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REMARKS PREPARED FOR DELIVERY BY SECRETARY OF TRANSPORTATION  
ALAN S. BOYD BEFORE THE 75TH ANNUAL CONFERENCE OF THE INTER-  
NATIONAL ASSOCIATION OF THE CHIEFS OF POLICE, ILIKAI HOTEL,  
HONOLULU, HAWAII, MONDAY, OCTOBER 7, 1968, 11:15 A.M.

I'm delighted to be here. In recent months, thoughtful Americans have gained a new understanding of the work of contemporary policemen. More and more, they are beginning to appreciate the great variety of skills we demand of modern police forces and the great variety of pressures under which they work. It is coming home to this country that -- as Time magazine put it last week -- "Nothing is tougher than being a policeman in a free society." As one of your distinguished members, Tom Reddin of Los Angeles, put it: "This is the year of the cop." I agree with him and I salute you.

I suppose it is a mark of the people of this country that they can see the humor in almost any situation. As in the case of the young lady who put her penny in a gum machine and pushed the lever and got no gum. The officer standing there watching her walked over, banged the machine with the palm of his hand and the gum popped out.

"Police brutality," he said.

Most of what we are going through in America today is not that funny. Very few of our problems can be solved as simply as banging on a gum machine. There is a great deal of hard work for all of us to do and some of what we do will make life in America better and much of what we do will not.

Attorney General Ramsey Clark will speak to you when I am finished today. And that is as far as I will intrude into his field of general law enforcement.

But there is one area in which you and I are working together. My job is to improve the transportation system of the United States. And in many cases, your job is to hold it together until we make the permanent repairs.

As it is today, if the system goes sour during rush hour, it's your switchboard that lights up, not mine. If the system fails on a dark, rain-soaked highway, you are left to deal with the tragic consequence.

And that is the area I wish to cover with you today.

There are many ways of discussing highway safety. In cold facts ... in a summary of one year's carnage. Ten million auto crashes ... four and a half million persons injured ... 50 thousand plus dead ... total economic loss \$13 billion.

Or it can be discussed in the terms recently used by a doctor, writing to his colleagues in the medical profession:

"As a surgeon, I am weary of the urgent night calls, the usual milling cluster of police and scared relatives, the trail of blood down the corridor to the battered girl with the smashed face and the fractured pelvis ... you are sick of it too. I believe God himself is nauseated."

We too, are sick of it, and for the first time, we have, at the Federal level, a unified, concerted attack against death and injury on the highway.

Using the authority granted in two very important acts of the Congress -- the Highway Safety and the National Traffic and Motor Bills -- we have gone to work. Our biggest effort so far has been in the safety performance standards which all new cars must meet. These include less flammable fuel tanks, stronger door locks, better rear-view mirrors, energy-absorbing steering columns, crash padding and safety belts. Other safety features are better lighting and braking, non-shattering windshields and improved wiping, washing, and defrosting of windshields.

We've also tightened the performance standards for new auto tires.

Our second approach has been to encourage and assist the individual states in upgrading their local safety programs. We provide grants to individual states to enable them to meet higher standards prescribed by our National Highway Safety Bureau.

These standards to which the states must conform cover 13 areas including motor vehicle inspection, driver education and licensing, alcohol and implied consent, emergency medical services and highway design.

Most of these standards are specifically covered by resolutions passed by previous conventions of your International Association. And let me say these, and other resolutions of yours have proved very valuable to us. We will have your continued support.

I do not have to sell any of these higher state standards to a meeting of police chiefs. But, as you know, the support for them is far from unanimous. Our research has shown there are significant relationships between State motor vehicle accident death rates and inspection programs. Yet, when we began this program, only 21 states had legislation requiring periodic inspection of vehicles. Through our encouragement, that number has risen to 31 -- not much more than half.

It is sometimes difficult to see how a government decision made in Washington can save lives in your cities and towns. Yet our experiences with our motorcycle safety standard give proof of effectiveness. Statistics from the National Safety Council show that motorcycle fatalities declined last year for the first time in six years. This despite the fact that there was a mushrooming increase in the number of these vehicles registered. The spectacular 27% reduction in motorcycle deaths was attributed in large part to the increasing number of states raising their motorcycle safety standards -- helmet requirements, standards for motorcycle equipment and special motorcycle driver tests. In the 30 states that required helmets, deaths decreased as much as 59%. On the other hand, one state -- California -- which has no helmet law, showed a 9% increase in motorcycle fatalities.

We have awarded nearly 150 research and study contracts that have safety as their objective. One of these was awarded to your International Association of Chiefs of Police. The Association is now at work developing a formula that will assist you in the efficient allocation of manpower to traffic services.

One of our best known efforts is our program to remove dangerous drivers from the highways. Our National Driver Register contains at present the names and data on 1,600,000 drivers who have had their driving licenses revoked or suspended. We are adding to this list 2000 names a day. The register may be one of the most used information services in this country. At present, it is handling an average of 65,000 queries a day.

Another of our efforts is aimed at eliminating danger spots on the highways -- curves, intersections, and so forth which are, in themselves, potentially hazardous and result in a more than average number of collisions. This is a cooperative Federal-State program.

I want to emphasize these are beginnings -- that this highway safety program is going to grow and become stronger. We are right now considering appropriate safety standards for used cars. On January 1, 1969, another group of vehicle standards will go into effect. Cars manufactured after that date must measure up to regulations on head rests, hood latches, concealed headlights, back-up lights, and warning flashing lights.

We expect the head rest to be an important factor in reducing the serious neck injuries from "whiplash" resulting from some four million rear-end collisions. The seriousness of whiplash injury is demonstrated by the fact that the insurance settlements average considerably higher for this type of injury than for others.

We are also working on three new standards in our state program. We plan to encourage and assist the individual states in improving their requirements in three new areas -- pedestrian safety, debris removal, and, of special interest here today -- police traffic services. This latter new standard will cover police training, procedures for investigating and reporting accidents, and methods of recognizing hazardous highway, driver, and motor vehicle conditions. Those states which accept these standards will be receiving financial grants to help them carry out their programs.

This safety program is designed to produce results -- and it is staffed to do so. The highway safety program, for example, is administered, in part, by Brad Crittendon, former Commissioner of the California Highway Patrol and a member of your Association. He includes on his staff five other former police officers -- several of whom are also your fellow members.

There are any number of reasons why traffic deaths have climbed steadily in past years. One may have been a sense of futility -- a feeling that nothing can be done about auto carnage. Another was that each state -- and in some cases each city -- was forced to go it alone. Now, for the first time, the Federal Government is leading a unified attack. I am convinced, moreover, that the knowledge and machines of contemporary technology will be increasingly brought to work on this matter and these will have dramatic results. We can lick this thing. Our immediate problem is to get the public hoping too. If we can get a plurality of people taking a positive view, we shall have turned a very valuable corner.

Another cause -- and I believe it is a natural consequence of the former -- is the individual attitude that "it isn't going to happen to me." This not only causes accidents but also inhibits accident prevention techniques. The most promising and the most immediate technique for reducing auto deaths is the universal use of seat belts and shoulder harnesses. The best experts in the business say on the basis of tests, the use of seat belts and shoulder straps would reduce highway fatalities by 70%. Yet people are not using them. I hope programs to make the wearing of seat belts fashionable will be a part of your safety efforts.

We in the Department are also for the first time working to ease another of your transportation problems -- downtown traffic congestion.

Of all transportation problems, those of the urban area are most perplexing. The pattern is familiar -- congestion in the central business district, rush hour traffic jams, not enough parking space, deteriorating mass transit systems and the conflict between freeways and city residences and parks. One fact underlines the meaning of these problems. In many urban areas, vehicle travel miles are increasing at more than double the rate that the population is increasing.

The city and its transportation problems are, then, one of our priority items.

We have begun work on each of these problems.

For several months, we have been working with a number of cities to see whether we could break up congestion and traffic jams without costly new expressway systems.

Under a program known as TOPICS - Traffic Operations Program to Increase Capacity and Safety - we have been experimenting with a number of relatively minor adjustments in street systems.

We are working with these cities to improve traffic signals. We are adding left turn lanes. We are looking into building overpasses and creating special turn-out areas where trucks can load and unload.

We are helping cities create special lanes for busses so that they can load and unload passengers without blocking the movement of cars; and so they can keep moving along the streets without getting caught in the automobile traffic.

All of these steps are based on the theory that our city streets can be used more efficiently than they now are.

So far, the tests show that with relatively inexpensive improvements in the street system, the capacity of the streets can be increased by 15 to 25%.

We are persuaded that this improvement program will pay dividends and we were successful in our bid to the Congress for matching funds to aid cities in carrying out these improvements.

In those of your cities where freeways are being built, we are setting up local teams of specialists to work with the neighborhood and the community to determine the best and least objectionable route. These design teams are made up of planners, architects, economists, sociologists, and other professionals. Their meetings with local residents will do much to draw off the frictions.

We were successful, again, in our request to the Congress for Federal funds to build public parking spaces outside the central business district.

Until now, the Federal government has offered no help to cities that find more and more cars heading downtown and less space for parking them.

In our bill, we asked for funds to help pay the cost of fringe parking if it is built to tie in with a mass transit system that will cover the downtown area. Again, both sides of the Congress accepted the measure and the amount to be allocated is in conference committee.

But I must be candid. These plans for downtown improvement will be of little value unless they complement a healthy, growing mass transit system.

But the Nation's mass transit systems are neither healthy nor growing. Most are in difficulty. They are, to begin with, losing passengers. Rail rapid transit lines had 700 million fewer passengers in 1966 than they had in 1940.

Mass transit is just able to make ends meet. In the same period these same rapid transit lines saw their net revenues decline by over 50%.

Mass transit is not growing. In 1945, the total trackage of our rapid rail system was 1222 miles. Today, it is 1255 miles.

The same story of stagnation is true of most other urban mass transit systems. In the greatest era of urban growth, they have been losing ground -- losing passengers to the family car.

Yet their value is incalculable. President Johnson said it best. "In the next 40 years, we must completely renew our cities. The alternative is disaster. Gaping needs must be met in health, in education, in job opportunities, in housing. And not a single one of these needs can be fully met until we rebuild our mass transportation systems."

These local subways and bus companies must be helped. This is the task of the newest member of the Department of Transportation - the Urban Mass Transportation Administration. Our assistance begins with grants and loans to help develop or expand local mass transit facilities sponsoring advanced city transportation studies. The Administration also helps train transit officials and technicians.

I dwell on this matter of downtown congestion because it best emphasizes our major transportation requirement -- the need for a balanced transportation system. That need is evident now. But if there is doubt in anyone's mind, a quick look into the transportation future will convince him.

I am certain that time will show the projections we are now using in the Department of Transportation are on the careful side. But careful or not, our projections are still spectacular. They anticipate that in the 1966-1975 time period, a mere 13% increase in population will be accompanied by a 26% increase in the number of autos -- a 57% increase in the number of intercity passenger miles -- a 53% increase in intercity ton miles.

One thing is certain about this transportation future. It is going to require a large number of decisions. These decisions will be of tremendous magnitude. They will involve the expenditures of vast amounts of money and they will have long-term effects. They will, finally be coming at us in rapid order and they will have to be decided by informed and expert opinion.

These are the concerns behind my conviction that there is need now for a broad and penetrating re-examination of our transport system. We must analyze, again, the basic purpose of transportation. We must estimate the demand. We must weigh the various methods by which these purposes can be met -- the penalty/benefit ratio of each of the options. Having determined this, it is then necessary that we have the adaptability and courage to put these findings to work. I am, then, asking that we apply a systems approach to our transportation needs and that we use the findings of this analysis as the basic scheme of a balanced transportation system.

I hope nobody will be awed by systems analysis. It comes down to plugging common sense into a computer. It's a matter of continually asking -- like somebody has to do in every meeting -- "Just what the dickens are we trying to do here?" And having found an answer to that, asking, "Now what's the best way of doing it?"

But a re-examination must be made. And this re-examination must be made locally -- in your police departments, the county court houses, city halls, and in the state house -- where the transportation decisions must and will be made. We in Washington can advise and suggest but the decision must be made by local officials who best know the local requirements. And I would hope these re-examinations receive wide attention and that the public is well-informed and involved. The resulting new approaches to our transportation problems are going to be difficult and are going to involve sacrifice. They will require broad public understanding and support.

I have, in the past few minutes, outlined some of the actions we are taking to resolve various transportation problems. I think our best contribution, however, will prove to be the sense of unity we shall be giving to transportation planning. We have, in creating the Department of Transportation, pulled the pieces of the national transportation puzzle together in one place where we can look at them and fit them together. We have, at the same time, taken the studies of the transportation planners out of the think tanks and the universities and put them to work. And finally we have provided the leaders and spokesmen of the transportation industry a Washington forum where they can make their needs and views known. As a consequence, we have for the first time at the Federal level direction, purpose, and momentum in our transportation efforts.