



# Summary of Proceedings

**Fourth National Conference  
on  
Street and Highway Safety  
May 23-24-25, 1934**

**National Conference on Street and Highway Safety**

**HONORABLE DANIEL C. ROPER**  
*Secretary of Commerce, Chairman*

**WASHINGTON, D. C.**  
**May, 1934**

THE following organizations cooperated with the Secretary of Commerce in conducting the Fourth National Conference on Street and Highway Safety:

*Bureau of Public Roads, U. S. Department of  
Agriculture*

*American Association of Motor Vehicle  
Administrators*

*American Automobile Association*

*American Mutual Alliance*

*American Railway Association*

*American Transit Association*

*Chamber of Commerce of the United States*

*National Automobile Chamber of Commerce*

*National Bureau of Casualty and Surety*

*Underwriters*

*National Safety Council*

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**Letter from President Roosevelt**

THE WHITE HOUSE

May 25, 1934

HONORABLE DANIEL C. ROPER,  
Secretary of Commerce,  
Washington, D. C.

DEAR MR. SECRETARY:

I am most interested in the National Conference on Street and Highway Safety, which is meeting in Washington under your chairmanship with a view to reducing the large number of deaths, injuries and the great amount of property damage caused each year by traffic accidents. It is said that the total dollars and cents loss attributable to traffic accidents exceeds the amount of money the United States pays each year for its public school system.

The studies being undertaken in an effort to work up uniform traffic codes and regulations, together with the most effective means and methods of reducing traffic accidents and losses, are excellent.

But uniform codes, regulations and systems are valueless unless every individual, including both pedestrian and driver, accepts and fulfills his full share of responsibility.

Very sincerely yours,

FRANKLIN D. ROOSEVELT

# Summary of Proceedings

## Fourth National Conference on Street and Highway Safety

**T**HE Fourth National Conference on Street and Highway Safety was held in Washington, May 23, 24, 25, 1934, under the Chairmanship of Honorable Daniel C. Roper, Secretary of Commerce.

The purpose of the Conference, as stated by Secretary Roper in an announcement issued January 15, 1934, was to secure "united action on a nation-wide scale to reduce loss of life, injuries and property damage in street and highway accidents . . . on two main lines: (1) Adoption of uniform motor laws and operating rules and (2) a concerted drive to secure and enforce widespread popular understanding of safety essentials in the use of streets and highways."

In preparation for the Conference a Committee on Uniform Traffic Laws and Ordinances, under the chairmanship of George R. Wellington, Registrar of Motor Vehicles of Rhode Island, was appointed early in January. Its task was to consider the experience of the past four years and propose any changes that should be made in the Uniform Vehicle Code and Model Municipal Traffic Ordinance. These were prepared by the Second and Third National Conferences in 1926 and 1930, and have been adopted in whole or substantial part by 34 states and several hundred cities and towns.

To assist the new committee in its work a comparative tabulation of the motor vehicle laws of all the states had been made and a similar analysis of the traffic ordinances of a large number of cities and towns. In addition, an extensive canvass of the opinions of motor vehicle administrators, police authorities, traffic engineers, highway officials, motor clubs, commercial organizations and civic associations interested in traffic had been carried on to obtain suggestions as to changes considered desirable in the Code and Ordinance.

With the benefit of this information the Committee held extended meetings in January, March and May. Its recommendations were embodied in revised drafts of the Code and Ordinances which were widely distributed for comment and criticism in advance of the Fourth National Conference. At an open meeting on May 22, the

day before the main Conference convened, the Committee considered all criticisms and suggestions received and, as a result, made certain additional recommendations to the Conference.

The Committee's chief recommendations for changes from the 1930 Code were as follows: Consolidation of the Motor Vehicle Registration and Anti-Theft Acts, insertion of two new Acts dealing respectively with Civil Liability and Safety Responsibility, subdivision of a number of the longer sections of the various Acts into shorter sections for simplicity, adoption of more understandable and enforceable speed regulations, revision of the sections dealing with headlights and other lighting equipment in accordance with recent technical developments, addition of provisions for periodic inspection of motor vehicles and better protection of school buses, revision of size limitations of the 1930 Code and incorporation of provisions relative to allowable wheel and axle loads, gross weights and performance ability of vehicles.

With respect to the Ordinance, the Committee recommended rearrangement into three parts, the first containing all local provisions affecting the conduct of the motorist and pedestrian, the second containing provisions for local traffic administration, and the third giving state law provisions which, depending upon legal or other conditions in the state or municipality, might or might not need to be included in the Ordinance.

Another important set of standards considered by the Conference was that prepared by the Joint Committee on Uniform Traffic Control Devices, under the chairmanship of E. W. James, Chief, Division of Highway Transport, U. S. Bureau of Public Roads. This Committee was organized in 1932 by the American Association of State Highway Officials and the National Conference on Street and Highway Safety to review, consolidate and amplify the two manuals then in use—that of the American Association covering rural highway signs and markers, and that of the National Conference covering street traffic signs, signals, markings and islands. The new manual prepared by the Joint Committee was widely distributed in tentative form in advance of the Conference for criticism and suggestion. The Joint Committee on May 21, shortly preceding the Fourth National Conference, held an open meeting and, as a result, recommended certain changes in the tentative manual.

Besides the legal and technical standards which have thus been

briefly described, the Fourth Conference had before it a report entitled "Guides to Traffic Safety," prepared by the Conference Executive Committee, outlining a wide range of measures recommended to states, communities and organizations for dealing with the traffic problem. These recommendations, based on the experience of traffic authorities and associations participating in the Conference, suggest means for reducing street and highway traffic accidents through appropriate legislation, improved administration, proper collection and study of traffic accident records, better highway and traffic engineering, more effective enforcement, more adequate education of drivers and the public in traffic matters, and needed research into particular phases of the traffic problem. This report, in tentative form, had also been widely distributed for criticism in advance of the Conference.

The Conference was called to order on the morning of May 23 by its Chairman, Secretary Roper, whose opening address is printed elsewhere in this pamphlet. Colonel A. B. Barber, Director of the Conference, then presented a report of the Executive Committee recommending a program and procedure. These were unanimously approved and in accordance therewith the Conference devoted its first two days to detailed consideration in succession of the several Acts of the Uniform Vehicle Code, the Model Municipal Traffic Ordinance, the Manual of Uniform Traffic Control Devices and the report on "Guides to Traffic Safety."

In accordance with the Executive Committee's suggested procedure, the Conference also decided that final consideration and action on all matters should take place at the closing session on the afternoon of the third or final day of the meeting, May 25. To facilitate orderly consideration it was agreed that a representative Drafting Committee should be appointed, to which, after preliminary discussion and tentative expression by the Conference during the first two days' session, all matters should be referred for consideration and report back to the Conference with recommendations at the appointed time as above indicated.

The Drafting Committee, following the precedents set by the previous National Conferences held in 1924, 1926 and 1930, consisted of one representative elected by each state delegation and one by each of the 34 principal groups of official, business or civic interests represented in the Conference, together with the chairmen of

the two committees which had prepared reports for the Conference. One representative was also to be elected for each city of more than 1,000,000 population and two for each of six groups of cities according to population.

This Drafting Committee met on the evenings of May 23 and 24, Commissioner of Motor Vehicles Charles A. Harnett, of New York, being elected chairman.

The morning of May 25 was devoted to consideration of ways and means for putting the Conference program into effect. A letter from President Roosevelt, which appears as a foreword herein, was read to the Conference by Secretary Roper. Honorable Joseph B. Ely, Governor of Massachusetts, then addressed the Conference on the responsibilities of the States in traffic safety work, and Honorable Bernard F. Dickmann, Mayor of St. Louis, on the responsibilities of municipalities. Both of these addresses are presented elsewhere in this pamphlet.

At the closing session on the afternoon of May 25, former Deputy Commissioner of Police John A. Harriss of New York, Acting Chairman of the Drafting Committee, presented that Committee's report, which was considered and acted upon item by item. The five Acts of the Uniform Vehicle Code, the Model Municipal Traffic Ordinance, the Manual of Uniform Traffic Control Devices and the report on "Guides to Traffic Safety"—all as thus finally revised—were formally approved by the Conference. These are available as separate publications as shown in the list at the end of this pamphlet.

Representatives of a number of official, business and civic organizations then made brief statements of the steps their respective organizations would undertake in furtherance of the Conference program. Extracts of their statements are printed herein.

A number of resolutions, which are presented elsewhere in this pamphlet, were adopted as the concluding action of the Conference.



**Address of**  
**Hon. Daniel C. Roper**  
Secretary of Commerce and Chairman, National  
Conference on Street and Highway Safety

IT IS a great opportunity and privilege to be associated with causes that have an unselfish purpose and which lay primary stress upon humanitarian purposes and accomplishments. As delegates to this Conference, you have shown your willingness to participate in a program that requires thinking in terms of others and their welfare. Democracy never fulfills its purposes so effectively as when groups of individuals, representing states, municipalities, business and social organizations, associate themselves in cooperative endeavors for the protection and preservation of life and property and in the effort to make living less hazardous and more productive of happiness.

The calling to order of this Conference this morning is in every sense of the word *a call to action*. The prevention of traffic accidents is not only a challenging humane and social problem, but is also one of significant economic aspects as well.

The keynote of this fourth Conference on Street and Highway Safety is one of duty and responsibility—the responsibility of translating into action the practical and scientific safeguards and regulations which have been devised to reduce greatly the appalling, destructive loss in human life and property.

The problem to which this and the preceding Conferences, held in 1924, 1926 and 1930, have addressed themselves is unparalleled in our history. War, a great destroyer, is as old as human society, and the problem of curbing it in the interest of humanity is not a new one. Fire, flood, pestilence and famine, great destroyers as they are, have the characteristics of public enemies. All mankind unites to restrain them and to reduce their destructive effects. In the automobile, on the other hand, we find a great contrast. Here is a new and most beneficent instrument of health, enjoyment and utility converted through misuse into an agency dealing death and destruction on our streets and highways on a scale shocking to the moral sense of every normal human being.

Death on wheels has become one of the most shocking and terrifying evils in the life of our nation. Over thirty thousand people are killed in the United States each year as a result of traffic accidents, and approximately eight hundred thousand are injured. It

is said that the loss measured in terms of dollars and cents is greater than the yearly cost of our entire public school system. Striking as these figures may seem, they are in no conceivable way comparable to the tragic suffering and ruined lives caused each year by the calamitous destruction of death on wheels. The resounding impact of high-powered machines, the futile grinding of brakes, the twisted wreckages and broken, maimed and mutilated bodies, the frantic, heart-rendering screams of innocent, helpless children and telltale bloodstains on streets and highways are grim and awful symbols and reminders of this great problem that demands and challenges our best thinking and our unflinching cooperative action.

The problem of street and highway safety divides itself into two categories: first, determining what should be done and how it should be done; and, second, doing it. Blueprints can be drawn for the finest edifice in the world, but, unless such plans are translated into action, the edifice will always remain on paper. Precisely the same thing is true in the case of scientific studies and blueprints for traffic accident prevention. This Conference is meeting to chart blueprints for the preservation of human life and property. Expert knowledge has been brought to bear upon this problem and to draft the blueprints. Applied knowledge, or knowledge translated into action, is wisdom.

Under our form of government the fundamental responsibility for safety of the public on the streets and highways rests upon the individual states. The function of the Federal Government is that of prompting cooperative action and aiding in the organization and coordination of national efforts. Municipalities must serve as the rallying points for this program of constructive action and organized efforts. The many civic and business organizations represented in this Conference, while not ordinarily sharing the public duty which rests upon the official bodies, nevertheless, because of the influence which they possess, have a moral obligation which I am pleased to say they are earnestly recognizing and accepting.

The program of this Conference has two main aspects: first, the establishment of the necessary uniform laws, regulations and physical conditions essential to safety and convenience of our traffic; and, second, the educational enforcement measures which are necessary to insure observance of these laws and regulations and the proper use of our streets and highways by the great mass of individuals.

The regulation of motor traffic is a new art. It has revolutionized some of the old rules of the road which were handed down from the common law. The traffic engineer is a new and important member of the engineering profession. The highway engineer, though representing one of the oldest branches of the engineering art, has found it necessary to adopt new methods and, in particular, to consider as never before in history the relation of his work to the safety of those who travel upon the highways which he builds.

Even though traffic problems of real consequence are comparatively new, I am impressed with the great amount of knowledge which has been accumulated and put into usable form in the short space of a few years. There is an abundance of knowledge and facts on how and what should be done. The imperative need is putting this necessary action into effect.

It is always apparent to me, as it is to men and women of this intelligent audience, that it is not so much more knowledge that we need, but more disposition to do what we know, to carry into effect the knowledge that we have. Therefore we assemble in these groups for the purpose of inspiring each other and inspiring ourselves as a group to do what we already know we should do.

Every year brings forth important new developments that must be taken into account by those who are responsible for traffic in our different states and communities. There is need for continuing research to work and discover new and still better methods for dealing with many problems in this field. What I wish to emphasize, however, is that there can be no reason to wait for new developments before putting into effect the measures which we already know to be effective and desirable. This great program must be cumulative in nature so that practical application can keep abreast of all developments as they take place, thus insuring at all times the maximum protection that human ingenuity can devise.

To facilitate this needed action, I appointed last December a committee of highly competent men from all parts of the country to review and revise suggested model laws and regulations for traffic control which were prepared as a result of the earlier National Conferences in 1924, 1926 and 1930. This committee, which included in its membership state and municipal officials, traffic engineers and others experienced in the various aspects of the traffic problem, has worked diligently to embody in the revised proposals before you

the best available judgment based on the experience of the past four years. Its proposals were placed in your hands some days ago in order that you might have opportunity to study them before coming to this Conference.

The same is true with respect to the material prepared by the Joint Committee on Uniform Traffic Control Devices. Because of the technical nature of the problems before it and the necessity for extensive experiments and tests of the relative efficacy of different types of signs and signals, this committee needed a longer period for its work and actually devoted nearly two years to the work of preparing the standards for traffic control devices which are now before you.

I am sure that you will be grateful and surprised when you examine, if you have not already examined, these reports, at the amount of work and intelligent application that has been given to this subject by Colonel Barber and the committees.

I desire to express my own appreciation, and I am sure I may add that of all members of the Conference, for the devoted work of the members of these committees who have provided the indispensable factual basis for all that may be accomplished as a result of this Conference. At least they have prepared for you splendid tools with which to work at this problem.

Our first duty, then, is to examine these proposed standards for traffic control in their revised forms, to modify them if need be, and to record the opinion of the Conference with respect to their merits—and then, I may add, go home and go to work.

It is a common saying that motor traffic knows no state lines. Clearly, there is need for putting all traffic control measures upon a reasonable basis of uniformity as between the states and communities throughout the nation. I have traveled by automobile through some states where each had a different system of traffic signals and regulations. National uniformity, to every extent possible, is one of the dominant needs in our present unsatisfactory traffic situation.

Action in these matters, as I have already said, is a primary responsibility of the states. The other public authorities to some degree share this responsibility, and I am sure that the other members of this Conference and the public generally will wholeheartedly

support every effort to establish reasonable uniform laws and regulations and safe physical conditions for our traffic.

The second important aspect of the problem before us is that of educational and enforcement measures to encourage and to secure the proper discharge by the individual of his responsibilities. Such education and enforcement are both essential public functions. Unofficial organizations can and should be of great assistance in this regard, but they can hardly be expected to take the place of the public authorities in this field.

It is gratifying to note that in many states and subordinate jurisdictions the problems of education and enforcement are being actively dealt with. The methods for dealing with these problems have been improved in recent years, and a comprehensive technique of traffic education, as well as enforcement, has come into being. Thus, here, as in the case of the traffic laws and regulations and in street and highway safety engineering, there is a great accumulation of knowledge waiting only to be put into more widespread and effective use.

To be of every practicable assistance in all of these fields, the Executive Committee of the Conference has prepared a summary of the best experience and suggestions for dealing with virtually every aspect of the traffic problem. The Committee's findings, which are given in the report on traffic safety policies entitled "Guides to Traffic Safety," are before the Conference for consideration. After your analysis and the embodiment of any changes that you may decide upon, I am confident that the recommendations offered will be of indispensable value in solving the problems of traffic.

I have outlined briefly the nature and scope of the work before you and the general objectives to which your efforts are being directed. I am confident that this Conference will finally bring forth definite proposals which will point the way toward the achievement of the goal which is so highly desirable. You are engaged here in a work of great humane significance. We must remember that the best plans are of no avail unless they are put into execution. They cannot be put into execution under our form of government and structure of society without public support and unless all units from the state down through counties, municipalities and organizations within the municipalities accept and fulfill their individual and collective responsibilities. We must stress at all times the necessity that each

of these units respond to the definite responsibility resting upon it. The federal government can and should prompt the initiation and formulation of beneficial national programs as exemplified by this Conference, but the execution of laws and regulations must be undertaken and carried through by the people themselves.

In stressing the composite responsibilities inherent in a program of this nature, we must not overlook the necessity of impressing the pedestrian with his responsibility. In street and highway safety, we often tend to place all of the responsibility upon the driver. In order to make both the educational and enforcement features successful, the pedestrian must be prompted to do his full share in helping to fulfill the objectives set forth by this Conference.

A great English novelist once said: "The reward of one duty is the power to fulfill another." Carrying forward among the people the program formulated at this Conference is a duty for each and every one of us. Let us accept this duty in the spirit that its fulfillment will give us the power to make further significant contributions to the welfare and happiness of our people.

**Address of**  
**Hon. Joseph B. Ely**  
**Governor of Massachusetts**

I LOOK upon this gathering as a most hopeful indication that in the near future the people of this country will be aroused to the necessity of greater safety in the use of our highways. The yearly toll of life and property as a result of motor vehicle accidents is stupendous. A nation is aroused at the mere thought of war and the horrible loss of life and health, to say nothing of property, which it involves. During one hundred and fifty years of our existence as a nation we have engaged in five wars. We are in a war every year with the motorists of the United States. The loss of life from motor vehicle accidents during the year 1933 is variously estimated from 29,500 to 34,500. There can be little doubt as to the lower figure with every probability favoring the larger one. Approximately 35,000 lives taken annually in the United States because of the carelessness of pedestrians or drivers of automobiles. Even in the presence of this tremendous list of casualties there are states where no accurate motor vehicle death records are kept. We are obliged to turn to the records of the Travelers Insurance Company, of Hartford, Connecticut, for the most satisfactory proof of these figures.

When we estimate the deaths at 35,000 no account is taken of the number of persons injured in the United States. The records to which I have referred would indicate that during 1933 a million persons received bodily injury, many of them undoubtedly permanently disabled and made cripples or hopeless invalids. It is reasonably safe to say that 80,000 fall within this classification. These figures indicate, when you add to the 35,000 deaths the 80,000 cripples or hopeless invalids, 115,000 men, women and children annually the dire victims of carelessness.

These figures do not take into account the property damage, the earning power of the individual or the loss of wages. These figures do not consider the medical and hospital charges or the funeral expenses. Those in a position to express the best opinion conservatively figure that motor vehicle accidents in the United States in any year like the present, in addition to the loss of life and of serious injuries, cost the people of the United States one billion dollars. Even one billion dollars is a large sum of money. Any problem

which has to do with such a terrific loss of life and tremendous expense is worth the energy of those to whom is entrusted the matter of regulations. Only war holds a parallel to the suffering and disaster, the expense and the economic waste which are created by the negligence of pedestrians and automobile drivers.

It has been of interest to me to ascertain as nearly as possible the percentage of pedestrians injured as compared with the percentage of motorists, and I find that 55 to 60 per cent were pedestrians, while from 40 to 50 per cent were motorists. Seventy per cent of those killed are adults and 30 per cent children of fourteen years or under. Every fifteen minutes of the day throughout the year, someone is killed in an automobile accident, every minute someone injured.

The figures in Massachusetts are authentic. Eight hundred persons are killed each year and 45,000 injured. Up to the present of the current year, the record of Massachusetts compares favorably with that of the country as a whole. The increase in fatalities in the United States as compared with last year is 15 per cent, while the increase in Massachusetts stands at 9 per cent. As compared with other states, New York has a much better record with a considerable reduction in fatalities this year, but Massachusetts is still far better than California, with a 26 per cent increase, and than Rhode Island, with a 50 per cent increase.

The present menace is from drunken driving. Between January and May, Massachusetts has experienced a 33 per cent increase in convictions and revocations of licenses for this offense. In April the increase amounted to 60 per cent over April of 1933. Unless this record is improved, it will not be safe for anyone to venture upon the highways of Massachusetts or of any other state after the cocktail hour. Strenuous, firm measures must be taken by the authorities with the support of the people to eliminate from our highways drivers of automobiles whose judgment has been impaired by the use of intoxicating liquor.

It seems to me that the responsibility for any campaign to minimize the dangers incident to driving on the public ways rests upon the states. The problem is no longer a local one. The rapid development of the automobile, coupled with a corresponding extension and improvement in state highway systems, has so increased the travel range of modern motorists that they normally pass through several cities and towns and even states on what is considered a



short trip. This interchange of traffic through multiple jurisdictions has given rise to safety problems beyond the scope of local control. In the past ten years, state departments of uniformed police and state engineering departments have been called upon increasingly to alleviate highway difficulties.

This question brings us to the necessity for uniformity in control practices. At the present time there is wide divergence among local jurisdictions in police and mechanical control of traffic as well as in rules and regulations governing traffic behavior. A citizen driving out of a local area does not know what to do in the presence of sudden emergency. Acting upon the instinct, which comes from long accustomed usage, he does a thing which under the rules of that particular jurisdiction is prohibited. This is a frequent cause of accidents. The value of standardized methods of control and of traffic regulations must have a most desirable effect for the minimizing of automobile accidents. Such a course would eliminate the general confusion resulting in resentment and disrespect for all traffic laws. It would offset a lower driving efficiency which now results in increased accidents. It would relieve congestion and the higher accident rates which result from that source.

Inasmuch as the state is responsible for the safety and welfare of its citizens, it is paramount that it should seek to remedy existing confusion and danger upon its own streets and highways. There is little difficulty in a direct control of traffic regulations upon all the highways of the state which are constructed and maintained by it. In other words, upon the state highways, so-called. As a state problem the difficulty rests in control of local ordinances and construction. Certainly in planning and constructing state highways, the state should have a traffic engineering division to insure the inclusion of proper safety precautions in road alignment, curves and the installation of control devices. A knowledge of traffic flow and character is essential to proper planning of road widths and surface types. When these roads are completed their maintenance involves many traffic problems for safety. Massachusetts has had such a division since 1928 and it has been of inestimable value, not only in the construction but in the improvement and regulation of our highways at the danger points. It also sets a precedent for city and town officials, and in this state it is necessary on through ways for the local authorities to obtain the approval of the Engineering De-

partment of the State Division before construction of new work. Until some better method is found for working out a uniformity of control, I recommend for your consideration the methods employed in my own state.

It is significant that this conference is considering a Uniform State Motor Vehicle Code and a Model Municipal Ordinance. We should do everything to encourage the adoption of such rules and regulations so that they may conform to the standards determined upon at this conference. The burden rests upon the states to see that this is done. When we have accomplished a uniform traffic ordinance, so to speak, for the roads of the United States, so that all our motorists are educated to the same method of procedure under like or similar circumstances, we have taken a long step toward the prevention of accidents. Nevertheless, accidents will continue to occur under the most model conditions because men will still be careless.

The next matter of real consideration is that of enforcement of the laws regulating traffic. Little has been done in this field toward the establishment of uniform police practice in contacting motorists and in traffic patrol methods. Just as we have different ordinances in different local areas, so we have different methods of enforcement. As a liberty-loving people, inherently opposed to much authority in our police, and there is very little coordination of effort between the various police forces of the cities and towns. It seems to me that it would be an infinitely fine thing for the people to recognize that a more complex civilization, which has resulted in new methods of committing crime as well as falling into careless habits which result in accidents, demands a unification of police effort at least throughout any given state. Such a method has been proposed in Massachusetts and it has met with a very universal response of approval from all sources of public opinion except from a few politicians and a few policemen. Of course I recognize the power of the opposition to be much greater than its numbers, but we are hoping to make a beginning toward a unified state police in Massachusetts.

I might say that the first step toward a nation-wide police control, not perhaps so much for the sake of highways, but in the apprehension of criminals, would seem to me to rest solidly upon a unification of the various police units of the several states. I interpolated that because it is a matter of great interest to me.

Perhaps you would be interested to know that this proposed bill provides for the centralized training of all police officers in the state, whether municipal, county or state, and centers police authority in a single commission with a view of standardizing police methods of crime detection, communication and traffic law enforcement. It is only by centralized supervision that we will be able to obtain courtesy from traffic officers regardless of jurisdiction. These "ambassadors of the road" can do a great deal in the promotion of public good-will toward traffic law enforcement, without which such enforcement is tremendously handicapped.

Improvement may be made in the patrolling of streets and highways. Accident spot maps should be maintained and kept up to date, which will indicate those locations or areas where corrective attention is most needed. From this information officers can be stationed where their efforts will produce the most good. The result of a month's or a year's work should be summarized to show significant facts, the knowledge of which might make possible further supervision or the elimination of the difficulties. A file for each driver should be maintained, and no one should be permitted to drive an automobile on any street in this country without a license obtained as a result of examination as to fitness. From the driver file, so-called, it will be possible to find the repeaters. We find many of them in Massachusetts. These men should be singled out and given much needed instruction, stricter treatment or revocation of license as the nature of the offenses indicates.

The President in his letter emphasized that all the regulations that would seem in theory to be necessary, and proper methods of enforcement, would not solve the real difficulties of this terrible situation until the public consciousness is aroused to the fact that it is a personal matter.

Perhaps the most important question is that of education of the public. If a knowledge and realization of the tremendous hazard of highway driving are not created by a recital of the figures of highway tragedies, by what manner of means is it possible to impress upon the mind of the driver that the exercise of caution in the use of his dangerous instrumentality is imperative? If he is not impressed by the fact that 35,000 persons are killed annually and 1,000,000 injured and that the economic loss is measured at a billion dollars a year, it seems to me nothing can impress him.

There is a peculiar psychology that goes with driving of an automobile. The driver seems to become almost angry at any slight interruption. Traveling at a speed which exceeds that of any known agency except the airplane, and even though he is not going anywhere in particular, he often acts as though he would like to commit murder if compelled to stop at an intersecting street or to slow up in order to avoid hitting a pedestrian. Too many motorists feel that brakes were put on his car only to be used when he wishes to stop, and yet, brakes are one of the most important mechanical parts of an automobile, placed there for use.

I think if I were giving instruction as to driving, the first thing I would do would be to teach a man how to use his brakes. I think I would try to impress upon his mind until it was subconscious in his reaction, that the use of his brakes is just as important as the use of the accelerator.

So I say the most important question is that of education of the public. Too many automobilists have absolutely no sense of danger. They are skilful in turning a wheel, in manipulating in and out, but with no sense of danger. If they had spent years in the courts in the trial of automobile accident cases, they would sense danger at every turn in the road, at every cross street, with the appearance of every pedestrian and particularly every child. They would sense danger with the approach of every car. This sense of danger might make it uncomfortable to ride, but it would make it safe for those who still enjoy that pastime. Whatever your rights may be upon the highway as compared with those of the other fellow, the only safe rule is to assume that he may not respect them. Wherever there is any doubt, resolve it in favor of using your brakes and do not rely upon your insurance policy to save you from financial obligation.

If the states will enact uniform regulations of control, if they will insist upon examination for license and license for every driver, if we perfect a method of procedure for enforcement and control, and preach the gospel of care, and endeavor to teach the operator that there is danger in the use of this instrument of speed, it may be that in the course of years we will materially reduce the terrific losses caused by careless operation of motor vehicles.

**Address of**  
**Hon. Bernard F. Dickmann**  
Mayor of St. Louis

FIRST OF ALL, I wish to express my pleasure over the signal honor which has been conferred on me. As Mayor of St. Louis, and speaking in behalf of our citizens, I wish to thank Secretary Roper for the opportunity afforded me to address this distinguished conference on the subject of municipal responsibility toward traffic accidents.

Modern cities have traffic problems which were unknown in an earlier day. Our problems have developed along with the development of the automobile and the improvement of our streets and highways. The menace to human life upon the streets of the modern city hangs like a pall over every city home. The story of the killing and injuring of people as they go about their daily tasks and pleasures reads much like a report from the battle front in time of war. This is true notwithstanding the fact that the vast majority of autoists operate automobiles with due care and consideration for their own safety and for the safety and rights of others.

Every city official today must be deeply conscious of the challenge presented by the traffic problem. We are conscious of it in our city. Our problem has been rendered more acute in St. Louis recently as a result of an ambitious program of street widening. Within the last ten years we have widened 39 miles of streets and boulevards, so that our city is today serviced with such highways as well as any large city in the country.

The problem of safety is aggravated also by the fact that in our city, as perhaps in many others, there is in force no state law or municipal ordinance requiring a driver's license. A permit or license to run or operate an automobile upon our streets can be had for the asking. No examination whatsoever to test the qualifications of the applicant to operate an automobile is required; neither have we any provisions for the revocation of a license, for the violation of traffic regulations. Unfortunately, municipalities of Missouri have no authority to enact an adequate drivers' license ordinance, in view of certain provisions of our state law. We are launching a movement now to secure the passage of a state drivers' license law, and also an enabling act authorizing municipalities to enact drivers' license ordinances.

It is my conviction that in every municipality there should be in force a law or ordinance requiring a proper examination of all applicants for license and authorizing the revocation of licenses for the violation of traffic regulations. I think that within a few years we will look back with amazement upon the day when in any American city a license to operate so deadly a thing as an automobile upon our streets and highways could be secured merely for the asking. The right of the people to be free from harm and injury upon our streets and highways is more sacred than the right to own and operate an automobile.

We, of course, have in our city, as you have in all of your cities, a multitude of ordinances regulating traffic. We are now engaged in the revision of these ordinances so as to bring them up to date and fit our regulations better to the needs of the times. Our knowledge of what constitutes sound rules for the regulation of traffic has developed as the automobile and street improvements have developed. Changed conditions demand changes in our regulations. We are trying, also, to learn from the experience of other cities so as to determine upon the wisest and soundest regulations possible.

In my judgment, it would be fortunate for our large cities to enact uniform traffic regulations, so far as possible. The vast amount of interstate and intercity travel seems to me to make such uniformity of regulation advisable. There should be developed a system of intercity conferences and communication on traffic regulation of problems, so that we may aid each other in solving our common problems and aid the public by adopting, so far as practical, a uniform system of traffic regulation and control.

I am sure that all of us recognize that the enactment of ordinances prescribing rules and regulations is a far simpler process than the administration and enforcement of them. Such is the experience of our city, and, I dare say, of every city.

In St. Louis, the departments of our government which have to do with the administration and enforcement of municipal ordinances are the Department of Streets and Sewers, the Police Department, and our city courts and legal department. I am happy to report to you that we have what I consider a highly efficient administration of all of these departments.

Some years ago there was set up, as an arm of the city courts, an organization known as the Traffic Bureau. This Bureau has its

office at police headquarters, and disposes of minor traffic violations. When one is arrested for the violation of a traffic ordinance, he is given a ticket by the officer and advised that he can appear at any time within three days and, by the payment of from \$1 to \$3, dispose of the case. This system was developed with a view of relieving the burden of the Police Department and the city courts.

I emphasize the fact that this applies only to minor violations— to such offenses, for instance, as parking overtime or in a forbidden place. It does not apply to speeding cases or more serious offenses. These cases are handled through the courts in the regular way. We believe that the Traffic Violation Bureau serves a wholesome purpose, and there is no suggestion of its abolishment.

When our administration took office a year ago, we were confronted, as every administration has been, with the so-called "fixing" problem. We immediately set about to correct this condition. It was then and is now our policy to treat all cases of traffic violation as real cases and demand that they be disposed of upon their merits and not as political or personal favors.

It is my conviction that no citizen with a proper sense of his civic obligation will ask any official, whether he be a policeman, a prosecutor, or a judge of a court, to dispose of his case as a personal or political favor, and no official with a proper sense of his official obligation and with a proper regard for the safety of human life and limb upon our streets and highways will encourage citizens to take chances in the violation of traffic regulations by disposing of a case as a personal or political favor.

The increasing seriousness of the traffic problem and the growing list of the dead and injured should bring the recognition of a traffic violation as something more than a light or trivial matter. To trifle with the administration and enforcement of traffic regulations is, after all, to trifle with human life and safety.

Our Streets and Sewers Department made a thorough and exhaustive survey and analysis of the causes and results of motor vehicle accidents for the year 1933, based upon the statistics from the daily records furnished by the Police Department. This work was of such a significant and outstanding character as to lead the automobile club of our city to give a dinner in honor of Mr. Frank J. McDevitt, Director of Streets and Sewers, and invite a full dis-

cussion of this report by representatives of various groups interested in this subject.

I have attached to my speech a copy of this survey, which I think you will find both interesting and helpful. It discloses facts and tendencies which, I am sure, reflect conditions not only in our city but in other cities.

The automobile industry deserves much praise for the high order of skill and workmanship displayed in the construction of automobiles which have almost wholly eliminated accidents as the result of mechanical defects. Our great task is to develop some such measure of intelligence in the use and operation of automobiles as is used in their construction.

The survey shows that there was a total of 8,064 traffic accidents in our city last year; that 2,019 of such accidents were recorded as collisions at intersections, with no cause given; that the largest single cause assigned was intoxicating liquor, 986 accidents or 12.2 per cent of the total number recorded being traceable to this cause; that left turns were responsible for 724 accidents; that 392 pedestrians were injured crossing streets between intersections and 614 injured at intersections; that 90 persons were injured as a result of running from between parked cars; that 78 children were injured playing in streets and alleys; that 10 persons were injured roller-skating in the streets; that there were 476 hit-and-run drivers involved in accidents, and that only 9 per cent of such drivers who struck pedestrians were caught; and approximately one-third of such drivers who struck vehicles were caught; that a total of 432 persons were injured as a result of walking or running into the sides of motor vehicles and street cars; that 107 accidents occurred as a result of the motorist failing to stop as directed.

From these facts it clearly appears that our chief specific problems in this whole general situation are the proper control of traffic at intersections; the discouragement of, and so far as humanly possible, the prevention of driving while intoxicated; the apprehension and punishment of hit-and-run drivers; the proper regulation of the conduct and movement of pedestrians.

You will observe from this report that speed is given as the cause in only 18 accidents, but it certainly must be true that speed played a large part in the 2,019 collisions at intersections, to which no cause is assigned. It does not take a survey—it requires only the



use of our eyes as we go about the streets ourselves—to know that numerous drivers approach and cross intersections at what, under the circumstances, must be classed as reckless speed. In my judgment, there should be an increasing insistence upon greater care of autoists in approaching and crossing street intersections.

The sternest kind of a policy should be maintained with respect to the offense of driving while intoxicated. As you, of course, know, I come from a city which has always maintained the most liberal attitude toward the right of men to use and have available for their use any kind of intoxicating liquor they desire. I believe in that myself; but no one can defend the practice of driving an automobile while intoxicated or so far under the influence of intoxicating liquor as to affect his reliability as a driver. Any man who undertakes to drive an automobile in such condition displays an utter disregard of the rights of others. In my city, driving while intoxicated constitutes not only a violation of the city ordinance, but of the State law also, which denounces such an offense as a felony. We are insisting upon the rigid enforcement of this law and ordinance.

In looking over the figures on accidents due to drunken drivers, comparing the first four months of this year with the first four months of last year, it is noted that there is a substantial increase in this kind of accident. I might mention that St. Louis only recently put into effect rules and regulations covering the licensing of liquor sales, and there was a period of some months when these conditions were not under control. It is possible that this may have occasioned the increase in this type of accident.

The "hit-and-run" driver presents our most perplexing problem. He belongs in the class of the most reprehensible and irresponsible in our communities. The fact that there were 476 of such drivers in our city last year, as well as the fact that there were 986 accidents resulting from driving while intoxicated, makes all the more emphatic the demand for a drivers' license law. These offenders, also, make greater vigilance on the part of officers of the law and of private citizens necessary in order to detect, apprehend and bring them to punishment. To assist in the apprehension of this driver we insist that state license plates be kept clean and visible with the rear plate illuminated at night.

The number of pedestrians injured between intersections particularly, and even at intersections, indicates that we must more and

more prescribe and enforce regulations for the movement of pedestrians upon the streets.

While the attached survey shows a very small number of accidents involving roller skating or bicycle riding, we recognize that these uses of our streets may be the source of much danger, unless great care is exercised in the regulation and supervision of this class of traffic. In our city we barricade certain blocks at given hours for the use of roller skaters upon agreement of all residents of the block affected. It seems to me well to consider making provision in our parks for the use of pleasure bicycle riders. It is also necessary that bicycle riders using the streets at night be required to equip bicycles with head lights and tail lights.

Roller skating and bicycle riding are the source of a great deal of pleasure, particularly to young people, and we should go as far as practicable in providing for the safe use of these sources of pleasure.

Street widening and improvement projects have been planned and executed on an unprecedented scale in St. Louis since the 1923 bond issue funds became available. By making new arteries of traffic available and by improving old ones, these developments have tremendously increased the potential facility of motor vehicle movement in the city. In order to realize the full benefit of such improvements, however, it is necessary to so control traffic on widened thoroughfares that not only will this traffic move in an orderly manner without excessive speed, but also that both pedestrian and vehicular traffic on cross streets, which existed as before the improvement, can move with as much safety and facility as before. Unless traffic on the new streets is so controlled, the effect is to blight rather than to improve the neighborhood through which it passes.

Many complaints have been received by the Department of Streets and Sewers from merchants located on the newly widened thoroughfares indicating that their business has suffered a setback due to former customers being unwilling to assume the hazard of crossing on foot and as a consequence making their purchases elsewhere. Bearing this in mind and also that some 2,000 accidents took place at street intersections, these conditions could be alleviated by the construction of elevated highways. With a loop through the business district and garages attached to the highway at different points,

the very bothersome traffic congestion would be corrected. Of course, there is always the possibility of consequential damages to abutting property. Notwithstanding this fact, in the very near future there is a possibility that these elevated highways will come into wide use throughout our cities. Chicago has just concluded an extensive survey, and the committee in charge have recommended the installation of 160 miles of elevated highways. The metropolitan area in New York City has a number of such highways in use at the present time.

The Federal Government, in allocating funds to the various states for highway purposes, allows a certain portion of the funds to be spent on these same highways where they pass through municipalities. It might be well to consider a highway construction of either the depressed or elevated type which would eliminate grade crossings. Some plan might even be worked out whereby these highways could be made self-supporting. This could be done by charging a small toll, and it would not necessarily mean an added burden to the motorist, as the increased speed of his car, with freedom from stops, would effect a saving in gasoline and oil which in a measure would offset the toll charge. While the idea of toll charges may sound repugnant, it would mean that those who use the highway would pay for it and thus not prove an added burden to property owners.

On all new street projects signalization should be included as a part of the cost. If this is not done there is often difficulty in securing the necessary money for proper signalization. The cost of automatic signals is small when compared with the cost of widening and improving a street, yet the expenditure of this additional sum makes the whole improvement complete and useful to the greatest possible degree of efficiency. Such signals, if progressively synchronized, not only permit cross traffic to pass but also prevent speeding.

Properly synchronized signals should be installed at every important intersection so that motor vehicles can move along the street rapidly and safely in an orderly manner and without undue interference with pedestrians and vehicular traffic on the cross street. When you stop to consider that the pedestrian greatly outnumbers the motorist, no reasonable-minded person who is interested in public safety would object to the expenditure of the necessary funds for the proper signalization of street intersections.

I think that is one of the greatest handicaps, and wherever there are any contemplated street widenings we have had our lesson taught to us that there should be provision made for the proper signalization or the proper safety standards included as a part of that highway at the time the bond issue is made. Be sure to keep in mind that that is as much a part of the highway as the street itself, because there is no control of a major highway unless it is properly protected for the pedestrian.

There are some measures pertaining to the safety and control of traffic about which there has been debate. We have had considerable discussion among the members of my administration upon the relative value of safety zone and traffic dividers constructed of concrete and being cone shaped. It is stated, on the one hand, that they constitute an obstruction and a menace, and, on the other hand, that they are an aid and a protection to pedestrians in widened streets.

In my opinion, traffic dividers of this type of construction in the center of very wide streets are an aid to pedestrians and do not constitute a serious hazard to motorists, but it is also my opinion that much care should be exercised in determining the location of these devices and in determining whether concrete abutments or the so-called traffic buttons should be used. Careful consideration should be given to placing them in any location other than in the center of widened streets, lest they become an additional hazard.

I would welcome advice on the relative merits of the various types of protection afforded pedestrians at safety zones.

We have a few pedestrian underpasses in our city. They are by no means universally used, and the expense of constructing them would seem to be justified only in exceptional cases and locations. We contemplated installing additional underpasses at or near some of our large schools. The superintendents of these schools advised against the installation of underpasses, stating that in their opinion the parents of the children would object to their use. I should be happy to have additional information with respect to the experience of other cities in the use of underpasses.

Based upon the foregoing facts and considerations, I venture to offer the following recommendations to meet the conditions confronting us in our large cities:

1. That the greatest possible care and wisdom be exercised in the

enactment of traffic ordinances so as to make them reasonable and practicable;

2. That there be developed, so far as practicable, uniform traffic regulations in our several municipalities;

3. That drivers' license laws and ordinances be enacted so that each municipality shall have the protection of such a law as a safeguard;

4. That public sentiment be encouraged to treat traffic regulations with the respect which the seriousness of the traffic problem demands, and that all cases arising from traffic violations be disposed of on their merits and not on the basis of personal or political favors;

5. That license plates be kept clean and visible, the rear plate to be adequately illuminated at night; also that windshields be kept clean at all times;

6. That a stern, vigorous policy of enforcement be adopted against all traffic violations and especially against those involving intoxicated and hit-and-run cases;

7. That the regulations covering blinding headlights and one headlight be strictly enforced;

8. That pedestrians be required to observe traffic signals at intersections and be discouraged from crossing streets except at intersections;

9. That ample signalization be provided;

10. That there be at all times a close cooperation among all agencies having to do with the operation, enforcement and regulations of traffic. (At this point I would like to say that in St. Louis our traffic engineers, our police department, our fire department, and our board of police commissioners meet with our police judges, and it has been one way of eliminating the fixing of minor traffic violations. There should be a coordination of all the departments that pertain to the courts and to the traffic.);

11. That representatives of these various agencies constitute a permanent committee for advice and consultation and for the maintenance of a continued study of the traffic problem. I have appointed a traffic commission in St. Louis whose deliberations and services have already made helpful contributions to the solution of our problems.

In closing I want to express my appreciation of the excellent edu-

cational work being done by this Conference, the American Automobile Association, the National Safety Council and other groups interested in this subject. They are entitled to the highest praise and should be afforded every support in their efforts. It is particularly gratifying to note the interest being displayed by the Federal Government and it is to be hoped their activities will tend to expand.

## Statements on Behalf of Cooperating Organizations

JAMES A. BEHA, General Manager, National Bureau of Casualty and Surety Underwriters, New York City: I am pleased to rise in favor of the greater movement for street and highway safety. The National Bureau is composed of the great majority of stock casualty insurance companies writing automobile public liability and property damage insurance. The Bureau, in behalf of its company members, is vitally interested in promoting safety in all lines of endeavor.

There are some lines of insurance written by our companies where the larger portion of the premium dollar is spent not in the payment of losses, but in activities to prevent the occasion for a loss, and we feel that in this we are serving the best interest of our assurers as well as the public.

The stock casualty insurance companies pledge their support to any movement tending to reduce the tremendous loss of life and limb due to carelessness resulting from accidents.

THOMAS H. CARROW, Supervisor of Safety, Pennsylvania Railroad, Philadelphia, representing the American Railway Association: The work of the National Conference corresponds, in my judgment, to the work of railroads in bringing about uniformity in the regulations governing the movement of trains. In my judgment it represents one of the great works of civilization because, up to the beginning of the second decade of this country, the human mind was not equipped to cope with the hazards that were introduced by automotive transportation. If it had not been for this conference and similar influences in this country, we would today be in a state of chaos so far as our highways are concerned.

J. M. EATON, Assistant General Manager, American Mutual Alliance, Chicago: I am glad to embrace this opportunity to express the views of the organization I represent, the American Mutual Alliance, which combines most of the mutual casualty companies of the United States. Since the beginning of this Conference some years ago we have participated, and the companies in our several organizations have bent their efforts to a reduction of accidents generally and particularly along the lines laid down by this Conference.

My purpose in rising today is to say that I believe that we have made a very great deal of progress in these past few years, and to pledge to this Conference a continuation of our effort, an increase in our activities, and, if possible, a further cooperation to the end for which we all are striving.

MRS. MARION TELFORD, New York City: I bring to the Conference a message from Mrs. B. F. Langworthy, of Illinois, President of the National Congress of Parents and Teachers. The leaders of that organization of one and one-half millions of members wish me to say just four things to you delegates at this Conference:

(1) They look to groups of this kind for the solution of the technical problems involved in making the streets and highways safe, and they urge you to continue your work on those technical problems.

(2) They believe there are problems that parents and teachers are peculiarly fitted to undertake and to help solve, and they desire particularly to aid in the observance of that section of the traffic laws which regulates the age at which children are allowed to become automobile drivers.

(3) They desire to cooperate with the schools in an effort to make it possible for high school students to learn the principles of good automobile driving.

(4) They pledge their support in the development of a public opinion that will uphold the traffic officer in the discharge of his duty in enforcing the law.

GEORGE R. WELLINGTON, Registrar of Motor Vehicles, State of Rhode Island, Providence: I speak as a regional vice president of the American Association of Motor Vehicle Administrators. I have just received a message from Colonel E. Austin Baughman, Commissioner of Motor Vehicles of the State of Maryland and President of the American Association, authorizing me to say that the association is very much interested in the work which has been accomplished by this Conference, and that it may be expected that the American Association of Motor Vehicle Administrators will cooperate in every possible way to put over the aims and purposes of this Conference as outlined in the program of these meetings.



HAROLD FOWLER, First Deputy Commissioner of Police, New York City: The police department should be the integrating force around which the safety movement should gather because of its responsibility as part of the city administration, because of the power embodied in it and because its organization covers the whole of the municipality.

The police forces all over the United States want uniformity. In New York we have from the standpoint of uniformity probably the most difficult situation. I am, however, going to work for the uniformity provided in these standard laws and regulations as far as possible.

MARCUS A. DOW, Director of Safety and Personnel, Greyhound Lines, Inc., Cleveland, representing the National Association of Motor Bus Operators: Our job has not been completed. The real job lies ahead. We must go back to our communities and to our organizations and by active and consistent effort see that these life-saving regulations are put into actual practice.

If we believe that people should not be killed or maimed in preventable accidents, if we believe that drivers and pedestrians should be taught to drive and walk safely, if we believe it is better to eliminate unsafe practices than to create widows and orphans and all the attendant suffering and hardship and sorrow which accidental death and injury bring, then let us rally to the support of that principle by going back to our communities, back to our organizations, and getting them to engage in a constructive effort for adoption of the rules and regulations proposed by this Conference.

I pledge to you my effort and the effort of the motor bus industry and of the large company which I represent, toward this end.

JOHN E. BENTON, General Counsel, National Association of Railroad and Utilities Commissioners, Washington: I desire to say on behalf of the state commissions that those commissions look for a continuance of the attitude which has just been expressed, and will be found cooperating to promote the observance of all regulations or statutes looking toward safety of operation both in their administration of those laws and by the enactment of safety regulations so far as that lies within the jurisdiction of the respective commissions.

JUSTIN PETERS, President, Pennsylvania Lumbermen's Mutual Fire

Insurance Co., Philadelphia, representing the Chamber of Commerce of the United States: The Chamber of Commerce of the United States is intensely interested in the work that you are doing. From the very inception of this movement the Chamber has supported it.

When we leave here, let us go back and endeavor to put the rules and regulations which have been recommended here during this past week into operation in our respective states.

There is no greater crying need in the United States today than to promote safety on our streets and highways. When you consider the thousands of people that are killed each year and other thousands that are crippled and hopelessly maimed, it appears both an economic and a humanitarian aim in which we should all be interested.

DR. H. C. DICKINSON, Chief, Heat and Power Division, Bureau of Standards, Washington: Our Bureau has no authority or responsibility for enforcement of traffic regulations. In our work in this field we are mainly concerned with ascertaining the facts affecting safe automobile operation. I am glad to say that many of the facts with regard to brakes, with regard to safe speed with which vehicles may approach, with regard to headlights and various other factors have served as the basis for provisions incorporated in the revised Uniform Vehicle Code. I am confident that, with their universal adoption, we may look forward to a reduction in the number of people killed and injured on the highways of the United States.

BURTON W. MARSH, President, Institute of Traffic Engineers, Washington: I am sure that our members will promote very energetically, and I hope effectively, the entire program of the Conference as their opportunities arise, and, more particularly, the standards set forth in the Manual of Uniform Traffic Control Devices.

Our members are carrying on valuable research work and they believe that in matters of this sort we will make greatest progress when the facts, carefully and impartially analyzed, form the basis for improvement measures.

DAVID C. FENNER, Vice-President, Mack-International Motor Truck Corporation, New York, representing the National Automobile Chamber of Commerce: The National Automobile Chamber of Commerce would like to have you consider highway transportation as a manufactured product and our membership as the manufactur-

ers of production tools. We come here not only to follow but to anticipate your wishes in regard to the safety factors in this equipment. We feel our record to date is fairly good. The need of the future is in the regulation of the operator fully as much as in further regulation of the tools. We have been here since the inception of this Conference and we hope that we shall continue to come and to give it our support. We wish to express our appreciation for the extent to which you have followed our sponsorship of the recommendations of the American Association of State Highway Officials with regard to the size and weight of the tools that are used in highway commerce. We fully believe that time and experience will definitely prove not only the safety but the interests of uniformity in the whole proposition.

**HARRY BRAGG**, General Manager, Automobile Merchants Association, New York: It is my pleasure to represent the National Automobile Dealers Association. Their President, Mr. F. W. A. Vesper, this morning asked me to express the appreciation of the 44,000 dealers and 208 automobile dealers' associations of this country and to assure you of their whole-hearted support and a continuation of their activities as they affect the highway safety program.

I leave here today feeling most gratified with the work that has been done, and I will do, with my colleagues, everything possible to foster and further the end we all want to see, uniform traffic regulations.

**M. J. GORMLEY**, President, American Railway Association, Washington: Mr. Carrow has pretty well stated the position of the railroads of the United States. They are very vitally interested in this problem. Secretary Roper, in his opening address, said it was important that you reach a unanimous opinion, if possible, and that you then might go home with a united front actually to put into effect the things that you agreed upon. Conferences are fine but the job is never done until you put it into effect when you go home.

**DICKSON MERRITT**, Director of Public Safety, State of Tennessee, Nashville: As Director of Public Safety of one of the forty-eight states, I think I may speak for all of us in expressing to this Conference our appreciation for the many means offered for promoting

safe practice. We are going back home and do everything in our power to realize the ideals for which this Conference stands.

ERNEST N. SMITH, Executive Vice-President, American Automobile Association, Washington: Having put our hearts and souls into this Conference from its inception, we are very happy to see it concluded in a successful way. The final verdict is naturally going to be written by the public. If we have been too technical in what we are trying to do, our rules and regulations are going to be rejected by the public; if we have been constructive, the work of this Conference will go down in highway history.

I want to pledge to you the continued interest of the American Automobile Association in this work, its continued activity, and I may say that, after we have gotten through paying the increased federal, state, county and municipal taxes and the increased gas taxes, if we have any money left, it is pledged to the continuation of this work.

JOHN E. LONG, President, National Safety Council, Albany: Permit me to extend to you the congratulations not only of our national officers and members of the Executive Committee, but the national membership as a whole.

This Conference I am sure has revitalized the public safety movement, and given to all of us the encouragement to continue, and, if possible, to increase our efforts. For this we are indebted to the sponsor organizations, and especially to the Secretary of Commerce.

I pledge to you the support of the National Safety Council in helping to consolidate and carry forward the benefits of this Conference.

J. F. H. WYSE, General Manager, Canadian National Safety League, Toronto: I bring you greetings from the Honorable George S. Henry, Premier of Ontario, the Honorable Leopold Macaulay, the Minister of Highways, and J. P. Bickell, our Registrar of Motor Vehicles.

The great work of the motor vehicles branch during the past five years has been the building up of better safeguards for the public. The first steps in this direction were taken some years ago when the drivers' license law and the public vehicle act were added to the

statute books. Both have subsequently been greatly developed and expanded, and today, with supplementary legislation since adopted, are great bulwarks for the protection of our citizens upon our streets and highways.

The licensing of all drivers was the first step in a vigorous campaign for the protection of the public against the misuse of the privately owned vehicle. This first step gave the government control of the driver. The financial responsibility and accident reporting laws made this control effective. Under these laws the record of every driver in the Province is instantly available. Every accident report, conviction or complaint is filed against his name and the files are checked each time a new report is received. When there is evidence that a driver is failing to meet his responsibilities or is disclosing himself as a menace to the public, his case is referred to the Minister of Highways, who has authority to impose a suspension of both drivers' licenses and vehicle permits.

Our financial responsibility law is the most important piece of safety legislation ever written upon the statute books of this Province. Under its provisions suspension of licenses and permits of drivers convicted of certain offenses is mandatory, and the suspension cannot be lifted until the offender has filed proof of financial responsibility to the amount of \$11,000 with the branch.

Ontario pioneered in Canada in this field and our law became effective September, 1930. Since that time similar legislation has been adopted by seven other provinces. It is interesting, too, to note that some twenty-five of the United States have adopted safety or financial responsibility legislation to date.

Not only has this law had an extremely beneficial educational and warning effect on almost all drivers; how efficient it has been in obtaining compensation for injuries or damages suffered by victims of the carelessness of bad driving of others may be seen from the fact that while over 28,000 accidents have been reported to the branch since the law came into effect a little more than three years ago, there have been only 217 suspensions imposed because of failure to satisfactorily settle judgments arising out of motor vehicle accidents. In other words, it would appear that in well over ninety-nine per cent of all accidents satisfactory settlements have been made. This is especially interesting in view of the fact that there are still some advocates of general compulsory insurance—that is, of

compelling every motorist to take out a motor vehicle liability policy before he is issued a driver's license or vehicle permit. It is obviously foolhardy to suggest that the great bulk of the motoring public should be so penalized in order to secure an improvement of less than one per cent in the settlement of damage claims.

The accident reporting law, too, has added much to the safety of Ontario citizens.

Every effort has been made to disseminate the information thus obtained through every possible channel. Thus newspaper and billboard advertising have been used, as well as movies, talkies and the radio. Safety campaigns have been conducted in schools, too, and the reduction in the number of child deaths has been ample reward.

That these campaigns and other efforts have been effective is shown by the fact that the number of fatalities from motor vehicle accidents within the last two years has been reduced approximately thirty per cent.

### Resolutions Adopted by Conference

RESOLVED, That we, the members of the National Conference on Street and Highway Safety, extend to our Chairman, the Honorable Daniel C. Roper, Secretary of Commerce, our most cordial thanks and appreciation for his inspiring leadership. In particular we thank Secretary Roper for his insistence on the basic principle that every public official concerned with traffic and every individual user of the highway must accept responsibility to do everything within his power for better and safer traffic conditions, and we accept this responsibility as individuals and on behalf of our several organizations.

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RESOLVED, That we, the members of the National Conference on Street and Highway Safety, express to the Bureau of Public Roads and its Chief, the Honorable Thomas H. MacDonald, our deep gratitude for what he has done to make this Conference possible and to further its purpose, and we urge Chief MacDonald to continue his activities for increased street and highway safety through the further study of accident hazards and remedies and the promotion of preventive measures in cooperation with the state and local officials and organizations.

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RESOLVED, That the Conference express its appreciation for the valuable services rendered by all the committeemen and staff, and especially the Honorable George R. Wellington and Mr. E. W. James as committee chairmen; Colonel A. B. Barber as Director and Mr. A. W. Koehler as Secretary of the Conference.

In particular, we express our deep appreciation for the loyal, efficient and untiring services of Mr. J. Allen Davis as Legislative Draftsman during the months of preparatory work as well as during the Conference itself, and we request that the Chairman of the Conference express such appreciation to the Automobile Club of Southern California.

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RESOLVED, That we extend our most cordial thanks to the United States Chamber of Commerce for its hospitality and the use of its building and facilities.

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WHEREAS, Adoption of uniform motor vehicle laws, competent administration, effective enforcement and provision for meeting new

problems arising under present traffic conditions are vital to the common good and safety of the public, and

WHEREAS, The motor vehicle departments of the several states can by cooperation greatly facilitate and promote the accomplishment of these purposes; therefore, be it

RESOLVED, That the National Conference on Street and Highway Safety consider the organization of the American Association of Motor Vehicle Administrators a great forward step in accord with the recommendations heretofore made by the Conference, and extends to the President, the officers and members of the American Association of Motor Vehicle Administrators the most hearty assurances of cooperation and support.

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RESOLVED, That the Conference approve the five Acts of the Uniform Vehicle Code, the Model Municipal Traffic Ordinance, the Manual of Traffic Control Devices and the report "Guides to Traffic Safety," subject to the amendments and instructions already adopted by the Conference.

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WHEREAS, It is evident that the objectives of the Conference can be consummated only through vigorous action following the adjournment of this meeting, including any necessary editing of the text of the codes and reports adopted by the Conference, followed by coordinated, energetic and untiring efforts of all the parties in this Conference to obtain adoption and effective operation of the recommended measures in the several states and cities,

THEREFORE, BE IT RESOLVED, That we request the Secretary of Commerce to continue in existence the Executive Committee of this Conference, under which its activities have been conducted, said Executive Committee to take such action as may be necessary to carry out the findings and recommendations of the Conference, and to submit the Uniform Vehicle Code as revised to the National Conference of Commissioners on Uniform State Laws for its consideration and approval.

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RESOLVED, That we, the members of the National Conference on Street and Highway Safety, hereby express our belief that it is possible for the American people to make use of our motor vehicles without the present indefensible toll of suffering and death from



highway accidents. We believe that all communities and all groups can consistently and permanently reduce their accidents by the same methods which certain communities and groups have already found so effective. While there is no one panacea for traffic accidents, we recognize that a persistent and honest use of the combination of remedies recommended by this Conference has never failed to bring results.

We therefore pledge ourselves (1) to cooperate with and support the public authorities in their functions for the protection of life and limb on our streets and highways; and (2) to promote through our several organizations and in our states and communities the adoption of the Conference recommendations for greater safety through uniform legislation, through engineering study and improvement, through energetic, fair and efficient enforcement, and through education in safety for all users of the highways.

And we further pledge ourselves as individuals to accept our personal responsibility to set an example for our families, our neighbors and all our associates, of law observance and personal carefulness and courtesy on the highway.

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