

DRIVER CONTROL

Achieving Greater Traffic Safety
Through Efficiency at the Wheel

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Director of Accident Prevention
American Transit Association

THE ENO FOUNDATION FOR HIGHWAY TRAFFIC CONTROL
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PREFACE

America today is transportation minded. In fact, one of the principal factors behind the tremendous growth and strength of our country has been the growth of transportation. Covered wagons, stage coaches, the pony express, and the railway express made our early expansion possible. The spreading of iron rail across vast areas further speeded our development uniting widely separated sections into a strong nation. Then came the automobile, the truck, and finally the airplane.

Of these forms of transportation, the motor vehicle—auto, truck and bus—has contributed greatly to our accelerated growth, economically, socially and politically. Because of tremendous increases in numbers and uses of motor vehicles in recent years, there has developed a universal “traffic consciousness.” Everyone from the toddler whose mother holds his hand while crossing the street, to the elderly invalid who only can sit in a wheel chair and watch the cars go by is aware of “traffic.”

With this traffic consciousness, one might think there would be an accompanying “traffic safety” consciousness. Unfortunately, that obviously is not the case. In spite of the fact that over 1,000,000 persons have been killed in traffic accidents since the advent of the auto, in spite of the greatly increased exposure to traffic hazards created by over 52,000,000 motor vehicles registered in the United States during 1952, and in spite of all the publicity given to the traffic accident problem over the years, the general public, the driving public and many official government agencies charged with traffic responsibilities apparently still do not appreciate fully the seriousness of the many problems traffic accidents bring to us.

Hundreds of books, thousands of articles and many hundreds of thousands of pages have been written about traffic accidents and traffic safety. Hundreds of organizations, both public and private, and thousands of persons, both professional and volunteer, have devoted years to studies of causes and cures. And the

expenditure of funds has probably run into the hundreds of millions of dollars. Yet we still have the problem and we still are making altogether too little progress.

In the light of all that has been done, the purpose of this discussion will be to touch on one important facet of the approach to the problem of motor vehicles, their operation and the accidents that result. While this phase of the subject is only one of many, it should be considered as a critical or key one. Success in this approach conceivably can bring returns in terms of fewer accidents and better driving far out of proportion to the time, money or effort expended. This at least, experience tends to indicate.

FOREWORD

The Eno Foundation considers itself fortunate in obtaining the services of Mr. Merwyn Kraft, whose long experience and association in this field especially qualify him to write with unquestioned authority on the subject. He is Director of the Department of Accident Prevention and Personnel, American Transit Association.

His sincere interest, his painstaking efforts and thoroughness in his method of presenting the subject should make this monograph a valuable reference and guide in improving Driver Licensing and Control.

ENO FOUNDATION

ACKNOWLEDGMENTS

When dealing with a subject as broad and complex as the motor vehicle driver, no one person's knowledge and background is adequate. Reference must be made to the work and thoughts of others who have studied and lived with the problem. While this publication accurately reflects the views of the author, it also reflects the thinking of others, many of whom have had long experience in this field.

First in line for acknowledgment are Francis P. Murray, Assistant Director, Division of Operator Control, Connecticut State Department of Motor Vehicles and the Commissioner of Motor Vehicles, the Honorable Charles F. Kelley. Both Commissioner Kelley and Mr. Murray gave strong initial encouragement to the preparation of the manuscript and later reviewed it in its entirety. Without the help of Mr. Murray in providing information on operating procedures, policies and case histories this discussion would not have been possible. All help needed was very generously supplied by these men and their associates.

Grateful acknowledgment also is extended to John C. Kerrick, Manager, Drivers License Division, State of Oregon and to A. F. Temple, Chief, Driver License Division, Texas State Department of Public Safety for information on programs used in those states.

Helpful background was obtained in discussions with the Honorable Rudolph F. King, Registrar of Motor Vehicles for the Commonwealth of Massachusetts, while very constructive and helpful comments on parts of the manuscript were received from L. S. Harris, Executive Director, American Association of Motor Vehicle Administrators and from Glenn U. Carmichael of the Training Division, The Traffic Institute, Northwestern University.

Finally, my appreciation to many unidentified associates in the commercial vehicle and transit fields whose procedures and

comments on selection, employment, and driver control have been quoted freely.

The author sincerely hopes that this publication may be as helpful to all who contributed to it as their assistance in its preparation was to him.

MERWYN A. KRAFT

CHAPTER I

THE DRIVER'S PLACE IN TRAFFIC SAFETY

Traffic safety as a problem has been analyzed in many different ways. Normally, however, it is looked upon as having three basic elements—the car, the driver and the roadway or environment in which the accident takes place. Similarly, the approach to traffic safety has taken a three-element form—Engineering, Enforcement and Education.

As still another example of the varied approaches needed and used in our efforts to cope with this problem, the organization of the President's Highway Safety Conference has significance. This Conference, first called by President Truman in 1946, set up its attack upon the problem through an organization of eight committees with subjects of 1) Laws and Ordinances, 2) Accident Records, 3) Education, 4) Enforcement, 5) Engineering, 6) Motor Vehicle Administration, 7) Public Information, and 8) Organized Public Support.

This pattern is followed closely by the National Safety Council in its annual evaluation or Annual Inventory of Traffic Safety Activities for states, in which information is gathered under the following ten (10) sections:

1. Death and Injury Record
2. Traffic Legislation (including Municipal Traffic Ordinances)
3. Accident Records
4. Traffic and Highway Engineering
5. Traffic Law Enforcement (Including Traffic Courts)
6. Driver Licensing
7. Periodic Motor Vehicle Inspection
8. School Traffic Safety Education
9. Public Information
10. Safety Organizations

It is apparent that the problem of traffic accidents is an exceedingly complex one and that its solution lies only in the use

of many and varied approaches. In this respect, the following quotation¹ is significant:

“Solution of the accident problem must be sought in *basic* factors that necessarily involve complex inter-relationships. Among these are street and highway design and use, vehicle construction and operation, enforcement policies and their application, vehicle-use legislation and driver licensing, public education and safety attitudes of the masses, driver-selection and education, and, most certainly, the nature and limitations of the driver in terms of his physical, mental and emotional traits and qualifications.

“While each of the above-mentioned factors is important in the accident-reduction problem, *it is upon the driver that paramount attention must be focused*. Many analyses of the causes of traffic accidents clearly indicate that *human* factors such as bad habits, ignorance, lack of skill, psychophysical disabilities, wrong driving attitudes and other personal limitations account for the majority of accidents. In effect, accidents can be viewed as being manifestations of underlying maladjustments in the driver himself or in his lack of orientation to the varying traffic situations he must face on the streets and highways. Traffic engineering, accident analysis, driver education, traffic law enforcement, driver licensing and other such important tools in accident prevention may be viewed in terms of their positive or negative influence on the behavior of drivers.”

This holds equally true in the field of commercial vehicle operation, in which the author has been active during the last fifteen years. Much attention is given to the vehicle—its design and maintenance; analysis and study are devoted to the characteristics of the streets and highways over which the vehicles are operated, but *primary* attention is given to the human being who operates or drives the vehicle. He is the key element in traffic safety. It is he who can control accidents almost completely in spite of the characteristics of the vehicle or of the roadway. Very few accidents indeed would occur if all drivers handled themselves correctly in relation to the design and condition of the vehicle and the design and condition of the roadway.

This author, therefore, wholeheartedly agrees that “it is upon the driver that paramount attention must be focused.”

¹“The Motor-Vehicle Driver: His Nature and Improvement,” The Eno Foundation for Highway Traffic Control, 1949, pp. 2 and 3.

CHAPTER II

THE MOTOR VEHICLE DRIVER— WHO HE IS

With our attention focused upon the driver, we now can consider just who he is and how he came to be.

Much has been said and written about this "motor-vehicle driver." Great attention has been given to his physical structure and condition. His mental characteristics have been studied and discussed at length. Emotional structure, personality, temperament and attitudes have been explored with increasing interest and intensity. True, these are factors which must be understood and considered. However, let us first look at him as a member of society who has either the right or the privilege to drive a motor vehicle on public thoroughfares. Who is he?

Licensing the Private Motorist

In all except one state political jurisdiction, driving a passenger automobile is a privilege conveyed to the individual under provisions of a statute enacted by the state's legislative body.

A model for granting of the privilege to drive a motor vehicle is found in Act II of the Uniform Vehicle Code, the "Uniform Motor Vehicle Operators' and Chauffeurs' Licensing Act." This model originated at the First National Conference on Street and Highway Safety in 1925, was finally approved in 1926, and has been kept up-to-date with periodic revisions since then.

In issuing the final text as adopted in 1926, the Honorable Herbert Hoover, then Secretary of Commerce and Chairman of the National Conference, stated as follows: "This proposed Code was formulated with the widest cooperation of those having understanding and experience in these matters, with a

view to advancing uniformity in our traffic laws and regulations. The urgency of such action requires no emphasis from me. It has been demanded from every state in the Union. Without uniformity in essential laws and regulations, reduction in loss of life, personal injury and property damage upon our streets and highways is virtually impossible."

In spite of this rather widely accepted view on the importance and value of uniformity in traffic laws and regulations, varying conditions, necessities and political considerations have kept most states from approaching the tentative theoretical ideal found in Act II of the Uniform Vehicle Code. There still are wide differences in provisions of state laws relating to the granting of the privilege to drive through driver licensing.

A Model Licensing Procedure—Act II, Uniform Motor Vehicle Code

For purposes of this discussion, the essential features of this Act II of the Uniform Vehicle Code provide that:

1. No person, except a few expressly exempted, shall drive any motor vehicle on a highway without a valid license as an operator or chauffeur;
2. Licenses will not be issued a) to those under age of 16 years, as an operator, b) to those under 18 years, as a chauffeur, c) to habitual drunkards or drug addicts, d) to those afflicted with any mental disability or disease, e) to those who do not show proof of financial responsibility when required, and f) "to any person when the commissioner has good cause to believe that the operation of a motor vehicle on the highways by such person would be inimical to public safety or welfare";
3. Every applicant for a license shall be examined and every examination "shall include a test of the applicant's eyesight, his ability to read and understand highway signs regulating, warning, and directing traffic, his knowledge of the traffic laws of this State, and shall include an actual demonstration of ability to exercise ordinary and reasonable control in the operation of a motor vehicle"; and
4. A State may desire to add the following with reference to the aforementioned examination of applicants: "and such further physical and mental examination as the department finds

necessary to determine the applicant's fitness to operate a motor vehicle safely upon the highways."

It is evident, therefore, that the suggested provisions of Act II of the Uniform Vehicle Code, *if adopted*, would provide any state motor vehicle administrator with specific authorities and other discretionary powers adequate to give reasonable assurance that only safe, competent drivers are granted the privilege of operating a motor vehicle on the highways. A good example of this is found in the procedures used for licensing drivers in the State of Connecticut.

Driver Licensing in State of Connecticut

A license to drive a motor vehicle was required in the State of Connecticut first in 1907 but no examination was necessary until 1917. During that year, driving, law, and reading tests were given, with eye tests added as part of the examination in 1927. At present, in order to secure a license an applicant must fulfill the following requirements:

- Have reached the age of 16 years;
- Be physically fit to operate a car;
- Have satisfactory eyesight;
- Read and understand road signs;
- Have satisfactory knowledge of the Motor Vehicle Laws;
- Prove that he is able to drive a car.

Application for a driver's license is made on an appropriate form, Examination Record (Figure 1), which also serves as the inspector's report of the examination. When the applicant has convinced the examiner that he is prepared to take the examination—he has read the Driver's Manual, has a car with him, shows birth certificate if under 21 years of age and has properly notarized parent's or guardian's certificate and proof of financial responsibility if less than 18 years of age—an examination fee is collected and the affidavit on the Examination Record is sworn to.

The first step in the examination is a Law Test. This may be any one of ten (10) comparable tests, each being a series of ten

(10) multiple-choice questions based upon the Motor Vehicle Laws as outlined in a very complete and well-composed Driver's Manual issued by the Department of Motor Vehicles. Each test contains some difficult, some easy questions; some which require knowledge of actual driving, others which cover technicalities only to be learned from the Manual. The several different forms of the test are used alternately or in rotation so as to minimize the possibility of applicants memorizing the answers to any one set of questions. An applicant failing on more than three questions is rejected.

With the Eye Test the applicant is checked for visual acuity, color blindness, depth perception, field of vision, and occasionally for muscle balance, using a Keystone Telebinocular instrument. Although there is a set of six testing cards available, the complete set is used only when an applicant fails on a single-card "screening test" and there is a serious question as to whether or not an applicant should be rejected. Visual acuity of 20/40 for both eyes with or without glasses is considered satisfactory provided no one eye is poorer than 20/200. For anyone blind in one eye, or nearly so, the passing mark is 20/30.

Where weakness shows up in visual characteristics such as depth perception, color perception, or field of vision, the applicant is not rejected but is advised of the deficiency and warned to use necessary extra care to compensate for it.

The test cards used in the Eye Test require identification of typical road signs. Consequently, a separate Road Sign Test is not used unless the applicant had difficulty with identification during the Eye Test or where there is a strong probability that language difficulties may be a handicap. In such cases, a special Road Sign sheet is used and every effort made to help the applicant obtain the necessary understanding.

Hearing is tested without the use of any special equipment, merely by having the examiner lower his voice while talking to the applicant. There is no rejection for loss of hearing or deafness but operators with any marked degree of deafness are cautioned and advised to equip their cars with two rear-view mir-

rors to provide a clear view of the road to the rear and on both sides.

When the applicant has passed all of the foregoing preliminary tests, he then is taken on a Road Test, using a car provided by himself and accompanied only by the examining inspector. A typical test takes the applicant into enough traffic with the necessity for handling the vehicle under many different traffic conditions. For example, one typical course includes four STOP signs, two traffic lights, two rotary traffic circles, four left turns, nine right turns, and two opportunities to stop on a hill. Each applicant is checked carefully on the following main driving actions and hazards:

1. Starts from parking, giving signal;
2. Drives at a reasonable rate, considering traffic, intersections, weather, and other conditions;
3. Keeps in proper position on the road;
4. Uses proper traffic lanes at intersections;
5. Makes a U-turn in a side street;
6. Stops the car on a hill and starts up again;
7. Parks with reasonable skill;
8. Obeys all traffic signals, whether by police, lights or signs;
9. Gives correct hand-signals when necessary;
10. Uses good judgment and consideration in relation to other operators and pedestrians.

There is no fixed standard for passing or rejecting the applicant on the Road Test, each examiner using his best judgment depending upon the seriousness of the errors made, the frequency of the same errors, the attitude of the applicant while taking the test, and similar factors. It can be noted, however, that the examiner has 31 items on the Examination Record (see Figure 1) upon which to record results of the test so that he has ample opportunity to do a thorough job of evaluating driving skill. As for the actual thoroughness and strictness of the test with subsequent approval of a license to drive, one inspector commented in the following vein: "In passing applicants on the Road Test, I make certain I can go home at night feeling that I have not passed anyone who is apt to go out and kill

Form R-1

(To be answered in presence of Inspector)

Did You Pay \$2.00 for this Test?

Do You Know that Registration Plates Are State Property and Must Be Returned If You Do Not Renew?

If No Fee, State Whether Test Is for Government License, Review Test, Follows Rejection.

I do hereby certify that my statements in this application are true.

.....
Written signature of applicant.

STATE OF CONNECTICUT }
COUNTY OF } ss City or Town

Subscribed and sworn to before me this
..... day of 19

.....
Inspector M. V. Dept., Notary Public.

INSPECTOR'S REPORT:

APP. NO
1st 2nd

PASSED

REJECTED

Cause

Hour of Test Time Spent

EYE TEST:

Right Left Both Color
20/ 20/ 20/ Test

Glasses? Restricted?

LAW TEST:

Laws Wrong

ROAD SIGNS: Good Fair Rej.....

DRIVING TEST:

Make and Type of Car

Reg. No. State

Operator's License No.

State Expiring

Motor Vehicle Department

EXAMINATION RECORD

State of Connecticut

(PRINT) Last Name			First Name	Middle Name	Driven Since 19
(PRINT) Street and Number					Licensed by Conn. 19... to 19...
(PRINT) City or Town					By 19... to 19...
Occupation			Male	White	By 19... to 19...
Employer			Female	Negro	Have You Ever Been
Address			Orient		Suspended or Arrested?
Education			Age	Yrs.	When? Where?
Date of Birth			Mos.		Cause?
Birthplace			Height		Address at that Time
Came to U. S. 19			Weight		Reinstated? When?
To Conn. 19			Color Eyes		Were You Ever Rejected
Naturalized 19			Color Hair		On Operator's Examination?
Where?					When? Where?
					Cause?

Have You Ever Suffered From:
Nervous or Mental Illness?

Fainting Spells? Dizziness?

Heart Trouble?

Have You Any Physical Disability?

If So, What?

FIGURE 1

INSPECTOR'S REMARKS:

DRIVING ACTION	Hesitant	Normal	Overconf.
1. STARTING
2. SHIFTING
3. STEERING
4. TURNING
5. BACKING
6. PARKING
7. BRAKING
8. STOPPING
9. ON HILL
10. PULLING OUT
11. FOLLOWING
12. MEETING CAR
13. PASSING CAR
14. " PKD. CAR
15. " TROLLEY
16. " PEDESTR.
17. RT. OF WAY
18. APP. INTER.
19. BET. INTER.
20. OPEN ROAD
21. TRAF. LIGHTS
22. TRAF. SIGNS
23. ROTARY
24. RIGHT TURN
25. LEFT TURN
26. HAND SIGNAL
27. MIRROR USE
28. HORN USE
29. JUDGEMENT
29. DISTANCE
30. OTHER'S ACTS
31. ATTITUDE

Note as to any **DISABILITY** or Report of Nervous or Mental Illness, Fainting Spells, Dizziness, Heart Trouble, Etc. (To be filled out by inspector)

Inspector Giving Road Test.

FIGURE 1 (Continued)

either himself or someone else while driving a car." While not a fixed or rigid standard, it does demonstrate an objective toward which all driver licensing personnel should strive in carrying out that most important responsibility of granting people the privilege of driving a motor vehicle on our streets and highways.

Further examples of the care exercised in the granting of licenses to drive can be found in the following "Inspector's Remarks" noted on the Examination Record for typical cases where applicants were rejected:

"Was told in plenty of time to make a right turn. He then put on electric signal for left turn and at same time used right hand-signal. Bus in back did not know which way he was going. Nearly hit us."

"Handled car in a poor manner. Wandered all over the road. Turned corners wide and had poor control on turns. Did not wear glasses during the first five minutes of test although he needed them."

"Operator very confused on operating vehicles. Wouldn't go over ten mph even after being told to. Didn't understand when to shift. Went through stop sign. Used no hand-signals. Appears to be afraid of car. Needs more practice."

"Failed to be able to get started without jumping the clutch. Made left turns in the face of oncoming traffic with little or no hand-signal. While turning the vehicle around in street he stalled it several times."

Current Problems in Driver Licensing

If it is accepted that Act II of the Uniform Vehicle Code provides proper authority and appropriate discretionary powers, and that practices in the State of Connecticut illustrate a reasonably high standard of attainment in the field of driver licensing, why is it then that there apparently still are many, many persons licensed to drive who could not qualify under any reasonably conscientious application of the foregoing licensing provisions?

The answer to this question has been given many times and

covers many items. It has been discussed extensively by motor vehicle administrators, by legislators, by traffic safety authorities and by many others. The essential features likewise have been forcefully cited in the Action Program of The President's Highway Safety Conference (1946) and in subsequent reports by the Committee on Motor Vehicle Administration of that Conference.

Briefly, the more critical reasons for improper licensing are recognized as the following:

1. Many states still have motor vehicle laws well below the standard established by Act II of the Uniform Vehicle Code.
2. Many states that have enacted laws which closely approximate or equal the standard have failed to appropriate the funds needed to administer the laws properly.
3. Strict administration of rigid driver licensing laws, even when adequate funds are available, is quite unpopular and all too often politically hazardous.
4. Driver license examiners at times are selected on a political basis rather than on a basis of fitness; they seldom receive adequate formal training and in some cases do not even have standards for use in approving an applicant for a license.
5. The volume of applicants in relation to the number of examiners oftentimes is so great that it is very difficult if not impossible to give either a complete or a thorough examination.
6. Many road tests given under the licensing laws are grossly inadequate as measures of driving skill.
7. Many of the facilities provided for driver licensing are unattractive, unimpressive, and definitely inadequate. For example, some Snellen charts still used in a number of states for examination of visual acuity are worn, torn or soiled, frequently are poorly lighted and, on occasion, are set out in full view so that applicants have the opportunity to memorize the chart while waiting for the examination. The passing of eye tests by memorizing the standard Snellen chart has long been recognized as a correctable weakness in vision testing.

The problem of granting the privilege to drive is obviously a very difficult and serious one. Moreover, it is obvious that much still must be done before there can be even reasonable

assurance that only the relatively competent will be granted that privilege. This is covered quite specifically in the following "Summation" from the Report of Committee on Motor Vehicle Administration, The President's Highway Safety Conference, 1946, a statement equally applicable today:

"In reviewing nationally the work being done in the field of motor-vehicle administration, this Committee has come to the conclusion that the following undesirable conditions exist in some jurisdictions:

1. High turn-over of state personnel due to frequent elections and lack of adequate merit system or civil service.
2. Inadequate salaries in many jurisdictions result in qualified personnel seeking employment outside of state government.
3. Lack of training facilities, technical instructors, budget, and time, prohibits the development of well-trained technical staff in such essential work as driver-license examining and motor-vehicle inspection.
4. Lack of proper liaison between state departments resulting in competitive situations in which the general public is the ultimate loser.
5. Failure on the part of some departments properly to account to the general public for their activities and to solicit public support.
6. Failure on the part of some state officials to follow through vigorously on nationally recommended and accepted standards for adoption in their respective states.
7. This committee is impressed with the fact that across the country the relative standings of motor vehicle departments in their respective state governments vary. Oftentimes the motor vehicle department is merely a 'step-child' of some other state department with the result that proper consideration is not always given to the importance of the work of that department.
8. Legislative proposals in conflict with nationally recommended and accepted uniform standards are introduced and seriously considered without this conflict and the desirability of conformity with accepted standards being forcefully called to the attention of the legislators.
9. Failure on the part of some legislatures to provide adequate budgets to permit a good job to be done.
10. Indifference on the part of the public to the job the motor

vehicle departments are endeavoring to do in the public interest.”

In the light of this discussion, it may be concluded that the public is unwilling to accept the fundamental concept that driving is a privilege, not a right, and that the granting of this *privilege* is a function of the police power of a state even when the courts in most states have upheld this principle.²

It also may be concluded that many state legislators find the recommended standards for the control of this privilege to be so unpopular as to be politically inexpedient. Thus, they either fail to enact adequate laws or to appropriate adequate funds.

Finally, it may be concluded that the unpopularity of proper control over the granting of the privilege to drive is so great that it is politically inexpedient for some motor vehicle administrators to apply all of the standards even when there are adequate laws and sufficient funds.

Until such time as there is real public support to sound legislation, appropriation of adequate funds, and courageous administration of driver licensing laws, then there is little probability that we will eliminate the many who are not qualified to drive a motor vehicle under present-day conditions.

In further support of these conclusions the following comments³ are significant:

“. . . we have not yet, as a nation and as a people reached a level of social maturity which permits us to strike at the heart of the traffic enemy. Nearly all of our controls are fashioned for the events which take place *after* the individual is on the highway. Until we determine, originally, through the most conclusive tests, *who may drive*, we cannot expect any great improvement in the traffic acci-

² In the case of *Watson v. State Division of Motor Vehicles*, the Supreme Court of California ruled as follows: “Since motor vehicles are instruments of potential danger their registration and the licensing of their operators have been required almost from their first appearance. The right to operate them in public places is not a natural unrestrained right but a privilege subject to reasonable regulation under the police power in the interest of the public safety and welfare.” [212 Cal. 279, 298 P. 481 (1931)]

³ From an address by Paul H. Blaisdell, Director, Public Safety Division, Accident Prevention Department, Association of Casualty and Surety Companies before the Minnesota Association of Insurance Agents, April 15, 1953.

dent situation. It takes real moral courage to weed out the unfit before they become drivers and imperil life and limb . . . it obviously requires a greater sociological impact than we have experienced to bar tens of thousands of our people from the role of operator in the modern business and recreational use of the world's greatest system of highways.

"No matter how reluctant we may be to admit it, the relentless fact emerges that we have tried the other methods of driver control without success. . . .

"If we were to take this advanced step in human engineering for safety by a more careful determination of *who may drive*, what would it entail? . . . Wholly adequate driver licensing must eventually involve these steps:

1. A *physical examination* which does more than certify to the fact that the body is warm. Essential information would include a complete medical history, to guard against the dangers from epileptics and other equally unfortunate individuals who may be good and useful citizens but still not a safe risk at the wheel of a motor vehicle. A thorough heart examination would be required as well as the testing of reflexes. Vision tests would be a vital part of the physical check-up and would cover both ordinary acuity and the equally important factors of tunnel vision, distance judgment and color blindness. Gone would be the days of identifying eight letters on a white card.
2. A *psychiatric and psychological examination* to provide information on mental and emotional stability. In this area we undoubtedly need further research to apply known testing methods to the driving situation and to develop new tests for would-be drivers. Here we must eventually be able to obtain some index of probable driver attitude. Here we must search out the self-centeredness which prefers to risk death rather than yield a right of way. If examinations for military service disclose hundreds of thousands who would be a poor gamble in the tight situations of combat for psychoneurotic reasons, we must be equally firm in ascertaining who cannot cope with the tight situations of heavy traffic.
3. *Written examination* covering the rules of the road, which would disclose a thorough working knowledge of traffic control rather than the quickly forgotten surface glibness which can beat the odds in answering ten simple questions.

4. A *road test* of an inclusiveness which might be described as “the works” in contrast with the all-too-frequent qualifications of: can you start, steer, stop, back up and park an automobile?
5. *Periodic re-examination of all drivers* necessitated by the obvious fact that the proved ability to operate a motor vehicle at age 17 is no guarantee that the same ability will prevail at age 47 or 57 or 67.

“Such a concentration on *who may drive*, if accompanied by firm and certain suspension or revocation of the license for those who ‘slip by’ and demonstrate a persistent record of accidents or violations, would constitute the most direct approach to safety on the highways. Our state officials responsible for driver licensing will tell you that such a program is a laudable goal but that we can move in that direction no faster than public opinion will allow. To that assertion I might add the comment that public opinion will become articulate only when public indignation at the traffic accident spectacle demands conclusive action.”

Hiring the Commercial Vehicle Operator

Just as the private motorist, or driver of a passenger automobile, is subject to state motor vehicle laws, so is the driver of a commercial vehicle, whether it be a truck, a bus or a taxicab. While in some states this merely means that the commercial vehicle driver must obtain only the regular operator’s license, in others a special chauffeur’s license is required (Figure 2). In certain states, Connecticut for example, drivers of public service or passenger-carrying vehicles are required to hold a special public service license which is obtainable only after meeting qualifications beyond those required of the regularly licensed motorist.⁴

In addition, for those drivers employed by carriers subject to regulation by the Interstate Commerce Commission, qualifications of drivers as set forth in the Motor Carrier Safety Regu-

⁴ See Appendix for typical state requirements.

lations must be met.⁵ These are more severe in many respects than those required by most states, although a number of states have patterned their requirements after those promulgated by the ICC and thereby have attained a comparable standard.

It is apparent from a review of these qualifications relating to the operation of commercial vehicles as required by law, that the "professional," or person who earns his living at driving a vehicle, is expected to be a more skillful, safer driver than the average motorist, and that the person who is called upon to carry a human cargo for hire normally is expected to be still more skillful and competent. Whether this condition actually is accomplished may be questioned by some; however, there is strong evidence to support a statement that the average truck driver, taxicab driver, or bus driver, whether in over-the-road or local service, is a much more skillful and much safer operator of a vehicle than the average motorist.

Program of a Local Bus Company

This favorable standing of the commercial vehicle or public service driver likewise may be attributed to the still more rigid qualifications, over and beyond the legal ones, that must be met before many companies will employ a person as a vehicle operator. For example, the following statement by the personnel director of an award-winning local bus company serving a small city in the Middle West typifies the care being exercised in the hiring of drivers.

"For a bus operator, I try to select a man who is neat appearing, between the ages of 24 and 25; height, between 5'7" and 6'; weight, not over 200 lbs.; education, at least two years of high school. I prefer a man who is married with some dependents.

"First, I send the man's application to the local credit bureau. They send me a life history report covering such items as education, police record, credit record, habits, character, past work record, home environment, whether he drinks to excess, gambles, speculates

⁵ See Appendix for Part 191—Qualification of Drivers, Motor Carrier Safety Regulations (ICC).

STATE OF NEW YORK—DEPARTMENT OF TAXATION AND FINANCE
BUREAU OF MOTOR VEHICLES

APPLICATION FOR CHAUFFEUR'S LICENSE

FOR ISSUANCE TO MAY 31, 1953, ONLY
INSTRUCTIONS

PENDING NUMBER

(Do not write in this space)

1. THIS LICENSE WHEN ISSUED WILL EXPIRE **MAY 31, 1955**

2. Applicants will be required to pass a road, vision, English, and written test. (Be sure to obtain a driver's manual, Form MV 21, in order to prepare yourself for the written test.)

3. Fee of \$5.00 must accompany this application. No refund of any part of any fee of two dollars or less accompanying an application for a license shall be allowed unless the applicant shall be denied a learner's permit. Checks, drafts, American Express or Postal Money Order should be made payable to the Bureau of Motor Vehicles. If Postal Money Order, make it payable to office where your application is sent. (Example: If sent to Brooklyn the money order should be made out to BUREAU OF MOTOR VEHICLES, BROOKLYN, N. Y.)

4. If you desire a learner's permit, you must (a) file this application for license, (b) pass a vision and an English test, (c) pay an additional fee of 10c after tests have been passed. If you call in person to secure a permit at time of filing application, you are required to fill out Form MV 76; otherwise Form MV 76-A must be used. You will be notified when and where to appear for test.

5. Application and attached stubs must be completely filled out. A married woman must sign with her own first name.

6. Applicants must be at least 18 years of age to obtain this license, or a learner's permit for this license. APPLICANTS UNDER THE AGE OF 21 YEARS are required at the time of filing application and also when reporting for a road test to submit either a birth, baptismal or school certificate or other satisfactory proof of age.

6a. Three circular photographs not less than 1 1/4 inches nor more than 1 1/2 inches in diameter, must accompany this application. Paste one in each circle on other side and clip one to application.

7. Examinations for drivers' licenses are usually scheduled in advance; therefore you may be inconvenienced if you bring a car to the issuing office for a road test when filing this application. An examination permit will be delivered to you upon the filing of this application. If type of car permits, it is desirable to have a third person accompany applicant during road test.

NO PERSON IS PERMITTED TO POSSESS TWO NEW YORK STATE DRIVING LICENSES AT THE SAME TIME.

You are instructed to report to the Commissioner of Motor Vehicles, any employee of this Bureau demanding money other than the regular fee for a license. Any person attempting a bribe, or any person bribing an employee will be prosecuted to the full extent of the law.

OFFICE RECORD—DO NOT WRITE IN THESE SPACES

Fee \$5	Examined by	Date Received	Check	LEARNER'S PERMIT NUMBER
		<input type="checkbox"/> Birth Certificate <input type="checkbox"/> Baptismal Cert. <input type="checkbox"/> School Cert. <input type="checkbox"/> Other Proof	M.O. E.M.O.	
If proof of age is submitted examiner shall sign name in full, and check item furnished.				
Fold on this line				

EVERY QUESTION LISTED BELOW MUST BE ANSWERED BY APPLICANT

Warning: Any person making a false statement in an application for registration, or in this application for a license, or in any proof or statement in connection therewith, or who shall deceive or substitute, or cause another to deceive or substitute in connection with any examination hereunder, shall be guilty of a misdemeanor, punishable by a fine of \$100, or imprisonment for 30 days, or both, and by revocation of license.

LICENSE NUMBER—DATE OF ISSUANCE

1. Print or Type Full Name _____ (Do not write in this space)

2. Give Legal Residence _____ City or Post Office _____ County _____ State _____

3. Business Address _____ City or Post Office _____ County _____ State _____

4. Are you employed? _____ If so, give name and address of employer _____

Mo.	5. Date of Birth Day Yr.	6. Color	7. Sex	8. Weight Lbs.	9. Height Ft. In.	10. Color of Eyes	11. Color of Hair
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12. Do you desire a learner's permit? _____

13. Do you possess a current driver's license? _____ If so, what state? _____

chauffeur or operator? _____ license number _____ When does it expire? _____

ANSWER ADDITIONAL QUESTIONS AND AFFIX SIGNATURE ON OTHER SIDE

(DO NOT WRITE IN THIS BOX)

Where do you desire your examination? _____

14. Have you ever had a license to operate a motor vehicle refused, suspended or revoked, in this state or elsewhere? _____
 if so, give particulars _____
15. Do you use drugs or narcotics in any form or manner? _____ (If so, to what extent) _____
16. Have you ever had any accidents resulting in death or personal injury while operating a motor vehicle? _____

If so, give full particulars, stating time, place, death or injuries resulting therefrom.

17. HAVE YOU EVER BEEN FOUND GUILTY OF ANY OFFENSE IN ANY COURT? _____
 IF SO, LIST ALL CONVICTIONS BELOW:

Date of Conviction	Nature of Offense	Penalty Imposed	In what court convicted

FILL OUT AND ATTACH FORM MV 22 IF ADDITIONAL SPACE IS REQUIRED TO LIST CONVICTIONS (CONVICTIONS OF PAST 18 MONTHS MUST ALSO BE ENTERED ON ADJOINING STUB →)

18. (a) THE APPLICANT IS REQUIRED TO ANSWER EACH OF THE FOLLOWING QUESTIONS "YES" OR "NO"
- Have you defective hearing? _____ Have you a physical deformity or suffered the loss of leg, arm, hand or foot? _____
 Have you any heart ailment? _____ Have you ever had excessively high blood pressure? _____
 Have you ever had: epilepsy? _____ a "stroke"? _____ Bright's disease? _____ diabetes? _____
 Are you crippled in any manner? _____ Have you ever suffered any physical disability? _____
 mental disability? _____ Have you ever been confined to any hospital, public or private institution for mental illness? _____
18. (b) If you have answered "Yes" to any part of Question 18a, give full particulars, including dates and your present condition: _____

THREE CIRCULAR PHOTOGRAPHS
 taken within 30 days prior to date of filing must be presented with this application. All pictures must be identical and one and one-half inches in diameter. Pictures must be a true likeness and must show only neck, shoulders, and uncovered head.

Attach one Photo Here

NOTE: ALL QUESTIONS MUST BE ANSWERED YES OR NO, CHECK MARKS ARE NOT ACCEPTED.
DO NOT MAIL CASH OR STAMPS AS THIS BUREAU WILL NOT BE RESPONSIBLE FOR ANY LOSS

19. Give date photographs were taken _____

I, the undersigned, state that the information I have given in the foregoing application is true to the best of my knowledge, information and belief.

Signature of applicant _____
Sign Your Name in Full—Not Initials

Do not write in spaces below—for use when applicant appears personally for Learner's Permit at time of filing application

Written test	English test	Eye tests				
		Color	Eye	Right	Left	Both

Applicant signs here after completing tests
 Examiner _____ Shield No. _____

(Do not write in spaces below) **CHANGES OF ADDRESS RECORD** (For Office use only)

Date	Street and No.	City or Post Office	County	State
1.				
2.				
3.				
4.				

FIGURE 2 (Continued)

or whether he associates with undesirable people. I will not hire a man with a police record.

"If the credit bureau report is favorable, I then give the applicant the Personal Reaction Test and the Standard Examination for Transit Employees.⁶ If he makes the recommended scores, he then is given a complete eye examination—side vision, visual acuity, depth perception, lateral imbalance, vertical imbalance, ametropia, near- and far-point fusion, and color blindness. If anything is wrong with his eyes, I will not hire him. Then the applicant is sent to the company physician for a thorough physical examination including fluoroscope.

"After the physician's approval, the applicant is given a test run on city streets to see his ability to handle large equipment. If satisfactory in this test, he is accepted for training."

Program of a Local-Delivery Trucking Company

Still another example of the importance placed upon the initial selection of drivers may be found in the procedures used by a large local-delivery trucking concern. For a driver, they have set up the following standards for selection:

Age	21-32 (Preference 21-28)
Education	Grammar School (Preference—two years High School)
Appearance	Clean-cut, neat, good personal habits; medium height and weight, extremes avoided.
Physical Qualifications	Sound as to sight, hearing, heart, lungs; movement of limbs of body free and unrestricted; freedom from all physical disabilities, particularly hernia. Physically strong.
Stability in Previous Work	Desirable that applicant is not a "floater" and has retained at least one job for a period of two years or over.
Experience	Department store or commercial vehicle driving knowledge of territory essential.
Temperament	Emotionally stable, courteous, friendly.
Marital Status	Married preferred; unless married, it is desirable that applicant reside with parents.

⁶ Further discussion on use of this test can be found in *Selection and Employment of Transit Operating Personnel*, Kraft, Royster, and Cleeton, American Transit Association, New York, 1946 and *How to Hire a Bus Operator*, Kraft and Cleeton, American Transit Association, New York, 1950.

License	Chauffeur's
Safe Driving	Freedom from mental and nervous defects, mentally alert, adequate driving experience, good safety habits.
Intelligence	Minimum of 25, as measured by Otis Intelligence Test.

This company also puts a great deal of emphasis upon the interviews held with applicants. They, along with a growing number of others in the field of personnel administration, believe that much significant information on heretofore neglected areas of temperament, attitude, and emotional stability can be gleaned from planned, careful and intelligent questioning during an employment interview. This is worthy of special comment and serious attention by persons responsible for decisions as to who shall be employed. Many recent references⁷ support this view, as well as provide worthwhile guides for the development of more effective interviewing. Also, the following comments illustrate the value placed upon the interview by the personnel manager of this particular local delivery company:

"What ought we to look for in the applicant? Experience, training, character and stability are probably high on the list. These are the things we seek to discover in an interview."

"In starting the interview, have a definite plan in mind and follow it with all applicants."

". . . you note that he used to work for 'X' company. Ask him in a conversational tone to tell you briefly just what he did there. Interject questions occasionally to bring out why he left. Was it pay? Hours? Lack of advancement? Difficulty with the boss? Insecurity? Note in particular any gaps in his employment record and ask him to explain. The omission of a previous job may be the very clue you are looking for."

"With respect to personal data, if you dig you may find family conditions—not living at home, separated, refused board, unusual

⁷ *How to Interview*, Bingham and Moore, Harper & Brothers, New York, 1941. *Employee Evaluation Manual for Interviewers*, Fear and Jordan, The Psychological Corporation, New York, 1943. *The Placement Interview for Transit Employees*, Royster, Cleeton and Kraft, American Transit Association, New York, 1946. *Selecting and Inducting Employees*, Halsey, Harper & Brothers, New York, 1951.

draft classification, etc. Follow these up. Check also the caliber of his two personal references."

From the foregoing, it is possible to appreciate how a skillfully conducted interview, as used to an increasing extent in the commercial vehicle field, will help assure that more and more drivers are temperamentally and emotionally suited to the complex job of driving a bus, a truck, or a taxicab in city, suburban or inter-city service.

Program of a Long-Haul Trucking Company

Still another example of modern, progressive techniques for the selection of competent drivers is found in the following 13-step program used by Pacific Inter-Mountain Express, Inc., a highly successful, award-winning, long-haul trucking concern.

1. *Preliminary Interview*

This is a brief screening to determine if the applicant warrants further consideration.

2. *Application Blank*

If the applicant appears favorable, he is asked to fill out an application form. Minimum requirements for line drivers are: 26 years of age and at least two years of continuous employment with one employer. Applicant must have a valid chauffeur's license, and show clearance from the union.

3. *Planned Interview*

A planned interview then follows in which the supervisor gets additional information from the applicant and explores his attitudes, interests, etc., through the use of a written question sheet. (*Note: This interview calls for detailed questioning in the areas of Schooling, Family Background, Present Financial Situation, Domestic Situation, Health, and Work Experience for the past ten years or more.*)

4. *Telephone Check*

Special form used for local check with previous employers covers specific items such as accidents and accident responsibility, how applicant got along with fellow workers, use of alcohol, etc.

5. *Reference Check*

Special form used for check with previous employers covers work experience and calls for ratings on specific traits—

character, dependability, cooperation with fellow workers, initiative, and general ability.

6. *Physical Examination*

A medical examination is given by a physician before hiring, and annually thereafter. A physician's certificate pronouncing the applicant physically fit is required. Special attention is given to the nature of the work to be performed and careful note is made of the medical history.

7. *Psycho-Physical Tests*

All drivers are required to pass tests including eye-foot reaction, depth perception, visual acuity, night vision, glare recovery, side vision, vertical and lateral imbalance and color vision. The minimum requirements for driver applicants are more restrictive than the ICC standards.

8. *Intelligence Test*

A 50-question pencil and paper test, the Wonderlic Personnel Test, is used. A minimum score of 16 is desirable; however, applicant may be considered for employment with a lower score if all other qualifications are satisfactory.

9. *Military Status Questionnaire*

Pertinent information as to military status is gathered on a special form.

10. *Student-Driver Test*

The driver supervisor takes applicants on at least two student trips of from 400 to 550 miles round trip, using a special Driver Check Sheet to record results. The student trip is a performance test to check the applicant's ability to drive, as well as providing an opportunity for the driver supervisor to instruct the applicant in the proper handling of equipment, safety inspection, location of safety check stops and how to fill out required reports.

11. *Orientation*

The driver supervisor reviews any weaknesses or errors which resulted from student trips. The applicant is given a copy of the Driver's Handbook, a kit for new drivers, and other essential material. Safety measures, I.C.C. regulations, and company policies are further explained.

12. *Additional Student Trips*

The driver supervisor must determine the extent to which a driver needs additional training to meet company standards. After the new driver has been on the job a month, the

driver supervisor checks him on another trip, and from there on two or three trips annually.

13. *Final Employment Procedure*

When all the papers have been completed, the driver is introduced to the dispatcher, the shop service foreman and others, and is then taken through the maintenance shop for further orientation. All application papers are prepared by the driver's immediate supervisor and endorsed by the manager. They are then forwarded to the general office for approval by the Director of Personnel, Director of Safety and Director of Drivers.

Many other examples of effective procedures for the hiring of commercial vehicle drivers could be cited to indicate that much attention has been and is being given to this important phase of traffic safety. It must suffice, however, to refer those with special interests in this subject to the organizations that have made real contributions in recent years, namely, Iowa State College, Pennsylvania State College, Center for Safety Education, New York University, School of Public Health, Harvard University, National Safety Council, American Trucking Associations, Inc., American Transit Association, and insurance groups.

By citing the excellent and progressive work being done and by describing some of the more advanced procedures being used in the selection of competent commercial vehicle operators, the impression may be obtained that all, or at least the majority of, commercial vehicle drivers are hired in such manner. Unfortunately that is not the case. In fact, except perhaps in the case of drivers of passenger-carrying vehicles, by far the majority of drivers are still hired on a hit-or-miss basis.

That much still remains to be done to obtain more universal use of modern, successful selection techniques is borne out by results of recent studies carried out in the field of highway transport safety by the School of Public Health, Harvard University. In a Summary Report issued in the fall of 1952, this group cited a study of the use of employment blanks in the

selection of truck and bus drivers covering 60 operating truck and bus fleets and 746 driver applicants. This showed that one or more facts of major importance in the personal or employment history were omitted in 34 percent of the application blanks; in only 348 instances was the driving record of the applicant checked as part of the employment procedure; and in 58 percent of the instances where the motor vehicle records of the drivers were checked, unfavorable histories were discovered.

Thus, in spite of all that has been done, there is still a great need for raising the initial qualifications for commercial vehicle drivers if the objective of greater traffic safety is to be obtained. Moreover, this responsibility must be shared both by employers of these drivers and by motor vehicle administrators.

CHAPTER III

CONTROL THROUGH MOTOR VEHICLE ADMINISTRATION

In the light of the wide variations in standards set up among the several states and in the procedures used for granting of the *privilege* to operate a motor vehicle, it is not surprising that there are many people driving on the streets and highways today who do not qualify as good drivers. Moreover, after once having been granted this *privilege*, many motorists feel they may drive as they like, in spite of the standards by which they were qualified. This apparently is a characteristic of human nature which seems to hold true in jurisdictions where standards of qualification are high just as well as in those jurisdictions where almost anyone can obtain the privilege of driving.

This points up the responsibilities of the motor vehicle administrator in each state. He is the key man, first in granting a license to drive and then in seeing that only those who maintain a satisfactory standard of driving performance retain that privilege. As Robert I. Catlin, Chairman, Connecticut Safety Commission, so ably and clearly stated in an address before the Eastern Conference of Motor Vehicle Administrators in July, 1952:

"I am concerned over the increasing evidence of frustration and complacency which I have noted on the part of a growing number of the public. . . . I find many who seem to feel that perhaps the operation of 52 million cars on our highways must result in thousands of accidents, and that, perhaps, the killing of 35 or 40 thousand people annually and the injuring of two million more may be the price we shall have to pay for the increasing use of automobiles as our chief mode of transportation.

"May I offer what I believe to be a practical solution to some of these problems—and in doing so I am not thinking in terms of a solution for 1963, but rather, in terms of a solution for 1953.

"First of all, that the motor vehicle administrators boldly utilize the powers granted them by law. There are few administrators who do not have ample authority under the law to do a bigger and better job.

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"As to my first recommendation, administrators must be willing to accept responsibility for spearheading the drive to control traffic accidents. There is no other individual in the state, not even the governor, who has the power that has been conferred upon the motor vehicle administrator to deal with this important problem. In their hands is the final say of who drives and what he drives.

"Let's be more specific. The licensing of operators of automobiles must be viewed as concerning primarily public safety and welfare, and not, as is so frequently the case, a revenue-collecting activity. For too long and in far too many of our states the collection of fees for licenses and registration plates has been looked upon and accepted purely as an important source of revenue. While appreciating that revenue is important, I maintain that public interest and welfare require the elimination of unfit drivers and unfit cars from our highways. It is just as plain and simple as that.

"The licensing of automobile operators must be considered a privilege conferred by the state, and not an inherent right.

"I am wondering if administrators recognize the responsibility resting upon their departments in the matter of licensing new operators. So frequently I hear the remark that getting an operator's license for the first time is a cinch. Many have expressed their astonishment at the ease with which it is possible to secure their first operator's license. I maintain that the licensing of a person for the first time is very important. Such examinations must be handled by an adequate and well-trained group of examiners who follow recognized standards which have been established to govern the proper licensing of operators."

Legal Authorities and Responsibilities

Then, in discussing the authority and responsibilities of the motor vehicle administrator *after a license has been granted*, Mr. Catlin went on to state:

"Let's consider the powers granted administrators to issue warnings, suspend licenses and reinstate them.

"I believe many motorists benefit from being warned, especially those who unintentionally violate traffic laws and regulations.

"If the powers granted administrators to suspend, revoke or reinstate licenses are exercised properly it will materially assist in controlling the traffic accident situation. I firmly believe that the suspension and revocation of licenses is far more important and far more effective, especially under present conditions, than the levying of fines. Take the case of the youthful driver; I am sure the suspension of his license for a sufficient period to make a lasting impression will have a greater effect than the levying of a fine which in many instances will be paid by the father or mother. If we are going to educate many motorists as to the importance of driving carefully, a firmer position must be assumed by administrators in using their powers to suspend licenses for periods commensurate with the nature of the violation."

Under Act II of the Uniform Vehicle Code, the model which we are using as the principal basis for this discussion, the motor vehicle administrator is given extensive authority to cancel, suspend or revoke the license to drive. Under some conditions, action is mandatory; under others, action is at the administrator's discretion.

Mandatory Authority under Uniform Vehicle Code

Revocation is mandatory upon receiving word of a licensee's conviction of any of the following offenses:

1. Manslaughter, or negligent homicide, resulting from the operation of a motor vehicle;
2. Driving while under the influence of intoxicating liquor or a narcotic drug;
3. Using a motor vehicle in the commission of any felony;
4. Failure to stop and render aid as required in the event of an accident resulting in death or personal injury;
5. Perjury, or the making of a false affidavit or statement, relating to the ownership or operation of motor vehicles;
6. Conviction upon three charges of reckless driving committed within a period of twelve months.

Discretionary Authority under Uniform Vehicle Code

As to the *discretionary* authority of the administrator, this

has been stated and discussed very clearly by J. Stannard Baker of The Traffic Institute, Northwestern University, in the publication, "Driver Improvement Through Licensing Procedures,"¹ so I quote:

"All of the mandatory activities which might be set up by a law could cope with only a small part of those licensed drivers who should have special attention for the sake of safety. The great majority of such cases cannot be handled in a routine or clerical way by a legal formula. Each takes individual study and appropriate action. They are almost like medical cases. Only a very few call for the legal requirements of 'quarantine.' The greater number take individual diagnosis and treatment.

"The key to discretionary action is an estimate of the chance of future accidents. If this chance is great, vigorous action is warranted. If the chance is remote, no action at all is required. This is simply a matter of trying to calculate the risk in each case under consideration.

"Therefore, the driver-license authority is allowed and expected to use judgment in dealing with licensed drivers who seem to get into too much trouble. It is especially authorized by the model law to protect the public by suspending a license 'without preliminary hearing upon a showing by its records or other sufficient evidence' that a driver:

1. *'Has committed an offense for which mandatory revocation of license is required upon conviction.'* By doing this the license authority can protect the public at once from a driver who has done something for which the law will require revocation. The main effect of this is to make it very much worth his while for the driver to seek a quick court decision on his case rather than to get all possible delays. The usual evidence on which action of this kind is based is an arrest report. In the case of arrest reports, the action can be a standard, routine one. For example, a report of an arrest for drunk driving comes from the highway patrol. This case will not be tried for several months, perhaps more, if the violator and his lawyer get all the delays they can to lessen the chances of conviction. In the meantime the violator will still be driving unless his license is suspended at once 'pending trial.' This protects the public and the case is settled in court as soon as

¹ *Driver Improvement Through Licensing Procedures*, James Stannard Baker, American Association of Motor Vehicle Administrators, Washington, D. C., 1950.

possible. If the violator is found not guilty, his license is reinstated at once; but if he is convicted it must be revoked, of course.

- "2. *'Has been involved as a driver in any accident resulting in the death or personal injury of another or serious property damage.'* An accident may be a clue that something is wrong with a driver, so wrong, in fact, that it may be a good thing to take him off the road before he gets into more trouble. For example, an alert reviewer notices that an accident to an old driver is exactly the kind which happens to people who have become night-blind without knowing it. The license is suspended 'pending special examination.' In some accidents, the driver himself is so injured as to impair his driving ability. A suspension 'pending qualification' is then in order.
- "3. *'Has been convicted with such frequency of serious offenses against traffic regulations governing the movement of vehicles as to indicate a disrespect for traffic laws and a disregard for the safety of other persons on the highway.'* This permits removing the chronic violator from the highway, especially the person who knows how to drive properly but simply refuses to do so. Most of such people are able to pass the standard examination; therefore the matter of 'competence' is not usually involved.
- "4. *'Is an habitual reckless or negligent driver of a motor vehicle.'* This is usually indicated by being involved in numerous accidents without the convictions which would make the driver qualify as a chronic violator. The term *habitual* is not easily defined; but if you can foretell about when a driver will be involved in his next accident, you are pretty safe in saying that he has reached the habitual point. This ability to predict cannot usually be based on less than three accidents in two years. But repeated accidents cannot alone determine this condition. A driver may repeat accidents because he is unqualified or because of great exposure rather than because of habits of thinking or operating. An example is the person who has several times fallen asleep while driving as indicated by accidents or complaints or both.
- "5. *'Is incompetent to drive a motor vehicle.'* This is the driver who cannot meet the established standards as applied by regular or special tests. This is almost purely a matter of physical ability, knowledge and skill. These suspensions are made only after failure on a test and are 'pending qualifica-

tions.' The clue to the incompetence may come from an accident or a complaint.

- "6. '*Has permitted an unlawful or fraudulent use of his license.*' This is mostly lending a license certificate to an unlicensed driver who uses it as evidence of being licensed.
- "7. '*Has committed an offense in another state which if committed in this state would be grounds for suspension or revocation.*' This makes it possible for a state to do something about its licensed drivers who abuse their privileges as guests in other states. It makes it possible to hold each state responsible for the drivers which it licenses wherever they may be. Action is taken on the basis of reports of accidents, violations and complaints sent in from other states.

In discussing the use of this *discretionary* authority, Mr. Baker goes on to say:

"So much authority is a great responsibility. Administering this part of driver licensing is not a mere matter of following rules laid down by law, like the collecting of fees or issuing of certificates. It is a method of working out ways to accomplish the aim of the law in preventing bad drivers from making the road dangerous for others. It means not merely following orders but rather using good judgment.

"Take, as an example, the authority to suspend after a serious accident. It would be foolish to think of this as a rule that all drivers involved in personal injury accidents be automatically suspended for, let us say, three months. It would be almost equally foolish to say that because you do not have such a rule for everybody, you can do nothing at all with this part of the law. The idea is that an accident may give us a clue that something is wrong with a driver. This might not happen often but it can be very important when it does. Common sense will sometimes suggest not an immediate suspension, but a prompt move to investigate and consult with the driver for his own benefit. If the driver fails to respond at once to such an offer, good judgment then demands quick suspension pending investigation for the benefit of the public. If the investigation shows that the driver is night-blind but otherwise all right, the sensible thing to do is not to revoke his license, but to restrict him to daylight driving for everybody's welfare.

"The fact that a license administration has authority to take some action does not mean that it must be the *policy* to take that action.

The authority granted gives the power, but practices followed must use this power wisely."

To this point, consideration has been given to the responsibilities and authority of the motor vehicle administrator, as granted under terms of the Uniform Vehicle Code. Consideration now will be given to how this is carried out in several states that have been recognized as being among the most proficient in administration of the motor vehicle laws: Connecticut, Texas, Oregon.

The Connecticut Point System

The State of Connecticut has long been looked upon as a leader in intelligent and progressive motor vehicle administration. It was one of the first states to require that all drivers be licensed and one of the first to require that all applicants pass comprehensive tests before being granted the privilege to drive. Moreover, perhaps to a large extent as the result of consistently efficient motor vehicle administration over the years, Connecticut has achieved an enviable traffic safety record and has won many national and regional honors for this record.²

As early as 1931, under Commissioner Robbins B. Stoekel,³ the Connecticut State Department of Motor Vehicles recognized the need for some form of routine, standardized approach to the problem of accident repeaters and habitual or chronic violators beyond that called for by the provisions of the law requiring mandatory action—suspension or revocation. In other words, how could the motor vehicle administrator most effectively make use of the broad discretionary powers granted to him for proper control over the privilege to operate a motor vehicle in the state?

As is customary in most states, all motorists involved in acci-

² Grand Award Winner, National Traffic Safety Contest, National Safety Council—1940, 1944, 1946, 1947, 1949, and 1952. Grand Award Winner, National Pedestrian Protection Contest, American Automobile Association—1946, 1947, 1949, and 1952.

³ *A Probation System for Motor Vehicle Law Violations*, Bulletin No. 80, Department of Motor Vehicles, State of Connecticut, July, 1931.

dents in Connecticut are required to file reports of such occurrences with the Department of Motor Vehicles, specifically when death, personal injury, or property damage in excess of \$100 occurs. Reports also are received from police authorities, from coroners or medical examiners, from garages, and from newspaper clippings. Added to this are records of convictions in court, notices of warnings by police, and special reports from motor vehicle staff personnel—inspectors or investigators. Thus, through a centralized record system, the Connecticut motor vehicle administrator does have a comprehensive record of all licensed drivers particularly useful for dealing with those who are having more than their share of accidents or violation involvement.

Rather than deal with these “problem” drivers—those with multiple accidents and multiple violations or those guilty of a serious or flagrant offense—on a hit-or-miss basis, Connecticut decided to adopt a “Point System.” This Point System called for the application of weights in the form of point values to each report of an accident, court conviction, or violation. The point values are scaled in accordance with the seriousness of the occurrence as follows:

<i>Occurrence</i>	<i>Point Value</i>
Involved in fatal accident, if held responsible	10
Operating under influence of liquor or drugs	10
Evading responsibility and racing	8
Operating while under suspension	7
Reckless driving	6
Reckless driving if no evidence of liquor or speed (fine of less than \$50)	4
Driving so as to endanger, out-of-state	4
Speeding	3
Passing standing school bus	2
Defective brakes	2
Violation of rules of the road	3
All other convictions for moving violations	2
Police or Inspector's warning	1
Proved complaint of moving violation	1
Accident involvement responsibility, no conviction	1

As each report is received in the Department of Motor Vehicles, notation is made on a Master Record card and the accumulation of points is entered on the face of the card. This accumulation is for only the latest five-year period since all points are erased as they become five years old.

When the accumulation of points reaches three or more, the Master Record is forwarded from the Record Division to the Driver Improvement Section of the Division of Operator Control for review. Initially, a record of three points called for use of a warning letter, five points called for an interview or conference, and six points called for a formal hearing. Because of the volume of cases and the administrative problems involved, however, this schedule has recently been modified so that the formal hearing will not be held until a record of seven points has been accumulated, except where special conditions apply. The warning letter still is used at the three-point level.

Again primarily for administrative reasons, no further action is taken when points are added between these several levels of action after that action already has been taken. For example, a driver is sent a warning letter for having accumulated three points on the Master Record; then another report comes in which adds one point for a total of four. Since he previously has received one warning letter, no further action is taken until the points reach the total of five when an interview or conference is called for. The same procedure is used between the five-point level and the seven-point level, except under unusual conditions.

Since this Point System has been in use over the last five years (beginning July 1, 1947), more than two-thirds of all records reviewed have been disposed of with a warning letter, and in fractionally less than 18 percent of all cases has a hearing been necessary. The complete record of action by the Driver Improvement Section is given below.

<i>Period</i>	<i>Financial</i>					<i>Total</i>	<i>Licensed Operators</i>
	<i>Warn- ing Letters</i>	<i>Respon- sibility Letters</i>	<i>Con- ferences</i>	<i>Hear- ings</i>			
July 1- June 30							
1947-'48	4,146	801	747	1,048	6,742	741,841	
1948-'49	6,226	750	1,115	1,732	9,823	765,718	
1949-'50	5,968	945	1,281	1,925	10,119	794,554	
1950-'51	4,874	766	1,342	1,787	8,769	836,983	
1951-'52	5,646	249	1,696	1,142	8,733	890,252	
Total—5 yrs.	30,371		6,181	7,634	44,186		
%	68.7		14.0	17.3	100.0		

The Warning Letter

It is obvious that the warning letter is the real heart of this program and probably one of the main reasons for its apparent success. This may be attributed to several features. One of these is that the letter is friendly as indicated by the following sample wording:

"The violation recently added to your driving history has been called to my attention. I feel sure that a friendly warning at this time will be of benefit to you, your fellow drivers and the community.

"Under the Connecticut Point System you have accumulated a score of three points. If your total reaches five points it will become necessary for you to appear at this office for a conference. A check on your driving habits would undoubtedly eliminate the necessity for this conference or any further action.

"If you would like to review your record with a member of our Driver Clinic, please feel free to call upon us."

Next, the letter undoubtedly is effective because of the character of the people involved. By far the majority of people to whom it is addressed are not chronic violators or those who habitually disregard the law. They are responsible citizens who do not deliberately become involved in accidents or violations. This definitely seems to be borne out by many favorable comments on the System received from those to whom warning letters have been sent. One letter from a man said, "I think this type of safety campaign is very commendable and should

be continued to the advantage of the driving public and the State of Connecticut."

A woman driver wrote, "I assure you that I have taken your friendly warning and suggestions very seriously regarding my driving habits and hope and trust there will be no further accumulation of points against me." A newspaperman who had received a three-point warning letter said, "Your warning has been well taken and I am glad I live in Connecticut and have a Department of Motor Vehicles interested in the welfare of its pedestrians and drivers. More power to you all." Another driver wrote, "You may rest assured I appreciate your friendly warning and I am confident that the points will not increase." Another, "I must say this is a fine system . . . I have no complaint and will cooperate with the Motor Vehicle Department to the best of my conscious abilities." The father of a minor had this to say, "I believe in this letter that you have written to him and think it is a very nice thing to do and believe that it will help correct his wrong doings."

Other drivers—drivers who had been warned or who had been called to conferences have written in to say, "I cannot argue with your system of debiting points against drivers, frankly I believe it is a good one."—"I should like to express my appreciation for this unusually courteous letter. You may rest assured that the warning is nonetheless effective."—"More power to you on your driver clinic and point system. I think it is wonderful." This last came from a parent of a minor driver.

Finally, of course, the effectiveness of the warning letter lies in the fact that it carries with it the known, though carefully expressed threat of further action in the event of additional accidents, violations, complaints, convictions or warnings, action that might only be a conference but which, conceivably, could be the loss of the license through suspension or revocation. In other words, drivers are consciously put on notice that they must live up to their responsibilities under the law toward the "privilege" to drive or face the loss of that privilege.

The Conference

For those who fail to heed this initial warning, or for those whose initial offense is sufficiently serious, the System calls for a "conference" or interview with the driver. As has been mentioned earlier, this takes place when the record shows an accumulation of five or more points within a five-year period.

At such time, a friendly but pointed notice is sent out, reading as follows:

"Since last reviewed and as a result of a new violation, your driving record has now reached a very critical stage. If you continue to accumulate points against this record it will soon reach such proportions that I will have no alternative but to suspend your right to drive upon the highways of this state.

"I do not want this to happen and I am sure that your driver's license means a great deal to you. Therefore, you are being called to this office for a conference and a review of your driving history. It may not be necessary to take any action at this time, but we do want to talk things over with you.

"You will be expected to report to_____."

At the interview, great care is used to keep from giving the impression that the driver is being "bawled-out" or threatened with a possible suspension. The main objective is to attempt to get at the underlying causes of the difficulties, which frequently are related to attitudes, to have the driver understand and appreciate his responsibilities toward proper vehicle operation, and to generate a willingness on his part to assume in fact such responsibilities.

While most of these interviews are limited to discussions of the purposes of these rules of the road, the underlying causes of accidents and how they can be avoided by defensive driving tactics, there occasionally are indications of possible physical deficiencies in vision, hearing, or the like, which might either be corrected or for which the driver might be able to compensate if they were known. In such cases a re-examination is usually arranged for, all with the expressed attitude of helping the driver to retain the privilege of driving.

Every effort is made to keep these interviews on a friendly, helpful basis. However, there always is the accompanying threat of possible loss of license through suspension if the counseling is not heeded. Then, too, there occasionally are drivers who resent being called in, who resist every effort to help them, and who refuse to recognize that they have done anything wrong. In some such cases, the license may be suspended during the interview. However, those instances are relatively rare.

All in all, the interview or "conference" plays a very important part in the Connecticut system of dealing with "problem" drivers. Moreover, as conducted, there is a minimum amount of resentment on the part of those called in toward the manner in which these cases are handled.

The Hearing

When the record of a driver shows a total of seven points or more, either from accumulation from several offenses or from a single major offense, suspension is in order and the driver is called in to a formal hearing. Depending upon the circumstances of the case, the motor vehicle administrator may suspend the license "pending hearing" or wait until the hearing has been held.

Hearings are quite formal and quasi-judicial in conduct. A complete stenographic record is kept and the driver involved may have legal counsel. Also, the decision of the hearing officer may be appealed to the courts, although this has been done only in rare cases, and in every such appeal the hearing officer has been upheld.

Because only the most serious and flagrant cases are brought up for hearings, a suspension usually results. If this is the first time, the suspension may be for only five days; if a second, then probably 30 days; if a third, usually 60 days. The penalty is assessed as nearly as possible to fit the severity of the violation or violations and record of previous suspensions, if any, for similar offenses. Suspension, however, is not automatic with a

hearing except in cases where the point total is ten or more. Then it is automatic.

Mandatory or Automatic Suspensions

Along with the operation of the Point System is the administration of the state motor vehicle laws which require automatic suspension by the Commissioner of Motor Vehicles regardless of points. In Connecticut, the following are some of the automatic or mandatory suspensions:

Fatal accident	At least one year
(May be reinstated when found not responsible by coroner or court)	
Drunken driving—1st offense	At least one year
Drunken driving—2nd offense	Five years
Reckless driving	Until hearing
Hit and Run	At least one year
Speeding—1st conviction	May be suspended until hearing
Speeding—2nd conviction in 12 months	At least 30 days
Racing	90 days
Violation, rules of the road	May be suspended until hearing
Violation, 2nd conviction in 12 months	At least 15 days

These are the major though not all of the suspensions which by-pass the Point System.

From this study and discussion, it may be concluded that the State of Connecticut is in an excellent position to deal effectively with motor vehicle drivers who fail to operate their vehicles properly. The motor vehicle laws equal or exceed the recommended standards as called for under Act II of the Uniform Vehicle Code; the Commissioner of Motor Vehicles has broad discretionary powers which enable him to cope with almost any situation; and the Department of Motor Vehicles has been given an administrative tool, through the Point System, that enables them to carry on their function constructively and effectively. The Department of Motor Vehicles in Connecticut also has the further advantage of efficient administration of the state police function and the full cooperation of that important

group. Only with full support of the police and of the courts can a motor vehicle administrator carry on an effective driver control and improvement program.

The Point System may not be the theoretical ideal. However, it does have advantages in that it can be readily understood by the driving public and it is comparatively simple to administer. In addition, the authority vested by law with the Commissioner of Motor Vehicles makes it possible for him to by-pass the Point System when circumstances warrant and thereby keep it from becoming too fixed or inflexible.

The results being obtained in Connecticut certainly would appear to justify more widespread use of at least a similar administrative tool by other states.

The Texas Program of Driver Improvement and Control

The State of Texas too has made substantial progress in the field of motor vehicle administration, both in the establishment and maintenance of high standards for the examination and licensing of drivers and in the establishment and operation of an effective driver improvement and control program. Although the Texas methods of handling licensed drivers who experience more than their share of traffic difficulties are quite similar in nature to that being used in the State of Connecticut, it seems appropriate to review these methods as further evidence of constructive action that can be taken in the field of motor vehicle administration. It is interesting to note also that Texas handles this problem without benefit of a "point" system.

Since the foundation for such a program of driver improvement and control is proper identification and special attention to drivers on an individual basis, this is found in a permanent driver record file. In Texas, the application form submitted by an individual in obtaining his original driver's license becomes his file. Whenever a licensed driver is convicted of a moving traffic law violation, the incident is reported by the traffic court and is recorded on the driver's permanent record. Other perti-

nent information from investigation reports of motor vehicle collisions also is recorded on the permanent files of the drivers involved. Even though the clerical task involved in maintaining such records for more than four and one half million individual drivers is tremendous, no comprehensive improvement or control program can be carried out without the information provided in these records.

The Texas program is based on the theory that many drivers do not recognize the serious consequences which may result from traffic violations; it therefore has been developed along the lines of attempting to correct improper driver habits and attitudes without depriving the motorist of his privilege to operate a motor vehicle except in the more severe cases.

When the permanent record of a driver shows that he is experiencing more traffic difficulties than the average, his file is forwarded to the Driver Improvement Section for special attention. The following formula determines what action will be taken in the initial stages of the improvement attempt:

1. Three entries of so-called "minor moving violations"—A reminder letter is written to the licensee advising him of the fact that his record of violations is somewhat more extensive than that of the average driver, and he is asked to cooperate by attempting to improve those improper driving habits which are causing the difficulties.
2. Two incidents of minor collision in which the driver was not charged—A safety letter is written to the licensee and he is asked to be a little more careful in his operation of a motor vehicle.
3. An additional entry after reminder letter has been written—The licensee is cited to appear for special examination to demonstrate his ability to operate a motor vehicle safely under present-day traffic conditions. Failure on the part of the driver to comply with the examination citation results in his application for renewal of license being denied until such time as he has met the requirements of the standard examination.

When there is an additional entry of a moving violation after the actions shown above have been taken, the driver is cited to appear for interview and discussion of his driving record with a

special representative of the Department. Since the Statutes of Texas specifically provide for a hearing prior to the taking of suspension action in cases of this type, a short form petition is filed with the hearing officer prior to the date of interview. After a thorough discussion of the complete record, the driver is given the opportunity to sign a waiver of formal hearing and accept probation or a short term suspension on an agreement basis. The probation, which has proved to be very effective in handling cases of this type, provides for a volunteer surrender of license in the event that the driver should violate a traffic regulation or be responsible for a motor vehicle collision within a six to twelve months' period of time. In the more severe cases a suspension period of from thirty to ninety days is invoked.

The Driver's License Law of Texas provides two separate means by which a driving privilege may be suspended:

1. *Automatic Suspension*—The license and driving privilege of an individual is automatically suspended for a period of six months upon final conviction of any one of the following offenses.
 - a. Negligent homicide resulting from the operation of a motor vehicle.
 - b. Driving a motor vehicle while under the influence of intoxicating liquor or narcotic drugs.
 - c. Any offense punishable as a felony under the Motor Vehicle Laws of this State.
 - d. A conviction of a driver of a motor vehicle involved in an accident or collision upon a charge of failure to stop, render and disclose his identity at the scene of said collision or accident.
 - e. A conviction upon a charge of aggravated assault upon the person by means of a motor vehicle.(This section also provides for an automatic one-year suspension of driving privilege in the event of a second conviction upon any of the above-named charges. A charge of "Driving While License Suspended" is a County Court case, and upon conviction the suspension is automatically extended for a period equal to the original suspension.)
2. *Discretionary Suspension*—The Department is authorized to suspend the driving privilege of any license for a period of

time not to exceed one year under certain conditions. In such cases it is the responsibility of the Department to prepare and file a petition with the hearing officer, setting forth the licensee's driving record and produce such evidence as is necessary to place the driver in one of the following categories:

- a. Has committed an offense for which automatic suspension of license is made upon conviction.
- b. Has been responsible as a driver for any accident resulting in death or personal injury of another or serious property damage.
- c. Is an habitual reckless or negligent driver of a motor vehicle.
- d. Is an habitual violator of the traffic laws.
- e. Is incapable of driving a motor vehicle safely.
- f. Has committed an unlawful or fraudulent use of such license.
- g. Has committed an offense in another state which if committed in this State would be grounds for suspension or revocation.
- h. Has operated a motor vehicle on a public street or highway in violation of the restrictions placed on his license certificate.

Contrary to the recommendations contained in Act II of the Uniform Vehicle Code, the Texas Statutes provide for a hearing prior to the taking of discretionary suspension action. Traffic Court Judges and Justices of the Peace are designated as hearing officers for the purpose of handling such proceedings. Either the Department or the licensee may appeal such findings to the County Court at Law for a trial *de novo*. Thus, it is possible for discretionary suspension action to be taken even though the driver has never been convicted for a moving traffic violation. For example, the Department may produce a sufficient number of witnesses to testify that on certain occasions they have seen the licensee drive a motor vehicle in a reckless manner, and secure an affirmative finding for the suspension of driving privilege. In like manner, the driving privilege of a licensee may be suspended after proper hearing if it is shown by witnesses or through examination that the driver is incapable of operating a motor vehicle safely.

Reports on the driver improvement and control activities in the State of Texas lend further support to the conclusion that proper handling of the driver licensing authority of a motor vehicle administrator is one of the most effective means of dealing with the individual "problem" driver. It provides a sound basis for denying the use of our streets and highways to the incompetent, unskilled, reckless, dangerous and unqualified drivers, including those who have demonstrated that they have little regard for the rights and privileges of others.

As an indication of the types of action taken and the volume of activity involved in such a driver improvement and control program, the following summary is of value.

<i>Examining Activity</i>	<i>1951</i>	<i>1952</i>
Examinations given	622,270	821,285
Total original licenses issued	323,567	409,572
Restricted original licenses issued	65,971	73,380
<i>Improvement Action</i>	<i>1951</i>	<i>1952</i>
Safety Letters	18,649	13,555
Special Examinations	5,327	5,845
Interviews	3,278	4,211
Hearings	950	1,147
Probations	1,322	2,237
Restrictions Placed on License	2,343	2,713
Discretionary Suspensions	2,462	2,557
Mandatory Suspensions	18,863	16,431
Total	53,194	48,696

The Oregon Program of Driver Improvement and Control

Still further concrete and encouraging evidence of activities aimed at maintaining a high standard of driver performance among licensed drivers can be found in the State of Oregon. While the program itself is not unique, some of the problems inherent in the establishment and conduct of a program can be so considered. Here we have a state that is very substantial in geographical area with difficult topography and yet a state with a comparatively sparse population of licensed drivers. There is

no such concentration of licensed drivers who can be reasonably closely supervised or reached as in the State of Connecticut.

Those charged with the responsibility for motor vehicle administration in the State of Oregon realized that a driver improvement and control program was very much needed. However, at the beginning, it seemed that the approach used in Connecticut was too involved for a relatively small department staff. On the other hand, in 1950, it was decided that a small start would be better than merely contemplating a start at some later date when conditions might be more favorable. Consequently, in that year a workable program was put into operation, staffed by only one man and one stenographer assigned to the operation on a full-time basis.

The Drivers License Division maintains a central file containing all available reports on each individual driver. In Oregon, it is required that every accident be reported regardless of the extent of damage. And here it may be noted that one of the real needs in a workable driver improvement program is a high degree of completeness in the reporting of accidents and also in the reporting of violations and convictions. In this connection, it was found in Oregon that the reporting of convictions by courts improved noticeably when such courts became familiar with the importance of their abstracts to the program of driver improvement.

The first step toward driver improvement takes place when the driver's central file shows three entries (either convictions or accidents, or a combination thereof) within a period of twelve months, if the third entry (accident) appears as one for which the driver could be considered responsible. When the clerical staff makes the third entry, within twelve months, the license folder of the individual driver is referred to the driver-improvement officer. He then sends out a "first letter." This letter is carefully worded so as not to give the impression, in any sense, that the driver is being threatened. On the contrary, it is assumed that the letter is going to a responsible and reason-

able person to whom one can normally appeal on the basis of personal pride.

While the letter does not in any way request a reply, it is not uncommon and the tone of such replies indicates a reasonably widespread acceptance of this program. For example, from a very responsible and highly respected citizen, this statement was received:

"You have given me a challenge to avoid further cause of warning and I am sure that you will be removing my 'repeater' file at the end of my probation period."

Among other representative comments contained in unsolicited replies to this "first letter" were the following:

"It is with humility that I read this letter; I certainly feel that you are to be congratulated for taking this means to encourage safer and more careful driving. I regret that it was I to whom this letter was addressed instead of someone else; however, I am pleased to know that our State Department is aware of the number of accidents that occur and you may rest assured that I will do all in my power to correct an existing condition that is most embarrassing to me.

"The second paragraph of your letter refers to the resentment that could exist. I personally welcome your letter and think that the unusual person would be the one that would be resentful. It will be my hope that at the end of the next twelve months, you will be able to withdraw my name from the list of repeaters. May I be one to encourage you to continue this means of advice."

"My first reaction was not one of resentment. Rather, it was one of humiliation that it was necessary for me to receive such a letter. That reaction was closely followed by one of pride in the efficient responsibility of those whose duty it is in the State of Oregon to safeguard lives."

"As parents of _____, to whom you sent one of your 'advisory' letters, we wish to thank you. We didn't know your office did that sort of thing, and we are heartily in favor of it. Our son never was a speed demon or daredevil, we learned from others seeing him drive. However, he did seem to be at least 'involved' much too frequently. He is now in the Army Air Force. We are sending your letter on to him. It makes so much sense."

"I will admit that when I received your letter I was shocked to learn that I had become an accident repeater. I was not, however, too shocked to start taking stock of myself and to correct some bad driving habits."

In the use of this "first letter" great care is taken to keep the letter from appearing to be strictly a form letter. Also, care is exercised so that letters are sent only to those who appear to warrant identification in the "repeater" group. Entries involving non-chargeable accidents or such convictions as "overweight" or "no clearance lights" are not considered when judging the three entries as a basis for forwarding a letter.

If, as a result of subsequent entries on a driver's record, it appears that the "first letter" has not had the desired effect, a second or "call-in" letter is forwarded. This letter takes a friendly tone but nevertheless a positive position: "continued involvement will result in license suspension . . . however, in all fairness, we want you to have an opportunity to personally go over the record before any action is taken . . . disposition of your case will be based upon Mr. _____'s recommendation after he has discussed the record with you." Failure to appear for this interview can result in suspension.

In handling these interviews, as is the case with the "first letter," care is exercised in calling only those drivers whose records are plainly eligible for constructive criticism. Borderline cases are left alone until they have developed more serious aspects.

A Driver Improvement Record is kept of each interview and the driver is required to sign this card as an acknowledgment of the interview. At the conclusion of each interview, the driver is told either that his license "might be" or "will be" suspended if additional unfavorable reports are received. The term used is dependent upon the nature of the case; for example, the "will be" quite often is used with the young, somewhat irresponsible driver whose record is inexcusable and who has no use for his car except as a plaything. The "might be" would be used in those cases involving drivers whose livelihood de-

pend, at least in part, upon driving. These people receive every possible consideration before a license is suspended.

During 1952, seventy-nine licenses were suspended strictly on driving record and failure to improve. No suspension is for less than thirty days or for more than one year. In most cases, "repeater" suspensions are for thirty days. Naturally, if a second suspension becomes necessary on the same basis, it would be for a longer period of time.

As an example of the type of comments that will appear on the Driver Improvement Record after an interview, the following statement was made relative to an eighteen-year-old, single, pleasure-car driver:

"His trouble stems directly from attitude, lack of defensive driving, improper thinking, lack of attention, day dreaming, too much speed, not alert to potential hazards and poor judgment. He states that most of his trouble occurred while he was alone and that he just wasn't paying attention to his driving. This boy's parents feel about the same way we do. He stated that he benefited from the interview and that he will stay out of trouble. This boy can if he will put forth the effort. He was warned that future violations or accidents that could have been prevented by better driving, thinking or acting might result in the suspension of his license."

From this explanation it would appear that the State of Oregon has been able to get results from a comparatively simple although very practical driver improvement program. Their experience also should indicate what can be done in a constructive way even on a relatively small scale with a very limited staff. This certainly should lend much encouragement to all motor vehicle administrators who as yet have not been able to do as much.

CHAPTER IV

CONTROL IN COMMERCIAL VEHICLE FLEETS

“Professional” drivers, or those who drive buses, trucks and taxicabs for a livelihood, are subject to the same administrative control from state motor vehicle departments as are private motorists. In fact, where a special chauffeur’s license or public service license is required, the implication in the provisions of the law usually is that they are expected to operate with a higher degree of care and with much greater safety than the private motorist. And for those engaged in interstate operation this is more than implied; it is very definitely covered under the Safety Regulations of the I.C.C. Bureau of Motor Carriers referred to in Chapter II and cited in Appendix B.

Significant also to the extra degree of responsibility that must be assumed under the law in many jurisdictions by the driver of a vehicle carrying passengers for hire, is the following statement by a judge while giving instructions to a jury in a joint civil suit against a bus company and a private motorist by a passenger injured when a bus and an automobile collided:

“It was the duty of the defendent,, the driver of the bus, to exercise the *highest degree of care* for the safety of the passengers. . . .”

“It was the duty of the defendent (the driver of the automobile) . . . to exercise *ordinary care* to so run and operate her said automobile as not to cause it to come into collision with other persons or vehicles using the highway at that time and place. . . .”

“By the term ‘highest degree of care,’ as used in these instructions, . . . is meant that degree of care usually exercised by ordinarily careful and prudent carriers of passengers for hire. . . .”

“By the term ‘ordinary care,’ as used in these instructions, . . .

is meant that degree of care usually exercised by ordinarily careful and prudent drivers of automobiles. . . .”

It seems apparent, therefore, that not only state motor vehicle laws but also state liability laws impute to the “professional” driver a higher degree of responsibility than to the private motorist. The objective apparently is to have greater assurance that only the more competent drivers will be in control of the heavier, more extensively used vehicles and those carrying a human cargo for hire.

In addition to these legal controls, drivers of commercial and public service vehicles are subject to still further controls by their employers, and, in many instances, these are even more rigid and exacting. Employers generally have a sense of responsibility for safeguarding human life and protecting the property of others. Also, they are in business to obtain a reasonable return on an investment; therefore, they must be conscious of costs, both direct and indirect.

Faulty, discourteous or unsafe operation of vehicles affects costs in many different ways. Repairs to one’s own vehicles are costly, both in labor and materials and in time lost from productive effort. Injuries to employees increase labor costs. Claims resulting from injuries or damage to property of others also add substantially to direct costs or to costs of insurance protection. Unsafe or discourteous operation of commercial motor vehicles, particularly public service vehicles, results in the loss of much-valued public or customer good-will.

These are factors which prompt wide-awake managements of commercial vehicle fleets to demand high standards of driver performance. Specifically, the insurance angle is of significant importance. For the private motorist, any public liability and property damage insurance coverage that may be required is almost always obtainable from some source, even if necessary under an assigned risk plan, and the rate paid is determined largely by the insurance-loss experience in the applicable geographical area. Until recently rates generally have been com-

parable for all motorists in the area irrespective of the past record of accidents or insurance losses of the individual motorists.

Such is not the case, however, with commercial vehicle operations. Public liability and property damage insurance rates, as generally applied to commercial vehicle fleets, are established on the basis of experience with the individual risk. In other words, insurance costs decrease as accident costs decrease, and vice versa. Thus it is that managements of commercial vehicle fleets are increasingly conscious of the need for improved accident records obtainable only through tighter, more effective control over the performance of their drivers.

Individual Driver's Records

Among most of the larger companies, and more and more among the smaller fleets, careful attention is given to the maintenance of a very complete record of all acts and actions of the individual driver. He is required to report every accident or incident in which he and his vehicle are involved and, for purposes of protection, must even report accidents occurring nearby and other incidents which he may witness. These reports are supposed to cover everything, regardless of the nature or extent of injury or of the damage resulting.

In addition to reports by drivers, information on individual performance is obtained from reports of the company's supervisory force, from complaints or reports by the public and other drivers, from reports of police officers, motor vehicle or I.C.C. inspectors, insurance company representatives and, in some instances, private investigators. Thus it is that an individual driver's record may contain a very wide variety of entries, such as accidents, acts of discourtesy, violations of traffic regulations, arrests, acts of dishonesty, violations of company rules, miss-outs or failure to report for assigned trips or runs, sicknesses and similar items. (See Fig. 3.)

9-1-21

Richard Doe

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1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21		22	23	24		25	
																				ROADWAY AND TRAFFIC RULES AND VIOLATIONS				MISCL. REPORTABLE INCIDENTS			
FAILURE TO CALL STREETS	OPERATOR ROBBED	FAILURE TO PAY JUST DEBTS	GAMBLING-LIQUOR	SMOKING-PROHIBITED AREA	PERSONAL APPEARANCE	COMMENDATION	COMPLAINTS-UNAVOIDABLE	COMPLAINTS-AVOIDABLE	CONDUCT WITH PASSENGERS	MINOR OFFENSES AND VIOLATIONS	OPERATING WITHOUT PROPER EQUIP.	IMPROPER DESTINATION SIGN	MISSED ASSIGNED REPORT			TRANSFER IRREGULARITIES	IMPROPER HANDLING OF FARES	PASSING UP PASSENGERS	RUNNING OFF SCHEDULE		AVOIDABLE	UNAVOIDABLE	INSUFFICIENT WITNESSES		FOLLOW-UP BY INSTRUCTORS		
-16-46			A 8-18-47	2/18/46	B 4/30/47		D 7/16/48			A 12/6/47		"1/10/47	7/2/46			A 1/31/47	C 12/21/46	12/11/46	A 2/6/46		B 2/28/46	B 8/28/46		#33 2/14/46	#35 12/11/46	8/23/47	Dixon
2-19-47				"1/5/48	B 11/9/48		D 12/8/48			D 3/2/51		"1/19/47	9/1/46			A 11/10/47	C 11/24/47	5/29/47	A 3/8/46		B 7/13/46	B 11/30/46		#4 3/4/47	2/2/48	Charles	
2-5-49					C 5/20/50		D 6/19/48			D 2/2/52		12/5/49	10/5/46			F 12/2/47	A 10/14/50	"1/6/50	A 5/14/46		B 2/7/47	B 12/9/46		#33 1/24/48	2/9/48	Dixon	
					C 3/2/51		D 7/18/49					2/2/52	2/2/47			A 12/24/47			A 5/6/47		B 2/10/47	M 4/4/46		#33 2/3/48	4/17/48	Dixon	
					C 8/30/51		D 10/12/50						4/9/47			A 10/26/49			A 6/2/47		B 2/23/47	G 12/13/46		#35 9/20/48	8/24/48	Dixon	
					C 6/2/52		D 8/9/51						12/5/47			A 5/20/50			A 12/19/47		E 7/30/47	M 1/20/47		#34 5/16/50	10/12/49	Charles	
							D 8/15/51						12/26/47						A 6/8/50		E 7/30/47	M 1/27/47		#34 2/26/51	10/25/49	Charles	
							D 10/17/51						8/11/48						A 1/20/52		A 9/2/47	E 6/2/47			12/6/49	Charles	
							D 11/3/51						10/2/50								A 11/28/47	M 9/30/47			1/6/50	Jones	
							D 3/28/52						7/20/51								A 2/27/48	G 11/10/47			11/13/50	Dixon	
							D 1/26/53						12/2/51								E 4/2/48	B 11/28/47			1/20/52	Hale	
																					B 5/10/48	E 12/6/47			4/10/52	Hale	
																					A 5/30/48	M 12/6/47			5/8/52	Hale	

ILLUSTRATIONS OF CODE REFERENCES

Col.	Code	Occurrence
4	A	Using intoxicating liquors to excess
17	A	Issuing transfer improperly punched
	F	Not inspecting transfer
20	A	Running ahead of time
21	A	Failure to make safety or arterial stop
	B	Signal light violations
	E	Too fast by slow sign
22	A	Excessive speed
	B	Rough starts and stops
	E	Following too close to car or bus ahead
	F	Starting car or bus without door signal
	G	Not sounding gong or horn when necessary
	I	Failure to give proper hand signal
	K	Diverting attention off street ahead with car or bus in motion
	M	Passenger stop made in improper place
	N	Operating bus with door open

FIGURE 3

FIGURE 3 (Continued)

ACCIDENT SUMMARY		19					19					19					19									
		TOT.	A	P	U	I	TOT.	A	P	U	I	TOT.	A	P	U	I	TOT.	A	P	U	I	TOT.	A	P	U	I
TRAFFIC ACCIDENTS-TOTAL																										
COLLISION WITH PEDESTRIAN																										
COLLISION BETWEEN CO. VEHICLES																										
TEST SCORES																										
COLLISION WITH OTHER MOT. VEH.																										
PASSENGER ACCIDENTS-TOTAL																										
BOARDING (EXCL. DOOR ACCIDENTS)																										
ALIGHTING (EXCL. DOOR ACCIDENTS)																										
CAUGHT/STRUCK BY DOORS																										
BLIND																										

OPERATORS NAME
Doe, Richard

DATE EMPLOYED
1-30-46

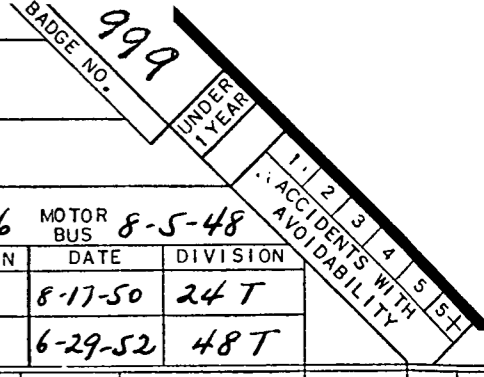
QUALIFICATION DATES

STREET CAR	1-30-46	DIVISION	24T	DATE	7-3-49	DIVISION	24T	DATE	8-17-50	DIVISION	24T
TROLLEY BUS	1-30-46										
MOTOR BUS	8-5-48										

DATE DIVISION DATE DIVISION DATE DIVISION

1-30-46 24T 7-3-49 24T 8-17-50 24T

8-1-48 5R 3-19-50 48T 6-29-52 48T



TEM	DATE	DAY	TIME	ROUTE	DIRECTION	LOCATION		CAR OR BUS	LIGHT	WEATHER	STREET SURFACE	RAIL	NO. OF WITNESSES	NO. OF PASSENGERS	MINUTES LATE	TYPE RUN	HRS. ON DUTY			HRS. RELIEF DUE	FILE NO.	COMPANY VEHICLE			CLASSIFICATION	DESCRIPTION	RESPON. SIBILITY			ACTION.	CLAIMS PAID	PASSENGER	TRAFFIC
						ON	AT/NEAR										TOTAL	ACTIVE	RELIEF			S	T	M			A	P	U				
1	1/13/46	Sa	7:23 P.	Prosp.	N	Prosp.	18th	239	DK	Clr	D	✓	4	50								✓			213	Brding - Standing Bus		X				1	1
2	8/3/46	Sa	9:32 A	Vine	S	Vine	21st	653	Lt	Clr	D	✓	2	320	Spl.	5	5		-	1		✓			213	Brding - Standing Car		X				2	2
3	1/15/47	W	4:52 P	Main	N	Main	Linwood	175	Lt	Clr	D	✓	0	0		11	5		2	2		✓			138	Veh. being met & passed		X				4	4
4	2/4/47	T	8:45 A	Club	S	Main	41st	166	Lt	Clr	D	✓	4	4	Ex	3	3		3	1		✓			135	Car overtaking moving veh.		X				5	5
5	6/2/47	M	7:50 A	14th	S	Summit	Rosedale	414	Lt	Clr	D	✓	3	18		3	3		-	2		✓			236	Thrown - movement of car - running	X					7	7
6	8/11/47	M	9:20 A	Club	N	Blud. bet. 51 & 50th		723	Lt	Clr	D	✓	6	20	Spl.	3	3		-	4		✓			133	Veh. overtaking & passing car		X				8	8
7	8/13/47	W	8:10 P	Vine	S	Walnut	15th	653	DK Lt	Rn	W	✓	7	10	SN	3	3		-	6		✓			135	Car overtaking moving veh.		X				10	10
8	11/4/47	T	5:30 P	Wood.	E	31st bet. Tracy & Madison		816	Lt	Cl	D	✓	0	10	Spl.	13	13		5	1		✓			133	Veh. o. & p. Car		X				11	11
9	12/20/47	Sa	10:20 A	Prosp.	N	Prosp.	48th	209	Lt	Clr	D	✓	0	0		3	3		-	1		✓			137	Veh. approaching from angle	X					13	13
10	1/28/48	W	2:45 P	Park	S	Holly	21st	132	Lt	Clr	Slick	✓	1	1	SD	4	4		-	5		✓			138	Veh. being met & passed		X				14	14
11	4/9/48	T	7:40 A	Central	S	3rd	James	110	Lt	Clr	D	✓		0	Ex	3	3		0	1		✓			105-A	Alleged veh. ahead of car		X				16	16
12	1/17/49	M	5:31 P	8th	N	8th	Ann	250	Lt	Clr	D	✓	0	65	Ex	3	3		0	1		✓			131	Coll. - veh. ahead of car		X				17	17
13	6/27/49	M	4:40 P	Park	S	Grand	19th	501	Lt	Clr	D	✓	1	25		17	7		1	2		✓			138	Veh. being met & passed		X				19	19
14	8/12/49	F	3:27 P	Main	N	Main	18th	525	Lt	Clr	D	✓	0	10	SN	9	6		1	2		✓			133	Veh. o. & p. car		X				JAN.	
15	5/19/50	W	7:40 A	2nd	W	2nd	Broadway	917	Lt	Clr	D		5	60	Spl.	1	1		1	2		✓			135	Bus overtaking veh. - on right		X				MAR.	
16	8/15/50	T	11:12 A	20th	N	Hardy	W. Blvd.	911	Lt	Clr	D		1	3	SD	7	7		7	2		✓			14	Coll. w. other object		X				APR.	
17	8/23/51	Sa	9:00 P	Wood.	N	Brook	12th	241	DK Lt	Rn	W		0	1	Ex	21	13		4	3		✓			133	Veh. o. & p. bus		X				MAY	
18	4/14/52	M	4:15 P	Main	N	Main	36th	506	Lt	Clr	D		1	1	Spl.	10	6		2			✓			138	Veh. being met & passed		X				JUNE	
19	9/5/53	Th	6:30 A	Park	E	Park	Madison	923	DK Lt	Mist	W		2	0	Spl.	1	1		1			✓			11	Coll. w. pedestrian		X				AUG.	
20																																SEPT.	
21																																OCT.	

FIGURE 3 (Continued)

FIGURE 3 (Concluded)

Types of Driver Control

When any report is received and an entry made on the individual's record, it is customary for someone in management to discuss the matter with the driver. This is generally done unless the offense was very trivial or the circumstances indicate that the driver did not in any way share the blame for it. While the format of this discussion undoubtedly varies widely from company to company, and from individual to individual within any given company, the purpose or objective of the discussion remains pretty much the same. The purpose is to get at the underlying causes of the occurrence and then reach an understanding whereby there will be no reoccurrence of the same thing.

Some companies find that friendly counseling can correct most situations. Still more companies resort to some form of punishment such as, first, a caution or reprimand, next, a short suspension in terms of time off without pay, then, a longer suspension, and finally, discharge. Others penalize the drivers in relation to award or incentive plans, some with and some without monetary value. A few deal with this problem in strict conformity with a merit or demerit plan.

Much has been written and much more has been said with respect to the application of the foregoing types of driver control. Thus, rather than arbitrarily accept any one as being the best or most effective, let us consider the patterns followed by a few representative companies and the arguments advanced by each.

One transit company in a medium-sized industrial city felt that it was necessary, during the critical labor shortage periods of World War II, to follow a policy of leniency or appeasement in cases of poor performance. Rather than take a chance of losing personnel by requiring strict conformance to a high standard of performance, the company followed a policy of

reinstruction and warning, and repeated reinstruction and warning. Individual drivers' records carried the following type of entry: Instructed, instructed, warned, instructed, warned, warned the last time.

From an operating point of view this policy proved highly unsatisfactory to this company, and to many others who similarly felt required to follow it. The feeling of respect for the authority of supervision was almost completely lost, with the result that level of performance fell off among the entire employee group. The situation was further aggravated by the generally common attitude of labor union groups toward support of employees with the entreaty to "give him another chance," over and over.

Use of Suspensions

Finally, this company made a change in policy. It adopted a policy of handing out suspensions. The entries on individual drivers' records changed to read as follows: Instructed, warned, suspended, suspended, suspended the last time. At last there developed a respect for the authority of supervision. The whole level of performance among the operating group was gradually raised.

In commenting on his experience with discipline in these forms, the following remarks by the company's superintendent of transportation can be noted:

"Discipline is, we know, a frightening word but there is a positive as well as a negative approach. Positive, or constructive discipline proceeds from within the individual, and to a large extent, is a habitual reaction to established values, customs, and regulations. When we say the organization is well disciplined, we are thinking of positive discipline.

"Negative discipline, or discipline involving force or some outward influence, in its extreme form, proceeds on the theory that compliance is secured by the use of punishment or the fear of penalties.

"If we are to have positive discipline in our organization, then we must use negative discipline as a tool to acquire it.

"Suspension is the most effective discipline we have short of discharge, and by proper administration we can produce better cooperation between operator (driver) and supervisor.

"Suspension is one achievement that they (drivers) fail to brag about.

"I believe that strict but intelligent discipline is necessary to the efficiency of any organization and that foremen and supervisors, as well as the whole organization, will gain the confidence and respect of all employees through the impartial exercise of discipline.

"Lack of discipline indicates weakness and fear on the part of supervisory employees or lack of confidence in the rules and policies under which the organization is operated.

"Rules and policies should be enforced to the letter and without special interpretation to fit special cases. If the rules and policies are wrong and do not fit the case, change the rules or policies, but so long as they are in force, they should be observed and applied without fear or favor."

Somewhat in contrast to the views of the foregoing superintendent are those of still another superintendent of transportation for a similar-sized transit company not too far distant from the first. His views on suspensions as the basic means of getting acceptable performance on the job have been stated as follows:

"It costs us over \$600 to put a new operator through primary training and teach him the basic things necessary to do the job we require on our property. That's a lot of money. In that training period we spend a lot of time in shaping that man's attitude toward the company and the job he is setting out to do. We try to teach him that we (the company, union, and he) are jointly responsible for results and that full cooperation is necessary in every phase of the business. We tell him that there is no harsh taskmaster or a boss perpetually standing watch over him to see that he makes no mistakes and to sock him with a penalty if he does. We urge him to learn

from his mistakes and teach him to ask for advice from his supervisors and more experienced fellow operators. It seems like a silly thing to me then to set up an automatic system of suspensions and penalties without regard for conditions which must in effect nullify a large part of this expensive training. Why waste your training money and efforts by taking away your prerogative of deciding methods to suit individual cases? It seems to me that such a method of operation must have been born in the mind of a lazy man who wanted to be able to make decisions without taxing his judgment, or an automaton who little understood the human mind.

"I would be guilty of a falsehood if I said I don't use suspensions. I do, but I think that the meting out of a suspension is a matter of grave importance to be handled with wisdom and understanding of the individual case and should not be handled as a routine matter. Suspension should be used as a last resort where all other methods such as retraining, conferences, and personal investigation have failed, and, when it is given, it should carry with it the implication that this is the last warning before dismissal.

"Do not we sometimes forget to ask ourselves the questions, 'What results do we want from discipline?' After sober reflection, don't we find that correction of bad performance is the desired result? Does fear of suspension cause good performance or does it result in an attitude of being good while the boss is watching or an attitude that the penalty pays for the misdeed? Does it gain you cooperation which is an important factor when dealing with transit operators who are out of the vision of supervisors for a large percentage of the time they are on duty, or does it gain you disrespect? Isn't it better to deal when possible on a basis of mutual understanding and helpfulness?"

While it might, at first glance, appear that these two administrative officials have divergent views on the subject of discipline as related to proper performance on the job, careful interpretation leads to the conclusion that there is a strong bond of agreement. The first superintendent is concerned with establishing a respect for authority and a willingness to perform by use of a penalty, but without the implication that this penalty—suspension—is arbitrary or automatic. The second superintendent is building a case against "an automatic system of suspensions and penalties without regard for conditions."

Both would seem to favor the judgment of each individual offense on its merits with some variation in how and when a penalty of time-off without pay—a suspension—should be applied.

A Uniform Penalty System

Quite in contrast to these philosophies are those of a large, highly successful, safety-wise, trucking company. This company has the quite unusual feature whereby “uniform rules and regulations” and “penalties to be charged for violation of same” are recognized as part of the labor contract. Under these provisions, “discharge” is the penalty for a “major chargeable accident after full investigation.” In the case of a “minor chargeable accident,” the first offense is “reprimand,” the second, “3-day lay-off,” the third, “1 week lay-off,” and subsequent offenses, “subject to discharge.”

A similar pattern of penalties has been established for major infractions under the headings of 1) Accidents, 2) Equipment, 3) Conduct, 4) Reports, 5) Driving Schedules, 6) Attendance, and 7) Miscellaneous. For instance, the first offense for “conviction for reckless driving” results in a “reprimand,” the second offense calls for a “3-day lay-off,” and the third offense makes the driver “subject to discharge.” “Discourtesy to customers” carries the same schedule of penalties, while “drinking on duty or on company property” makes the employee immediately “subject to discharge.”

As an important feature of this plan, there are provisions governing the accumulation of penalties and the removal of penalties from active accumulation on the employee’s record. Minor offenses, those for which the penalty is a reprimand, that are over six months old “shall be forgiven and the employee’s record wiped clean.” Any major offense, one for which the penalty is disciplinary time off, that is over nine months old “shall be forgiven and the employee’s record wiped clean.”

While many personnel administrators and students of modern

employee relations might take exception to the rigidity of the schedule and to the "forgiveness" features, the company's personnel and safety director has this to say:

"While we find this system somewhat inflexible, it is certainly very fair and has the complete backing of both the union and the people who handle the grievance machinery.

"In our opinion, the disadvantages are far out-weighed by the advantages and the system has done much toward stabilizing our labor relations."

The A.T.A. Case Interview Plan

These several approaches to the improvement of performance—the judicious use of suspensions, the treatment of individual cases on the basis of applicable circumstances, and the quite arbitrary application of penalties—all have their supporters and there are arguments and some evidence in support of each. However, there is still another, more formalized approach that recently has received considerable acceptance in both the transit and over-the-road bus industries. This is the "Case Interview Plan for the Administration of Discipline" as developed by the American Transit Association.¹

The specific features of this plan will be outlined more fully in the chapter to follow, but an understanding of how it can be integrated into a broad driver-improvement program is found in the procedures of a large transit company that has achieved substantial reductions in accident frequencies in recent years.

As soon as a driver with this company is involved in an accident, whether he is to blame or not, the fact is noted on a special record card maintained by the personnel department. As each entry is made, the accumulated record is checked. If the driver's accident frequency is greater than that to be expected of men with the same length of experience, then a warning notice is sent from the personnel department to the

¹ *The Case Interview Plan for Administration of Discipline*, Carter and Kraft, American Transit Association, New York, 1949.

driver's superintendent. The superintendent must interview the driver, inform him his performance is below an acceptable level, give him any advice or encouragement that may seem necessary, and also tell him his progress is being watched. Following this, the superintendent sends a report on the interview to the personnel department, where the record is kept under close observation.

If the operator concerned shows no improvement in at least four months, the divisional superintendent again interviews him. This time the superintendent is a little stricter during the discussion and concludes by warning the operator that unless he succeeds in improving his record, he will be referred to the personnel department for further action.

In all cases where there is definite improvement, recognition is given through an interview with the employee at which he is advised of his improvement. That closes the case.

In cases where unsatisfactory performance continues after the second interview by the divisional superintendent, the personnel department takes over. An instructor is assigned to ride with the employee, in civilian clothes, and a report made on driving practices, behavior, attitude, etc. This observation report together with the past record serves as the basis for still another interview, this time by the chief instructor. This interview follows closely the pattern of the Case Interview Plan as developed by the American Transit Association.

A sincere attempt is made to determine whether the man's attitude or his lack of ability has been the cause of his poor record. If it is his attitude, an attempt is made to alter it; if it appears to be lack of ability, he is subjected to a rigid re-examination including careful vision tests, and perhaps may be given a short period of retraining.

The guiding policy during these corrective interviews as outlined under Step 5 of the Plan, is to make the employee understand and appreciate that he is not expected to meet work standards any higher than those applying to all others on the same job with the same amount of experience, and that it is to

the mutual interest of both the company and the employee to try to improve his performance. The interviewer concludes the discussion by reviewing the entire record from the initial interview to the present effort to correct performance and warns that the company has done everything it can to bring the employee's performance up to an acceptable level; that henceforth he will be subject to summary dismissal each and every time he becomes involved in an accident or a violation which, in the opinion of the company, could have been avoided. The entire case then is recorded in summary form on a special form under the headings of 1) Reason for Interview, 2) Past Record, 3) Employee's Statement, 4) Supervisor's Statement, and 5) Mutual Understanding and Plan for Future Performance.

Commenting on the value and effectiveness of this corrective procedure, the company's director of personnel made the following statement:

"We believe this three-step system is effective because first, it gives the divisional superintendent an opportunity to correct an erring driver. He is thereby made to feel that he has a definite place in the safety program and his cooperation is greater because of it. Secondly, the driver knows he has the opportunity to correct himself without loss of dignity or penalty.

"The effectiveness of this phase of our program is revealed by the fact that a control group of 20 drivers interviewed by the personnel department showed an over-all reduction of 30 percent in the twelve months following the interview as compared with the previous twelve months. Furthermore, there were no serious repercussions through the dismissal of five of the original control group of 25, probably because the dismissals were supported by a clear, positive and well-established system of helpful correction."

Further evidence on the value of this particular corrective interview approach to driver improvement can be found in the following report on the use of the A.T.A. Case Interview Plan made by a large over-the-road bus company:

"During the period from February, 1951, and up to March, 1952, twenty-seven individual interviews were held for the purpose of improving the standards of work performance of these employees. Of the twenty-seven original interviews, there have been fourteen follow-up interviews with these employees, and outstanding improvement in their attitude and work performance has resulted.

"The records of all twenty-seven drivers were checked for the number of accidents they had had in one year prior to their initial interview, an aggregate of 336 months of driving. The twenty-seven drivers had fifty-seven collision accidents during that period. Those same twenty-seven men have driven a total of 219 months since their interview and have had eleven collision accidents. These figures are very convincing evidence of the value of the plan to our organization."

Rearranging these figures it is found that, for the period prior to the interview, they show six man-months of operation for every accident, while for the period after the interview, this had increased to 20 man-months of operation for every accident, an improvement of 70 percent in the accident rate per man-month of operation for this group.

Still another company, the one used in the original pilot study of the procedure, made a special review of the records covering the first fourteen men interviewed, records for one year before and for one year after the initial interview. This revealed a 90 percent reduction in complaints and a 76 percent reduction in accidents.

Again, as was pointed out in connection with the selection of commercial vehicle drivers, the fact that there are effective procedures available and that many companies are making effective use of them may leave the impression that all bus, truck and taxicab drivers are well disciplined. Unfortunately, again, that is not the case. There are altogether too many professional drivers operating on our streets and highways today who are not performing up to an acceptable standard.

As a case in point, the driver of a bus for a large local transit company is still driving after having achieved the following

"distinguished" record: Since being employed in March, 1946, this man has on his record, a) 34 accidents, 18 of which were judged preventable; b) failed to report, 6 times; c) turned in short, 19 times; e) 13 passenger complaints, and f) 3 reports of traffic violations.

Certainly such a record cannot be looked upon as being good. However, perhaps of greater significance than the record is the manner in which management has handled the disciplinary aspects of this case over the period of six and one-half years. This is what the official record shows with respect to disciplinary action:

- 3/19/46—Employed as bus operator
- 12/ 4/46—Advised of record—must improve
- 1/ 8/47—Preventable accident, suspended 3 days—warned of poor record
- 7/30/47—Warned on nonattendance
- 9/16/47—*Suspended pending hearing for dismissal—Reinstated 10/28/47*
- 7/30/48—Preventable accident—Lectured on poor accident record—Suspended 5 days
- 11/11/48—Preventable accident—Suspended 2 days
- 12/16/48—*Interviewed and given last warning*
- 6/ 3/49—Warned—running by passengers
- 7/ 1/49—Warned on turning in short
- 8/15/49—Warned—abusive to passengers
- 12/13/49—Preventable accident—*Interviewed and discharged—Reinstated 12/20/49*
- 4/12/50—Warned on turning in short
- 5/25/50—Warned—abusive to passengers
- 9/ 3/50—Preventable accident—suspended 1 day
- 11/24/50— " " " 2 days
- 11/29/50—Warned—running by passengers
- 12/12/50—*Preventable accident—Given last warning on attitude, accident record, complaints, turning in short. Given last chance and retrained.*
- 6/11/51—Warned—turned in short
- 11/11/51— " —abusive to passengers
- 11/19/51— " —running by red lights
- 11/30/51— " —failed to pull into bus stops
- 12/ 9/51—Interviewed on general record. Advised it was poor

2/16/52—*Preventable accident—Suspended 3 days. Advised unless a complete new attitude and change of operation, he will be dismissed.*

No sane person in the transit industry, and few others, would consider the driver with the above record as a satisfactory driver. In many companies he would have been dismissed as hopelessly incompetent. Why is it then that there still are many professional drivers with records as bad if not worse still on the pay rolls of many commercial fleets—trucking companies, taxicab companies, and bus companies?

There are several reasons for this. One is that some managements are not fully aware that there are such drivers in their employ; the records are too inadequate to make this known. A second reason is that there are constant pressures from employee representatives to keep employees on the pay roll once they have been employed, oftentimes in spite of the caliber of work performance. A third reason is that many managements are either unaware that there are effective procedures for dealing with below-standard performers or are unwilling to take the steps necessary to put them into effective use; they are too willing to ride along with the same old way of doing things.

The problem of dealing with employees whose work performance falls below an acceptable standard is a critical one. Management, therefore, must be willing to try any reasonably well conceived and proved plan which offers hope of success. Only by so doing can there be any effective control over accidents involving commercial vehicle fleets.

CHAPTER V

THE INTERVIEW AS A MEANS OF DRIVER IMPROVEMENT

The discussion of methods or techniques used by motor vehicle administrators in dealing with licensed drivers with poor accident or violation records and by commercial vehicle fleets in dealing with employees whose performance is below an acceptable standard, pointed out the important part played by an "interview." This was particularly true in the operation of the Connecticut Point System and with those commercial vehicle fleets where the use of the Case Interview Plan was so successful.

In view of this, attention to the techniques of conducting these interviews would appear worthwhile. Consequently, to make this publication of maximum value to those in supervisory or administrative positions who have to deal with "problem" drivers on a day-to-day basis, detailed attention will be given to interviewing patterns and techniques. It is hoped that these suggestions and examples may help to improve the conduct of interviews and their effectiveness.

Three well-standardized patterns of interviews will be explained, namely, 1) the Case Interview Plan developed by the American Transit Association, 2) the Corrective Interview used by a large industrial concern, and 3) the Driver-Improvement Interview as suggested by the American Association of Motor Vehicle Administrators. These have been selected because they appear to be equally well suited for use both by a commercial fleet supervisor with a driver employee and by motor vehicle department personnel with all licensed drivers.

The Case Interview Plan

The Case Interview Plan for Administration of Discipline, as developed by the American Transit Association, is a procedure designed for use by representatives of management with employees whose performance on the job has become so poor that both immediate and substantial improvement is considered necessary, or dismissal from the job will be warranted. The *primary* objective of the plan is to obtain improved job performance; however, where improved performance can not be obtained, the plan is designed so that any management action of dismissal will be substantiated.

The Case Interview Procedure

The procedure called for under the plan starts with an interview with the employee by a representative of management, customarily the employee's immediate supervisor. This interview is conducted along a well-established pattern comprising a series of specific steps which are taken, for best results, according to a definite sequence.

It is this sequence of steps taken during the interview which distinguishes this Case Interview from the interviews conducted by most companies today. Also, experience indicates that it is the sequence which makes the Case Interview so effective.

Still another element in the interview plan is the written record. Many corrective interviews are held with employees, but the records that are made of them consist, for the most part, of mere notations such as "reprimanded," "warned," "suspended two days," etc.—like the notations on the record cited in the previous chapter.

The record called for under the Case Interview Plan is quite different and certainly much more complete. First, there is a statement as to the "Reason for Interview"; next, a very complete statement on "Past Record." Following this is a brief, summary version of the "Employee's Statements," then a sum-

mary of the "Supervisor's Statements," and finally, the most important part of the record, a statement as to the "Mutual Understanding and Plan for Future Performance."

The purpose of this record is to have, in written form, the essential elements of the record and the essential facts brought out during the interview so there can be no misunderstanding as to precisely what took place. Both the position of the company with respect to performance on the job, and the expression of understanding in acceptance of these conditions by the employee, are made perfectly clear.

If the interview is conducted properly and an accurate record made of it, then there can be no question as to the quality and character of performance expected by management and as to the understanding by the employee of what is expected of him, and expected of him "as a condition of employment."

It is this form of record which prevents union representatives or the employees from later claiming that they did not realize just what was expected of the employee or that the employee might lose his job if he failed to do certain specific things.

Still another somewhat unique feature of the Case Interview Plan is the Follow-up Interview. The initial corrective interview does not settle anything. It merely opens up the case of a problem employee which remains open until there has been a check on future performance and a follow-up interview.

This follow-up interview is scheduled to take place as soon after the initial interview as there are reasonable grounds to believe that a definite pattern of future performance has been established. In any event, the follow-up interview customarily is held not longer than three months from the date of the initial interview, and sooner if possible.

At the time of the follow-up interview, the situation may fall into one of three categories, namely (1) the employee has failed to meet the mutually understood job requirements as outlined in the initial interview; (2) the employee has shown definite improvement in performance on the items covered in the initial interview; or (3) the employee might have gone well beyond

acceptable performance and done an exceptionally good job on the items covered in the initial interview. Naturally, the follow-up interview pattern fits the specific situation.

A written record also is made as a result of the follow-up interview. This record specifies the situation; i.e., the status of performance since the initial interview, cites the specific reason for interview, and summarizes the supervisor's statements, the employee's statements and the disposition of the case.

This follow-up interview, and the record of it, are of critical importance to the success of the plan. In discharge cases, the full justification for the action on the part of the company is set forth in clear, completely understandable terms. In cases where there has been improvement in performance, recognition is given by the management, both to the employee in person and definitely on his record. It may sound odd, but one of the most common statements by employees as a result of follow-up interviews is to the effect that, "I'm very grateful to know that my efforts to do a better job have been recognized and that the company is willing to make such a notation on my record."

This is fundamental to the attainment of improved employee relations and improved job performance. Management must be equally as willing to recognize satisfactory performance, and to do so "on the record," as it is to cite employees for their failures to perform properly.

For those interested in the actual technique of conducting a corrective interview of this character, the step-by-step details of the interview are now given. Altogether, the standardized procedure calls for the following nine (9) steps to be taken in the listed sequence:

- (1) Prepare for the interview;
- (2) State specific reasons for the interview to the employee;
- (3) Have the employee explain his actions;
- (4) Arouse recognition by the employee of the seriousness of his errors;
- (5) Create a desire on the part of the employee to improve;

- (6) State specifically how the employee is expected to perform in the future;
- (7) Arrive at a mutual understanding as to exactly what both the supervisor and the employee will do to bring about improvement;
- (8) Write a report of the interview for the record; and
- (9) Make certain that the employee is fully aware of what is put into his record.

Step 1—Prepare for the Interview

Careful preparation in advance of the actual interview is a prime requisite for a successful discussion of the employee's difficulties. This involves a study of all available information that may have any bearing on the case, with major emphasis upon the most recent work history and a review of any additional information that might be helpful in providing an accurate personal characterization of the employee to be interviewed. Following this, the interviewer should make up his mind with regard to the objectives of the interview, basing his judgment on the past record and on the seriousness of the current violation. The supervisor then is ready to make necessary arrangements for a quiet, uninterrupted discussion with the employee.

Step 2—State Specific Reasons for the Interview

The actual interview should begin with a pleasant, friendly, but businesslike reception by the supervisor. Then, as an initial step, *the exact reason for the interview should be made clear to the employee.* This directness eliminates the possibility of getting away from the subject and helps to confine all discussion to matters pertinent to the specific problem. Oftentimes, failure to establish the case in a specific way at the very beginning will lead to such a general discussion that only vague and indefinite conclusions can be reached with respect to the specific subject originally scheduled for discussion.

The case should be based on fact, or at least on information

that is as complete and accurate as is practical with careful preparation. It should be stated by the supervisor in a calm and objective manner. Direct accusations should be avoided, for they add nothing to the strength of the case and almost invariably arouse resentment which is particularly detrimental at the very start of an interview. It should be remembered that this first step is not primarily for the purpose of establishing the guilt or innocence of the individual. That will become apparent as the interview progresses. This step is to establish a common ground for discussion of the mutual problem of poor performance.

Step 3—Have the Employee Explain His Actions

After clear statements establishing the reason for the interview have been made by the supervisor, he should ask the employee to explain the reasons for his actions. *The importance of this step at this particular time cannot be over-emphasized.* By asking the employee to explain, the supervisor indicates a willingness to hear his side of the story. This is conducive to establishing a feeling of confidence between them. Moreover, it always is possible that the employee's story may bring additional facts to light which may change the entire case. By obtaining the employee's statements at this stage the supervisor may save himself subsequent embarrassment from unjustly reprimanding an employee as a result of not having the full story. Another reason for requiring the employee to explain his actions is to have him actually review the things he has done. By so doing he may be made to realize more fully that he has, in fact, been in the wrong.

Still another very important consideration relative to obtaining the employee's story at this stage is that it gives the supervisor an opportunity to determine the temperament of the individual. In a corrective situation, persuasion is of paramount importance. Accordingly, in order to persuade, the supervisor must break down the employee's resistance to correction. By obtaining the employee's story, he may judge better the kind of

resistance existing in the employee's mind and plan a more effective approach.

Step 4—Arouse Recognition of the Seriousness of Errors

The next step is to convince the employee that he is not performing up to standard on the job and that this failure is a serious matter. This requires that all applicable policies, procedures and rules be cited and that the reasons for them be explained. The objective is to have the employee not only understand the manner of conduct expected of him but also to recognize why he should do so. This should be done in a calm, courteous and objective manner.

Step 5—Create a Desire to Improve

If satisfactory results are to be obtained from the interview, the supervisor must create a desire on the part of the employee to improve. There are many ways in which this can be done, only a few of which can be mentioned here. First, the supervisor must have explained just why the situation has become serious, as called for in the preceding step. In addition, the employee must be convinced that good efforts are recognized just as readily as poor ones. One of the best ways to do this is to convince the employee that he is being treated fairly and objectively. Since it is a rare case where the employee has done nothing deserving of complimentary comment, the supervisor should be able to give some recognition to the good part of his record as well as to his violations. This normally will make it very much easier to create a desire on the part of the employee to improve.

Another way is to get the employee to understand and appreciate that he is not being expected to meet standards any higher than those applying to all others on the same job. The employee must be convinced that he is not being "picked on." He must be made to recognize that he is being treated exactly like everyone else.

Step 6—State What Is Expected in the Future

The supervisor now should be ready to tell the employee in specific terms what is expected of him in the future *as a condition of employment*. There should not be the slightest doubt in the mind of the employee as to what this means. *If it is a condition of employment, repeated failure to perform should result in removal from the job*. However, it is not necessary for threats to be used. Instead, the supervisor can make clear the reasons *why* recurrences of the failure to perform properly in the future would make it impossible to retain the employee on his present job. The employee should be made to understand that it will be his actions that might force management to resort to dismissal.

Step 7—Arrive at Mutual Understanding and Plan for Future Performance

After there has been a clear understanding of what is expected from the employee in the future, and what may happen if there is no improvement, the supervisor and the employee should reach an understanding as to just what is to be done to obtain improvement. This should be done on a discussional basis, with the supervisor expressing a willingness to help the employee wherever it is indicated that such help is needed. Where it develops that the supervisor can help the employee in any way, the specific means should be worked out at this time. Where it develops that only the employee can work out the solution, the specific means also should be established, leaving ample opportunity for the employee to seek further help from his supervisor. This ends the actual interview which should be closed in a friendly, yet dignified manner.

Step 8—Write a Report of the Interview

With the actual interview closed and a plan for future performance reached, the next step is to reduce the interview to

writing in a condensed but clear form. This customarily cannot be done while the employee is present, or while he is waiting following the interview, since some time is involved and care must be exercised by the supervisor in selecting the words that most appropriately and clearly cover the case as discussed.

Each case is written up in a standard form and in a manner that provides the record necessary both for intelligent follow-up and for substantiating any supervisory action that may be required subsequently. This means that the record, as well as the interview itself, must reflect completeness, fairness, impartiality, objectivity and constructive plans for future performance. In this way, there is positive indication to any interested parties that sound and intelligent supervisory practices have been followed.

Proper recording of the interview is one of the most important, and perhaps one of the most distinguishing, features of the entire plan. While it is during the interview that the employee is made to realize fully that he must meet established work standards if he is to stay on the job, there is considerable added strength or emphasis given to this when a written report is prepared and placed in the employee's file. This should not be overlooked when using the plan.

The form of the Case Interview Record follows the pattern of the interview itself and is illustrated in a sample case on pages 79-81.

*Step 9—Make Certain That Employee Is Aware of
What Is Put into Record*

It is important that the employee has an opportunity to see exactly what the supervisor has written down with respect to the interview so that there may be no subsequent disagreement as to what took place, what was said, or what was mutually understood. To accomplish this, some companies have found it possible to obtain, voluntarily, signatures of employees on the record after it has been read or shown to them. Others

merely have the supervisor sign a statement to the effect that "This statement has been read to the employee."

One of the major weaknesses in many present-day procedures for handling corrective action lies in the failure by management to have acceptable evidence that an employee had been advised fully as to his status and as to what he was expected to do if he hoped to remain as an employee. This form of record, and knowledge that the employee is fully aware of all details in it, provide that evidence in support of any future action.

Example of a Corrective Case Interview.

This is the case of a bus operator with a transit company which serves a city of over 100,000 population. This operator had been employed for almost three years and had been involved in such a number of accidents which conceivably could have been prevented that management now questions whether he should be allowed to stay on as a bus driver. The immediate incident which prompted the interview at this particular time was a collision with the rear of an automobile after having received a 2-day suspension for an almost identical accident less than two months previously.

No attempt is made to give a complete, verbatim record of the interview since this is aimed at merely illustrating a pattern. All miscellaneous and irrelevant conversation has been omitted, including the informal, opening or setting-at-ease portion of the interview. Also, it is assumed that the interviewer, the superintendent, has thoroughly familiarized himself with details of the case, as called for under STEP 1.

STEP 2.
State specific
reasons for the
interview.

SUPT.: George, we received your report of that accident on August 15th where your bus ran into the rear of an automobile when it stopped for a red traffic light on Jackson Boulevard, westbound at Ridge Avenue. I was quite surprised at this since it was only in June that you had almost the same kind of an accident for which you were suspended two days.

In view of this, I took time to go back and re-view every entry on your record since you first came with us nearly three years ago. There are quite a few entries on it so I thought that it might be helpful to go over it together.

Added up, you have been involved in 16 accidents, 11 traffic and 5 passenger, and you were held entirely responsible for 8 of these, 6 traffic and 2 passenger.

OPERATOR: That can't be right. I don't remember all of those and that last one, in June, I still don't think that it was my fault.

SUPT.: Just a minute, George. Before we discuss too many details, let's both see just what shows up on the record; then we can get into the question of what we can do about it.

OPERATOR: Okay. What else is there on there?

SUPT.: You were warned once for leaving your bus to go into a diner, and here is a commendation. Remember the time you looked after your passengers so well when we had the blizzard a year ago last December? We really were proud of you then.

OPERATOR: Yeah, that sure was some storm. I didn't think I'd ever get back to the garage.

SUPT.: The final item is one report for smoking on the bus, but that was two years ago so we needn't worry about that now. Actually, George, what we are worrying about are these accidents, particularly these last two where you ran into the rear of a stopped automobile. Suppose you tell me about them. Maybe we can figure out what's wrong.

OPERATOR: I couldn't help this last one at all. My brakes were slack and I thought she was going on through when the light changed, but she didn't. She stopped sudden and my brakes wouldn't stop me in time so I hit her, but not very hard.

SUPT.: You say that your brakes were slack so that when you tried to stop, they didn't take hold quick enough. All right, you had been on

STEP 3.
Have the employee explain his actions.

duty for three hours prior to this accident so you must have made a lot of stops before this one. Were the brakes slack when you made these other stops?

OPERATOR: No, not exactly, but I've had that bus 852 before and I don't like it.

SUPT.: Were the brakes working all right when you first started on your run?

OPERATOR: They were OK, I guess. But just as I was coming in for my first rush-hour trip, they seemed to go slack on me.

SUPT.: How long before the accident was that?

OPERATOR: About an hour, I guess.

SUPT.: If you knew the brakes were slack, why didn't you turn the bus in?

OPERATOR: Well, it was just at the start of the rush hour and I didn't want to mess up the schedule, and the brakes weren't too bad. I could still stop all right.

SUPT.: You mean that you could still stop all right if someone didn't stop too suddenly in front of you or if you didn't follow too closely. Is that right?

OPERATOR: That's about it.

SUPT.: You agree, then, that this accident wouldn't have happened if you hadn't been following quite so close.

OPERATOR: No. That lady shouldn't have stopped so suddenly.

SUPT.: As I understand it, the traffic light changed to red so she had to stop to keep from going through a red light. Don't you expect these other drivers to stop when the lights change?

OPERATOR: She should have gone through. She was practically in the intersection when the amber light came on and she could easily have made it before the red came on. I didn't expect her to slam on her brakes and stop.

SUPT.: I gather then that you just weren't prepared for any sudden stop by someone in front of you, particularly not with brakes that were slack.

OPERATOR: Not that sudden and not with that bus.

(Make certain to get the *whole* story.)

SUPT.: George, you have mentioned that bus—No. 852, I believe—several times. You say that it's no good, or at least that its brakes are no good. Does the maintenance department know that? Have you ever reported poor brakes on your daily equipment defect report?

OPERATOR: No, I haven't. I get that bus every once in awhile and I don't like it, but the brakes never seem bad enough to make a fuss about on a defect report. I don't think they'd do anything about it anyway.

(*Note:* A similar pattern of questioning continues with respect to all other items on the record mentioned at the beginning of the interview. For reasons of brevity, however, this part of STEP 3 is omitted.)

STEP 4.
Arouse recognition of the seriousness of the errors.

SUPT.: George, I wonder if you realize fully just how important safety of operation is to the company and to yourself. We certainly have tried to impress that on you from the day you first came to work. Do you remember how much attention was given to that at the training school?

OPERATOR: Yes. They did spend quite a bit of time on it.

(Keep the interview on a discus- sional basis as much as possible.)

SUPT.: Tell me, then, why it is that we have to worry about not having accidents? What are some of the reasons?

OPERATOR: Well, if you run into anyone, you're apt to smash up the bus and it costs money to fix it up.

SUPT.: That's right and it also keeps that bus out of service when we might be using it to carry passengers. A bus can't bring in any revenue to help pay your wages if it's laid up in the shop, can it? Any other reasons? What about yourself?

OPERATOR: Accidents don't look very good on my record and then, I could get banged up if the accident was a bad one.

SUPT.: We certainly don't want that to happen if we can help it. What about the passengers?

OPERATOR: We don't want them to get hurt either. We have sort of a special responsibility for them, particularly when we have heavy loads.

SUPT.: Yes, we have a very special responsibility toward our passengers who, as you know, are our customers. They expect all of our operators to be good, extra good, better than any other driver on the road. Also, so do the other drivers on the road expect us to be, not just a little better, but a lot better.

Moreover, how you fellows drive is going to have a lot to do with what the people think of our company and what the people think of our company is going to affect us in many ways—in the number of customers we carry, in the attitude of people on juries in court cases, in the attitude of city officials when we want some help like a route changed or a bus stop lengthened. So you see, it really is important that we make friends, and we can't make friends by having accidents, can we?

OPERATOR: No. I guess we can't.

STEP 5.
Create a desire
to improve.

SUPT.: George, we are very proud of our safety record and we try in every way to make it even better. We are particularly careful when we hire new men and when we hired you we thought we were getting a good, safe operator. However, your record just isn't good. On the other hand, there are fairly long periods when you don't have any accidents, so it would seem that you could be just as safe an operator as anyone if you made up your mind that you wanted to be.

I think you can be a good operator. You are on the job regularly; we can always count on you to take an extra run or take a run on your day off if necessary; and the way you handled your job during that blizzard was outstanding. What do you think?

OPERATOR: Yes, I think I can be a good operator. I try to keep out of accidents, but my luck doesn't seem to be good.

SUPT.: It's more than luck, I'm afraid, that keeps

one from having accidents. It is a matter of paying attention to the job at all times and of paying attention to the relatively simple tricks that professional drivers know, for example, keeping a safe following distance, making added allowance when brakes aren't up to par, watching clearances carefully, not letting the schedule take precedence over safety, and not getting overconfident or cocky. Aren't those rather simple but good guides?

OPERATOR: Yes, they are.

STEP 6.
State specifically how the employee is expected to perform in the future.

SUPT.: All right, George. I think you can be a good operator if you set your mind to it. However, you are going to have to get busy on it right now. You're going to have to watch those following distances closely; there is no excuse at all for two hitting-the-car-ahead accidents in two months. If the brakes on your bus aren't working right, report it and get another bus. Also, don't be afraid to use your equipment defect card for anything and everything that isn't working just right. We want our equipment to be tops; that's what we have a maintenance department for.

As for trouble with clearances, don't take any chances. If there is any question, wait until the way is clear or, if necessary, stop, get out and check it. And if you think we can help you, just say so and we will either send an instructor out or have you come in to the training school.

Schedules are important, but you also know they are not so important that you have to take chances to meet them. Try your best to stay on schedule but not at the expense of your safety, the safety of your passengers and of others.

Be confident, but don't be overconfident. No one likes a cocky person—your fellow operators, your supervisors, nor the rest of us; and it is rather obvious that your cocksure attitude has been getting you into at least some of your accident trouble.

Finally, George, as you now know, we don't

look upon your record as being good. In fact, we don't consider it satisfactory and you are going to have to improve or you will leave us with no alternative but to find a replacement. That is going to be up to you.

STEP 7.
Arrive at a mutual understanding and plan for future performance.

Now, suppose you tell me how you understand the situation as the result of this talk we've had.

OPERATOR: Well, it looks like I'm going to have to perk up or else I'll lose my job.

SUPT.: That's about it, but how are you going to do it?

OPERATOR: First, I'm going to quit being so cocky, settle down and watch my clearances and those following distances, at least one bus length for each ten miles an hour. I know I can do a good job if I pay attention.

SUPT.: That's fine. I know you can, too. What about schedules?

OPERATOR: I'll still keep watch of schedules but I won't let running behind worry me so, at least not enough to take chances. I can do that all right.

SUPT.: What about the equipment, brakes and the like? Are you going to use the defect card?

OPERATOR: Don't worry. I won't forget to report bad equipment from now on, only I hope I don't get that 852 bus very often.

SUPT.: Good. I'm sure that we understand what we're going to have to do now and I'm sure we can do it. As for bus 852, I'll check into that and see if we can't have it fixed so that it is as good as any other bus. Will that help?

(Offer to help correct any conditions not within employee's control.)

OPERATOR: It certainly will and I hope you can do something about it. It's been a pain in the neck.

(Explain why a written report of the interview is being made.)

SUPT.: All right, George. Now, just so there won't be any misunderstanding as to what we talked about today—to keep the record straight—I will summarize our discussion in writing. Then I will call you in and you can see exactly what we are putting down on your record. OK?

OPERATOR: That's all right with me.

SUPT.: Fine. Well, that is all for now. Do your best. After you have had a chance to show us how well you can do the job, we'll get together again.

The interview now is closed and followed by a write-up of the interview for the record (STEP 8) as shown in Figure 4 on pages 79 and 80. The employee is made aware of exactly what is put into his record (STEP 9) at the first convenient time, usually the following day. Either the record is read to him or shown to him and a statement made to that effect, signed by the supervisor who did the interviewing.

Follow-up Interview and Record

As has already been pointed out, the initial corrective interview does not settle anything. It merely opens up a case which must be followed for a period of time sufficient to determine whether there is to be the desired improvement in performance. Normally this can be done in a reasonably short period but, in any event, a formal, follow-up interview should be held not later than three months from the time of the initial interview.

The follow-up interview follows the same basic pattern as the initial Case Interview. All facts in the case are reviewed carefully in advance and the objective of the interview is determined before the employee is called in. During the interview, the specific reason for the interview is explained and both the employee and the supervisor are given opportunities to make appropriate statements. The recording of the high lights of the interview, together with comments or a statement on the disposition of the case, is handled on a "Case Interview Record-Follow-up" form. This is illustrated in Figure 5 while additional samples of follow-up records are given in Appendix.

The importance of the follow-up interview and of the accompanying record can not be over-emphasized, for it is this feature which has won for this procedure rather wide-spread acceptance among employee representatives. By it, management has indicated a willingness to recognize *on the record* any im-

CORRECTIVE CASE INTERVIEW RECORD—INITIAL

Name George H. Johnson Date August 26, 1949
Position Bus Operator Division Loraine
Length of Service:
With Company 10-28-46 In Present Position 10-28-46

REASON FOR INTERVIEW

Rear-end collision on August 15, 1949, and review of a generally poor accident record.

PAST RECORD

Since being employed Johnson has been involved in 16 accidents—11 traffic and 5 passenger. He was held entirely at fault for 8 of these accidents—6 traffic and 2 passenger. Received one warning for going in a diner. Accident record reviewed on 5-20-47. Told to improve record. Commended on 12-29-47 for capable handling of passengers during snowstorm. Attended safety meeting on 5-7-48. One report, smoking on bus. Two days' suspension for rear-end collision of 6-21-49.

EMPLOYEE'S STATEMENT (Summary)

Johnson acknowledges responsibility for seven of these accidents but, it is his opinion that he should not be charged with the rear-end collision on August 15, 1949. His reason—slack brakes on the bus, #852. Johnson admits, however, that he was aware of the brakes being slack for more than one hour prior to the accident. He states that he was attempting to get through the PM rush hour before turning bus #852 in for slack brakes.

He gives the following reason as the causes for the remaining seven chargeable accidents—following vehicle ahead too closely, misjudgment of clearance, schedule consciousness, and finally, Johnson states he has become over-confident regarding his ability as a bus operator.

Regarding going in diner and smoking on bus Johnson states he thought it was OK to do this when no passengers were on.

SUPERVISOR'S STATEMENT (Summary)

I advised Johnson that, although the brakes on bus 852 may not have been as good as they could have been, they were good enough to stop in time if adequate following distance had been allowed.

Moreover, he had known the condition of the brakes for an hour, had failed to report the condition of the brakes promptly, therefore would have to be charged with this accident.

I explained why it is necessary for him to follow the vehicle ahead at a safe distance at all times. Regarding misjudgment of clearance, I told Johnson that, if there is the slightest doubt in his mind regarding clearance, he must not attempt to go on; instead, he is to wait until the way is clear.

As to the schedule consciousness, I told Johnson we appreciate his efforts to maintain schedule but not to the extent of chance-taking; that from now on he is to operate his schedule consistent with safety. Regarding his feeling of over-confidence, I told Johnson that inasmuch as he personally recognized this fault we expect him to correct it immediately and permanently.

Finally, I told Johnson that his accident record is not good, that it has been particularly bad since the first of this year. Furthermore, if he expects to continue as an employee it is his responsibility to improve his record immediately and permanently. As for going in diner, he is not to do this except in case of necessity.

MUTUAL UNDERSTANDING AND PLAN FOR FUTURE PERFORMANCE

Johnson understands that he must improve his work performance to meet job requirements, immediately and permanently. He understands that his failure to do so could result in his dismissal.

He further states that in keeping with the above paragraph, he will maintain a safe following distance at all times, specifically, one vehicle length for each ten miles of speed, such distance to be increased two to three times on wet and slippery roadway. Will not attempt to move bus where clearance is insufficient, will report promptly any defect he may find in the bus he is driving, will not take chances to keep on time, will go into restaurant and diner only when necessary.

It is understood that we will keep a check on Johnson's performance and that it will be reviewed with him again within a reasonable time.

This record has been shown to Geo. H. Johnson on August 27, 1949

Signed T. W. Motte
Signature of Supervisor

FIGURE 4 (Continued)

CORRECTIVE CASE INTERVIEW RECORD—FOLLOW-UP

Name George H. Johnson Date November 28, 1949
Position Bus Operator Division Loraine
Length of Service:
With Company 10-28-46 In Present Position 10-28-46

This interview was held as the result of the following situation:

1. Failure to meet mutually understood job requirements as outlined in the case interview dated _____
2. Definite improvement in performance on items covered in the case interview dated August 26, 1949 X
3. Exceptionally good performance on all items covered in the case interview dated _____
4. Other (Explain) _____

SPECIFIC REASON FOR INTERVIEW

To tell Johnson of the improvement in his accident record. No report of any kind since 8-26-49.

SUPERVISOR'S STATEMENTS (SUMMARY)

I told Johnson we recognize the fine job he has done during the last three months, and now that we know he can operate his bus safely we expect him to continue to do so. Also, that although we consider this case closed as of today, it can be reopened at any future date if he fails to meet acceptable standards of performance.

EMPLOYEE'S STATEMENTS (SUMMARY)

Johnson says he has tried to do a better job, that for a while he felt he was under pressure. He states he finally eliminated this pressure by relaxing and doing as good a job as possible, always keeping safety in mind. Johnson adds that he feels the interview three months ago did help him, and he feels satisfied now that the company recognizes his work. Also, that as far as he is concerned his case will not be reopened.

DISPOSITION OF CASE

Definite improvement noted, and record placed in operator's file.

This record has been shown to George H. Johnson on Nov. 29, 1949
Signed T. W. Motte
Signature of Supervisor

FIGURE 5

provement in performance following an initial corrective interview. Such a practice has been rare in the past.

The Corrective Interview

The true value of a relatively standardized, or patterned approach to the interviewing of employees whose performance is below an acceptable standard is borne out by the use of what is termed "The Corrective Interview" by a well-known, large industrial concern. Their pattern, similar in many respects to the Case Interview Plan of the American Transit Association, is cited here as a further example of how corrective action can be taken in a manner to accomplish the objectives of 1) get corrective action and 2) build or maintain good relations.

Whether it be an employer-employee relationship or a motor vehicle administrator-licensed driver relationship, it is of equal importance that 1) action be taken that will result in improved operation on the streets and highways and 2) there result a true willingness on the part of the vehicle operator to appreciate fully his responsibilities for safe driving and voluntarily act accordingly.

The author firmly believes that most licensed operators of motor vehicles will respond to corrective action such as that outlined under the Case Interview Plan. However, before that or any similar approach can be made effective it is important that supervisors in commercial fleets and inspectors and examiners in motor vehicle departments acquire finesse and skill in the art of corrective interviewing. For that reason and as a possible guide for those with interviewing responsibilities, the following pattern and explanatory material are presented. While it is similar to the Case Interview approach, it does explain a procedure in a way sufficiently different so that one explanation can supplement the other. The explanation has been rephrased from a training leader's guide developed by this industrial concern.

The problem is one of how to talk to an employee to get

improvement, or to correct a weakness, in a way that will accomplish the objective of getting corrective action while still building or maintaining good relations. In other words, whether the objective is attained will be dependent to a large extent upon how the employee feels after the interview is over. For this reason, it is important that the supervisor have in mind a definite pattern of thought as to how he is going to handle the interview, and to have this in mind before he starts talking to the employee.

Before the Interview

Preparation is the largest time and energy consumer in handling any problem, so before sitting down to talk with an employee certain items should be considered. These are:

- (1) *Facts.* Do you actually have a problem at hand? Does the material you have substantiate this?
- (2) *Probable Causes.* What job connection or outside influences may be the cause of the problem?
- (3) *Possible Actions.* What are your suggested solutions for the problem? (There is little sense in talking with an employee about a situation he should correct when you have no idea of what can be done to correct it.)
- (4) *Approach.* What kind of person are you dealing with? Will your technique be kid-gloved or rough? Are the time and place right?
- (5) *Self.* Did you get out of the right side of the bed this morning? Are you going to have an uninterrupted session? Is now the right time?

During the Interview

There are certain steps which, if taken in the proper sequence, will produce the best results.

STEP 1—*State the Problem*

Get across to the employee the fact that the two of you are there to consider something that needs working out. In this first step, your aim is to put the problem before the employee in

a way to welcome constructive reaction. Thus, recognizing the employee's anxiety over possible bad news, the supervisor quickly comes to the point and tells the employee why he has been called in and the purpose of the interview.

After this explanation, the supervisor should indicate that he recognizes and appreciates the employee's value to the organization. He does this by specifically mentioning the employee's good points. This also may encourage the employee to relax. However, DO NOT use "good points" as an exaggerated build-up to a big letdown. Such statements should always be statements of FACTS.

You now are ready to present the problem itself—the employee's "weak points." This should be done in terms of what the employee has done or failed to do without indicating what is proposed to be done about it. These weak points are stated as facts and should not be referred to in terms of faults.

This first step may be considered as the key to the success of the entire interview. The purpose of this step is not to salve the employee's feelings, but to serve the purpose of the interview itself which is to bring about a desired improvement. Here the supervisor does all of the talking in order to get the whole problem on the table before any discussion of it begins, and in order to show that the employee's good points as well as his weak ones have been considered. Throughout this first step the supervisor presents the problem in an objective fashion indicating what the record and his observations have shown. He *does not* state what he believes to be the underlying reason for the employee's weakness nor what he believes should be done about it. That will come later.

STEP 2—*Get Employee's Reactions*

This step comes next because you must first have the employee's acknowledgment and understanding of the problem that needs to be solved before you can arrive at a solution.

In STEP 1, the employee's weak points were cited. From this the supervisor will usually get a "reaction." He should

encourage the employee to give his side of the story. Moreover, he should continue to question and encourage the employee to talk until he is sure that the whole story has been told.

These employee reactions will indicate either that the employee agrees with the supervisor's conception of what the problem really is or that he disagrees. Proper questioning also should reveal whether this agreement or disagreement relates not only to the supervisor's statement of the employee's weak points, but also to the supervisor's evaluation of the underlying reasons for these weaknesses. Thus, in addition to getting the employee's agreement with the basic facts, the supervisor must encourage the employee to express himself as to the underlying reasons for the weaknesses.

When it is possible to get the employee to agree with the supervisor's statement of the problem, and with the supervisor's opinion as to the underlying reasons therefor, then there is nothing to change the supervisor's thinking on the matter and he is ready to move on to the next step. However, if the employee disagrees, then the supervisor must consider the nature of that disagreement.

In disagreeing, the employee may bring up certain facts or information that would indicate a possible incorrectness in the supervisor's statement of the problem or in his opinion as to the reasons underlying it. In such cases, it may be necessary to re-evaluate the case and perhaps even postpone the balance of the interview while further investigation is made. However, it is more probable that the employee will do quite a bit of talking but actually fail to come up with any information that seriously alters the original plan for corrective action. In such instances the supervisor should indicate that, while he recognizes the merits of what the employee has said, there still are certain conditions that need attention and should be discussed further. He then can proceed with the rest of the interview.

STEP 3—*Consider Appropriate Action*

This step is a serious, mutual consideration by the supervisor

with the employee as to what can be done about the problem at hand.

Actually, in preparing for the case the supervisor has worked out a tentative plan of action. However, since he wants the voluntary cooperation of the employee in the correction of his weak points, he directs the interview to the end of getting the employee himself to suggest possible means toward correction. If the suggestion by the employee is in line with the supervisor's thinking, the matter can be agreed upon and settled at once. If it is not acceptable, the supervisor must explain why and offer his own solution, clearly indicating any way in which assistance can be given to the employee in carrying out the plan.

STEP 4—State Plan of Action

The supervisor now is ready to review exactly what action is planned so that the employee will have a clear understanding of what is expected of him and how the corrective action is to be brought about. The interview then should be closed on a note of confidence or encouragement.

After the Interview

This interview has provided an opportunity for a supervisor and an employee to talk over a problem and together determine what to do about it. After that, it is the responsibility of the supervisor to see that the plan for corrective action is carried out and that the desired results are forthcoming. This means that the supervisor must make sure he does everything he agreed to do and that the employee has all the help promised him.

It also is very important that positive steps be taken to check on the results being obtained. If the plan works and improvement is noted, then the employee should be told so; if the plan doesn't produce the desired results, then it should be re-evaluated. However, if the employee does not fulfill his obligations under the plan, still another "Corrective Interview" is called for.

The Corrective Interview is not only a pattern for a supervisor to use in actually conducting a corrective interview but also for his use in planning his approach to the problems of the individual employee. It should help him anticipate, and thereby be prepared for, most possibilities that might arise in the actual discussion.

Careful advance preparation, discussion according to a definite plan, and close observation of results make a sound foundation for constructive and successful action.

The Driver-Improvement Interview

As the result of research and group thinking by many representatives of state motor vehicle departments under the Committee on Driver Licensing of the American Association of Motor Vehicle Administrators, certain principles and practices by which driver-licensing authorities might control drivers with bad records were agreed upon and incorporated into a guide, "Driver-Improvement Through Licensing Procedures."¹ Among the practices outlined is a driver-improvement interview with illustrative material adapted from practices of the states of Texas and Connecticut.

In order, therefore, that this publication may contain all material available which might help improve the interviewing skills of those called upon to deal with drivers, that section of the above-mentioned guide dealing with interviews is reproduced in Appendix C. A careful study of it should be of real value to those handling driver-control responsibilities in motor vehicle departments.

¹ Based upon driver-improvement workshops conducted by the American Association of Motor Vehicle Administrators and prepared under a cooperative agreement between the Bureau of Public Roads, U.S. Department of Commerce and The Traffic Institute, Northwestern University, by James Stannard Baker; published by American Association of Motor Vehicle Administrators, Washington, D.C., 1950.

Comparative Features of the Interviews

It will be noted that many features of these three tried-and-tested interview procedures are quite similar. In other instances, there are marked differences. For example, the Case Interview Plan calls for perhaps the most rigid step-pattern with strong emphasis upon the sequence of the several steps taken. Also, a follow-up interview and the written records of both the initial and follow-up interviews are key elements in the success of that particular procedure.

Both the Case Interview Plan and The Corrective Interview lay stress upon the importance of making it very clear to the employee exactly why he is there for an interview, and to do so *as the first step*. The same emphasis is not given to this under the Driver-Improvement Interview. The explanation calls only for letting the driver know "in a general way" and to do this "early in the interview."

A feature emphasized equally in all three procedures is the making certain that the individual being interviewed knows exactly what he is expected to do in the future, how he is expected to do it, and what action may result if he fails to do it. This feature is fundamental to the success of any corrective interview and full emphasis should be given to it in any corrective procedures of motor vehicle administrators. While this point is made in the explanation of the Driver-Improvement Interview, the real importance of this feature may not be fully recognized unless special emphasis is given to it.

There are many similarities in the situations involving relationships between drivers and motor vehicle administrators and between employees and supervisors; however, there also are some significant differences. Of major influence is the knowledge that an interviewer may be expected to have of the individual in advance of the interview.

In the case of the employer-employee relationship, the interviewer will have many facts about the individual. These

facts will be quite complete and they will cover good points as well as weak ones, personal as well as job performance characteristics. The interviewer, therefore, can be very well prepared *in advance* and he can make tentative decisions on action to be taken which may not have to be revised very radically during the interview.

The motor vehicle administrator, on the other hand, will rarely have a great deal of detailed, relevant information. To be sure he will have reports of accidents but these may not always be complete or conclusive; records on court convictions are brief and sketchy; violation reports likewise may not include all details that would provide valuable background. For these reasons, the interviewer of the motor vehicle department does not have the opportunity of being as well prepared as he should be. He, therefore, will have to spend an appreciable amount of time during the early stages of the interview probing for facts and clues. This will be true in nearly every case although not so much so in cases where thorough personal investigations have been made in advance. Unfortunately, practical considerations limit the number and thoroughness of personal investigations that a motor vehicle department can make routinely.

It would seem, therefore, that a comparative study of the features of these interviewing techniques, with appropriate trial adaptation of them, would be of real value in the worth-while attempts of managements and motor vehicle administrators to improve the performance of employees and licensed drivers. To motor vehicle administrators particularly, these techniques should help them emphasize to the driving public that the licenses they hold give them only a *privilege* to drive, not a *right*, and furthermore that this privilege can be suspended or withdrawn for good and sufficient cause.

CHAPTER VI

CONCLUSIONS AND RECOMMENDATIONS

The motor vehicle driver, whether he be a private motorist, a salesman-driver, a bus driver, a truck driver, or a taxicab driver, is the focal point for major attention in the constant attack on traffic accidents. Every agency or group, whether public support, enforcement, engineering, or education, must gear its program to reach and impress those operating vehicles on our streets and highways.

One of the most important key officials in this effort to obtain greater safety in vehicle operation is the motor vehicle administrator. It is he who determines through his driver-licensing powers who will be granted the privilege of driving. It also is he who can determine when a licensed driver has abused this privilege to a point where he should no longer be permitted to drive. This is true in most states, and particularly so in those states that have adopted all or most of the provisions of Act II of the Uniform Vehicle Code.

It is unfortunate that many motor vehicle administrators have *not* been given the support necessary for the effective discharge of his duties and responsibilities. Funds generally are inadequate; political pressures are heavy; and strong public support for a courageous exercise of these powers in the public interest is definitely lacking.

Some encouragement comes from the work being done in some states such as that described for Connecticut and that being carried on by such states as Oregon, California, Oklahoma, Texas, New Jersey, and Massachusetts. Further encouragement comes from the program adopted by the American Association of Motor Vehicle Administrators in conjunction with The Traffic Institute at Northwestern University. This program calls for intensive training for Chief Examiners in Driver License Divisions and for the eventual extension of

suitable training to all driver-license examiners. This should do much to raise the effectiveness of driver-improvement programs among the states.

Still another group that has made worth-while strides toward seeing that only the competent are allowed to drive is the commercial vehicle fleet owner. Much research has been carried on and many improvements in procedure developed for the proper selection of drivers of trucks, buses, street cars, and other commercial vehicles. It must be recognized, however, that too many companies are not availing themselves of these well-tested methods and are still depending on the laws of chance to decide whether the operators of their vehicles will or will not be safe drivers.

The managements of many commercial vehicle fleets give careful attention to the task of seeing that the new driver learns to drive properly and that he continues to do so. While many different approaches to this are used, one of the most effective has been the use of a special patterned interview developed in recent years by the American Transit Association and known as the Case Interview Plan for Administration of Discipline. As the use of this and similarly effective disciplinary procedures is extended to a larger and larger number of commercial vehicle fleets, the safety of performance in this field can be expected to become still better.

Just as the Case Interview Plan has been effective in getting improved job performance from employees when applied by managements so has a Driver-Improvement Interview been effective in getting improved motor vehicle operation from licensed drivers when applied by motor vehicle administrators. This has been amply demonstrated by the programs of Connecticut, Texas and Oregon, and reports indicate that other states too have had equally good results. Thus, there is strong evidence to indicate that *a properly planned, well-conducted corrective interview can be a most effective tool in a program of driver-improvement and traffic safety.*

On the basis of this conclusion, there are several specific rec-

ommendations that can be made. These are presented below in the interest of greater traffic safety.

For Motor Vehicle Administrators

1. Every state should maintain a record system which will enable the motor vehicle administrator to have full knowledge of the complete driving records of all licensed drivers, including accidents, court convictions, and violations. Moreover, such a system should function so that there will be a minimum lag between the time of the occurrence and the time it is brought to the attention of that division of a motor vehicle department responsible for driver improvement.

For example, cases have been noted where a driver-improvement group did not receive notice of an accident until twelve months after it had occurred. Proper disciplinary steps cannot be taken when time-lags of that length occur.

One rather simple way of assuring more prompt notification for the driver-improvement group might be through the use of one more copy of police warning and court conviction records which could be sent directly to them.

2. With a well-functioning record system, then each state should inaugurate a procedure for dealing with those licensed drivers whose records are unsatisfactory and who do not fall under provisions of the law calling for mandatory action. Examples of such a procedure are found in the Point System as used in Connecticut and New Jersey, and in the driver-improvement programs of Texas and Oregon. Practical variations of this system also may be found in the publication of the American Association of Motor Vehicle Administrators.¹

3. A driver-improvement or corrective interview should be a definite part of the procedure recommended under item 2, and careful consideration should be given to the use of a standardized, patterned interview along the lines outlined under the

¹ *Driver-Improvement Through Licensing Procedures*, James Stannard Baker, American Association of Motor Vehicle Administrators, Washington, D.C., 1950.

Case Interview Plan. It is believed that such a pattern could be used very effectively with only slight modification. An example of this type of interview appears as Appendix D.

Attention also should be given to the training of all departmental personnel who would be called upon to conduct driver-improvement interviews.

4. Consideration should be given to the modification of the control procedure so as to deal more effectively with the young and newly-licensed drivers who generally are involved in more than their proportionate share of trouble. It is suggested that the regular system be by-passed and that every newly-licensed driver be called in for a down-to-earth, driver-improvement discussion immediately after the first report of an accident, violation, or conviction when such offense occurs within one year of the issuance of the license.

If handled properly, such action should go a long way toward impressing upon the newly-licensed driver that he has well-established, definite responsibilities when granted a privilege to operate a motor vehicle. This should be particularly valuable in dealing with those holding restrictive "junior" licenses granted in some states.

While the adoption of this suggestion would increase the volume of activity for a department, and thereby would present some practical problems to a motor vehicle administrator, the net result in safer driving should more than outweigh the practical difficulties.

5. Additional understanding and greater appreciation of the procedure by which the motor vehicle administrator exercises control over the privilege to drive might very well be obtained if some statements relating thereto were included on all forms issued to motorists, such as warning notices used by inspectors, state police and other police officers, accident report forms, and court conviction notices. In fact, there conceivably could be an effective adaptation of the principles incorporated in the Uniform Traffic Ticket and Complaint prepared by the American Bar Association Traffic Court Program and based upon developments first in Michigan and later in New Jersey.

The feature of this is that the relative seriousness of the offense is indicated by the manner in which the form is filled out.

For Managements of Commercial Vehicle Fleets

1. Managements of more commercial vehicle fleets should make greater use of the tried-and-tested methods for the selection of safe and efficient drivers, should give greater attention to the initial indoctrination and training of the new driver on the job and should maintain a closer check on the day-by-day performance of their employees.

2. Rigid standards for acceptable performance should be established and made known to all employees with special emphasis upon safety and proper driving practices.

3. Below-standard performance, particularly with respect to safety and driver compliance with motor vehicle laws and regulations, should not be tolerated.

4. A definite procedure for dealing with employees whose performance is below an acceptable standard should be adopted. Specifically, the Case Interview Plan for Administration of Discipline is recommended as an effective tool for carrying out this suggestion.

5. A corrective interview with an employee should always be followed up with another interview in order that the employee may be fully aware of how his subsequent performance is viewed by his employer. This also should be duly reported on the employee's record.

6. Finally, managements should be equally as willing to recognize exceptional or outstanding performance on the job as they are to note poor performance, and to do so on the record.

If all, or even part of the foregoing suggestions and recommendations were to be found acceptable and adopted, it is believed that substantial progress could be made toward safer motor vehicle operation on our streets and highways.

Great strides can be made toward traffic safety through closer and better driver supervision and control.

APPENDIX A

APPLICATION FOR CHAUFFEUR'S LICENSE

(State of New York)

Front of Form

STATE OF NEW YORK—DEPARTMENT OF TAXATION AND FINANCE
BUREAU OF MOTOR VEHICLES

APPLICATION FOR CHAUFFEUR'S LICENSE

FOR ISSUANCE TO MAY 31, 1953, ONLY
INSTRUCTIONS

PENDING NUMBER

(Do not write in this space)

1. THIS LICENSE WHEN ISSUED WILL EXPIRE **MAY 31, 1955**
 2. Applicants will be required to pass a road, vision, English, and written test. (Be sure to obtain a driver's manual, Form MV 21, in order to prepare yourself for the written test.)
 3. Fee of \$5.00 must accompany this application. No refund of any part of any fee of two dollars or less accompanying an application for a license shall be allowed unless the applicant shall be denied a learner's permit. Checks, drafts, American Express or Postal Money Order should be made payable to the Bureau of Motor Vehicles. If Postal Money Order, make it payable to office where your application is sent. (Example: If sent to Brooklyn the money order should be made out to BUREAU OF MOTOR VEHICLES, BROOKLYN, N. Y.)
 4. If you desire a learner's permit, you must (a) file this application for license, (b) pass a vision and an English test, (c) pay an additional fee of 10c after tests have been passed. If you call in person to secure a permit at time of filing application, you are required to fill out Form MV 76; otherwise Form MV 76-A must be used. You will be notified when and where to appear for test.
 5. Application and attached stubs must be completely filled out. A married woman must sign with her own first name.
 6. Applicants must be at least 18 years of age to obtain this license, or a learner's permit for this license. APPLICANTS UNDER THE AGE OF 21 YEARS are required at the time of filing application and also when reporting for a road test to submit either a birth, baptismal or school certificate or other satisfactory proof of age.
 - 6a. Three circular photographs not less than 1 1/4 inches nor more than 1 1/2 inches in diameter, must accompany this application. Paste one in each circle on other side and clip one to application.
 7. Examinations for drivers' licenses are usually scheduled in advance; therefore you may be inconvenienced if you bring a car to the issuing office for a road test when filing this application. An examination permit will be delivered to you upon the filing of this application. If type of car permits, it is desirable to have a third person accompany applicant during road test.
- NO PERSON IS PERMITTED TO POSSESS TWO NEW YORK STATE DRIVING LICENSES AT THE SAME TIME.**
You are instructed to report to the Commissioner of Motor Vehicles, any employee of this Bureau demanding money other than the regular fee for a license. Any person attempting a bribe, or any person bribing an employee will be prosecuted to the full extent of the law.

OFFICE RECORD—DO NOT WRITE IN THESE SPACES

Fee \$5	Examined by	Date Received	Check	LEARNER'S PERMIT NUMBER
		<input type="checkbox"/> Birth Certificate <input type="checkbox"/> Baptismal Cert. <input type="checkbox"/> School Cert. <input type="checkbox"/> _____ Other Proof	M.O. E.M.O.	
If proof of age is submitted examiner shall sign name in full, and check item furnished.				
Fold on this line				

EVERY QUESTION LISTED BELOW MUST BE ANSWERED BY APPLICANT

LICENSE NUMBER—DATE OF ISSUANCE

Warning: Any person making a false statement in an application for registration, or in this application for a license, or in any proof or statement in connection therewith, or who shall deceive or substitute, or cause another to deceive or substitute in connection with any examination hereunder, shall be guilty of a misdemeanor, punishable by a fine of \$100, or imprisonment for 30 days, or both, and by revocation of license.

1. Print or Type Full Name _____ (Do not write in this space)
2. Give Legal Residence _____ City or Post Office _____ County _____ State _____
3. Business Address _____ City or Post Office _____ County _____ State _____
4. Are you employed? _____ If so, give name and address of employer _____

5. Date of Birth		6. Color	7. Sex	8. Weight	9. Height		10. Color of Eyes	11. Color of Hair
Mo.	Day	Yr.		Lbs.	Ft.	In.		

12. Do you desire a learner's permit? _____
13. Do you possess a current driver's license? _____ If so, what state? _____
 chauffeur or operator? _____ license number _____ When does it expire? _____

ANSWER ADDITIONAL QUESTIONS AND AFFIX SIGNATURE ON OTHER SIDE

(DO NOT WRITE IN THIS BOX)

APPLICATION FOR CHAUFFEUR'S LICENSE

(State of New York)

Back of Form

Where do you desire your examination? _____

14. Have you ever had a license to operate a motor vehicle refused, suspended or revoked, in this state or elsewhere? _____ if so, give particulars _____
15. Do you use drugs or narcotics in any form or manner? _____ (If so, to what extent) _____
16. Have you ever had any accidents resulting in death or personal injury while operating a motor vehicle? _____

If so, give full particulars, stating time, place, death or injuries resulting therefrom.

17. HAVE YOU EVER BEEN FOUND GUILTY OF ANY OFFENSE IN ANY COURT? _____
IF SO, LIST ALL CONVICTIONS BELOW:

Date of Conviction	Nature of Offense	Penalty Imposed	In what court convicted

FILL OUT AND ATTACH FORM MV 22 IF ADDITIONAL SPACE IS REQUIRED TO LIST CONVICTIONS (CONVICTIONS OF PAST 18 MONTHS MUST ALSO BE ENTERED ON ADJOINING STUB →)

18. (a) THE APPLICANT IS REQUIRED TO ANSWER EACH OF THE FOLLOWING QUESTIONS "YES" OR "NO"
- Have you defective hearing? _____ Have you a physical deformity or suffered the loss of leg, arm, hand or foot? _____
- Have you any heart ailment? _____ Have you ever had excessively high blood pressure? _____
- Have you ever had: epilepsy? _____ a "stroke"? _____ Bright's disease? _____ diabetes? _____
- Are you crippled in any manner? _____ Have you ever suffered any physical disability? _____
- mental disability? _____ Have you ever been confined to any hospital, public or private institution for mental illness? _____
18. (b) If you have answered "Yes" to any part of Question 18a, give full particulars, including dates and your present condition: _____

THREE CIRCULAR PHOTOGRAPHS
taken within 30 days prior to date of filing must be presented with this application. All pictures must be identical and one and one-half inches in diameter. Pictures must be a true likeness and must show only neck, shoulders, and uncovered head.

Attach one Photo Here

NOTE: ALL QUESTIONS MUST BE ANSWERED YES OR NO, CHECK MARKS ARE NOT ACCEPTED.

DO NOT MAIL CASH OR STAMPS AS THIS BUREAU WILL NOT BE RESPONSIBLE FOR ANY LOSS

19. Give date photographs were taken _____

I, the undersigned, state that the information I have given in the foregoing application is true to the best of my knowledge, information and belief.

Signature of applicant _____

Sign Your Name in Full—Not Initials

Do not write in spaces below—for use when applicant appears personally for Learner's Permit at time of filing application

Written test	English test	Eye tests				
		Color	Eye	Right	Left	Both

Applicant signs here after completing tests

Examiner _____ Shield No. _____

(Do not write in spaces below) **CHANGES OF ADDRESS RECORD** (For Office use only)

Date	Street and No.	City or Post Office	County	State
1.				
2.				
3.				
4.				

APPENDIX B

SPECIAL LICENSE FOR PUBLIC SERVICE OPERATOR

(From Chapter 110, Part III, Connecticut Motor Vehicle Laws,
1949 Edition)

Sec. 2384. Special license for public service operator.

No person shall operate a public service motor vehicle upon any public highway of this state until he shall have obtained from the commissioner of motor vehicles a special license for such purpose, except as provided in section 2372, and no such license shall be issued until the commissioner, or his authorized representative, shall be satisfied that the applicant for such license is eighteen years of age and a proper person to receive the same and already holds a regular operator's license. Each applicant for such special license shall furnish the commissioner, or his authorized representative, with satisfactory evidence, which may be required to be under oath, to prove that he has no criminal record and that no reason exists for a refusal to grant such special license. Each applicant for a public service operator's license or renewal thereof shall be fingerprinted before such license is issued. The commissioner shall have authority and discretion to issue or to withhold, or to renew, suspend, cancel or revoke any public service motor vehicle operator's license, taking into consideration the age, record as to crimes and accidents, moral character and physical condition of any such applicant or licensee and such other matters as the commissioner may determine. The commissioner may require any such applicant or licensee to furnish the statements of two or more reputable citizens, which may be required to be under oath, vouching for the good character or other qualifications of such applicant or licensee. Such public service motor vehicle operator's license shall be of a special form and shall state the name, place of residence and post-office address of the licensee, the public service motor vehicle operator's number assigned to him and such other information as the commissioner may prescribe. Any applicant who shall be refused such a special license on account of a criminal record may, within thirty days from the date of such refusal, appeal from the decision of said commissioner to the attorney general, and if, upon such appeal, the attorney general shall, notwithstanding such refusal, determine that the character of the applicant is such that such special license ought to be granted, he may direct the commissioner to issue the same; provided the commissioner, before such license is issued, may require that such applicant shall file a bond in the sum of one hundred dollars, with good and sufficient surety, payable to the state and conditioned upon a legal operation of public service motor vehicles by the applicant. Any person who violates any provision of this section shall be fined not more than fifty dollars.

APPENDIX C

DRIVER-IMPROVEMENT INTERVIEWS

(From *Driver Improvement Through Licensing Procedures*, James Stannard Baker, American Association of Motor Vehicle Administrators, Washington, D.C., 1950)

INTERVIEWS

An interview is mainly an investigation of character. By it you try to find out some things about the driver which do not appear in examinations or even in confidential inquiries. Do not confuse it with a *hearing* which is held *after* a license has been suspended or revoked. The interview aims to evaluate what is often spoken of as "attitude." It is especially useful in judging how a driver will respond to certain treatments and therefore what will be best for him. Interviews supplement rather than substitute for review examinations and other investigations.

Interviews also give an opportunity to explain to the driver the action decided upon but are rarely warranted for this purpose alone. In most cases the action to be taken is decided during or after, rather than before, the interview.

Although interviews are a form of investigation, if they are done well, they may have such an effect on how the driver feels about driving as to change him from a bad risk on the road to a good one.

Conditions Suggesting Need for Interviews

In general, interviews are one of the last steps in investigation and are held when information from other investigations, such as examinations, is at hand. They are most useful in the cases of drivers with repeated accidents. Of many conditions which suggest the need for interviews, the following are typical:

1. Request of the driver himself, particularly one with a bad record. In general, drivers are not encouraged to request interviews; most of those who want them will be quite satisfied by a review examination.
2. Suggestion of a review examiner.
3. Whenever a possible action based on results of a review examination, court recommendation, or other circumstance needs explaining to be effective.
4. Following further reports after preliminary letter when there is reason to believe that the driver is able to drive well and knows how to.
5. Following a serious complaint which involves no question of ability.
6. Cases which appear to involve fraud, mistaken identity, and other matters which cannot be cleared up by simpler investigations or correspondence.

Who Does Interviewing?

No investigation takes more skill and tact than the interview. It is done, therefore, by the best men available. In smaller states, reviewing

officers themselves may do all or most of the interviewing. In any event, the status and rank of those doing interviewing is equal to that of reviewing officers. Men need special aptitudes and special training for this work, although organized training for the purpose is not at present available. Interviewers will usually be authorized to take action and so must be people of mature judgment.

Only in rare cases is interviewing delegated to someone besides the regular interviewers. It may be necessary, for example, when the driver lives in a far-away place and a special trip is not warranted. Supervising or special examiners who are qualified can do some interviewing, particularly when it fits in with itineraries for other purposes. It is unwise to let local officials do interviewing. They cannot be thoroughly acquainted with the details of division policy and operation.

Interviewing is ordinarily done by a single person. Two or more people interviewing one driver not only runs up the cost, but also may make the driver feel that it is a formal hearing and that he must be guarded in every statement.

Where to Hold Interviews

The fact that interviews must avoid the appearance of formal or legal action and emphasize the idea of helping the driver work out his problems has an important bearing on where they are held.

Have interviews at a time and place reasonably convenient for the driver and one at which he will be put to the least expense for travel. The men doing the interviewing must expect to travel about the state for this purpose, although as much as possible of such work is encouraged in the main office of the division or branch offices of the department.

All interviews are, of course, by appointment. This saves time for the interviewer and makes the driver feel that the interview is important.

Interviews are not public hearings and therefore are held in a private room, such as a doctor has for consulting. Interruptions or distractions are kept down. Where interviewing is done frequently, the room is especially arranged for it. Simple and comfortable furniture is provided and wall decorations are safety posters or something else which equally suggests the main purpose of the discussion. Especially avoid court rooms, judges' chambers, sheriffs' offices, police departments and such locations. They give an unfavorable first impression which takes time to overcome.

General Arrangements

The interview is requested and appointments arranged by an informal letter. A follow-up will lead, if necessary, to suspension in case the driver fails to respond.

The complete driver's record is at hand and the interviewer looks it over before he meets the driver. No special equipment is otherwise required.

If he cares to, the driver may be accompanied by an attorney, other advisor, or friend. Such people may listen to the interview but are not

encouraged to take part in it, particularly not to coach the driver in his replies. It is important, but not essential, that a parent or guardian come with a minor. This may be required when it seems desirable to discuss the responsibility of a parent in giving permission to a minor to drive.

EXAMPLE OF DRIVER-IMPROVEMENT INTERVIEWER'S
REGULAR REPORT

Adapted from Texas

REPORT ON DRIVER INTERVIEW	
Type and Number of License:	<u>Opr. 25628J2</u>
Name of Person Interviewed:	<u>John Robert Metcalf</u> Date: <u>10 Dec. 1950</u>
Present Address:	<u>821 King St. Ft. Worth, Tex.</u> Hour: <u>10:15 am</u>
Sex:	<u>M.</u> Race: <u>W.</u> Age: <u>26</u> Attitude: <u>Good</u>
Married?	<u>Yes</u> Children? <u>No</u> Ages: _____
Does wife drive?	<u>Yes</u> Do children drive? _____
Car ownership:	<u>1938 Ford 2-door #1-74684</u>
Occupation:	<u>Clerk - City Market, 1020 Market Plaza, Ft. Worth</u>
Past Occupation:	<u>Student and clerk since 1940</u>
Driving necessary in occupation?	<u>None assigned. Occasional errands for boss. Claims needs car to get to work.</u>
Physical condition:	<u>Good</u>
Most recent driver examination:	<u>8 Nov. 1941</u>
Traffic record other than listed with Department:	<u>Two parking meter tickets.</u>
Remarks:	<u>Only reason offered for violations were carelessness and inattention to stop signs and lights and to his speedometer. Admits he was wrong in each. Said accident was about as much other's fault as his; no charges were filed against either driver.</u>
Recommendations:	<u>6-month probation</u>
(Signed)	<u>Wm. R. Gaines.</u>

Lengthy reports of interviews are not necessary. Often a notation as to when, where and by whom an interview was held is sufficient. Any action started as a result of the interview is noted on the record. Where interviews are frequent, a form can be used to summarize them. A stenographic transcript of the interview is certainly not necessary. It adds to the cost, tends to formalize the interview, and serves little purpose later.

Brief notes characterizing the driver and suggesting how to handle the case if further reports come in are also helpful. No special form is needed for them.

We have nothing yet to tell us whether an interview is more effective with the interviewer in uniform. The only important reason for a uniform is its effect on the driver, and it is likely that different drivers would be affected in different ways. Certainly the use of a uniform or the lack of it is a small thing compared to the ability or lack of it of the man who might wear the uniform.

Techniques

Because interviewing deals with the peculiarities of people, no hard and fast rules can be set down for holding an interview. An approach that might be highly successful with one examiner might be a failure when another tries it. The same examiner might use a different approach with different drivers, adjusting according to the temperament of the person being interviewed. There are, however, certain things that most interviewers try to do in most of their interviews. For example:

1. Put the driver at ease quickly by a friendly and informal manner. Ask him to be seated and otherwise to make himself comfortable.
2. Make sure that the driver knows in a general way why he has been called in. Do this early in the interview.
3. Ask to see his license certificate and keep this during the interview. Compare the description and signature on it with that on the original application in the record.
4. Learn something in a general way about the driver's family situation, employment, previous experience with the police, what he does for amusement, whether he is a gambler, and so on. These facts help evaluate his reliability and maturity.
5. Verify with the driver his record of at least the last two years. Let the driver recall his accidents, arrests, and warnings beginning with the most recent. He may come up with some not on the record. Add them to the record. Call to his attention any which he has forgotten. If a driver denies any part of his record, verify this to the satisfaction of the driver. *Avoid discussing who was at fault in accidents.*
6. Mention previous action taken, such as preliminary letters and review examinations. This prevents misunderstanding.
7. Find out what kind and how much driving the person does and how important it is for him to drive.
8. On each accident, let the driver try to explain how he thinks he could avoid it in the same circumstances next time. This will indicate whether he is learning from experience or is, on the other hand, shirking any responsibilities for safety on the highways. This is a *key* question.

9. Make sure that the driver knows that his record is bad. Point out that many drivers go years without any reported violations or accidents. Convince him that it can be done.
10. Let the driver know that the department has a duty to protect the public from those who are a hazard on the highways and how this may affect him.
11. By this time you are pretty well acquainted with the driver. Try to form some idea about what he will promise to do and how likely he is to have the determination to keep such a promise.
12. Decide whether further investigation is needed.
13. If you decide on the action, explain what the decision is fully and at once. Make it clear when it goes into effect, what will be the results if the driver's record improves and what the next step may be if it does not.
14. Close the interview on a *friendly and optimistic* note.
15. Complete the record and make such notations as are needed at once, so as not to have to handle the case again.

EXAMPLE OF AN INTERVIEW

This interview is designed to illustrate the listed points of technique. Interviews are not ordinarily recorded.

Just before the driver comes in the hearing officer, John Belknap, glances over the record of the driver, Herbert Ames Brownell. This is a summary of it:

Oct. '47—Examined and licensed
 Jan. '48—Collision, M.V., no injury
 Sept. '48—Arrest, speed, \$5.00
 April '49—Collision, M.V., no injury
 July '49—ADVISORY LETTER SENT
 March '50—Arrest, speed, \$15.00

Hearing Officer—

Good morning. I'm John Belknap. Won't you sit down? Now, so I won't have to ask so many questions, may I see your driver-license certificate? Thank you. Please tell me something about yourself. Are you married? Do you have children?

Puts driver at ease

Gets license certificate

Driver —I'm married all right, but don't have any children yet.

H. O. —What kind of work do you do, and where do you work?

Driver —I'm a bookkeeper and I work at the Family Laundry Service.

H. O. —Been there long? What did you do before that?

Driver —Oh, about two years and before that I was a timekeeper for the O. K. Construction Company for a year after I finished school.

H. O. —Where did you finish school?

Driver —Hampton High School. I graduated five years ago.

H. O. —Do you do any driving for the laundry?

Driver —Once in a while I go to the bank for them.

Asks for standard, social and economic information

- H. O.* —Do you own a car, and how much do you drive?
Driver —I have a 1948 Chevrolet. I guess we drive 10,000 miles a year.
- H. O.* —You say *we*. Does your wife drive?
Driver —Yes, she drives about half the time.
- H. O.* —Do you drive to work? Could you use a bus?
Driver —I usually drive or my wife drives me, but I can get a bus if I have to. The bus takes an awful long time, though. Sometimes I ride with a neighbor.
- H. O.* —I asked you to come down here to talk a little bit about your traffic record. It's a funny thing, you know, but we have thousands of drivers in this state who have been licensed for years and for whom we have never had a report of an accident or an arrest. Other drivers build up quite a record. Which would you think are the best drivers?
Driver —Well, I guess the ones without any records, but of course they might be just lucky.
- H. O.* —Suppose you tell me about your accidents beginning with the last one and we'll see if I have them straight.
Driver —The last one was about a year ago in Springfield when a crazy woman ran into me at Carter and Main Streets. She smashed my . . .
- H. O.* —Which side did she come from?
Driver —From the left. I blew my horn and she should have . . .
- H. O.* —When did you first see her?
Driver —When I was about fifty feet from the corner.
- H. O.* —Well, now, what would you do if you got into that situation again?
Driver —I couldn't do anything. It was her fault. I had the right-of-way.
- H. O.* —You mean that if you saw her coming again you'd let her hit you?
Driver —No, not if I saw her first!
- H. O.* —Well, what would you do differently than you did the first time?
Driver —I guess I'd have to stop if I didn't want to get hit.
- H. O.* —That makes sense! There are a lot of drivers you have to look out for, even if you do have the right-of-way.
Driver —I'll say so.
- H. O.* —And she was one of them?
Driver —She sure was.
- H. O.* —And the next time, you'd look out for her and stop if necessary?
Driver —I sure would.
- Finds out how much and what kind of driving is done*
- Determines need for a car*
- Lets driver know why he was called in*
Points out that driver is conspicuous because of his record
Makes it clear that people can drive without violating
- Verifies record of last two years*
- Avoids discussing fault in accident*
- Asks KEY*
Question, how to avoid the accident next time
- Encourages constructive thinking*
- Suggests self-criticism but does not preach at driver*

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H. O. —Do you suppose you were ever one of those drivers that people have to look out for?

Driver —Who, me?

H. O. —You don't have to answer that one. Just think it over. Now, how about the accident before that?

Driver —That wasn't my fault either. This fellow on my left suddenly made a right turn at a corner, right in front of me and smashed . . .

H. O. —And how would you keep that accident from happening another time?

Driver —Well, you'd just have to see what he was up to before he cut you off, I guess.

H. O. —You mean you'd have to watch cars like that pretty sharp to see what they're going to do?

Driver —Yes, and not let them get too close to you.

H. O. —You could do that, couldn't you?

Driver —I guess so, but you ought to do something to that other guy.

H. O. —Oh, we will, if he keeps getting into trouble. That's what we're here for. Now, the accident before that?

Driver —Oh, that didn't amount to much. It was a long time ago. I backed into a car while I was trying to park in Summerville.

H. O. —When was that?

Driver —Just after I got my car in 1947.

H. O. —Now how about arrests? None in connection with accidents, were there?

Driver —Not in connection with accidents. I was fined for speeding twice. Once it cost me \$5.00 and once \$15.00. Both times it was right here in town.

H. O. —Any other arrests? Ever get a parking ticket?

Driver —Yes, I got a couple of parking tickets. One last year and one the year before, but everybody gets parking tickets, I guess.

H. O. —You were examined when you got your license three years ago. You are still in good physical condition, aren't you?

Driver —Yes, so far as I know. I haven't been sick or anything like that.

H. O. —And you've not forgotten the road rules? The speed laws, for example.

Driver —No, I think I know the road rules pretty well. I know what the speed law is, I guess.

H. O. —Wait a minute, you say you guess! You are not guessing about things like that when you drive your car, are you?

Driver —No, I know what the speed laws are.

H. O. —Well, so far as I can see, you *can* drive safely and you say you *know how to*. Then it looks as

Makes driver see what HE can do for defensive driving

Answers the "other-fellow" question

Discovers additional minor accident for record. Enters it on record

Eliminates physical or mental defects as cause of difficulty

Decides lack of knowledge or skill is not cause of difficulty

Works on

- though you don't *want to* hard enough to be one of those who for years go without any accidents or arrests. What do you say about that?
- Driver* — Oh, I want to drive safely, but what are you going to do when other people don't? How can you help it if somebody runs into you?
- H. O.* — Do you follow all of the road rules all of the time?
- Driver* — Why sure—well, most of the time. You can't obey them all of the time.
- H. O.* — Why not? Speed for example?
- Driver* — Well, sometimes you are in a hurry and in some places the speed limits are too low anyway.
- H. O.* — And so you only follow the rules when it's convenient?
- Driver* — No, I follow them most of the time.
- H. O.* — But don't other drivers expect you to follow them *all* of the time? Don't you expect *other drivers* to do that?
- Driver* — Yes, I guess so. But a lot of drivers don't do it, so why should I have to?
- H. O.* — Well, a lot of drivers probably do do it, too, or there wouldn't be so many who go so long without any accidents or arrests.
- Driver* — Well, maybe you're right.
- H. O.* — Now, here's my problem. If I think you will be in another accident soon, or that you will drive too fast whenever you feel like it, I would have no choice but to take your license away. You had a letter from us about this and it didn't seem to do the trick. Now what would you do if you were I?
- Driver* — Well, I don't want to lose my license, of course, but I don't see how I can help having accidents if it's the other fellow's fault. After all, you can't blame me for what isn't my fault.
- H. O.* — Then you don't think you are a good enough driver to outguess the other fellow and keep out of accidents, even when he is doing something foolish? That is, you don't think you can do what thousands of our best drivers do right along?
- Driver* — I think I'm as good as the other fellow. I could try not to get caught.
- H. O.* — That might help. It has helped a lot of others to keep out of accidents. But what do you advise *me* to do?
- Driver* — Just give me a chance. I think I'll be all right. At least, I probably won't get caught speeding again. Yes, I think you'd be safe in going along with me.

driver's attitude. Tries to make him develop his own safety program

Lets driver know what the duty of the division is

Mentions previous action, an advisory letter

Tries to let driver write his own ticket

Decides on action, probation

- H. O.* —Good! I hoped it would be that way. How long do you think you could keep up this hard trying? Six months? *Justifies action with driver*
- Driver* —Longer than that! I don't want to lose my license. I'll try, you can bet on that.
- H. O.* —Suppose, now, that in the next half year you were arrested again or had an accident you could have prevented. We would think you just could not do as well as we hoped. Would we be justified then in suspending your license? *Makes arrangement clear*
- Driver* —I suppose so, but it wouldn't be fair to take away my license for something which wasn't my fault—like an accident. *Puts it in writing for emphasis and for record, but keeps it informal*
- H. O.* —We certainly wouldn't if it were *entirely* the fault of another driver. Well, let's go along on that basis then. We'll put this in a memo so we won't forget what the score is. (Writes memo and hands it to driver.) Now, if you will read this and sign it, the record will be clear.
- Driver* —O.K. (Reads and Signs.) Kind of puts me on the spot, doesn't it? *Closes interview on a friendly and optimistic note*
- H. O.* —Not if you drive as well as I think you will during the next few months. If you do so, it'll probably just come natural after that. Here's your license certificate. (Hands him one copy of the memo with the certificate.) I think we're really getting somewhere, don't you?
- Driver* —Yes sir, goodbye.

EXAMPLE OF INFORMAL PROBATION AGREEMENT

April 17, 1950

As a result of discussing his driving record with Herbert Ames Brownell, 21316H152, we reached these conclusions:

1. This driver can and will try to avoid all traffic violations and all situations which might lead to accidents.
2. Therefore, it will not be necessary at this time to suspend his license.
3. If, within six months this driver is arrested for a hazardous violation or contributes to an accident, the state will be justified in suspending the license.

H. A. Brownell

John Belknap

Reviewing Officer

Policies

The driver is not permitted to examine his record in detail.

A good interviewer usually lets the driver do the greater part of the talking, interrupting only to keep the discussion along fruitful lines.

The interview usually follows other investigations so as to have the benefit of the reports on them. However, an interview may be part of a driver clinic procedure.

Interviews are not needed before every discretionary suspension. Discretionary suspension pending investigation or pending qualifications, particularly, requires no preliminary interview. Sometimes a policy is established that a license is to be suspended for a given length of time following a certain type of record. Such suspensions are made without any interview.

Guard against taking a personal view of the matter, except for interest in the driver's safety. Do not let an interview become an argument and never become angry.

Some people are harder to get at than others. The man who is proud of his long driving experience is difficult to convince that there is anything that can be done to improve it. The driver less than 25 years old is likely to be easily persuaded but may drop back to his former habits shortly after the interview.

Interviews rarely last over 45 minutes. Most of them can be successfully completed in half that time; thus an interviewer, if he keeps busy, can handle 10 or 12 cases a day.

The interviewer can usually tell whether he has made an impression on the driver, that is, whether his attitude has been changed. It is more difficult to determine whether it will remain changed. This can be judged only by the subsequent behavior of the driver as shown by reports received later.

Publicity is given to the fact that interviews are held for helping drivers improve, but are not given to any specific one. Employers are not informed of an interview unless the driver does it himself.

QUALIFICATIONS OF EMPLOYEES OF MOTOR CARRIERS

(Abstracts from Motor Carrier Safety Regulations, Interstate Commerce Commission, Ex Parte No. MC-40, Decided April 14, 1952)

PART 191—QUALIFICATIONS OF DRIVERS

§ 191.1 *Compliance required.* Every motor carrier, and his or its officers, agents, representatives and employees who drive motor vehicles or are responsible for the hiring, supervision, training, assignment or dispatching of drivers shall comply and be conversant with the requirements of this part.

§ 191.2 *Minimum requirements.* No person shall drive, nor shall any motor carrier require or permit any person to drive, any motor vehicle unless such person possesses the following minimum qualifications:

(a) *Mental and physical condition.*

(1) No loss of foot, leg, hand or arm.

(2) No mental, nervous, organic, or functional disease, likely to interfere with safe driving.

(3) No loss of fingers, impairment of use of foot, leg, fingers, hand or arm, or other structural defect or limitation, likely to interfere with safe driving.

(b) *Eyesight.* Visual acuity of at least 20/40 (Snellen) in each eye either without glasses or by correction with glasses; form field of vision in the horizontal meridian shall not be less than a total of 140 degrees; ability to distinguish colors red, green, and yellow; drivers requiring correction by glasses shall wear properly-prescribed glasses at all times when driving, provided however that until January 1, 1954, a visual acuity, either without glasses or by correction with glasses, of at least 20/40 in one eye and 20/100 in the other eye will be acceptable under this section with respect to any person working as a driver on the effective date of this section or who was working as a driver at any time within six months prior to such effective date.(c) *Hearing.* Hearing shall not be less than 10/20 in the better ear for conversational tones, without a hearing aid.(d) *Liquor, narcotics, and drugs.* Shall not be addicted to the use of narcotics or habit-forming drugs, or the excessive use of alcoholic beverages or liquors.§ 191.3 *Driving experience.* Every driver shall be experienced in driving some type of motor vehicle (including private automobiles) for not less than one year, including experience throughout the four seasons.§ 191.4 *Driving skill.* Every driver shall be competent by reason of experience or training to operate safely the type of motor vehicle or motor vehicles which he drives.§ 191.5 *Knowledge of regulations.* Every driver shall be familiar with the rules and regulations established by the Commission pertaining to the driving of motor vehicles.§ 191.6 *Age.* Every driver shall be not less than 21 years of age, provided, however, that a person not less than 18 years of age may be permitted to drive a motor vehicle controlled and operated by any farmer and used in the transportation of agricultural commodities and products thereof from his farm or in the transportation of supplies to his farm, if such vehicle does not exceed a gross weight, including the load, of 10,000 pounds.§ 191.7 *Knowledge of English.* Every driver shall be able to read and speak the English language.§ 191.8 *Original physical examination of drivers.* No person shall drive nor shall any motor carrier require or permit any person to drive any motor vehicle unless such person shall have been physically examined and shall have been certified by a licensed doctor of medicine as meeting the requirements of § 191.2 except that a motor carrier may continue to use as a driver until January 1, 1954, any person for whom it has on file a valid certificate of physical examination or who was qualified as a driver without such examination under the regulations of the Commission in effect immediately prior to the effective date of this section: *Provided, however,* That this section shall not apply to drivers of motor vehicles controlled and operated by any farmer when used in the transportation of agricultural commodities or products thereof from his farm, or in the transportation of supplies to his farm.§ 191.9 *Periodic physical examination of drivers.* On and after January 1, 1954, every driver shall be physically re-examined at least once in every 36 months

and no person shall drive nor shall any motor carrier require or permit any person to drive any motor vehicle unless such person shall have been physically examined and certified by a licensed doctor of medicine as meeting the requirements of § 191.2; *Provided, however,* That this section shall not apply to drivers of motor vehicles controlled and operated by any farmer when used in the transportation of agricultural commodities or products thereof from his farm, or in the transportation of supplies to his farm.

§ 191.10 *Certificate of physical examination.* If a physical examination is required by §§ 191.8 or 191.9, every motor carrier shall have in its files at its principal place of business for every driver employed or used by it a legible certificate of a licensed doctor of medicine based on a physical examination as required by §§ 191.8 and 191.9 or a legible photographically reproduced copy thereof, and every such driver, if a physical examination is required with respect to him by §§ 191.8 and 191.9, shall have in his possession, while driving, such a certificate or a photographically reproduced copy thereof covering himself.

§ 191.11 *Doctor's certificate.* The doctor's certificate shall certify as follows:

DOCTOR'S CERTIFICATE

This is to certify that I have this day examined.....
in accordance with § 191.2, and the physical examination procedure prescribed by the Motor Carrier Safety Regulations, Revision of 1952 of the Interstate Commerce Commission, and that I find him

- Qualified under said rules
- Qualified only when wearing glasses

I have kept on file in my office a completed examination form for this person.

.....

(Date) (Place)

.....

(Signature of examining doctor)

.....

(Address of doctor)

Signature of driver.....
Address of driver.....

Such certificate shall be based on a physical examination made and recorded generally in accordance with the following instructions and examination form.

§ 191.12 *Carrier's right to require additional qualifications.* Nothing contained in Parts 190-197 of this subchapter shall be so construed as to prevent a motor carrier from requiring additional or more stringent physical, mental, or intellectual qualifications or age requirements than prescribed in this part as minima; or to require more frequent or more stringent physical or mental examinations than prescribed in this part, notwithstanding that a driver may have in his possession a doctor's certificate as herein required.

§ 191.13 *Driver's past record.* In addition to the other qualifications required by this part, motor carriers shall in the employment and use of drivers and from time to time thereafter in continuing drivers in their service give due consideration to the following factors where they exist:

- (a) Violations of laws or regulations governing the operation of motor vehicles of which the driver is guilty, especially as to those violations which tend to establish a disregard for regulatory requirements and for the public safety.
- (b) The driver's accident record insofar as it tends to establish a lack of concern for or indifference to his own or the public's safety.
- (c) Violations of criminal laws of which the driver is guilty, especially with

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respect to those offenses which tend to demonstrate his unfitness in the public interest to be a driver of a motor vehicle in interstate or foreign commerce.

Motor carriers shall maintain and preserve as a part of each driver's personnel record a summary of all driver acts and offenses which are within the purview of this section. In addition to the periodic review of such records as contemplated by this regulation, motor carriers shall specifically review the individual record of a driver when he is involved in a serious accident to the end that reckless or accident-prone drivers may not continue to drive vehicles as a hazard to the public safety.

APPENDIX D

A Hypothetical Driver-Improvement Interview (Based upon Step-Pattern of American Transit Association's Case Interview Plan)

This is the case of a driver, John R. Doe, who has accumulated a total of six points under the system used in Connecticut. The record reads as follows:

Warning—too fast for conditions—7/4/48—Berlin—State Police
Accident—12/7/48—Orange
Accident—10/29/49—Bristol
Warning—failure to stop at STOP sign—5/1/51—Hartford—State Police
Arrest—passing STOP sign—4/24/53—New Britain—fined \$12

This driver received a friendly warning letter on November 15, 1949, after he had accumulated three points. Now, he is called in for a driver-improvement conference or interview. This is how an interview might be conducted by the Motor Vehicle Examiner or Hearing Officer (May, 1953).

STEP 1—State
Specific Reasons
for Interview

HEARING OFFICER: Hello. Are you John R. Doe?
DRIVER: Yes. I have a letter here, about my license.
H. O.: Yes. That's right. We sent you a letter asking you to come in to talk over your driving record. You see, our records indicate that you have been getting into more than your share of trouble. We thought maybe a talk with you might help.
DRIVER: I didn't think I was having much trouble. I haven't had an accident in nearly three years.
H. O.: It isn't only the accidents, Mr. Doe, that concern us. It's the violations too, like this latest one in New Britain where you were arrested for passing a STOP sign. They are the kind that can get you into accidents.
DRIVER: I don't know why I was arrested. I had practically stopped and there wasn't another car coming for nearly a half a block.
H. O.: We'll talk about that but first, let me get a little more background on your driving experience. Our record shows that you were born in 1919 so that you would now be 34 years old. Is that right?
DRIVER: Yes. That's right.
(An attempt now is made to get supplementary background information normally determined under STEP 1—Prepare for the Interview, but not customarily available to motor vehicle department personnel prior to the interview.)
H. O.: How long have you been driving a car? When did you first get your license here in Connecticut?

- DRIVER: I've been driving since I was 16 years old and all my licenses have been in Connecticut.
- H. O.: That makes 18 years. Has your driving all been with a passenger car?
- DRIVER: No. I drive trucks too. That's my job. I'm a truck driver.
- H. O.: That makes you a professional then. How long have you been driving a truck?
- DRIVER: About 8 years. I guess.
- H. O.: We have you listed as living at 341 Any Street in Washington. Is that correct?
- DRIVER: Yes. That's right.
- H. O.: Are you married?
- DRIVER: Yes.
- H. O.: Any children?
- DRIVER: Yes. Two girls.
- H. O.: How old are they? I have two girls myself, ages 4 and 6.
- DRIVER: Mine are just 3 and nearly 8.
- H. O.: That's fine. Those are interesting, and I might say active ages, aren't they?
- DRIVER: They certainly are. Those kids are really full of stuff.
- H. O.: That's another good reason why we want to help you keep from having any accidents. Those little girls don't want their daddy all smashed up.
- DRIVER: I guess they don't.
- H. O.: Now, let's look over your record and see how it developed under our Point System. The first item was a Police Warning in July, 1948, for driving in Berlin, "too fast for conditions." That scored 1 point; next, an accident in London in December, 1948, a second point; then an accident in Rome, October, 1949, for a third point.
- DRIVER: But neither of those accidents was my fault.
- H. O.: To be sure, you weren't convicted of a violation in connection with those two accidents but you were judged to have some responsibility for them. That's why you were scored only one point each. If there had been a conviction more than one would have been scored.
- As the result of these three points, we sent you a friendly letter telling you that and suggesting a little more attention and care on your part. That was in November, 1949. Do you remember that letter?
- DRIVER: Yes. I got it.
- H. O.: What did you think about it at the time? Can you remember any special reaction?
- DRIVER: Well, I didn't like it at first. No one likes to be "bawled out," but then I decided to just try a little harder to keep out of trouble.

H. O.: You did all right too, for a year and a half, but then you were given a Police Warning for "failure to stop at a STOP sign" in Hartford (May, 1951). That added another point which, with this conviction for passing another STOP sign, brought your total points up to six within a 5-year period. Under our system, we call in all drivers for this kind of conference when they have built up a record of five points. This might be a good time to also mention that when a driver's record shows a total of seven points, he is called in for a formal hearing with the strong probability of having his license suspended for at least some period of time. But let's get back to your record. Did I cover everything that you know has happened to you while driving during the past 5 years?

DRIVER: I guess so. I can't think of anything else.

STEP 2—Have
Driver Explain
His Actions

H. O.: What about these two cases where you passed up a STOP sign? What prompted you to do that? Tell me about this last case.

DRIVER: That was in Washington. I was going along on 8th Street when I came to McArthur Blvd. There's a STOP sign there. I slowed down and could see pretty good in both directions. Nothing was coming from my left and the traffic from my right was about half a block away. There was quite a line of cars and I figured, if I stopped dead, then I'd lose my chance to get ahead of that line of traffic, so I kept going. The only trouble was that there was a cop in the second car of that traffic. I made the intersection without any trouble.

H. O.: What time of day was that? Do you remember?

DRIVER: About 6 o'clock at night, I think.

H. O.: Where were you going, home?

DRIVER: Yes.

H. O.: You say that you went through the STOP sign in order to get ahead of a line of traffic. Is that correct?

DRIVER: Yes. That's correct.

H. O.: How much time do you think you saved by doing that?

DRIVER: I didn't save any because the cop stopped me.

H. O.: How much do you think you would have saved if the officer hadn't stopped you?

DRIVER: Three or four minutes, maybe.

(Approximately at this point, before going completely into STEP 3—Arouse Recognition of Seriousness of Errors, the Hearing Officer will get an explanation of all other items which appear on the driver's record.)

STEP 3—Arouse
Recognition of
Seriousness of
Errors

H. O.: That seems a little high, but suppose you did save two, three or four minutes, what would you do with that little extra time? Is that time so valuable that you can afford to risk taking chances which might

land you in the hospital, put someone else in the hospital or perhaps lose your license to drive for you?

I don't think, Mr. Doe, that you realize how serious it is to run through a STOP sign. Just imagine what could have happened this last time with just minor changes in circumstances. Suppose your motor had choked up or gone dead as you pulled out in front of that moving traffic. The front car could very easily have hit you, or if it stopped in time, the cars behind might have piled up or one of them might have had to stop so suddenly that a 3-year-old or 8-year-old daughter would have been thrown against the windshield and injured. All types of possibilities exist when a driver takes chances like that.

One thing also to remember is that you are not the only one involved. You have to give some thought and consideration to the other fellow too, and remember that the "other fellow" might be my kids. He might even be your own wife or your own kids. Just because you passed a STOP sign once or twice and nothing happened, don't get the idea that nothing ever will happen.

Actually you ought to appreciate that. Weren't you involved in an accident where the other driver was supposed to have run through a STOP sign?

DRIVER: Yes. That was the one in Orange. He came through and smashed me in the left front fender. We were lucky that no one got hurt.

H. O.: Were your wife and children with you then?

DRIVER: Yes, the little one was only a baby then and were we scared!

**STEP 4—Create
Desire to
Improve**

H. O.: Can't you understand now why we are so anxious to get drivers to understand and obey the traffic rules and regulations? They merely are there to protect you.

DRIVER: I see that now.

H. O.: Mr. Doe, you're a truck driver, aren't you? And that makes you a professional driver. How's your record driving a truck?

DRIVER: I've got a good record. I just was given my 5-year award for no chargeable accident in that time.

H. O.: That certainly is fine. Congratulations. That also proves that you can drive safely if you want to. Don't you want your personal record to be as good? Don't you want to protect your own car and your own family as much as you do the company's truck and the merchandise you carry in it?

DRIVER: Yes, I do.

STEP 5—State
What Is Ex-
pected in Future

H. O.: All right then. If you are going to protect yourself, your car, your family and also protect others on the highway, you are going to have to drive your own car as you drive the company's truck. Stop running through STOP signs; stop driving faster than conditions of the road and traffic will permit in safety; observe all rules of the road; and don't take chances. Don't try to save that little extra 30 seconds, two minutes, or four minutes. It isn't worth it to you or to your family.

Does that make sense?

DRIVER: Yes, it does. I'm sure I'll do better from now on.

STEP 6—Arrive
at Mutual Under-
standing and Plan
for Future Per-
formance

H. O.: All right. Now, here's how we stand. At this time, you have 6 points in a little less than a 5-year period. Should you get one more point before the five years are up, you will be called in for a formal hearing and the chances are your license will be suspended for at least a short period. That would affect your job too.

However, in July, one point comes off and another one comes off in December—they occurred five years ago. Another one comes off next year. Therefore, if you can keep your record clear from now on, it won't be long before your card will be clean under our Point System. Do you think you can do it? I do.

DRIVER: Yes, I'm sure I can, and I want to thank you for this talk. I've got a better slant on things now and I don't want to lose my license.

H. O.: I'm glad of that, Mr. Doe. We too don't want drivers to lose their licenses, and they won't if they play this driving game according to the rules. Good luck to you.