It is my job to see whether the man might be insane, and to decide what personality defect accounts for his trouble. Frequently the work that has already been done in many cases makes the facts so clear that I have but little trouble in deciding. It is

also true that sometimes cases come before all of the members of the staff and we have trouble deciding whether they are sane, normal or abnormal, good or bad risks on the highway.

However, the Traffic Division of the Psychopathic Clinic of the Recorder's Court is the only one of its kind in the country. It is the only unit which completely studies the driver, taking from four to six hours, if not longer, to do so, which makes a survey of the man's physical condition, including blood test for the presence or absence of syphilis, a urine analysis, a psychological test of intelligence, complete history, evaluates attitude toward the traffic laws, knowledge of the traffic laws, personality surveys, psychiatric examination, and all of the other features that go to making for a complete understanding of the offender.

Cases Referred by Judges

Cases are referred to us by the Traffic Judges because they show abnormalities either physically or mentally. They may get into peculiarly unnecessary altercations at the time of their arrest; they may behave as though they were drunk but they may explain the accident by saying that they were physically sick, tired, or had some other reason for putting on the appearance of being drunk, and yet, since there was no real demonstration of alcoholism present, the Judge wishes an evaluation. They may have a string of tickets about which the Judge asks the questions "Why?"

All in all, the purpose of the Clinic is to keep as many drivers as possible on the highway, but only allow those drivers who are reasonably safe to continue to drive without treatment. For others treatment must be provided in the form of a sentence, psychiatric treatment, medical treatment, advice, coaching, discussion of the problem, probation, and innumerable other technics. Among the aged, the very sick, the mentally unsound, and those of bad attitudes, it is sometimes necessary to remove many from the highway entirely.

Most of the cases referred are recondite. Their symptoms are not so clearly seen that they could have been eliminated during the license bureau examination, and we do see cases from the license bureau about which it is in doubt; cases who have been discharged

from mental hospitals as cured but who should be surveyed because many times a mentally sick person has sufficiently recovered so that he can earn a living and get along with people but not sufficiently so that he is safe under the great pressure of modern traffic conditions.

It seems very peculiar to me that so little research is being done on the matter of the mentality of the driver. Most of the driver research follows the lines of development of apparatus which would measure certain abilities.

Seek New Data

The Clinic in its many researches by Mr. Cauty and me has tended to gather data of a new sort. The stress in our work has been laid upon the problem driver. Our group is not typical of all persons who have accidents. Our maximum capacity is really about 300 cases a year although under great pressure such as we have had during the past 10 months we can be stepped up about 20 per cent more.

The first group of abnormal drivers who are without question worthy of our attention is the insane. Even in cities where there are a number of highly developed psychiatric and mental hygiene clinics there are individuals who suffer from mental diseases. Some of them have never been sent to a doctor and in many cases their own families do not know they are insane. In some communities where the hospitals are overcrowded insane patients who are seemingly harmless from the standpoint of homicide or criminal behavior are allowed to remain at large until there is a vacant bed. The longer the delay after the detection of the mental disease, just as in the case of a physical disorder, the more difficult it is to apply successful treatment.

Other questionable cases, as I have just pointed out, are those who have been discharged from State Hospitals as socially cured. Their major symptoms have disappeared, and except for driving a car, the hospital discharging authority feels they are safe.

In Ontario an excellent procedure has been developed. The superintendent of a mental hospital who is about to discharge a patient is expected to evaluate that patient in terms

of his driving ability. If the superintendent feels he is not well enough to drive a car, he certifies that fact to the Minister of Transport and the man's license is withheld.

In many states there is a provision in the traffic code that the motor vehicle administrator may withhold the license of any individual until he is definitely assured that such an individual is mentally and physically able to operate a car. This particularly applies to persons who have been adjudicated insane but have been legally restored to sanity.

The procedure in Detroit is: After a person has been discharged from a mental hospital, his license having automatically been revoked because of his commitment, he is referred by the license bureau to the Clinic, which makes a thorough survey. We found about half of the cases referred to us in the past year, who have been discharged from a mental hospital, were stable to drive.

What are the common symptoms of insanity which might be recognized by enforcement officers? We demand five years of special training psychiatry after graduation from medical school before we allow graduates to call themselves specialists. If doctors have to spend full time for five years in studying these people, I cannot, in this space, make you even vaguely competent to pass upon diagnoses. The following symptoms are important, however, if they are observed in a driver: the presence of a great deal more excitement than is usually found at the time of arrest, a very voluble person, a tendency to argue, a person who won't stop talking, who rambles, whose speech is disconnected, makes inappropriate wise cracks and is funny because he is so childish.

Bizarre ideas and delusions are important in the insane cases. Individuals who believe that the police are persecuting them beyond the mere facts of the current arrest often are suffering from dementia praecox. It must not be forgotten that policemen, like all other humans, can make errors, but as a rule, there is enough stability in the normal driver that he can disagree mentally and feel he is unjustly treated without harboring a grudge and suspecting the policeman of antagonistic motive. Usually the sick person does not refer his difficulty to the present arrest, but can cite a number of previous conflicts with the law where he believes that

the police were persecuting him, but where, in fact, he had perhaps not even any contact with the police, the whole matter being a figment of his imagination.

A traffic case which we have had, is that of an individual who believed that there was a gang of people making trouble for him, that they had tampered with his speedometer and placed a policeman on his trail. Upon investigating his case we learned that he had been under a psychiatrist's care for some time, that the psychiatrist had urged his hospitalization but the family were unwilling to accede and this arrest was the result of their failure to cooperate.

Another very common mental disorder is paresis, a disease of the brain or spinal cord due to syphilis. Fortunately we have means at our disposal for early treatment of disorders of this sort. In the acute stage, however, before the treatment, and in some cases who do not entirely recover under treatment, one type of behavior abnormality that they might manifest is a reaction to false ideas of grandeur. They believe that they are extremely wealthy. Hospital patients of this type in all sincerity often give nurses worthless checks for millions of dollars.

There is, in almost all mental disorders which are due to actual destruction of parts of the brain, a specific kind of confusion. We must admit that occasionally a blow on the head at the time of an accident will cause bewilderment in a normal person but it does not pay always to make such assumptions. There are cases on record in our Clinic where organic brain disease has made the man confused so that the accident was really due to the fact that he just did not know what he was doing.

Cases of organic brain disease, like epileptics, are apt to lose consciousness suddenly and are apt to faint at the wheel. We have cases on record where persons have lost consciousness for the following reasons: (1) an over-dose of sedatives or analgesic drug; (2) syphilis of the brain; (3) encephalitis lethargica (or sleeping sickness) of long standing; (4) epilepsy; (5) kidney disease or heart disease; and (6) the improper use of insulin by a person with an abnormal personality. Anybody, of course, as many of our state laws now recognize, who has a tendency to lose consciousness for any of these reasons, or for others which may show

up later in our research on the subject, should be removed from the highway until such time as the cause of the disorder has been detected and such treatment has been instituted. He should be checked over a reasonable time as to show that the patient is not going to have further lapses.

Where Shall We Draw the Line?

Another group of psychopathic cases whom we find to be very important are the feeble-minded.

Somewhere between the group that we call normal and the imbeciles and idiots must be a place where we should draw the line as far as driving is concerned, but that place is hard to determine. The Clinic has been unable to hit upon any level where it can say categorically that those above the level should drive and those below should not. Certainly those who are very low in intelligence, who are close to the imbecile level, are unable to drive.

On the other side of some hypothetical line we find persons who are technically classed by psychologists and psychiatrists as being mildly feeble-minded. They do not do too well economically but they are able to make a living for themselves, marry, support their families, and rear their children in such a way as not to get in too much trouble, they progress perhaps to the third or fourth grade in school, and never get in trouble while they are driving. Some reasons for this nullification of the feeble-mindedness are as follows: these patients have excellent attitudes; they take an interest in other people and want to do them as little harm as possible; their actual physiological reactions are showed by reaction time tests which are not slowed down; they are physiologically in good condition; they have thoroughly learned by rote and by application the rules of the road and the rules of courtesy. Such people are quite safe.

The last group of bad drivers that I can discuss is that with faulty attitudes. These people are not suffering from mental disease, but for a number of reasons they are mentally maladjusted.

They may have developed a great dislike for a father or step-father so that, since the father represents law and order in the family, other representatives of law and order

such as the police are rejected by them. They hate them and they even develop a neurotic attitude toward them. Others have feelings of inferiority for which they must compensate by driving rapidly or driving in a showy fashion to impress their colleagues of their ability to drive.

One reason, I am sure, that there are so many accidents among young drivers is not only their inexperience but their desire to compensate for being young and for being in a position of inferiority in the family where they are dominated by their elders. Sometimes they compensate for physical defects, their inability to be athletic, so that they are dangerous drivers and are hard to control. Young drivers, too, among the maladjusted group, have no knowledge of what it means to cause a death, injury, or loss of property, and until they have a grievous experience, which none of us would want them to have for learning purposes, they never acquire a decent attitude towards other people so far as driving is concerned.

There are other problem persons: the old people who are stodgy and slow and are not able to react quickly. We must realize that on the highway there are certain expectations that each of us have about the drivers around us. We expect that they will obey the law, that they will react at a certain speed, that they will make decisions within a certain distance of an object, and all these things make for safe driving on the part of both motor car operators. The old people are not predictable in this sense.

Old people also, unless they are extremely well preserved, show some deterioration of the nervous system. They react with an excess of caution due to a vast experience or background of mistakes which they have seen made. This has shaken their faith in themselves. It is my feeling that most of drivers over 70 are not safe.

There are innumerable cases of faulty atti-

tudes which I have not been able to cover in this report. Probably there are thousands of different types of attitudinal defects which we can find in drivers which deserve analysis and which might be very important in the treatment of such drivers to make them safe on the highway.

I should like to say one word about treatment. Insane cases should be hospitalized and should be put under a physician's care. Many of them do get well. The earlier we catch them—and we can catch them early if they are brought in for traffic law violations—the greater the chance for successful treatment. The feeble-minded need to be considered with great care because a great deal of expert knowledge is needed to decide whether any feeble-minded person should drive. Great injustices can be done and a great expense can be created for the state by locking up such people or even taking away their driver's licenses if they are relatively safe behind the wheel.

Attitudinal cases are the kind that we expect our courts to treat. Since there are no other clinics connected with the traffic courts than our own, these cases are often badly handled, and are often handled routinely rather than individually. There is no effort made to remove the cause of the accident-proneness. For instance, there are many cases where the offender is suffering from an inferiority reaction where the cause can be removed which will render him safe on the highway. In other cases where the attitude is bad, coaching, psychological treatment and explaining have, in our experience, been of great value. This type of individualized treatment is not possible where the Court only sentences to such things as probation, fine, or a period of incarceration. We realize that this sketchy mention of treatment does not give a listening judicial expert anything to go on, and I hope sometime to be able to expiate further on the treatment of traffic cases but the time does not permit here.

Report of the Committee on Winter Driving Hazards

By RALPH A. MOYER

Research Associate Professor of Highway Engineering, Iowa State College, Ames, Ia.
and Chairman of the Committee

The following are the Conclusions and Recommendations in the 1941 report of the

Committee on Winter Driving Hazards. The complete report is available in pamphlet form

from the Council's Traffic Engineering Bureau.

The report, entitled "Winter Traffic Safety," outlines the winter driving problem and presents a balanced winter traffic safety pro-

gram. The results of winter speed observations and of traction tests on road ice are given. Pictures from "No Use Skidding," the prize winning sound slide film produced by the Committee, are shown.

Conclusions and Recommendations

1. The National Defense program has greatly increased traffic movements, much of which is essential and must get through in the winter regardless of road or weather conditions. It is imperative, therefore, that highways be maintained in condition for travel reasonably free of ice and snow. It is important that vehicles be equipped with tire chains for added traction on icy and snowy roadways, and with proper head and tail lights and windshield defrosters and wipers for adequate visibility during snow or sleet storms and during longer hours of darkness.

2. The sound slide film, "No Use Skidding!" should be shown before all types of drivers. It explains the major causes of winter traffic casualties and tells the driver what he can do to avoid accidents. Braking distances on ice, packed snow, and wet pavement. Some of the important questions asked and answered relate to the weather, tire chains, pumping the brakes, and spreading abrasives.

3. Vehicle speed studies conducted by the Committee indicated that:

(a) The speed at which a motor vehicle is driven on a slippery roadway is determined to a greater extent by the driver's confidence in being able to maintain lateral control than by any consideration he may give to his ability to stop the vehicle on the slippery surface if a situation should arise where a sudden stop would be necessary.

(b) Physical discomfort to the driver may precede actual danger in stopping or in rounding curves on dry pavement. On packed snow and ice, however, danger can come long before discomfort and the driver may find himself in serious danger without warning unless he operates with the knowledge of the limitations of safe driving rather than merely operating by "feel."

4. An effective winter traffic safety program for city or state centers around a balance of activities, including driver education, highway maintenance, accident analysis, engineering improvements, road conditions reporting, and traffic law enforcement. Full cooperation should exist between those responsible for road maintenance and those responsible for traffic safety.

5. Drivers must appreciate hazards of winter driving and understand ways of surmounting them if they are to avoid trouble on the highway. Thus, a broad educational program should be conducted by those responsible for traffic safety. Drivers should know that:

(a) Ice and snow increases braking distances from 3 to 11 times that required on dry pavements. Wet ice is twice as slippery as dry ice. Glare road ice and the smooth ice of a frozen lake give comparable braking distances.

(b) Speeds must be materially reduced on slippery pavements to avoid dangerous skidding. Speeds should be in the normal driving range of other traffic and passing kept to a minimum. Observations indicate that drivers are reducing speeds on ice and snow, but nowhere near in proportion to the greatly increased distances required to stop.

(c) The rules for safe driving under adverse road and weather conditions are fundamentally: adjust speeds to conditions, slow down well in advance of intersections and curves, follow other vehicles at safe distances, apply brakes lightly and intermittently, and signal intentions of turning or stopping.

(d) Tire chains reduce minimum braking distances on ice and snow around 40 to 50 per cent. They provide fairly uniform traction on dry and wet ice. Observations showed speeds of vehicles

equipped with tire chains to be comparable to speeds of other vehicles.

6. Snow and ice removal and the spreading of abrasives to facilitate traffic movement and to reduce the hazards of skidding are functions of a highway department vital to the interests of motor vehicle drivers. "Bare pavement maintenance" is recommended along primary roads, especially in metropolitan areas. Abrasive treated with chloride should be spread at all danger points and along complete sections of highway carrying heavy traffic volumes.

7. Analysis of accident reports provides valuable information for both maintenance and traffic engineers. Those responsible for road maintenance should be informed of accident concentrations due to slippery or other dangerous road surface conditions at intersections or along sections of highway. Those responsible for traffic engineering can best determine most needed improvements in traffic control, road design, etc., by a study

of circumstances involved in accidents at dangerous locations.

8. Icy and snowy road surfaces often accentuate the need for engineering improvements at various points along a highway. These may include changes in road alignment, banking of curves, and new or altered traffic control measures.

9. The motoring public and commercial vehicle operators should be provided with regular reports on road conditions if they are at all severe due to ice and snow. The radio and newspapers are the most valuable media for the dissemination of this information. Warnings of oncoming storms should be given as far in advance as possible.

10. An active enforcement program should be maintained during the winter months. Drivers should be held responsible for accidents involving skidding when proper precautions were not exercised. Parking violations should be held to a minimum when roads are slippery, especially those encroaching on a moving traffic lane.

FRIDAY MORNING SESSION

October 10, 1941

General Session

Presiding—W. GRAHAM COLE, Director of Safety Bureau, Metropolitan Life Insurance Company, New York City.

CHAIRMAN COLE: Your newly-elected General Chairman, Carl J. Rutland, persuaded me to pinch hit for him, being the First Vice-Chairman.

The first procedure on the program this

morning is a report from one of our very effective committees, the Committee of Traffic Court Judges and Prosecutors. The report will be presented by its Chairman, Judge Joe M. Hill.

Report of the Committee of Traffic Court Judges and Prosecutors

By JUDGE JOE HILL

Corporation Court, Dallas, Texas, Chairman of the Committee

The complete report of the committee is available in pamphlet form from the Council's Traffic Engineering Bureau.

The complete report covers activities of the committee, table showing traffic court organization and administration, table showing traffic court procedure, trends indicated by

data reported in answer to a special questionnaire, and the following standards and recommendations:

Standards and Recommendations

A. *Based on National Traffic Safety Contests and Committee Studies:*

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1. Based on values determined by reports from 403 cities participating in the National Traffic Safety Contest, the National Safety Council now recommends full-time traffic courts for cities having a population of 250,000 or more. The Council recommends that in all cities not having full-time traffic courts special traffic sessions of the regular court be held, either in the way of traffic sessions on certain days, or the segregating of traffic cases by different hours on the daily docket.

2. Special studies by the Committee, as indicated in the tabulations of this report, are in line with these recommendations, and the Committee offers the standards set up by the Council as a guide in organizing for the proper and expeditious handling of traffic cases.

B. Based on recommendations of the National Committee on Traffic Law Enforcement:

1. All courts should treat traffic cases apart from their other business.

2. Special courts for traffic cases are necessary when the number of cases reach 7,500 per year with a Violations Bureau in operation, and 15,000 per year when there is no Bureau.

3. The ideal traffic court organization would be on a State basis with various district courts, and with circuits operating from each district.

4. Physical court-room conditions should be improved as to facilities, arrangements, cleanliness and appearance.

5. The taxing of court costs as a separate penalty should be eliminated and the fines assessed in one sum. If costs are included they should be in a reasonable amount.

6. Violations Bureaus should be used when the number of traffic cases make it impossible for the court to properly dispose of them.

7. The basis of all violations bureaus should be a signed plea of guilty and waiver of trial.

8. Schedules of fines charged in the violations bureau should not be alterable.

CHAIRMAN COLE: Since the founding of the Street and Highway Traffic Section we have been most fortunate in having as Secretary a staff member, our friend Earl Reeder. Because of certain administrative duties, it was necessary for him to make a

9. The bureau should handle the least hazardous violations and should deal with moving offenses only when they respond to treatment outside the court room. Major traffic law violations should never be handled in a violations bureau.

10. Traffic judges should recognize the fact that a knowledge of traffic laws, traffic policing and engineering is necessary in addition to a legal background and should aim to obtain an understanding of these factors.

11. Traffic judges should not be selected by local authority or on a localized basis when appointment or election on a wider scale is possible.

12. When more than one magistrate is available for the traffic bench, it is recommended that one judge assigned to that post permanently or for a long period, rather than the use of a system of rotation of judges.

13. Prosecutors, who should be given the title "Public Attorney" or "Public Solicitor" or a similar term, should be assigned to traffic courts for aid in the disposition of cases.

14. The primary aim of the traffic court should be to impress defendants with the need for traffic law observance rather than to penalize.

C. Study of Recommended Standards and Practices in Traffic Courts.

The Committee recommends that all judges who hear traffic cases should familiarize themselves with the recommendations of the National Committee on Traffic Law Enforcement, and should take steps insofar as local situations will permit to adjust their court and court procedure to those recommendations.

D. Uniform Classification of Offenses

The uniform classification of offenses, as promulgated by the Federal Bureau of Investigation, should be adopted and followed in classifying traffic offenses, with as many sub-divisions of the items as may be desirable in different jurisdictions.

change and we regret exceedingly at not having Earl with us. We are fortunate, however, in having a man like Harvey Booth to replace Earl as Secretary of this Section.

The next paper is by Sgt. C. F. Van Blankensteyn.

When Should the Adolescent Be Permitted to Drive?

By SERGT. C. F. VanBLANKENSTEYN

Traffic and Safety Division, Michigan State Police, East Lansing, Mich.

This is an age of youth. We who are in the "driver's seat," so to speak, must not, in our zealously to reduce accidents, ill-advisedly take action which will unnecessarily impede youth's progress. Nevertheless, such action must be taken as reliable facts and common experience, duly considered, disclose to be desirable.

To "say when"—at what age has an individual acquired the attributes qualifying him to discharge driver responsibilities, must be preceded by serious study.

Among essential considerations are: need for the use of a motor vehicle; benefits and detriments resulting from being privileged to drive, knowledge of traffic laws and safe practices, and physical and attitudinal fitness for licensure. Respecting the latter consideration, the factors which determine this, I believe, are of the greatest importance.

Youth itself would make short shrift of our question. Youth's confidence is infinite—and youth's interests and desires are involved. Maturity's confidence is moderated and expresses itself as pessimistic optimism or optimistic pessimism.

The one expresses itself rashly; the other, respecting problems of youth, with an inclination to impatience and derogation. In fairness, therefore, we must be as objective as possible. We must clarify the problem of the youthful driver as much as possible. In my discussion, I attempt to do this by backing far away from the immediate question and approaching its solution first by answering, "Why does one want to drive?", and then, step by step, progressing to the desired conclusion.

There are but two reasons one wants to drive—pleasure, and business or necessity, with a "shading off" from the one to the other.

It is reliably estimated that 60 per cent of all motor vehicle operation is for this purpose. Use by children under 18, however, must be nearly 100 per cent for pleasure. There are few requirements that make the use of motor vehicles a necessity for them.

There are a few children who reside in areas in which it is necessary for parents to provide transportation to secondary schools. Also, there are the children of farmers who make deliveries of their parents' produce en route to school. It is essential that special consideration be given to these young people. There are few others whose transportation problems are comparable.

Of course, it may be said that the privilege to drive is generally necessary for juveniles, 14 years of age or older, so they may do errands for their parents. But is it not true that most parental errands are ones which are merely wished off upon the youngsters?

Pleasure, however, is important, especially from the standpoint of the child of the parent who wishes to suffer no more the insistent request, "Father, Mother, may I drive? I know how. I know all the laws. Jimmy K— drives all the time. (Boy! do the fellows think he is lucky!)."

Generally, the only thing the driver privilege granted to a youngster does is to provide him with a toy and an opportunity to emulate grownups.

It inflates his ego and gives him a sense of superiority over the lads who do not yet have the privilege or opportunity of driving. Based upon special privilege or possessions, this feeling is one which should never be cultivated.

Turn now to a practical consideration of the public interest. What are the essential attributes of a good driver? Unquestionably, an important one is social consciousness. Has he a desirable attitude or viewpoint respecting his obligation toward others? Is it mature? Is it adequate? Does it enable him to weigh personal considerations fairly in relation to those of fellow members of society with whom he is unacquainted, persons who are strangers to him?

Is he willing to "give," irrespective of return, in order to assure mutual safety? And do this, despite another's indicated inclination to the contrary? In other words, has he achieved a development of character

and understanding which enables him to evaluate without bias the relationship of one human with another? And to conduct himself accordingly when one of those humans is himself?

Does he know that beyond the statutory laws are the "safe practices"? And that always he must be prepared to subordinate his *rights* to the *duty* to avoid accidents?

Has he had practice in making decisions which are acts of "judgment"?

Can we be satisfied that his judgments respecting problems of driving a motor vehicle will properly take into account the values and relations involved?

As a test for this question and before an attempt is made to answer it, consider the following: What has the youth got by way of driver qualifications? Skill and aptitude for skill? Usually. Knowledge? Probably. But what about the other considerations? What about social consciousness? Is he so matured that regard for other members of society will habitually outweigh impulsiveness? What about experience in judging?

The answers to these questions can be arrived at only by implication. They depend largely upon an appraisal of personal attributes which are fundamental both to good driving and to dependability and self-sufficiency in other phases of human endeavor.

Are you willing to let your life, in a hazardous traffic situation, depend upon the unpracticed judgment of an adolescent?

Would you be willing to make a child of that age a police officer empowered to deprive you of your liberty according to his evaluation of a set of circumstances involving you?

You who are parents, do you leave him free to select his companions and intimates?

Do you permit him to be the sole judge respecting the purchases of clothing, his diet, his reading?

Do you permit him—if he saved or earned the money—to go at will to a strange city, there to stay at any place of his choice and to engage in such diversions as he may desire? Are you governed by his advice in matters of family finance?

Would you be willing to wager your life-

time of owning and operating a motor vehicle upon the judgment of your child of 14 to 18? This is what most of you do when you sign your name to his application for a driver's license. Do you want children of 14 to 18 to vote? To exercise fully the prerogatives of adults?

The questions that can be asked concerning what the child should be permitted to do or can be *relied* upon to do intelligently are infinite in number. Yet the answers to them must usually be qualified to the extreme. In nearly every case the answer is: "Yes, plus a 'but' of full mitigatory value."

And it must be acknowledged that essential needs for young people to be licensed to operate motor vehicles are few and their judgment must be seriously questioned when they are not subject to immediate authoritative supervision. Moreover, denial of driver privileges to the adolescent is no disservice to him.

Consequently, all that is left is the question, "From the standpoint of public interest, is it desirable that persons 14 to 18 years of age be privileged to drive motor vehicles?" The answer is, "Not unless they are subject to suitable restrictions and to adequate supervision." It has been demonstrated that it is undesirable otherwise.

Drivers, in point of number and "exposure," ranging in age from 14 to 19, apparently have far more than their share of accidents. A table bearing out this conclusion may be found in U. S. Public Roads Administration's publication, *The Accident Prone Driver*. This table shows the actual number of drivers in any age group who have been involved in fatal accidents as compared with the expected number. The expected number is determined by knowing how many licensed drivers there are in any particular age group; i.e., if any age group has 10 per cent of all drivers, then it is expected that 10 per cent of the drivers involved in fatal accidents would be in that age group. Therefore, if the actual number exceeds the expected number in any age group, it indicates that the drivers of that particular group are poorer drivers than would be expected.

When, then, should a person first be permitted to drive?

Age is merely incidental. It is important

only as a partial indication of time at which a child will normally have reached a given stage of maturity. Between 14 and 18, he may be expected to acquire such social responsibility, judgment, knowledge and physical development as to fit him for driver responsibilities.

The National Safety Council states: "The reasons for differences of accident experience in different age groups are a matter of speculation. Few young drivers suffer from physical deficiencies or disabilities; therefore the higher accident rates among 'unseasoned' drivers must be largely due to inexperience or immaturity, the former being a matter of undeveloped knowledge and skill, whereas the latter is one of attitude. It is impossible, on the basis of facts available, even to estimate the relative importance of experience and immaturity, but certainly while raising the minimum age limits for driver licenses would prevent that part of the accidents due to immaturity of drivers in the ages dropped, it can only postpone to a later age group the part due to inexperience, and since older persons learn less quickly and easily, it might be assumed that the ultimate hazard of inexperience might then be slightly increased."

It is my belief that "inexperience" must be considered in a much broader sense than as being a matter of undeveloped knowledge and skill with specific reference to driving.

Experience as an effective member of society is a determining factor. Only such experience can make possible intelligent use of knowledge and skill. It is the attitudes molded by this experience that determines how knowledge and skill shall be expressed.

Clearly, the answer to our question cannot be found in speculation revolving around either accident records or knowledge and skill, without an appraisal of the child's maturity.

The fact that the law permits licensing of drivers at 14, 16 or 18 is of minor importance. Whether a person is ready for a driver's license must be determined not alone by his knowledge of the traffic laws and related safe practices, nor by his apparent physical ability to handle a motor vehicle, but in addition his judgment and responsibility must be appraised. If his growth in these latter two respects approximates that

which is characteristic of normal maturity it may reasonably be assumed that he should be capable of sound judgment in meeting traffic situations—particularly those involving an interplay of duties and responsibilities between himself and others.

When a child meets the test in this respect, he should be permitted to apply for a driver's license. But who is to determine whether a child is so qualified? Admittedly, the parent, generally, cannot be depended upon to make a very reliable appraisal in this connection. Undoubtedly, first choice will be the child's school teacher. This person is in the best position to assay the pupil's development. Perhaps, in the course of the several years during which children are subject to specific safety training, teachers could periodically fill out "rating" forms which would give reliable indications as to growth. To my knowledge, however, none is adequately comprehensive to provide a cue to the solution of our problems, although we might well gamble that the rating a child receives upon his qualities of citizenship would be the proper rating of his attitudinal fitness for driver licensing!

Effective use of such ratings could be affected by referring them to the driver licensing authority. This agency would use them in determining whether adolescent applicants should be licensed.

In this connection, there would necessarily be many variations. Generally, however, the issuance of licenses to juveniles up to 18 years of age might follow somewhat this schedule:

Subject to general prerequisites for licensing.

1. Rating poor—denial of license.
2. Rating fair—license restricted to driving under parental supervision.
3. Rating good—license restricted to driving to and from school and upon missions for parents.
4. Rating excellent—unrestricted license, same as adults.

Of course, there are no such ratings available at present. But lacking them is no reason totally to ignore the factors to which they would relate.

I urge that licensing authorities take it upon themselves diligently to determine so far as possible whether juvenile applicants with whom they are engaged possess the attributes upon which we have placed so much emphasis in this discussion.

In the course of their interviews, examiners have many opportunities to appraise the development, etc., of their applicants. To these appraisals they should give great weight.

If one's conclusion inclines him to believe an applicant lacks in essential development, he should be empowered to disapprove the application upon this alone. Although a few inequities would result, these would un-

doubtedly be far offset by the good that would be accomplished.

Further, a word should be said concerning the driver licensing law in respect to juveniles. As an aid to the state licensing authority, the sections as to the age of drivers contained in the Uniform Motor Vehicle Operators' and Chauffeurs' License Act II should be adopted by every state legislature. These provisions, as you know, permit the issuance of full privilege driver licenses to persons 16 years of age and older, and of restricted licenses when desired to persons from 14. The public interests and the personal needs of all individuals are safeguarded by these provisions.

General Discussion

MARK T. CASTER (Lincoln, Nebr.): You suggested a judicious restriction of the use of the car after midnight by juveniles. How would you accomplish that?

SGT. VAN BLANKENSTEYN: I did not mean to indicate my restriction as becoming effective only after midnight. Perhaps the terms of the license should prohibit them from driving after midnight (or perhaps we ought to have a curfew). You see, I am just playing around with the idea. We are talking about something which should receive a great deal of study by a sizeable committee.

Why not a curfew in this sense (mind you, I am only playing with an idea): that after seven o'clock or after nine o'clock the adolescent of at least certain prescribed years would have to be accompanied by an adult when driving? A perusal of the individual accident report seems to indicate this: that when little Johnnie, aged 17, is out with his parents, it is more than likely, if involved in an accident, that it is not his fault. However, our study must go farther. That is just an independent case from these 136 reports.

It seems pretty well indicated that when Johnnie is out with companions of his own age, he is headed for trouble. One of these after-midnight accidents involved a youngster driving down a rural highway at 75 miles an hour. Incidentally, you will notice that most of these accidents are rural. We who are concerned with the farm child problem

might be even more interested in a further study of these reports. I can't tell you. I wasn't able to carry my study out far enough to get at the residences of these people involved in the fatal road accidents, but there is a fertile field for inquiry there, I'm sure.

JUDGE HUGH L. SMITH (San Francisco, Calif.): Do you know how the number of accidents in which adolescents are involved would compare with the total number of accidents in which adults are involved?

SGT. VAN BLANKENSTEYN: I can not give you an answer to that. If the seriousness of the accidents, however, is any indication, we would say that their experience was actually paralleled—that is, their general driving experience.

JUDGE SMITH: Then why curtail the adolescent and leave the adult alone?

SGT. VAN BLANKENSTEYN: The development of judgment is something that comes with practice. We learn to exercise judgment by practicing the exercise of judgment. As I stated in my paper, the child should, at a certain age, be assumed to be ready to begin to learn.

JUDGE SMITH: All of us who have children have the same problem. Boys want to go to a dance and they want to take the family car. We might say, "You can't take the car out at night if you are going to be out after 12." But we know that the boys don't begin moving until about 11 and they don't get home until two or three o'clock,

as a rule. As a consequence, we would have to deprive them of the use of the family car. The point is: would we be justified in doing that if their accident experience is no greater than that of the adults?

SGT. VAN BLANKENSTEYN: Their total accident experience is greater than that of adults. Item No. 1 in our reference indicates that the driver under 20 years of age has 72 per cent more accident experience than he should have. This refers to the accident experience of the juvenile without referring to his exposure upon the highway in regard to the number of miles driven. But as you can see, it still shows a 72 per cent worse experience than would normally be expected.

In playing around with the idea we thought of this: Let us say the child obtains a license at 16 and that he has just a fair rating on his social development and fitness for driver responsibility. If during the first year he hasn't been involved in any accident through his own fault; if he hasn't been arrested for violations; then automatically

elevate him to the next level; and then from that level to the next higher level, and so forth. I think there is a committee job here. No one person, to my mind, can settle this question.

JUDGE SMITH: I want you to understand that I am heartily in accord with your suggestions but I am trying to find some real basis for differentiating the adolescent from the adult. When you say he has a record of 72 per cent more accidents than he should have, what do you use as a norm?—what is your normal experience?

SGT. VAN BLANKENSTEYN: Well, if you will just refer to [my paper] and note the table given there, you will see the answer to your question.

CHAIRMAN COLE: The next item on the program promises to be a most interesting one. It is to be a panel discussion on how we can keep traffic casualties down in the defense emergency? Our leader will be Mr. Sidney J. Williams, of the National Safety Council.

How Can We Keep Traffic Casualties Down in the Defense Emergency?

A Panel Discussion

Discussion Leader—SIDNEY J. WILLIAMS, Director, Public Safety Division, National Safety Council, Chicago.

CHAIRMAN WILLIAMS: Will my trained seals kindly step forward at this point?

I realize this morning for the first time why I was made Chairman of this panel. The Program Committee foresaw that with me presiding here, a number of the members of my staff would regard it as diplomatic on their part to be present, thus swelling the number of the faithful delegates.

Our subject is, "What can we do to stop traffic accidents in the emergency defense situation?" We have really been talking about that all week, and all we can hope to do this morning (and all that these experienced troopers up here with me will try to do) is to pull together some of these manifold aspects of accidents in connection with the defense emergency; to try to give you a sort of overall picture of what we can do.

You know all of the gentlemen of our panel, I believe:

George W. Barton, Traffic Engineer of the Chicago Motor Club.

Sgt. C. F. Blankenshyn, Traffic and Safety Division, Michigan State Police, East Lansing, Mich.

L. S. Harris, Executive Director of the American Association of Motor Vehicle Administrators, Washington, D. C.

Judge John Gutknecht, of the Chicago Municipal Court.

Now we all know that the defense situation has raised the traffic accident rate, and we all know that the special situations and problems arising out of the defense situation fall into two classes: those connected with military establishments and movements and

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those connected with new or greatly enlarged defense industries.

Mr. Barton represents an organization of motorists, and I am going to start by asking what, in his opinion, the private driver should do differently from what he has been doing all the time.

Improvement in Private Driving

GEO. W. BARTON: There are two answers to that. Perhaps the only new thing we have done is to inform drivers of problems that will arise in defense areas and of the problems that he will meet on the highway in contact with military movements and so forth. We must do—and many other agencies concerned with driver behavior can do—more to combat some human factors that, I think, are beginning to show up.

I think that a condition of war hysteria exists in this country. I think that in this period when there is so much of a premium placed upon destruction, items of safety and conservation do not seem very important. There are other factors involving the human being that we may also be able to reach, such as this: there are quite a few sections where defense industrial operations are going on and men are driving to work. We now have the problem of fatigue induced on their normal day's work and that of an excessive mileage driven under fatigue conditions.

Another human factor that may be an attitude is perhaps an attitude of "whoopie" on the part of individuals who for years haven't owned a car and who suddenly find that they can afford to buy an automobile of some sort, and their responsibility may be open to question.

Mentioning responsibility, there is another point there: We have begun to find that not only persons employed in defense industries but the men in actual encampments are buying inexpensive automobiles, several of them together, and then jointly operating them while stationed at some army post and keeping the car in a nearby town, nor do these fellows show any great responsibility in their operation of this car.

CHAIRMAN WILLIAMS: Are you giving your members any specific admonitions to keep away from these areas of traffic concentration?

MR. BARTON: In specific cases, yes.

CHAIRMAN WILLIAMS: Sergeant Blankensteyn, what do you think, or what are you doing with respect to influencing or compelling the driver to do things in this situation. Or what are you doing in this situation that is any different from what you were doing all the time?

Intensifying Enforcement

SGT. BLANKENSTEYN: There isn't a great deal that is different. We are doing all we can to intensify our enforcement. We are eliminating as many nonessentials from our daily performance as possible.

One other thing we do, of course, is to work as closely as possible with the command of the various forts. Boys in the camps have been quite a problem to us on occasion. For example, we received a communication from a local Safety Council director not long ago in which he reported very unsafe driving practices on cars bearing the plates of one of our Michigan forts. He suggested that action should be taken.

So we sent his letter to the Sixth Corps Area command. The command saw that pertinent parts of the report were placed in a bulletin and sent to all the forts in the area, together with some relevant comment, I believe. The Provost Marshal from one field came up to see us, and we agreed on how best to handle the problem so far as his men were concerned.

There is one thing that we have got to do, it seems to me, and that is: we have got to intensify our public safety education; we have got to do something to increase the self-sufficiency of our people. We can't let them rely so much upon police services.

JUDGE GUTKNECHT: Is the emergency releasing more or fewer policemen for traffic work?

SGT. BLANKENSTEYN: In our state it has released more, because we have created a special investigation squad and have obtained money with which to increase our department.

JUDGE GUTKNECHT: Is that true of highway and cities both or are you figuring that for highways essentially?

SGT. BLANKENSTEYN: That is our own state police. On the other hand, we have

many engagements with the military, particularly in connection with the movement of motor columns. Now they exact quite a bit from us.

CHAIRMAN WILLIAMS: I think Michigan was a little more forehanded on that than many other states, because I recall overhearing a discussion over there a year or more ago in which it was brought out that the police had to have more men to take care of this emergency which was obviously then developing.

Mr. Harris, you represent the Motor Vehicle Administrators and you are also Secretary of the Highway Traffic Advisory Committee of the War Department on this subject. What do you see in this picture for the motor vehicle administrator to do that he ought to do differently from what he did before?

Stepping Up License Laws

L. S. HARRIS: Well, I don't know so much about differently, but I would say that there is a stepping up of the administration of drivers' license law, bringing them up on a more efficient basis and really more strictly administering them than is usual in the average state.

Then, too, they could also institute a system of re-examination of those people who show accident proneness or who show a disregard for the laws. In a good many places where that is being done now, particularly in Maryland, they are meeting with great success. They are finding that, by bringing in and re-examining those people who often become involved in minor accidents, they are able to correct some of the difficulties, especially such a thing as vision in the case of the elderly drivers.

Of course, as Sergeant Blankensteyn had said, they can increase their educational efforts and, I think, cause the public to realize that each person in this country, each citizen, is a very valuable asset.

CHAIRMAN WILLIAMS: Wouldn't you say, Pete, that your convention at New Orleans showed a very serious appreciation of all this on the part of the administrators?

MR. HARRIS: Yes, absolutely.

CHAIRMAN WILLIAMS: Don't you think that they are trying, most of them, to do these things that you have mentioned in

order to make license control more effective? It seemed so very much to me as an outsider at that meeting that the administrators are taking their job much more seriously, many of them, than ever before.

JUDGE GUTKNECHT: They tell me, Mr. Harris, that there are only 10 jurisdictions in Illinois where the judges or clerks are marking licenses consistently, which the law requires when there is a conviction. Would you say that that is characteristic of other states?

MR. HARRIS: That is characteristic of some states, but in others we are getting a great deal better cooperation than that.

CHAIRMAN WILLIAMS: I wonder if all these people know that in Illinois only a local judge can take away a driver's license; that the Illinois license law is very weak in that respect compared to most of them? You are pointing out the fact that the judges don't even make use of the authority which they have.

JUDGE GUTKNECHT: That is correct. The drivers' license law depends upon 100 per cent enforcement, particularly in this marking of violations on the back of the card, because that is the only way you can have a record of a man's past.

MR. HARRIS: We find, too, that those people who have a few violations or who have been in a few minor accidents, if they are allowed to go on for a while, soon become involved in a more serious accident. That is why we believe that they should be brought in and re-examined.

CHAIRMAN WILLIAMS: Judge, have you any other comments to make? I don't know whether the judge's job in this emergency is any different from what it was before or not.

JUDGE GUTKNECHT: There are two things I would like to mention. First is this question of money. I believe in the opening speech of the convention there was brought out the point that there was the danger of the emergency ham-stringing money spent for safety. In all our cities, the judges are sitting in the position where they have got to be responsible to the local council, and mayors and other legislative and administrative officials should not be allowed to ham-string the courts because of temporary financial emergencies.

We have a very difficult situation in Chicago. Within the last seven years the courts have averaged about \$600,000 a year from traffic violations. So far, out of all this money, only about \$200 has been spent in the last seven years; and that was spent to protect the cashier so that no gangsters could come in and grab the money! That is all a hopeless picture. It is the fault of nobody in particular except the fault of an unawakened city in not realizing that you cannot be penny wise and pound foolish.

There are a great many people who don't realize that this is a question of education in the courts much more than of punishment, so far as minor violations are concerned. With all of these millions of new drivers we are getting because of the increase in employment and the many new cars that are being purchased, we must do our job in education to keep them awake. And that is why, regardless of the American Bar Association, the radio is here to stay in connection with minor traffic violations. The cities that have done the most on the least so often turn out to be those cities that did go to the radio for a little help. Education instead of punishment emphasized, for minor violations, is more important than punishment.

Traffic Engineer's Viewpoint

CHAIRMAN WILLIAMS: We haven't on this panel anyone else representing the engineers. Mr. Barton is, of course, recognized as one of the leading traffic engineers of the country. So, George, will you put on your false whiskers now and say a few words on behalf of the traffic engineer?

MR. BARTON: I think there are, from the general engineering point of view, three points to be brought out. The first one is that the traffic engineer, to meet the present emergency, need not look around for fancy new panaceas; but what he needs to do is to make greater use of the tools that he has always used.

The Institute of Traffic Engineers at their meeting this week drew up a program in the form of a resolution that they recommend for wide adoption. That program brings out, that for the meeting of immediate needs, we can't depend too strongly on new construction and extensive construction.

They indicate, indeed, that we should do the things that we all know but do not apply,

and they have divided them up into three classifications. The first was that of spreading out congestion by making greater use of our existing highways and facilities, making the unused streets and inactive highways carry more of their load. The second step was to eliminate the rush peak problem by ironing out the traffic peaks. The third step was this: after you have spread it out according to geographic distribution and time distribution, then what you had to do was really control it; and control it through the proper application of all the steps that we all know: real signalling, real signs, real marking, correct parking control, and all the rest of those things that have been talked about for years.

emergency has induced a real personnel problem because there has been a terrific demand for engineers in the defense program.

MR. HARRIS: The Highway Traffic Advisory Committee of the War Department, at a meeting of last week in Detroit, mapped out a program along some of the lines Mr. Barton just spoke about. They were particularly interested in trying to ascertain the most important or, you might say, the most worrisome or troublesome bottlenecks throughout the country, with the idea in view of approaching the Public Roads Administration, the state highway departments, the city governments, and so on, in order to eliminate them.

I also think that the Committee is going to stick its neck out and probably bring down upon itself the wrath of the local merchants when they ask the city authorities, in certain places where it is needed, to change their parking regulations. In some instances, it may be necessary to ask them not to allow parking in certain streets.

As you know, this committee also had a setup of a subcommittee in each state through which we work; and with the help of these state committees and of the traffic engineers and so forth, we hope to be able to help out in that situation also.

CHAIRMAN WILLIAMS: Your remark about parking restrictions hits a thought that I believe has been running all through this; namely we might as well face the fact that we all have to make some sacrifices.

MR. HARRIS: We certainly do.

JUDGE GUTKNECHT: Aren't we up against in this safety movement the same old psychological problem that we have in so many things; namely, that psychologically it is impossible for a democracy to prepare for war in time of peace? We are asking an awful lot of the American people to realize this emergency and to realize the necessity of giving up certain rights in connection with traffic—rights which, if a declaration of war had occurred would be given up overnight.

CHAIRMAN WILLIAMS: Well, I certainly think that you have put your finger on a very serious problem. I don't have the answer. But it suggests one point.

You have all heard about the imposition of the low speed limit in Massachusetts. I talked with Registrar Frank Goodwin about that and I have heard reports from various other sources. There is undoubtedly being enforced in Massachusetts today a lower speed limit than previously existed; and that was hung partly on the saving of gasoline. It was also used as a means of partly meeting the accident increase. In September, after that speed reduction had been imposed and enforced by the very efficient enforcement machinery of the state, they had for the first time a decrease in fatal accidents.

Now, I am asking the panel here without previous warning: Do you think that we have got to decrease speeds in this country in order to meet this situation? George, what do you think? That is certainly putting you on the spot as a motor club man.

Shall We Decrease Speeds?

MR. BARTON: I think that there are very possibly sections of highways or certain streets in the different cities where special speed regulations may be involved. There may be a defense plant located 10 or 15 miles outside of a community where, at the hours when they have shift changes, the volume of traffic is such on that road that the unlimited speed limit perhaps cannot apply. There are many examples wherein, as a result of unlimited or high traffic speeds, a large volume of accidents have resulted, so that no doubt a ceiling speed limit may be a partial answer.

As to this other point which has been brought up with regard to the unwillingness yet of the communities and of individuals to accept sacrifices in order to permit traffic

flow, the inhabitants are ready to accept almost anything. But conditions have to become very bad before they will accept them.

CHAIRMAN WILLIAMS: Van, have you any opinion?

SGT. VAN BLANKENSTEYN: Well, speaking without any particular reference to the defense aspects of our present problem, it seems to be a growing opinion that the higher speeds will have to be curtailed to some extent. Defense, of course, is one of those things which is a consideration now. But even in our state where we have just the limit on the open highway there is a very definite feeling that we must lessen the range of speeds.

MR. BARTON: Haven't you in several locations in Michigan established new speed zones on sections of highways where the defense industries or the workers in those industries have created a congestion problem?

SGT. BLANKENSTEYN: Yes, we have had to do that. Some zones have been placed so that we wouldn't have some drivers going along at 65, 70 or 75 miles an hour while other traffic was moving along at a more moderate speed of 15 or 20 miles an hour.

CHAIRMAN WILLIAMS: Does anyone in the audience wish to ask any questions or offer any comments?

CAPT. ALBERT MUNN (San Francisco, Cal.): It is my opinion that the present problem in congested areas requires a separation between express traffic and local traffic. It also seems to me that the express traffic should be safeguarded by engineering, stop and go signals, and so forth; while the local traffic, which would naturally go along at a lower speed, would not require so much traffic engineering. I have particularly in mind now the Pennsylvania Turnpike. They have a speed limit there of 70 miles an hour. It seems to me that reducing the speed at this present age is a step backward.

CHAIRMAN WILLIAMS: Well, how would you do that at this time, even if we had all the money that was necessary? It took several years to build the Pennsylvania Turnpike. Do you have in mind that we could immediately do some such separating by establishing certain routes for through traffic?

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CAPT. MUNN: I believe that express traffic routes will be required, even if there were no emergency, within a few years. Traffic is increasing by leaps and bounds, and there is no indication that it will not keep on increasing.

CHAIRMAN WILLIAMS: You mean by building special express highways?

CAPT. MUNN: Yes, sir.

JUDGE GUTKNECHT: But that is not an immediate answer to this emergency, because it takes a couple of years to do it. What would you do in the meantime? Would you decrease your speed while you are building your roads?

CAPT. MUNN: Well, you would have to do the best you could by means of additional signals and traffic signs and detailing of officers for manual control at certain points. But the slowing up of traffic just won't work. The public will not accept it.

We have a condition, for instance, where a national defense industrial plant and the Bethlehem Steel Works are right close together, and along about 4:30 in the afternoon about 20,000 of those employees come out of those plants and walk up the roadway. And there is only one highway called Third Street, north and south, on which all that traffic goes. More than 50 per cent of those men have automobiles.

JUDGE GUTKNECHT: What speed do you try to enforce?

CAPT. MUNN: We don't attempt to enforce anything. We simply try to prevent accidents as best we can.

JUDGE SMITH: In California, speed is limited to 25 in business and residential districts, so that if anyone exceeds 25 miles per hour in the district to which Capt Munn has referred, he will be cited.

May I ask by what means they reduced the speed limit in the State of Massachusetts?

CHAIRMAN WILLIAMS: Chiefly, as I understand, by a well published and serious threat to suspend licenses of drivers brought in for driving in excess of the stated limit.

JUDGE SMITH: I assume that the speed limits are set by state law.

MR. HARRIS: They found a section in

the law that gave the Commissioner authority to do it the way he did do it.

JUDGE SMITH: In other words, the Commissioner is given authority during the emergency to prescribe certain speed limits, is that right?

CHAIRMAN WILLIAMS: It is fair to say that the administering of the drivers' license law in Massachusetts by Mr. Frank Goodwin, is greatly aided by the public reputation and record of that man, which enables him to do a lot of things that very few other administrators in the United States would be able to get away with. The people grumble but they do it. So in one sense the Massachusetts' experience could hardly be emulated by very many other places. But it is a fact that they did slap on a limit ranging from 40 to 50 miles an hour, which is in actual enforcement, the speed limit depending on the nature of the highway and the warnings and all that. I mean, it was reasonable, not arbitrary, but it was a definite reduction of speed. They did get away with it—the public did take it—and they did reduce accidents for the first time since their defense congestion began.

JUDGE SMITH: Are these new speed limits, as established by the Commissioner, ever arrived at under lawful authority given by the statute, or is it something that he has delegated to himself?

MR. HARRIS: As I understand it, it is not a direct authority, so far as speed is concerned. The authority was granted under the Drivers' License Law and also in connection with the conservation of gasoline.

CHAIRMAN WILLIAMS: You see, under any good license law, including that of California, the Commissioner can suspend the license of a man who is believed to be operating unsafely. The state of public opinion determines how far the Commissioner can actually use that authority.

SGT. LAWRENCE KELLY (Waukegan, Ill.): I have noticed that municipalities under 100,000 aren't very well represented at this Congress. We have only 25 policemen. Of that number, only seven are concerned with traffic. We have the Great Lakes Naval Training Station directly south of us. We also have Fort Sheridan nearby. As a consequence, the defense program has gotten to the point where there are a great many new

people being brought into the community. In order to stress this matter of accident prevention, you can realize that with such a small traffic force we really need more men to combat this issue. What is your reaction to that, Sergeant?

SGT. VAN BLANKENSTEYN: The only thing we can do (I believe I partially indicated it) to take stock of what we are doing and what we are doing it with, and then find out whether we are getting dollar for dollar return for what we are now putting out.

I found that within my own office I have been able to save hundreds of dollars simply by analyzing very critically routine practices. Through these savings I have been able to divert the effort and money that were saved into more productive channels.

Naval or Army Assistance

JUDGE SMITH: I would like to ask Judge Gutknecht or any of the others on the panel whether the aid of the naval and military authorities has been enlisted in handling military violators?

MR. HARRIS: I understand that in a great many areas around the camps and stations the civilian authorities are receiving close cooperation in that respect from the military authorities.

JUDGE GUTKNECHT: Are they getting any military traffic police? I believe that is part of the gentleman's question.

MR. HARRIS: Yes, in a good many places.

JUDGE SMITH: My experience in San Francisco has been that where we have a soldier or a sailor who is brought in on a serious charge, we cannot very well supervise him. He has to go back to the station. So we then call in the commanding officer or somebody whom he designates, and we turn the particular violator over to an officer of the camp, and he takes care of him. In other words, we bring him in and ask him what he thinks under the circumstances should be done by way of punishment.

JUDGE GUTKNECHT: Do you get this kind of assistance? I find that I am getting about five letters a week in which the induction officials, army officers or even

members of draft boards say: "Willie Jones has just been inducted," or "Willie Jones leaves tomorrow for the army. He has a ticket for speeding. Will you kindly excuse him?"

JUDGE SMITH: Well, we get those requests, too, but we ignore them.

JUDGE GUTKNECHT: I have wondered from the reactions that I have been getting whether I am so unpatriotic that I don't consider that any kind of an excuse. Surely if he is not a good driver in Chicago, the army doesn't want him running loose on any of their trucks, for instance.

JUDGE SMITH: No, we bring Willie in.

JUDGE GUTKNECHT: Well, the army has him by the time I have to look for him, and so I have a hard time getting hold of Willie.

MR. HARRIS: The army regulation now is that before a soldier is assigned to a job of driving a military motor vehicle, he first has to be licensed by the army. They issue their own drivers' licenses. Before that license is issued, however, the soldier's immediate commanding officer is required to ascertain from the motor vehicle department of the soldier's home state the facts concerning his civilian driving record. If he has a bad record.

MR. MICHAEL (Decatur, Ill.): Judge Gutknecht brought out the point a little while ago of sacrifices being made by the different communities. Well, consider a community that has no war activity around it, such as ours, and you can understand that we can't very well become excited about this emergency that everybody is talking about.

MR. HARRIS: I think you misunderstood what I said about the elimination of parking in certain areas. The purpose of doing that is not merely to assist in the moving of military convoys, although that would enter into the situation occasionally. It is to eliminate bottlenecks so that the traffic flow can move through there all the time and not only in the case of a military convoy; especially in those areas which have plants engaged in defense industries, even when it comes to moving parts from one factory to the assembly plant or things of that kind.

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Summing Up the Ideas

CHAIRMAN WILLIAMS: I think our discussion has brought this out: We have the problem not only of military and industrial traffic and congestion, but a definite problem of war psychology or hysteria. We have a great many new drivers on the road, drivers of new vehicles, and so forth.

The remedies that have been proposed include telling drivers to keep away from congested areas; police cooperation with army authorities; greater use of driver's license authority; then the importance of maintaining traffic budgets, which, of course, means building up public opinion so that traffic budgets will be maintained. And along with that the urgent necessity of being sure that we are making maximum use of the money we have. A lot of us aren't as efficient as we might be—all of us, whether in public or private life.

Another point brought out had to do with the function of the courts, which was to educate people as well as to punish them. As to the engineer, he has some important jobs to do in spreading out traffic, both in space and in time, and in controlling it through standard methods.

Then the important point was brought out that we have got to do some emergency

things to eliminate bottlenecks, as has just been repeated here, even including more stringent parking regulations, even where that may inconvenience some people. All of which sort of adds up to our job of developing a little different kind of war psychology, namely, with or without a declaration of war, which is not quite in our hands here; that we must develop a different kind of war psychology, namely: a realization by the traffic public that this emergency situation does require some sacrifices of personal convenience, as well as a willingness (using a phrase that we are trying to popularize) to start a little sooner so that you won't have to hurry and violate the rules in order to get to your destination through congested traffic. We must have a willingness to make, as I say, sacrifices, because we are trying to put more traffic onto a highway system that cannot be increased overnight.

Perhaps another way of saying that is this: that our driving public has got to be a little more self-sufficient, as was brought out in the discussion. We must each of us individually take a little more responsibility upon ourselves and not depend too much upon the police and upon signs and upon signals and upon perfect highways. We must get along and manage somehow to drive safely and decently by taking more personal responsibility.

ADJOURNMENT