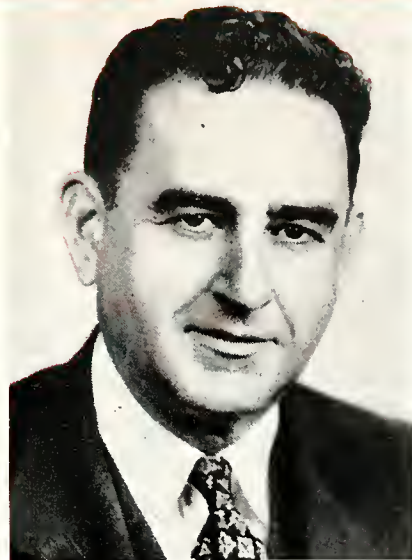


Popular Government

March 1952



ROSSER
Commissioner of Motor Vehicles



GOVERNOR
of North Carolina



GARRETT
Assistant Commissioner

IN THE NAME OF THE LAW



SMITH



LAMBERT



INGRAM



CROWELL



JONES

PUBLISHED BY THE INSTITUTE OF GOVERNMENT
UNIVERSITY OF NORTH CAROLINA
Chapel Hill

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COVER

Colonel Landon C. Rosser, Commissioner of Motor Vehicles

Born in Chatham County, October 6, 1894. Attended Broadway High School, 1907-1911; received a B.S. degree in Engineering from North Carolina State College in 1915. Sheriff of Lee County, 1920-1926; Representative from Chatham County in the General Assembly of 1947. Appointed Vice Chairman of the North Carolina Council for Civil Defense in 1950. Military experience includes service in World War I, 1917-1919 as a Lieutenant. Commissioned Captain, March 9, 1934; Major, June 1, 1941; Lt. Colonel, July 5, 1942; Colonel, January 14, 1943; discharged World War II, December 14, 1946. Awarded Army Commendation Ribbon for service as Post Executive, Fort Bragg, March 1, 1942-March 31, 1946.

Joe W. Garrett, Assistant Commissioner of Motor Vehicles

Graduate of Wake Forest College. Practiced law in Madison and Reidsville. Served as Representative from Rockingham for three terms in the General Assembly. With the Paroles Commission in Raleigh in 1941; later served as Director of the Registration Division of the Department of Motor Vehicles and as Acting Assistant Commissioner of the Department.

Colonel James R. Smith, Commanding Officer of the State Highway Patrol

Native of Wilmington and graduate of the New Hanover High School. Entered Highway Patrol when it was organized on July 1, 1929. Promoted to Sergeant on July 1, 1931, Lieutenant in April, 1946, Captain in April, 1947, Major on May 1, 1949, and Colonel on May 1, 1950. Has served as Chairman of the Southern Region, State and Provincial Section of the International Association of Chief of Police and is a member of the Executive Committee of the North Carolina Police Executives Association.

Major David T. Lambert, Executive Officer of the State Highway Patrol

Born in Franklin County in 1907. An original member of the State Highway Patrol when it was organized in 1929. Graduate of the Raleigh schools and the Federal Bureau of Investigation's National Police Academy in 1938. Promoted to Executive Officer of the Highway Patrol on May 1, 1950.

Miss Foy Ingram, Director of the Registration Division, North Carolina Department of Motor Vehicles

Native of Randolph County. Graduated from Business School of the Woman's College of the University of North Carolina in 1923. Began working in the Office of the Director of Registrations of the Motor Vehicle Department in June, 1923. Promoted to Chief Title Clerk in 1941; promoted to Director of Registration Division in 1946.

Bill Crowell, Director of Public Relations, North Carolina Department of Motor Vehicles

Born in Asheville on July 12, 1926. Attended public schools of Asheville and Raleigh and the University of Tennessee in Knoxville, Tennessee. Served overseas with the Marine Corps during World War II. Served as copywriter for the Carolina Power and Light Company; managing editor of the Carolina Farmer. Joined the Department of Motor Vehicles in July, 1951.

Hiram Bennet Jones, Director of the Highway Safety Division, North Carolina Department of Motor Vehicles

Born in Eggleston, Virginia on April 16, 1896. Graduated from Virginia Polytechnic Institute at Blacksburg, Virginia in 1915. Member of Engineering Department of the Virginia Bridge Company in 1919, mechanical engineer for the C. C. & O. Railroad in Erwin, Tennessee, 1920-22, Promotion and Sales Engineer of the Barrett Division, A. C. & D. Corporation, Paving Department, New York City, 1922-1949. Joined Department of Motor Vehicles in July, 1951. Previously served as Engineer and Safety Director of the State Highway and Public Works Commission in Raleigh.

To Law Enforcing Officers Of North Carolina

From Albert Coates, Director of the Institute of Government

In 1927 town, township, county, state, and federal law enforcing officers met together in Chapel Hill and laid the foundations of the Law Enforcing Officers' Division of the Institute of Government.

Schools of Law Enforcing Officers

Schools of law enforcing officers followed this meeting and have grown through the years from one day, to three days, to seven days, to ten days, to two weeks, to thirty days.

Traffic law enforcement schools have grown from three days, to two weeks, to six weeks, to eight weeks, with local traffic schools in twenty-one centers through the state enrolling six hundred officers.

In 1951 the Institute of Government conducted forty local schools reaching sixteen hundred officers with instruction in the laws of arrest and search and seizure in two hour sessions running through the spring and fall; using police chiefs, solicitors, judges, and members of the bar as their instructors; teaching from guidebooks, lesson plans, and supplementary Institute materials.

The Fourteenth of December, 1951

On the fourteenth of December, 1951, three hundred law enforcing officers, including police, solicitors, and judges of the cities, the counties, and the state of North Carolina, met with the Institute of Government in Chapel Hill at the call of the Governor of North Carolina to "take counsel on all possible ways and means of tightening up law enforcing procedures, and bringing about the highest possible degree of co-operation between police, solicitors, and judges, in going as far as effective law enforcement can go in safeguarding the lives

and property of people on the streets and highways of North Carolina."

Traffic Law Enforcement Schools in 1952

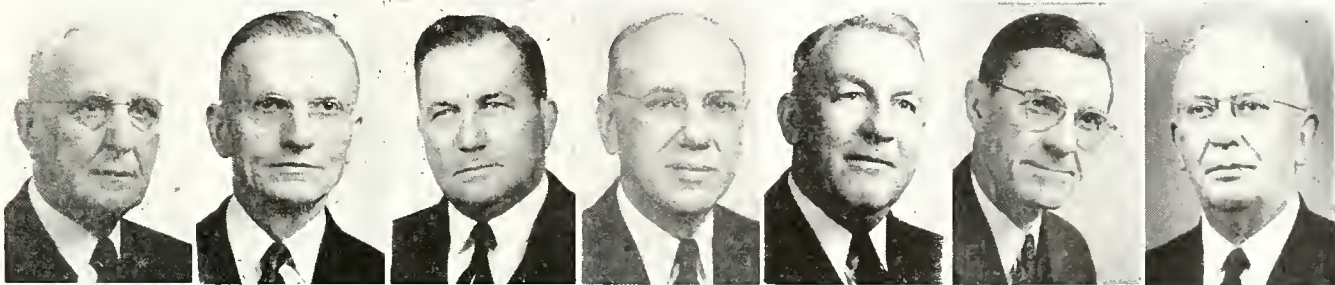
In this meeting the director of the Institute of Government outlined plans for local schools in traffic law enforcement, starting in February of 1952 in every town and city and county in North Carolina where police chiefs, sheriffs, and patrolmen want a training school, and solicitors and judges of city and county courts are willing to instruct them with the help of local lawyers and officers skilled in traffic law enforcement. These schooling plans were discussed and approved in separate meetings of police, solicitors, and judges.

Instruction Staff and Guidebooks

Solicitors and judges of the superior court are pledging their participation as instructors in these local traffic training schools wherever they are holding court and whenever their official duties will permit.

The chief justice and associate justices of the supreme court of North Carolina have not found it unbecoming to the dignity of the highest judicial officers in the state to join the instruction staff of the Institute of Government and throw their weight behind these schools by meeting with the law enforcing officers of their respective towns and counties on dates to be arranged throughout the coming months.

Pursuant to these schooling plans the Institute of Government today is mailing four thousand guidebooks on traffic laws in North Carolina with testing questions and instruction guides, to state and local law enforcing leaders, for use in local traffic training schools throughout the state.



Chief Justice Devin of the Supreme Court of North Carolina and Associate Justices Barnhill, Winborne, Denny, Ervin, Johnson, and Valentine lead Institute of Government instruction staff in training law enforcing officers.

The King's Peace

A thousand years ago the King's Peace was invoked for the protection of people travelling the four roads leading to the King's castle, and then to every road leading to these four roads, and then to all the roads throughout the kingdom. The protection of life and property on the streets and highways thus became one of the first functions of government and one of the oldest traditions of the common law.

Freedom from Fear of Bodily Harm

The right of every man, woman, and child in North Carolina to freedom from fear of bodily harm has come down to us through centuries of common law and statute prohibiting simple and aggravated assault and battery, forcible trespass, manslaughter, murder, and a multiplicity of fear-inciting actions. And yet today every man, woman, and child is in greater danger of assault and battery on the streets and highways of North Carolina than in any other place; in greater danger of assault with a deadly weapon on the streets and highways than in any other place; in greater danger of manslaughter or murder on the streets and highways than in any other place.

Freedom from Fear of Aggression on Property

The right of every man, woman, and child in North Carolina to freedom from fear of aggression on his property has come down to us through centuries of common law and statute prohibiting larceny, embezzlement, false pretenses, receiving stolen goods, robbery, forcible trespass, and related aggressions. And yet today the private property of every man, woman, and child is in greater danger of damage and destruction from trespass and collision on the streets and highways of North Carolina than from larceny, embezzlement, false pretenses, robbery, and forcible trespass in any other place.

Threat to Life and Property

The threat to life and limb and property on the streets and highways has shifted from the man in ambush to the man behind the wheel; from the hit-and-run robber to the hit-and-run driver; from the savage who ran amuck with a flourish of his keen-edged machete to the citizen who runs amuck with a flourish of his high-powered motor car. The call of the Governor of North Carolina to the law enforcing officers of the cities, the counties, and the state of North Carolina to make the streets and

highways safe for the people in 1952 is no less compelling than the call of the King for the protection of "people travelling from place to place" a thousand years ago. It is the faith of the Institute of Government that the schools for traffic law enforcing officers beginning now throughout the state will help them find the answer to this call.

The Faith of the Institute of Government

I believe that law enforcing officers can by thinking add a cubit to their law enforcing stature. I believe that something will happen in traffic law enforcement as police, solicitors, and judges meet in local training schools throughout the winter and the spring to study and instruct in traffic law enforcement; as they look at the state of the respective dockets from day to day and week to week and month to month; as they study cases thrown out of court and why, warrants changed and why, acquittals and convictions and why, different sorts and sizes of punishment and why, cases continued from week to week and from month to month and from year to year and never coming to trial and why; as they learn from these studies lessons to be applied in making investigations, prosecutions, trials, judgments, and sentences better and wiser than before.

I believe that better traffic laws, better traffic law enforcement, and better traffic law observance will lead to better criminal laws, better criminal law enforcement, and better criminal law observance, and to better government in general; just as I believe that lawless indifference to traffic laws can breed lawless indifference to other laws and that men and women who do not leave the current to stem the tide today are sowing the winds to reap the whirlwinds of tomorrow.

Price of Safety Paid in Everlasting Vigilance

In that faith the Institute of Government was founded. And in that faith it is starting on this schooling venture—as great as government of the people, but no greater; with as good a chance of success and no better. It is not enough to start and stop and back and fill; we must start and keep on going. The price of safety, like the price of liberty, is paid in everlasting vigilance. And at the start we may recall with humility the prayer of Sir Francis Drake three hundred years and more ago: "O Lord God, when Thou givest to thy servants to endeavor any great matter, grant us also to know that it is not the beginning, but the continuing of the same until it be thoroughly finished which yieldeth the true glory."

In The Name Of The Law

By Albert Coates, Director of the Institute of Government

Traffic Problems And Traffic Laws

Horse and buggy days in rural North Carolina generated few if any traffic problems. Little travel, on slowly moving vehicles, over country roads, carried little danger of collision, less damage to property, no loss of life, and a killing only of time.

Into this small town and open country setting at the turn of the century came the automobile, moved by the internal combustion engine, forerunning the traffic problems of today.

Those problems grew with the growing population: from two million in 1900, to two and a half million in 1920, to three and a half million in 1940, to four million in 1950.

They grew with expanding highways: as the state took over 5,500 miles of roads connecting one hundred county seats in 1921, added 45,000 miles of county roads in 1936, added 20,000 more by 1951, creating a highway network which continues to expand by slow and gradual accretion every year.

They grew with multiplying automobiles: from the few hundred on the roads in the early 1900's, to 150,000 in 1921, to 600,000 in 1940, to 1,000,000 in 1950; with a speeding power that has increased from twenty-five miles an hour to fifty, to seventy-five, to a hundred, and beyond; until today these one million automobiles are driven by a million six hundred thousand licensed drivers, exhibiting differing degrees of care and carelessness, speed and recklessness, sobriety and intoxication.

They grew with the mushrooming volume of travel: from a few thousand miles a year in the early 1900's to twelve million miles on an average day and four billion miles a year in 1937; to twenty-four million miles on an average day and eight billion miles a year in 1949.

They grew with multiplying accidents: killing seven hundred a year by 1930, one thousand by 1935, eleven hundred by 1937, twelve hundred by 1941, nine hundred eighty-nine by 1950, one thousand sixty-nine by 1951. They were injuring forty-four hundred a year by 1930, sixty-nine hundred by 1935, seventy-nine hundred by 1937, twelve thousand by 1950, fifteen thousand by 1951. Property



losses were running from the tens of thousands of dollars, to the hundreds of thousands, to the millions. Every race, color, age, sex, occupation and profession was involved.

According to the Motor Vehicles Department estimates, people traveled an average of a million and a half miles in motor vehicles on the streets and highways of North Carolina every hour of every day and night in 1951—with a resulting death every eight and a half hours, a personal injury every thirty-five minutes, and an accident every fourteen minutes.

According to the National Safety Council, people were killing each other at the rate of sixty-eight hundred people a year on the streets and highways of the nation by 1917, thirty-two thousand by 1930, thirty-nine thousand by 1937, thirty-five thousand by 1950, thirty-seven thousand five hundred by 1951. They were injuring two hundred and forty thousand a year by 1917, one million one hundred and fifty thousand by 1930, one million four hundred thousand by 1937, one million two hundred thousand by 1950, and nearly one million three hundred thousand by 1951.

In the fifty-two years since the first recorded killing of a person by an automobile in 1899, the people of this country have killed over one million of their friends, neighbors, and fellow citizens by automobile, and injured nearly forty million more.

In the last fifty years the people of North Carolina have killed twenty-two thousand five hundred of their friends, neighbors, and fellow citizens with automobiles and injured a hundred and forty-three thousand more.

Like a wintry blast of wind and rain, jarring open the door of a warm and cozy room, the modern motor car has brought to North Carolina the traffic problems of today—rooted in the condition of the road, the condition of the car, and the condition of the driver, with all their interlocking complexities.

FROM HORSE AND BUGGY TO AUTOMOBILE

Horse and buggy days called for few and simple traffic laws. A long-standing rule of the road requiring drivers to turn to the right on meeting was supplemented in the 19th century by town and city ordinances prohibiting any person from: leaving a horse in the street without some person to hold it; driving any animal through the streets in a reckless or careless manner or faster than an ordinary trot; permitting a wagon or cart to stand in front of a business house longer than necessary to load or unload; tying any horse or other animal to a shade tree or lamp post; and a variety of miscellaneous regulations.

The coming of the automobile to the streets and highways of North Carolina marked the beginning of city-wide traffic laws in 1900; county-wide traffic laws in 1905; state-wide traffic laws in 1909. Nation-wide recognition of the traffic problem began in 1925 with the National Conference on Street and Highway Safety, working with the National Conference of Commissioners on Uniform State laws, to discover the best methods of traffic control in each state and make them available to all states through a series of uniform state laws.

From these beginnings the story of traffic laws in North Carolina has been the story of belated and sometimes frantic efforts to keep abreast of growing traffic problems. Speed limits have steadily increased: in business districts from eight miles an hour, to ten, to twelve, to fifteen, to

twenty; in residential districts from fifteen to eighteen, to twenty-five, to thirty-five; in rural districts from twenty-five to thirty-five, to forty-five, to fifty-five. And these speed limits have been supplemented by prohibitions of reckless driving, drunken driving, and hit-and-run driving.

Rules of the road have expanded until they regulate: (1) the place on the highway where one may drive and the distance he must stay behind the car in front; (2) the speed at which one may drive in approaching railway crossings and street intersections, going around curves, over hills, along winding roads, and under other traffic hazards; (3) stopping, parking, backing, and passing on the highways; (4) the driver's conduct in the face of pedestrians, frightened animals, school buses, railways, street cars, safety zones; and nearly every move a driver makes.

The off-street stable has given way to the off-street parking lot; the street-side hitching post to the curbstone parking space; the unattended horse, harnessed to a buggy and ready to go, to the unattended car with motor running; the runaway speed of the frightened horse to the runaway speed of the gasoline engine.

GUIDES TO STREET AND HIGHWAY SAFETY

Traffic laws grow out of traffic problems and outline ways to safety on the streets and highways. Suppose one driver could not count on another to drive on the right, or turn to the right on meeting, or not to pass on hills and curves. Suppose one driver could not count on another to stop on red lights at street intersections; or at a stop sign where a side road connects with a main highway; or to give the proper signals before turning right, or left, or slowing down; or to keep the proper distance behind the car in front; or to give the right of way when it is due another. Suppose one driver could not count on another to keep his brakes in order or his headlights and tail-lights working, or his load from extending beyond the fenders of his car. Suppose one driver could not count on another to have the mental capacity to see the right thing to do at the right time; or the physical capacity to do it; or the will power to keep his eyes on the road, his hands on the wheel, his mind on his driving.

The law-making responsibility is vested by the Constitution in the General Assembly. Within the frame-

work of state-wide traffic laws the General Assembly has delegated rule and ordinance-making powers within specific limits: (1) to the State Highway and Public Works Commission, (2) the State Department of Motor Vehicles, and (3) the governing bodies of cities and towns.

COOPERATIVE EFFORTS

The Institute of Government is cooperating with state and local agencies in the study of traffic problems and traffic laws. It is cooperating with the legislators through studies charting out the evolution of motor vehicle laws and practices in North Carolina from the turn of the century to the present day, and comparing them to laws and practices in other states against the background of national standards, in the effort to keep them up to the level of the best.

We are cooperating with the Motor Vehicles Department and the Governor's Advisory Committee in special studies of specific traffic problems. First drafts of these studies have been completed on: (1) accident records and reports, (2) driver licensing, (3) motor vehicle inspection, (4) laws and ordinances, (5) safety councils, (6) pedestrian protection, (7) roadside control and development, (8) uniformity in signs, signals, and markings, and (9) safety responsibility. Other studies of other problems are under way and still others will be added.

We are cooperating with the State Highway and Public Works Commission in the study of its delegated powers, including powers to make rules, regulations, and ordinances, to require lower speeds in danger spots than statutes prescribe, to erect speed signs, to fix higher weights and lower speeds for property-hauling vehicles, to prepare a digest of traffic laws for use in public schools, and related powers.

We are cooperating with the Motor Vehicles Department in the study of its delegated powers, including powers to make rules and regulations necessary to carry out provisions of the motor vehicle laws and the safety responsibility act, to prescribe and administer tests for the granting and renewal of licenses under the drivers' license act, to hold hearings on license suspensions and summon witnesses to testify on oath, to require accident reports and analyze them and publish statistical information on the number, causes, and locations of accidents, and related powers.

We are cooperating with the traf-

fic officers and governing boards of cities and towns in the study of their delegated powers, including powers to open and close city streets, establish one-way streets, regulate traffic on streets, lower speed limits, issue special permits varying the size, weight, and type of vehicles using streets, and related powers.

In 1944 the Institute of Government brought together city engineers, state highway engineers, commissioned officers of the state highway patrol, and chief traffic officers of the larger cities and towns to study problems of traffic involving all of them. Out of these studies came a multiplicity of suggestions now in force for coordinating efforts and activities of legislators, law-enforcing officers and engineers.

It carried this program further in 1947 in a traffic engineering institute with the help of the State Highway and Public Works Commission and the Yale Bureau of Street and Highway Traffic; further in 1948 and 1949 with institutes for teachers of safety in the public schools; further in 1950 with studies and institutes for the Governor's Committee on Street and Highway Safety; further in 1951 and 1952 with comprehensive studies on the organization, workings, and total operations of the Motor Vehicles Department and related agencies.

Throughout the years the Institute of Government has been bringing together books, pamphlets, special studies, exhibits, periodicals, and related materials on street and highway safety problems, laws, and practices throughout the country for a street and highway safety center in its governmental demonstration laboratory to aid in training schools: (1) for the Motor Vehicles Department, including the State Highway Patrol and the Highway Safety Division; (2) for law enforcement officers and related traffic officials in cities and towns, including those filling out and sending in the accident records and reports; (3) for teachers of street and highway safety in schools and colleges; and (5) for safety councils of citizens in civic organizations of men and women in counties throughout the state. It is the faith of the Institute of Government that this continued and co-ordinated study of traffic problems will lead to continued improvement in traffic laws tailored to the traffic needs of the cities, the counties, and the state of North Carolina which will go as far as laws can go to make the streets and highways safe for the people.

Traffic Law Enforcement

Laws on the books will never cut down accidents on the streets and highways of North Carolina until they move out of printed pages into the heads of law enforcing officers and automobile drivers and go into action on the streets and highways of North Carolina. "Execution is the life of the law," said Chief Justice Coke three hundred years or more ago, and the motor vehicle laws are no exception to this rule. Execution of the motor vehicle laws depends on: (1) the officer who catches the violator of the law, (2) the solicitor who prosecutes him, (3) the jury which tries him, (4) the judge who sentences him, (5) the hearing officer with the power to restore a license suspended or revoked, and (6) the agencies of probation, pardon, and parole.

INVESTIGATING AND ARRESTING OFFICERS

To catch the violators of the motor vehicle laws within the limits of the state, around five hundred patrolmen are continuously patrolling twenty-three thousand miles of hard-surfaced highways, and giving a lick and a promise to thirty-seven thousand miles of dirt roads. Within the limits

of one hundred counties, these patrolmen are supplemented by sheriffs and rural police giving such time to traffic law enforcement as their general law enforcing duties and limited equipment permit, while the township constable plays little if any supporting role within his rural township. Three hundred town and city islands dot this statewide traffic sea, with eight thousand miles of streets within their limits, patrolled by full-time traffic officers varying in numbers with the size of the city, supplemented by two thousand or more policemen with general law enforcing duties.

THE SOLICITOR, JUROR, AND JUDGE

Every year these three thousand law enforcing officers bring around one hundred thousand people into: (1) justice of the peace courts in hundreds of scattered townships, (2) city courts in around three hundred cities and towns, (3) county courts in most of the one hundred counties, and superior courts in the twenty-one judicial districts of the state; charged with traffic violations ranging from illegal parking to drunken driving, manslaughter, and murder.

These people are prosecuted by solicitors with differing policies in throwing out cases, changing warrants, and accepting pleas of guilty to lesser offenses. They are tried by juries exercising ancient prerogatives to dispense with the law in order to administer justice—according to jury if not according to law—and moved by differing degrees of sympathy for differing defendants. They are sentenced by judges with differing interpretations of "negligent" driving, "reckless" driving, "drunken" driving, and with differing policies of punishment even when they agree upon the same interpretation of the law—with the net result that differences in punishment are as likely to be based on differences in courts as on differences in criminals.

THE CHAIN OF LAW ENFORCING MACHINERY

The chain of law enforcing machinery is no stronger than its weakest link. No law is stronger than the police desk, the prosecutor's office, the jury box, the judge's bench, the hearing officer's room, or the governor's chair. If the officer fails to catch the violator and bring him to court with adequate evidence to convict him, the



COMMANDING OFFICERS OF THE STATE HIGHWAY PATROL

Left to right: Captain C. A. Speed, Troop E; Captain W. B. Lentz, Troop C; Colonel James R. Smith, Commanding Officer; Captain S. H. Mitchell, Troop A; Captain W. F. Bailey, Troop D. Inserts: Captain D. G. Lewis, Troop B; Major T. Lambert, Executive Officer.

lawmaker's work is nullified and the solicitor's hands are tied. If the officer catches and brings him in and the solicitor falls down on the prosecuting job, the arresting officer's efforts are nullified and pursuant actions of jury and judge are undermined. If the solicitor prosecutes to the limit of the law and the jury or the judge falls down on the job, the efforts of lawmaker, arresting officer, and prosecuting attorney are compromised. If the hearing officer restores as a favor a license revoked for cause the efforts of those before him come to nothing in the end. And so of the officers of probation, pardon, and parole.

LAW IN ACTION

To illustrate my meaning: A year or two ago a judge of a Recorder's Court announced that after thirty days he would revoke the license of every person convicted of drunken driving in his court and send him to the roads; everyone applauded the announcement. As fate would have it a young man of local prominence was arrested for drunken driving while returning from a party on New Year's eve. The young man had been fined before—without visible dampening of his spirits—and he didn't mind another fine. He had driven over the roads, but didn't like the idea of working on the roads; it carried a social stigma not included in the fine and he didn't want to lose his driver's license. He put pressure on the officer to change the warrant to speeding, even to reckless driving, or to any other charge that would let him off with a fine—even a big fine. When the officer stood by the facts and wrote them in the warrant as he found them, the pressure shifted to the solicitor who was requested to nolle prosequere the case or accept a plea of guilty to a lesser offense, or any offense that would not involve the loss of liberty or license. When the solicitor yielded not to temptation, the pressure shifted to the judge who was begged to reconsider his policy, or postpone it, or at least to exercise his fact-finding power to find as a fact that he was not guilty of drunken driving beyond a reasonable doubt, thus achieving the double purpose of preserving the defendant's freedom and saving the judge's face. When the judge followed through on his policy and the driver finished his road sentence, the pressure shifted to the hearing officers of the Motor Vehicles Department to restore his driver's license, mandatory revocation

for a twelvemonth notwithstanding. Should old acquaintance be forgot and never brought to mind? And if so, what about the next election? All along the line went this fingering of the joints in the effort to find a single weakness which would break the backbone of the law—efforts by the defendant himself, members of his family, friends of the family, and even acquaintances willing to sign petitions without knowledge of the facts. Officers, solicitors, judges, and hearing officers in and out of office can multiply this illustration with similar experiences with defendants working in mysterious ways their wonders to perform. Sometimes their wonders work.

UNIFORM ENFORCEMENT POLICIES

It goes without saying that traffic law enforcement is conditioned, if not controlled, by uniform understanding of the laws to be enforced and uniform policies of enforcement. Suppose the police, sheriffs, and patrol enforce different and conflicting interpretations of the same law in the same territory on the same people—one gives a caution where another gives a ticket and another makes arrest. Likewise the solicitors of city courts, county courts, and superior courts—one nolle prosequere the case where another suspends sentence, another gives a fine, another gives the roads. Likewise the judges—one throws out a case where another changes the warrant, and another gives the limit of his discretion. Likewise the hearing officers on petitions for the restoration of drivers' licenses—one gives back the license where another cuts down the period of suspension, and another refuses restoration by a jot or tittle. Any officer can gum another's game.

In a case of driving under the influence of intoxicating liquor one court may convict on proof of alcoholic odor on the breath, another may require added proof of slurring speech and staggering walk and inability to stand alone, and another on the same evidence may change the warrant to speeding or reckless driving in order to avoid the revocation of a driver's license. It is easy to see how the arresting officer becomes confused and arrests too lightly or fails to arrest at all on the theory it is useless, or takes the case to the court of his choice when there are overlapping jurisdictions. Where the first case on the docket of a term of superior court results in a conviction

by a jury of reckless or drunken driving and the guilty defendant draws a five hundred dollar fine, twelve months on the roads, and a lecture from the judge to boot, it is easy to see how similar cases fade off the docket in the hope of a lighter judge in a later term. In the first case called on the calendar where the jury refuses to convict for reckless or drunken driving on undisputed and incontrovertible evidence of guilt, it is easy to see why the prosecuting officer continues similar cases to another jury in another term.

Our courts have held that this discretionary power of police, solicitor, and judge is not an arbitrary power to be exercised by whim or fancy or caprice, but a power to be exercised without fear or favor in flexibility and freedom in the effort to arrive at justice according to law. All of these officials within the framework of the Institute of Government are interchanging ideas on these problems, in the effort to come nearer to uniformity of law enforcing standards by lifting the poorest policies to the level of the best, and with the purpose of preventing guilty persons from playing off both ends against the middle or the middle against both ends.

TRAFFIC LAW ENFORCEMENT SCHOOLS

Fifteen years ago the Institute of Government devoted one day of a ten-day school for law enforcing officers in general to the study of motor vehicle laws in particular. In the early 1940's it devoted a two-week school to traffic law enforcing officers alone. In recent years it has conducted six-to eight-week schools for State Highway Patrol recruits and refresher courses for all men of the patrol, and local schools for local officers in different sections of the state. With a guidebook on Motor Vehicle Law in North Carolina off the press the Institute is organizing local training schools in the effort to bring systematic instruction in traffic law enforcement within reach of every town and city policeman, township constable, county sheriff, and state highway patrolman in the state, in two-hour sessions once or twice a week throughout the winter and spring of 1952.

Lesson schedules and testing questions will go with a copy of the guidebook into the hands of thirty-five hundred law enforcing officers throughout the state, in a course of instruction organized around the successive

steps of (1) owning a car—with the related responsibilities of ownership, (2) the privilege of driving a car—with the conditions to be met by the driver, (3) the condition of the car to be driven—with required mechanisms of safety, (4) the actual driving of the car—with the rules of the road designed for the safety of drivers, passengers and pedestrians, (5) the civil and criminal liability of drivers violating the rules of the road, (6) the suspension and revocation of drivers' licenses, (7) the investigation of traffic violations, and (8) related matters involving jurisdiction and procedures of officers and courts. We are working on a supplemental guide to local variations from the statewide pattern permitted in town and city traffic laws and ordinances for the added instruction needed by town and city police.

INSTRUCTORS

We expect to teach these guidebooks to law enforcing officers in every town and city and county in North Carolina where we can find police chiefs, sheriffs, and patrolmen who want a local training school, and solicitors and judges in the local courts who will instruct them with the help of local lawyers at the bar and officers with special skills and knowledge in traffic law enforcement.

Joint discussions in these traffic law enforcement schools will bring to police and solicitors and judges alike a better understanding of each other's problems, a better coordination of their successive links in the chain of our law enforcing machinery, and a more uniform understanding and interpretation of the letter and the spirit of the law.

The first lawyers in North Carolina offering to cooperate with the

Institute of Government in its training schools for law enforcing officers were the solicitors and judges of the superior courts. Their experience with law enforcement problems in many counties, cities, and towns have enabled them to bring a particularly valuable flavor of instruction to local schools in particular counties, cities, and towns. We are inviting them to participate in the instruction program in local traffic law enforcement training schools throughout the state wherever they are holding court and whenever their official duties will permit.

CHALLENGE TO LAW ENFORCING OFFICERS

A thousand years ago the King's Peace was invoked for the protection of people travelling the four roads leading to the King's Castle, and then to every road leading to these four roads, and then to all the roads throughout the kingdom. The protection of life and property on the streets and highways thus became one of the first functions of government and one of the oldest traditions of the common law.

It is apparent that the right of every man, woman, and child in North Carolina to freedom from fear of bodily harm did not begin with the Four Freedoms Charter in 1941; it has come down to us through centuries of common law and statute prohibiting simple and aggravated assault and battery, forcible trespass, manslaughter, murder, and a multiplicity of fear-inciting actions. And yet today every man, woman, and child is in greater danger of assault and battery on the streets and highways of North Carolina than in any other place; in greater danger of assault with a deadly weapon on the

streets and highways than in any other place; in greater danger of manslaughter or murder on the streets and highways than in any other place.

It is apparent that the right of every man, woman, and child in North Carolina to freedom from aggression on his private property did not begin with the Four Freedoms Charter in 1941; it has come down to us through centuries of common law and statute prohibiting larceny, embezzlement, false pretenses, receiving stolen goods, robbery, forcible trespass, and related aggressions. And yet today the private property of every man, woman, and child is in greater danger of damage and destruction from trespass and collision on the streets and highways of North Carolina than from larceny, embezzlement, false pretenses, robbery, and forcible trespass in any other place.

The threat to life and limb and property on the streets and highways has shifted from the man in ambush to the man behind the wheel; from the hit-and-run robber to the hit-and-run driver; from the savage who ran amuck with a flourish of his keen-edged machete to the citizen who runs amuck with a flourish of his high-powered motor car. The call of the Governor of North Carolina to the law enforcing officers of the cities, the counties, and the state of North Carolina to make the streets and highways safe for the people in 1952 is no less compelling than the call of the King for the protection of people travelling from place to place a thousand years ago. It is the faith of the Institute of Government that the traffic law enforcement training schools beginning now throughout the state will help them find the answer to this call.

Traffic Law Observance

All of the lawmakers and all of the officers in all of the links of the chain of law enforcing machinery are helpless, and all of their efforts to enforce the motor vehicle laws go for all too little, without the understanding support of an informed and law observing people. For if it is true that no law is stronger than the police desk, the prosecutor's office, the jury box, the judge's bench, or the governor's chair, it is equally true that all of these together are no stronger than the ballot box behind them.

DRIVER LICENSE TESTS

Let me illustrate my meaning with

problems of the Motor Vehicles Department in the administration of the drivers' license law. The state never did require a license for horse and buggy driving; nor did it require a license for automobile driving when the motor car first replaced the horse and buggy. Not till 1913 did it require a driver to be sixteen years of age. Not till 1917 did it require a driver to possess the physical capacity to operate a car with a reasonable degree of safety, or the mental capacity to control its operation. Not till 1935 did it prescribe barest minimum requirements for a driver or make the slightest gesture at examination.

Not till 1947 did it provide for periodic re-examination of drivers already at the wheel, or require the Motor Vehicles Department to set up and enforce adequate standards of competence to be met by applicants for a license by way of grant or renewal.

Pursuant to this authority the Motor Vehicles Department has set up (1) a sign and signal test, (2) a vision test, (3) a rules of the road test, and (4) a driving test—plain enough for the wayfaring man though he be a fool to read, and simple enough for anyone with any wits to understand if he will only take the

time to use his wits to understand it. One hundred and twenty representatives of the Highway Safety Division are stationed throughout the state, examining an average of ten thousand new and old drivers every week, with twenty minutes allotted to each prospective driver. Every examination is thus a matter of touch and go, a lick without a promise of the safety which might be expected from added strictness.

But less than enough was still too much some weeks ago when driver license examiners tightened the test by the barest fraction of the strictness authorized by law. Cries of protest swept the state from Manteo to Murphy from people who did not know the answers and did not want to take time out to learn them; people who were sick and tired of "safety," didn't want to hear it mentioned in the same breath with a driver's license, followed the theory of Oscar Wilde that "all advice is bad and good advice is worse," and proved to the satisfaction of drivers' license examiners that driver testing to the safety point may not be against the Constitution of North Carolina but it is against the constitution of human nature.

The fear of the Lord is the beginning of wisdom; a word to the wise is sufficient; the voice of the people is still the voice of God in the Motor Vehicles Department. It examines loosely that it may examine at all—according to standards too low for public safety and too high for private acceptance—and yet as high as the

traffic will bear; while graphic loss of life and limb goes on to advertise in suffering and blood the pitiful dilemma of popular government on the streets and highways of North Carolina.

VIOLETIONS OF THE LAW

A thousand and sixty-nine people were killed on the streets and highways of North Carolina in 1951, in nine hundred and eleven accidents, involving ten hundred and seventy-five violations of the motor vehicle laws.

Four hundred and ninety-seven of these killing accidents involved violations of laws against speeding and careless and reckless driving.

Two hundred and twelve involved violations of laws against driving on the wrong side of the road.

Eighty-seven involved violations of laws giving the right of way to another.

Eighty-three involved violations of laws against drunken driving.

Forty-seven involved violations of laws concerning stop signs.

Thirty-two involved violations of laws concerning warning signs and signals.

Nineteen involved violations of laws against improper passing.

Twenty-five involved violations of laws against hit and run driving.

Ten involved violations of laws against passing on a curve.

Nine involved violations of laws against cutting in too quickly after passing.

Eight involved violations of laws

against driving through a stop light.

Eight involved violations of laws against following a car too closely.

Eight involved violations of laws against improper starting from a parked position.

Twenty-nine involved violations of laws relating to parking, cutting corners, improper turning, passing on a hill, driving through a safety zone, outrunning headlights, and other violations.

Fifteen thousand one hundred and three people were injured on the streets and highways of North Carolina in 1951, in ninety-three hundred and twenty accidents—four thousand nine hundred and seventy-one of them severely injured and ten thousand one hundred and fifty-two less severely injured.

Eight thousand two hundred and fifty-three of these people were injured in collisions with another vehicle.

Three thousand five hundred and sixty-two were injured in cars running off the road.

One thousand two hundred and eighty-eight were injured in collisions with people walking on the roadway.

Eight hundred and twenty-seven were injured in cars overturning on the roadway.

Six hundred and two were injured in collisions with a telephone pole, fire hydrant, sign post, culvert, tree, or other fixed object.

Two hundred and fifty-two were injured in collisions with a bicycle.

Ninety-two were injured in collisions with buggy, wagon, or cart.



HIQHWAY SAFETY DIVISION OFFICIALS

Center: H. D. (Tarvia) Jones, Director. Others, left to right: Ralph C. Stephens, Chief Hearing Officer; Elton R. Peele, Chief of the Drivers' License Section; Z. E. Helms, Chief of the Driver Improvement and Education Section; James E. Civils, Chief of the Accident Reporting Section.

Sixty-eight were injured in collisions with a railroad train.

Forty-four were injured in collisions with a cow, mule, hog, or other animal.

One hundred and seventeen were injured in other miscellaneous ways.

Add a hundred fifty thousand people cited to the courts in 1951 for violating traffic laws without collisions resulting in injury or death. Add unnumbered hundreds of thousands of people warned and cautioned for dangerous driving practices without citation to the courts. Add the multiplying thousands of unobserved and unreported violations, and it is apparent that traffic laws are honored more in the breach than the observance.

Safety will never come to the streets and highways of North Carolina as long as people (1) cavalierly violate the laws they have elected representatives to make, appointed personnel to administer, and hired officials to enforce; (2) turn with wrath upon the officers who dare to caution or arrest them for violations of the laws that citizens are required to observe and officers have sworn to enforce; (3) go into court and swear on the Bible they were going twenty to twenty-five miles an hour when the impact from a head-on collision was terrific enough to knock the engine half-way under the body of the colliding car, or that they had taken only a little liquor "for the stomach's sake" when they were too drunk to strike a match to light a cigarette, or recognize their driver's license card, or stoop and pick up a bunch of keys; (4) and then put pressure on solicitors to nolle prosequere cases or change the warrants to make out a lesser charge, plead with judges to suspend a sentence, or maybe fine them but never send them to jail or take away their driver's license, and turn the heat on hearing officers to restore as a favor a license revoked for cause.

The prophets of old found out that "Thus sayeth the Lord" was not enough to effectuate the Lord's Commandments. And we are finding out that "Therefore, be it enacted" is not enough to guarantee obedience to the laws of the General Assembly; that "Thus sayeth the Law" is not enough to enforce the rules of the road; and that lip service to the traffic laws is not enough as long as men will drive seventy-five miles an hour to get to a safety meeting on time, join in resolutions damning speed law violators, and violate the speed law going as well as coming in the effort to get back home before dark.

TEACHING TRAFFIC LAW OBSERVANCE

The necessity of planting traffic problems, traffic laws, and traffic law observance in the mind of every driver at the wheel was born with the automobile at the turn of the century, brought forward with the rules of the road in the years that followed, born again with the drivers' license law in 1947, and comes to a focal point in every application for a driver's license. This teaching must be carried to the rank and file of the people as long as every driver violating traffic laws can appeal from a lower court's decision if he doesn't like it to a jury of his peers; as long as a jury of his peers picked at random from the people can turn him loose in the face of law and fact so clear and convincing that a judge in open court calls off all other traffic violation cases for the rest of the term; as long as people feel as the witness on the stand the other day, convicted of reckless driving on the day before, denying he had ever been convicted of a crime, because "everybody knows that reckless driving ain't no crime"; as long as people feel that assault and battery by automobile is not quite as serious as assault and battery with fist or knuckles, that aggravated assault and battery with an automobile as the deadly weapon is not quite as serious as assault with the deadly weapon of knife or gun, and that manslaughter or murder committed in a burst of reckless speed is not quite as serious as manslaughter or murder committed in a burst of reckless passion.

In this race between education and catastrophe on the streets and highways of North Carolina, the Institute of Government is carrying its traffic schooling program beyond police and sheriff and patrol with their warnings, tickets, and arrests; beyond solicitors and judges of the lower courts with their prosecutions and their judgments; beyond examiners and hearing officers with the give and take of licenses; to the million six hundred thousand drivers with a license granted by the state and the rank and file beyond them. No less than all the people making up the traffic can solve the traffic problem, and no less than all the people must be reached.

DRIVERS' GUIDEBOOK

We are starting on this schooling venture with a brief and pointed guidebook of facts and factors every driver at the wheel should know by

heart—in the belief that the time has come to throw down the gauntlet, not to throw in the towel or the sponge; in the effort to get under the driver's skin and into his mind and conscience with the notion that responsibility goes with freedom to the point it finds expression in his reflex actions at the wheel, and makes the streets and highways safer for the people.

The Institute of Government is preparing this guidebook:

(1) For the use of a hundred twenty driver license examiners of the Motor Vehicles Department testing the competence of eighteen hundred applicants for a driver's license every day, and coming in authoritative contact with every driver and would-be driver every four years. Here is an unrivaled teaching opportunity as well as an official testing time. The examiner holds in his hand the license the applicant wants and ought not to get until he shows an understanding of the car he wants to drive, demonstrates the skills he needs to drive it safely, and learns the rules of the road as guides to safety on the streets and highways. The price of the giving and the getting of the license ought to be fixed at the point of reasonable safety to the applying driver and every other driver on the road, and the possession of a license ought to be convincing evidence of the payment of that price.

(2) For the use of three thousand law enforcing officers giving a caution, a warning, or a ticket to tens of thousands of law breakers in the traffic every day; for hundreds of solicitors who follow through with prosecutions and the judges who sit in judgment on thousands of traffic cases every month; for hearing officers who pass on restoration of suspended licenses at the rate of four thousand every year; for pardon and parole officials with the power to cut down or cut out the sentence altogether; for field representatives of the Motor Vehicles Department training school bus drivers in particular and promoting safety in general. These successive points of contact with people who flit across the borderline of traffic law and order give a teaching opportunity in words and in actions speaking louder than any words can speak, at critical moments in a driver's life when he is in a mood to listen, and where drivers who can listen, and won't listen, may be made to listen.

(3) For the use of seven thousand teachers of two hundred thousand students in nine hundred fifty high

schools, located in counties, cities, towns, and rural districts in every section of the State. Here is a teaching opportunity which can be used by the schools for introducing traffic problems, traffic laws, traffic law enforcement, and traffic law observance to a cross section of the people permitted to drive at sixteen; and of introducing them in such a way as to illustrate the problems of law making, law enforcement, and law observance in general, to a cross section of the people outgrowing the swaddling clothes of juvenile courts at sixteen and chalking up by nineteen a percentage of criminal violations of the law that is all too high.

(4) For the use of parents in a quarter of a million homes, sending nearly a million children from six to seventeen years old threading through a maze of traffic hazards to and from three thousand schools on every school day, and who want to stop the killing and the crippling of their children on the streets and highways as well as on the field of battle; and for the use of all parents liable to damage suits in civil courts for careless, speeding, and reckless driving of their children in a family car upon a family purpose mission.

(5) For the use of civic and related organizations of men and women representing every group in every community, and therefore strategic centers for reaching out to all the members of them all for a solution of a civic problem common to them all; for the use of dealers selling these death-dealing weapons to tens of thousands of people every year; and for the use of thousands of volunteering leaders, anointed and appointed, in the counties, cities, towns, and rural neighborhoods ready and willing to carry the story of this guidebook to every driver at the wheel in the effort to win a war at home as well as overseas.

TO BRING HOME TO EVERY DRIVER AT THE WHEEL

The Institute of Government is preparing this guidebook:

(1) In the effort to help bring home to every driver at the wheel the point that driving is a complicated business requiring him to keep his eyes on the driver before him and behind him, on intersecting roads from the right and the left, and on signals, signs, and markings with their notes of warning; that he must be forever ready to slow down, stop, back, start, shift gears, speed up, swing right or left, and otherwise ad-

just himself to expected and unexpected hazards from all sides at all times on pain of serious injury or sudden death.

(2) In the effort to help bring home to every driver at the wheel the point that driving is a privilege granted on condition; that if a high degree of skill and competence is required of every pilot of a ship on waterways, every pilot of a train on railways, every pilot of a plane on airways, then a high degree of skill and competence ought to be required of every driver on the highways before he is allowed to sit at the controls of the deadliest weapon that modern science and mass production ever put into the hands of the rank and file of people in the sweep of human history; and that every driver ought to insist on this skill and competence in every other driver as a matter of life and death to all concerned.

(3) In the effort to help bring home to every driver at the wheel the point that speed limits of twenty miles an hour in business districts, thirty-five miles in residential districts, and fifty-five miles in rural districts, are guides to safety and not guarantees, and that he may kill himself and others by speeding within speed limits; that increasing speed cuts down his margin of safety as he runs into defects in the roads, a pedestrian crosses his path, the car ahead of him comes to a sudden stop, or a tire blows out; that the hazards of speed are multiplied by curves and hills and bridges, slick tires and slick roads and dark nights, side-roads and street intersections, holiday crowds and holiday spirit, alcoholic liquor and narcotic drugs, dazzling lights, one-eyed lights, no lights at all, and drivers hurried, worried, or tired.

(4) In the effort to help bring home to every driver at the wheel the point that driving hazards grow with every drink: slowing down reaction time required to swing the wheel and put on brakes, clouding the vision, dulling the judgment, loosening the tongue, giving the driver more nerve than sense and making him drive worse while believing he is driving better, long before the point of drunkenness is reached.

(5) In the effort to help bring home to every driver at the wheel the point that reckless driving may mean a civil suit for damages, or a criminal charge of assault, battery, manslaughter, or murder—for himself, for companions urging him on, and maybe for those sitting by in silent acquiescence; that ignorance of the law is no excuse, indifference

to the law is inexcusable, and violation of the law is criminal.

(6) In the effort to help bring home to every driver at the wheel the point that the state *must* take away his driver's license: (1) for manslaughter with a motor vehicle, (2) driving under the influence of intoxicating liquor or narcotic drugs, (3) two convictions of reckless driving in a year, (4) one offense of reckless driving while transporting intoxicating liquor illegally, (5) using a motor vehicle in the commission of any felony, (6) failure to stop and help as required by law when involved in accidents, (7) swearing to a lie to the Motor Vehicles Department in matters related to ownership of motor vehicles or the driver's license act, (8) failure to pay in sixty days a judgment growing out of an accident involving death, personal injury or property damage over fifty dollars, and (9) being adjudged mentally incompetent.

(7) In the effort to help bring home to every driver at the wheel the point that the state *may* take away his driver's license for: (1) negligent driving resulting in death, personal injury, or serious property damage, (2) habitual, reckless or negligent driving, (3) habitual violation of motor vehicle laws, (4) incompetence to drive, (5) illegal transportation of intoxicating liquor, (6) one conviction of reckless driving coupled with a conviction of speeding between fifty-five and seventy-five miles an hour, (7) two convictions of speeding between fifty-five and seventy-five miles an hour, (8) one conviction of speeding over seventy-five miles an hour, (9) fraud in the application for a license, (10) giving incorrect information in the application, (11) for any reason showing he never was entitled to a license, (12) refusal to be re-examined for renewal of a license, (13) permitting unlawful or fraudulent use of his license, (14) committing an offense in another state which would be ground for revocation or suspension in this state.

(8) In the effort to help bring home to every driver at the wheel the point that the state may fine him, or put him in jail, or both, if he is caught driving without a license; that it may send him to the penitentiary for two to thirty years for second degree murder with an automobile, four months to twenty years for manslaughter, and may fine him, jail him, or send him to the roads, for speeding, reckless driving, drunk-driving, hit-and-run driving, and

a multiplicity of violations of the traffic laws.

(9) In the effort to help bring home to every driver at the wheel the point that he may ignore the rule of turning to the right on meeting, but he cannot ignore the collision coming if he does; that he may ignore the rule of stopping at intersection lights, but he cannot ignore the clash of two cars crossing the same space at the same time; that he may ignore the rule of slowing down on curves, but he cannot ignore the momentum that will carry the car off the road if it is too much for the traction of the tires and the banking of the curves; that he may ignore speed limits fixed by the law of the land, but he cannot ignore the fact that he needs forty feet for stopping when he is going twenty miles an hour on a dry and level road with good brakes and a reaction time of three quarters of a second, seventy-three feet when going thirty miles an hour, a hundred fifteen feet when going forty miles an hour, a hundred twenty-six feet when going sixty miles an hour, two hundred ninety-five feet when going seventy miles an hour; and that collision with an unexpected barrier appearing within these limits is as certain as the crack of doom.

(10) In the effort to help bring home to every driver at the wheel the point that the law can go so far and no farther; that it can give a license on a showing that the driver understands the meanings of the signals, signs, and markings on the roads but it cannot guarantee he will observe them—on a showing that he has the vision and the insight needed to drive with safety to himself and others but it cannot guarantee that he will keep his eyes on the road or his mind on his driving—on a showing that he knows the rules of the road by heart but it cannot guarantee he will obey them; that the faith in which he is being tested in his examination for a driver's license is the faith that with the right to drive freely he will drive safely; that he may be fighting dictators for the privilege of driving without let or hindrance as he pleases but that the victory of democracy will not be in his grasp until having won the right to drive as he pleases, he pleases to drive as he should; that liberty and license do not go together; and that he that ruleth his spirit is greater than he that taketh a city.

(11) In the effort to help bring home to every driver at the wheel

the poor manners and poorer sportsmanship involved in leaving home too late to get to work by the clock or reach a football field in time for the kick-off, and speeding to the point of reckless driving to make up for his own lost time at the expense of fellow drivers—creating deadlines all along the highway in the effort to meet a deadline at the journey's end; the poor manners and poorer sportsmanship involved in the clamor of a honking horn turning personalities into pedestrians, and bringing a rise to the gorge and a chip to the shoulder of fellow citizens on foot run off the road; in helling along a side road to an intersection point in the hope of bluffing the main road driver out of his lawful right of way and creating tensions which are not relaxed by slamming brakes and screeching stops; the poor manners and poorer sportsmanship involved in the private racing on public highways with cars before or behind or abreast, by men too full of themselves to think of others, and in the reckless cutting in and out of traffic to the point that drivers going and coming are forced to sudden slowing down and stopping short in order to save themselves from the offending driver and the offending driver from himself.

(12) In the effort to help bring home to every driver at the wheel the point that statistics telling of a thousand people killed and fifteen thousand people injured are not empty figures—cut them and they bleed with the blood of men and women and little children; listen to them and they echo with the cries of pain and suffering of people who have reached the point of no return; look at them and see into hospital rooms, disfigured faces, disrupted families, courtroom trials, prison camps, funeral parlors, cemetery plots, and graveyard scenes.

(13) In the effort to help bring home to every driver at the wheel the point that the Constitution may guarantee to every man the right to make a fool of himself if he wants to, but not at another's expense—to cut off his own nose to spite his own face, but not to cut off another nose to spite another face; that the right of his own car on the streets and highways ends at the point where another car begins; that doing unto others as you would have them do unto you breeds the fellow feeling that makes men wondrous kind; that safety like charity begins at home, and that first, last, and always the rule of

good manners is the golden rule of the road.

“EXPERIENCE KEEPS A DEAR SCHOOL”

There are many methods of bringing a lesson home. “Experience keeps a dear school, yet fools will learn in no other,” Benjamin Franklin said. Experience came too late last year for a thousand men and women who were killed in the act of acquiring it, and too late for hundreds of others who were crippled for life. It came too late to avoid the pain and suffering of fifteen thousand men and women injured in its acquisition. It came too late to avoid the time they lost from productive work and the money spent in hospital care and doctors' bills. It came too late to save a hundred thousand men and women from the time and money swallowed up in giving bond, attending trials, costs of court, and lawyers' fees.

Is there no other way to learn? Does the visible experience of a thousand friends and neighbors killed, fifteen thousand injured and a hundred thousand called in court teach us no lesson that can interrupt the treadmill path? Must we of necessity repeat in 1952 the 1951 performance? In this new year's beginning no one of our million six hundred thousand licensed drivers knows he will not be among those killed, or injured to the crippling point, before the stroke of midnight in December opens new books for 1953; and therefore every one of us might note the pointed words of John Donne's warning: “Never send to know for whom the bell tolls, it tolls for thee”.

I believe that legislators can by thinking add a cubit to their law-making stature; that law enforcing officers can by thinking add a cubit to their law enforcing stature; that men and women can by thinking add a cubit to their law observing stature; that people can by thinking grow a foresight costing less than hindsight, take one stitch in time to save nine, find the ounce of prevention that is worth a pound of cure, learn enough from the experience of others to save themselves by the skin of their teeth, until “even in our own despite, against our will, comes wisdom to us by the awful grace of God.”

I believe there are enough laws on the books, enough law enforcing officers and solicitors and judges in the field, enough informed and law observing people in the driver's seat to start a safety snowball rolling up if

they will only roll together and that the first month of 1952 is not too soon to start. Our guidebook simply adds another starting point to starting points gone by. It will not go far enough if it stops with mass meetings blowing off a surplus steam in pious resolutions full of sound and fury signifying nothing, or with committee meetings of "the crowd of such who think too little and who talk too much." We are told in the Book of Kings that "a great and strong wind rent the mountains, and brake in pieces the rocks before Jehovah, but Jehovah was not in the wind; and after the earthquake a fire, but Jehovah was not in the fire, and after the fire a still small voice." The Kingdom of Safety, like the Kingdom of God, is not in the committee, nor in the mass—it is in you. And the keys to the kingdom are in the hands of every driver at the wheel. Here is the court of last resort, open all the time, with judgment handed down in every turning of the wheels; and it is in this court that we must have our hearing.

WHEN LAW OBSERVANCE AND ENFORCEMENT PULL TOGETHER

This is no unprecedented undertaking. In the early beginnings of the common law the Anglo-Saxon kings called on the people to band themselves together in associations of ten, each of whom was security for the good behavior of the rest. Later kings called on all their "faithful subjects to give diligent counsel and aid to the preservation of the peace for men travelling from place to place," and on all persons "fifteen years of age and upward knowing of persons violating the King's justice on the highway to give information to the sheriff, and if hue and cry is raised upon them to follow with their household and the men of their land." This common law tradition of citizen responsibility for law observance and enforcement has continued through the centuries to this day when any citizen is privileged to prevent a breach of the peace, privileged to arrest for a felony committed in his presence, and required to come on call to the aid of law enforcing officers hard-pressed in the performance of their duty.

The law has given long-time recognition to the fact that something happens when knots of people meet together—if there is a meeting of their minds; and it gives validity to agreements of governing bodies of private and public corporations reached in meeting assembled—in joint,

and not in several, action. I have seen things happen through the years as city, county, state, and federal law enforcing officers have come together in the Institute of Government in state-wide, district, and local training schools—something that had not happened before. I believe that something happened when police, solicitors, and judges met together in Chapel Hill on the fourteenth of December on the Governor's call and took counsel on ways and means of making streets and highways of North Carolina safer for the people.

I believe that something will happen as police, solicitors, and judges meet in local training schools throughout the winter and the spring to study and instruct in traffic law enforcement; as they look at the state of their respective dockets from day to day and week to week and month to month; as they study cases thrown out of court and why, warrants changed and why, acquittals and convictions and why, different sorts and sizes of punishment and why, cases continued from week to week and from month to month and from year to year and never coming to trial and why; and as they learn lessons from these studies to be applied in making investigations, prosecutions, trials, judgments, and sentences better and wiser than before.

I believe that local law enforcing leaders meeting every month with local civic leaders to discuss the whys and wherefores of local killings and injuries in traffic violations will in their differing viewpoints and clashing opinions strike off sparks which will light up the way to street and highway safety like matches struck in darkness. I believe that ninety-nine out of every hundred law enforcing officers will gladly bare to public view the open records writ in open court in accordance with the great tradition of the law, and that they have nothing to hide from their own local people or from anybody else, or if they have they'll lose it when they find the eyes of the people are upon them and the power of the people is behind them.

I believe that better traffic laws, better traffic law enforcement, and better traffic law observance will lead to better criminal laws, better criminal law enforcement, and better criminal law observance, and to better government in general; just as I believe that lawless indifference to traffic

laws can breed lawless indifference to other laws, and that men and women who do not leave the current to stem the tide today are sowing the winds to reap the whirlwinds of tomorrow.

In that faith the Institute of Government was founded. And in that faith it is starting on this schooling venture—as great as government of the people, but no greater; with as good a chance of success and no better. It is not enough to start and stop and back and fill; we must start and keep on going. The price of safety, like the price of liberty, is paid in everlasting vigilance. And we may recall with humility the prayer of Sir Francis Drake three hundred years and more ago: "O Lord God, when Thou givest to thy servants to endeavor any great matter, grant us also to know that it is not the beginning, but the continuing of the same until it be thoroughly finished which yieldeth the true glory."

WILD HORSES

The News and Observer, February 3, 1952

Sometimes, one cannot help being awestruck at the direction in which our automobile manufacturers are leading us.

This year, for instance, we are hearing of 190-horsepower Cadillacs, 180-horsepower Chryslers, 170-horsepower Buicks, 125-horsepower Mercuries, 120-horsepower Studebakers and 110-horsepower Fords.

One hundred and ninety horses. Imagine all that quivering horseflesh confined under a single sleek, shining hood. Of course, it is difficult to contemplate an occasion when more than a fraction of that horsepower would be used. It could be that it has served its purpose when the salesman on the showroom floor runs his finger lovingly along the glistening hood and remarks pridefully, "One hundred and ninety horses there, fellow."

Could it be that the next step in automobile manufacture will be the jet engine? Then, the car would become just as deadly at the rear end as it is at the front.

And after that, perhaps the atomic engine. The manufacturer would have achieved perfection then. A car equally deadly in all directions.

Editorial Comments On Traffic Problems

LAWS ENFORCED AS PEOPLE DEMAND

The Journal-Patriot, December 31, 1951

Complaints are often heard relative to law enforcement, or the lack of enforcement.

In the final analysis the people get the kind of law enforcement they demand and are willing to help provide.

Speed is the principal killer on the highways. Highway patrolmen—at least some of them—have made earnest efforts to enforce speed laws, especially in congested areas where speed limits have been lowered for the protection of the people.

But when an officer diligently tries to enforce the laws written and posted for the public's protection there invariably rises a howl which is heard all the way to Raleigh as the people voice protest to enforcement.

The trouble arises out of the trait of human nature which makes an individual want the law enforced when someone else breaks it but not when he or some of his family or friends is the offender.

Officers often feel that their work has been in vain when they see that the offenders which they worked so hard to apprehend are virtually turned loose by the courts, often at the insistence of friends and neighbors of the persons hailed into court.

These same people who use their means and influence to get offenders off entirely or with light punishment are often loudest in their criticism of law enforcement officers for what they term failure to do their duty.

It all boils down to the fact that people get the kind of law enforcement which they want and are willing to help obtain.

NOT SUFFICIENTLY CONCERNED

Waynesville Mountaineer, January 14, 1952

The citizens of North Carolina as yet are not too concerned about the growing traffic toll on highways. This opinion as expressed by Lt. W. S. Hunt of the Highway Patrol before the Boosters Club Thursday night sizes up the situation as it exists in the state.

The average citizen is inclined to look on the more than 1000 deaths which occurred on the State's highways last year as something that happened "away off yonder."

When the people become sufficiently aroused, and disturbed over the growing menace, then they will rise up and get something done. Apparently that time of "rising up" is not at hand. The last legislature turned a deaf ear to proposals which were designed to make the highways safer. Individuals day after day ignore the safety rules, and "take a chance."

Our courts, for the most part, are being loaded down with traffic cases, with many cases never tried. This is a situation that is becoming worse, instead of better. Our court system throughout the state is a quarter of a century behind the times, and needs a general overhauling. This opinion is often expressed by judges from the bench.

We feel that a traffic court, with judges appointed by the Supreme Court, and specially trained in traffic laws, would not only curb our rising traffic toll, but would be one of the best investments the state could make. The judges would be answerable only to the Supreme Court, and on a non-political, non-elective basis.

Under such a program, an offender would know when he got under the wheel and violated any traffic law that he would get an immediate trial, without the long delays, which now often go on for month on month, and often the case is just wiped from the records.

What the average citizen does not realize is that traffic accidents are expensive to everyone, whether their vehicle is ever in an accident or not. Insurance rates are based on the state total, while court costs, and enforcement costs are all a part of the tax bill.

All this, which we have cited thus far, deals with the monetary value, when after all, the greatest factor in the whole program is human life. Unfortunately, too many of our officials do not seem to realize this point.

SENTIMENT IS GROWING FOR OVERHAULING OF HIGHWAY SAFETY TRAFFIC MEASURES!

Chatham Record, October 27, 1950

We've been doing a bit of public "pulse-feeling" in the past several days . . . checking with folks . . . asking them their opinions. We wanted to find out how people felt on the highway safety situation.

We knew that they were becoming increasingly aware of the hazards of

driving a motor vehicle but we didn't realize until we talked with some of them that they were really wrought up.

Almost unanimously those persons with whom we discussed the matter were convinced that drastic changes in our highway safety laws are a "must" for the next session of the General Assembly. They want more stringent penalties imposed on those persons convicted of reckless disregard of traffic laws.

Here are some "quotes" to give you an idea of how people are thinking:

"Jail sentences will convince some of these birds that they can't play around with an automobile, with or without alcohol in their system. A jail sentence won't stop all the fools . . . but it will give most of them something to think about . . . particularly those who wind up in the hoosegow."

"A prosecutor who consistently accepts the lesser plea of reckless driving from persons cited for drunken driving is guilty of malfeasance in office and should be removed if it can be proved that he is doing this."

"I sometimes feel like taking a gun to the 'smart alecks' who are so much of a menace on the highways. While I realize that shooting someone is taking the law into one's own hands it seems as though that's the only thing that will stop some of these birds."

"You newspaper people can't possibly print all the stories of the 'close shaves' that motorists have as a result of reckless drivers on the roads. For every accident that gets into the papers there are hundreds of incidents where a mere stroke of fortune prevented a fatal accident."

That's what some people are saying. Chances are that more interviews with more folks would disclose similar sentiment.

This is encouraging to us. It should also be encouraging to those folks who propose to present some suggestions to the next session of the legislature.

North Carolina can ill afford to go along as at present . . . with a slaughter on the highway that is appalling.

Ours may be a "small voice in the wilderness" . . . but we propose to continue our comments in the hope that the collective voices of the people and their newspapers will be heard in Raleigh come January.

PLENTY OF UNUSED LAWS NOW

Greensboro Daily News, January 21, 1952

Aroused by the mounting number of traffic law offenders who are coming into his court and the "needless slaughter" which is occurring on the highways, Asheville's Judge Sam Cathey has urged more stringent state and federal laws to deal with the situation.

On the day when Judge Cathey made his comment, 54 of the 59 cases which made up his docket dealt with traffic offenses.

Maybe it will take such legislation as the Asheville jurist mentioned to handle the matter over which he expressed such concern. But our feeling is that the courts generally should take full advantage of the laws that we already have before insisting upon further and more stringent legislation. In Judge Cathey's own court, for instance, only two of the offenders on that particular day got road sentences. Others who drew such sentences had them suspended upon payment of fines, and the amount of the fines started shrinking as they applied to speeding which, it has been shown time and time again, is the greatest single factor in motor vehicle accidents and the toll which they take.

Talk to any law enforcement agencies concerning this problem, and one of the first comments they make will have to do with the ease and lightness with which traffic offenders so frequently get off in court. These agencies are discouraged and the driving public does not get any such instillation of fear of and respect for the law as it should have and as is necessary for the furtherance of safety. If the courts do not crack down under the laws that we have but let potential killers off with small fines, some of the worst offenders off with suspended sentences and frequent submission of defenders to reckless driving count when they are charged, say, with drunken driving, what reason is there to believe that the mere presence of more drastic laws on the statute books would alter the judicial follow-through?

Some of our courts, praise to them, are dealing with this highway menace as it should be dealt with; but entirely too many of them are not. And judicial leniency cannot be blamed on lack of authority as it is.

FOR 35 YEARS

News and Observer, December 13, 1951

When North Carolina judges and law enforcement officers meet in

Chapel Hill tomorrow to consider improvement of enforcement of the State's traffic laws they might well consider the case of Arthur Duckett of Raleigh, Route 2.

Duckett was arrested in Raleigh this week and it developed that he had been operating automobiles for 35 years, had never had a driver's license and had never before been questioned concerning his lack of one. That is not all. He would still be enjoying full immunity from the law requiring every operator of an automobile to have a driver's license if he had not made the mistake of entering a one-way street from the wrong direction. Discovery of his failure to have a license was an incidental by-product of his arrest for driving in the wrong direction on a one-way street.

The requirement that every operator of an automobile have a driver's license is a basic part of the State's whole system of traffic laws, if not the foundation stone of that system. Revocation of a driver's license is regarded as a major punishment. Clearly, it does little good to revoke a driver's license in a State in which it is possible for a man to operate an automobile for 35 years without having a license or ever being asked by a law enforcement officer if he had one.

The conference at Chapel Hill will have before it not only the case of Arthur Duckett. It will also have before it the estimate of the State Highway Patrol that there are now 200,000 habitual automobile drivers in North Carolina who have no license to operate an automobile.

Drivers of automobiles are inconvenienced when they are stopped and asked to produce a driver's license. And in order to apprehend and punish the estimated 200,000 drivers without licenses to drive, it will be necessary to stop all of those who do have licenses not once but several times, perhaps numerous times, in some cases. However, the inconvenience entailed for the law-abiding motorists is a small matter in comparison to the menace involved in permitting persons who have been unable to meet the simple requirements for automobile drivers in this State or who have forfeited their licenses by conviction in court for having committed major crimes.

The problem of unlicensed drivers is only one of many problems with which law enforcement officers and judges will be called upon to deal in their conference at Chapel Hill tomorrow. However, it is an important problem and one which deserves attention as well as consideration. The

question should have a high rank on the agenda of tomorrow's meeting.

THIS IS INTOLERABLE

Greensboro Daily News, November 27, 1951

Most motorists won't be surprised to learn that statistics back up what they already guessed: Commercial buses are the fastest things on the highways these days.

The State Highway Commission says buses have the highest average speed of any vehicles on the roads. Over one-third, as clocked by the commission's traffic count stations, travel faster than the 55-mile-an-hour speed limit. Even more trucks violate the speed limit law—46 per cent of them—and the fact that they have a lower limit (45 miles an hour) is scant, but only scant, consolation.

But let's get back to these mammoth buses hurling their human cargo down the highways. The fact that one-third hightail it at speeds exceeding 55 miles an hour is outrageous and intolerable. What motorist hasn't felt the deadly swish of air that shakes his car when it passes one of these roaring highway giants?

In the name of all common sense and good public relations why don't the companies who hire bus drivers give them schedules that won't transform them into speed hounds?

And if the bus companies and their drivers won't co-operate, then what's the matter with the State Highway Patrol? With twisted wreckage littering the highways week-end after week-end and blood baths of mounting frequency and soaring fatality rates, why can't the guardians of the highways slow down these roaring infernos?

All trained students of the highways sing the same song. The old refrain goes like this: Speed is the big killer. Why should the state of North Carolina tolerate as long as it has the kind of statistics being manufactured by buses?

They need some stern come-uppance, and they need it right now.

ONE BOY AND SAFETY

News and Observer, January 24, 1952

One young automobile driver, who had been legally deprived of his right to drive in North Carolina, piled up not only a wreck but all the parts of the traffic safety problem near Ayden last Sunday. And because of the prominence of the family of the young man much attention will be paid to this case. It would be almost

mathematically simple to say that such a driver, already under suspended sentence, must pay for misconduct. Guilt is personal and justice can be no respecter of persons. Nothing is so clear, however, as that this is not a personal matter; it does not merely involve this young man. Indeed, his case is most important because it points the fact that hundreds—maybe thousands of other drivers without the right to drive at all are every day driving to the danger of all the people of the State.

Certainly this young man's case raises problems greater than those involved in his one own case. It raises questions as to the efficacy of the whole probation system. It points to the increasingly evident futility of revoking drivers' licenses without making the revocation stick in fact. It re-emphasizes the modern special danger of liquor in a gasoline age. Above all perhaps it points not merely this young man's disregard of the law but a sort of general disregard, down below the pious preaching, of the importance to every man and boy, woman and child, of the laws for traffic safety and the sensible rules of the road.

Undoubtedly this young man's case was an extreme one. The death of a Highway Patrolman and a suspended sentence by a court had gone into his teaching—if not into his learning. The idea that he could "get away with it," however, was certainly not a private folly restricted to him. The idea of "getting away with it" in terms of laws and highway safety rules is one almost universally held. How many of us meet the Highway Patrolmen with fears in our heads that they may catch us and not with confidence that they protect us? Well, this young man is the State's prime example today of the whole business of "getting away with it" in disregard and defiance of laws designed to protect everybody.

This young man, however, had been on probation for two years. The probation system is an excellent thing. It is designed to save people—particularly young people—and not merely to punish them to no lasting gain to themselves or society. But probation cannot mean merely time; it must mean supervision and proper, adequate, if necessary stern supervision. In this case that raises the question as to whether the drive to this wreck was the first time this young man had seemed to be threatening the whole purpose of his parole. Probation supervisors like everybody else can be surprised. There could never be enough of them to stay with

all people on probation all the time. Indeed, that would defeat the purpose of probation itself. In this and other cases, however, probation should be sufficient to protect both the probationer and society or see to it that the probation is terminated.

If probation has failed in this case, it may seem futile to propose an extension of the probation system. Clearly, however, the present system of revoking drivers' licenses, without any real supervision and enforcement of the revocation, leaves the State almost completely defenseless against large numbers of people who calmly and quickly disregard the revocations just as they disregard the laws which brought about the revocation of their licenses.

These are big problems which will not be solved in the case of this one young man. But his case gives the most dramatic emphasis to them all. His case must be decided on the basis of the evidence and in terms of both the justice and the safety of the State. What is most important, however, is not that he be brought sternly to the bar of justice but that his case should serve to bring the people and officials of this State a little closer to determined good sense in real enforcement of the laws for real safety in this State.

ABOUT TO BE SOAKED AGAIN

Greensboro Daily News, November 8, 1951

North Carolina automobile owners, already soaked going and coming, are apparently in for another financial layer with announcement that the insurance commissioner's office will hold a public hearing affecting them November 29. The North Carolina Automobile Rate Insurance Administrative Office has submitted a proposal for a \$2,000,000 hike in automobile liability premiums.

As broken down by the insurance department's automobile rate actuary the proposal includes a 25.2 per cent increase in property damage rates for private passenger cars; a 24.2 per cent rise in property damage rate on commercial automobiles; a 7.7 hike in bodily injury rates on commercial automobiles. No change is proposed, on the other hand, for policies covering long-haul trucks, busses, taxicabs and for-hire automobiles.

Reasons for the increase, whose approval in large part is indicated, are cited by Insurance Commissioner Waldo Cheek:

1. The inflationary spiral "is now being reflected in the automobile liability experience."
2. A substantial increase in acci-

dent frequency and severity had "adversely affected" the liability experience.

3. Court verdicts and repair costs have greatly increased.

4. Companies writing this class of business sustained a nation-wide underwriting loss of \$10,000,000 during 1950.

Granting that these contentions are for the greater part true, we still think that certain questions which so far are unanswered ought to be answered in the public interest at the hearing which Commissioner Cheek has called. For instance, just who are the drivers who are having most of these accidents? If they come substantially from any age group, shouldn't that factor enter into the establishment of gradations of premiums? Isn't there any way that a premium can be paid for safe driving and drivers who do not have these accidents not have to pay for those who do? And what about repeaters or chronic offenders? Are they barred from insurance or compelled to pay rates in accord with their record? And these trucks, busses, taxicabs and for-hire cars, has it ever been established just how many accidents they cause indirectly? Presumably Commissioner Cheek's office has or will have the record, but it seems to us that we have been noting accidents quite a few in which trucks have figured in North Carolina. When these vehicles which will not be affected by higher premiums do have liabilities to meet, we surmise that they are just as high, have been sent just as sharply upward by inflation, as those of privately owned and operated vehicles.

Of course recklessness and law violations on the highways will have to be paid for. But isn't it possible to work out a more flexible and equitable plan than we now have in its proposed blanket increases?

RESPONSIBILITY IS MUTUAL

Wilmington Morning Star, February 21, 1951

Provisions of the city Code for the regulation of traffic are in the interest of safety. Fully enforced by the police and secularly obeyed by the public, Wilmington would have few if any traffic accidents. We are justified in concluding then, that the many accidents which mar the city's record are, in the main, due to indifference by both motorists and pedestrians, and in part to the fact that the police is not fully accident-conscious.

Some authorities who have devoted much time and study to traffic will tell you there is no such thing as a

traffic "accident," that every mishap and tragedy is avoidable. We are not capable of disputing this view, but it is obvious that for the most part traffic crashes of all sorts could be avoided if everybody obeyed the law all the time, under all conditions of travel.

We are mindful of one Code provision. It requires motorists to give right of way to pedestrians at intersections this is a fair provision, in view of the fact that motor vehicles are literally deadly weapons and that individuals afoot have little chance of escaping injury, or even death in an encounter with them.

It is only necessary to take up a watch at any downtown intersection to note the frequency with which this rule is disobeyed. To their credit many motorists do give way to pedestrians at crossings but there is still a sizeable segment of the population behind steering wheels which rounds corners or crosses at intersections with no regard for the people in the intersection.

Much of this dangerous custom could be overcome if police officers made an invariable habit of stopping offending drivers and either citing the code to them or in extreme cases hailing them into court.

At the same time much responsibility for safety at intersections rests upon pedestrians themselves. While on the watch at any crossing where traffic is heavy you will observe a percentage of the persons afoot loitering, some even stopping to chat midway of the street, completely and, as it sometimes seems, in defiance of common courtesy and safety, directly in the path of vehicular traffic which has equal right to the intersection.

Attention has been directed to this infraction of the Code in these columns before, albeit not for some time. It is repeated now in the hope that all parties concerned—the drivers, the pedestrians and the police—will eradicate this hazard in the interest of the welfare and security of the entire community.

JUDGES GUILTY? YES, WITH RESERVATIONS

Hertford County Herald, December 18, 1951

It is as true as day that judges of county courts and superior courts have been too lenient with breakers of traffic laws. That fact is undeniable.

Yet, in making that statement, it would be a good idea to explore the meaning of "too lenient." If it means too lenient to stop infractions of the law for fear of punishment, the state-

ment must stand. On the other hand, if it means judges are 'too lenient' as compared to enforcement officers and the public they are serving, then we'll have to say "no."

The facts are, our whole structure of government is too lenient with the wrongdoer. Either that is so, or we have set our standards so low, and have so little regard for strict obedience to law and order, that it doesn't matter any more whether enforcement officers arrest and bring to court or that judges apply punishment to suit the crime.

The common denominator in all this slaughter on the highways is the conscience of the public.

Judges and law enforcement officers—including sheriffs who have been publicly charged with laxness in enforcing traffic laws—are the very people upon whom we must depend to raise the level of that public conscience. They are the top men and to them the public must look for precept and example.

Now is a good time for them to display their leadership.

THE PRICE OF RECKLESSNESS

Winston-Salem Journal, December 24, 1951

"I'll beat you to Asheville or die trying," Harold Banks Hensley, 32, told Donovan G. Connell, 32, at Stony Knob, four miles from the Buncombe County seat, recently.

Hensley made good his boast. He didn't beat Connell to Asheville. But he died trying.

During the wild race of the two motorists over Highway 19-23, Hensley tried to pass Connell on a curve. His car rammed into the rear of the Connell car, causing both machines to leave the highway. Hensley's car was demolished. They had to extract his body through the trunk.

You'd hardly expect such reckless adventurism on the part of two men in their 30's, unless, of course, they were drinking and the brief news story from Asheville says nothing about drink.

Wild racing, for racing's sake, on public highways is a grave menace to the racers themselves and to the public. It is a suicidal, homicidal game, and the price it often exacts is death.

Every motorist of ordinary intelligence knows this. Yet we have many racers on our highways. They know better, but allow their spirit of adventure and devil-may-care to sway their judgment. Can the traffic courts step too hard on the toes of these dangerous pranksters?

JUDGE SCORES MECKLENBURG JURY

Durham Morning Herald, December 12, 1951

CHARLOTTE, Dec. 11. (AP)—"Gentlemen, I hope none of you is ever run over by a drunken driver."

Those were the words that Judge Frank Armstrong addressed to a jury today after it had acquitted a man charged with drunken driving. He then instructed Solicitor Basil Whitener not to try any more drunk-driving cases before the jury in Mecklenburg Superior Court.

The case involved Albert Cleveland Harrill, who was arrested Oct. 30 on the Concord highway. County Police Capt. J. D. Whitley testified he clocked Harrill's car at 70 miles an hour. Patrolman T. N. Wood testified that Harrill told him he had been drinking. The officer said a half-empty whiskey bottle was found in the car.

Judge J. H. Clement recently scolded another Mecklenburg jury for a "not guilty" verdict in a similar case.

A ROAD SENTENCE WOULD HELP CURB THIS

Waynesville Mountaineer, October 15, 1951

Every day since last New Year's eve, an average of 45 Tar Heels have lost their driver's license. The chief offense, driving drunk.

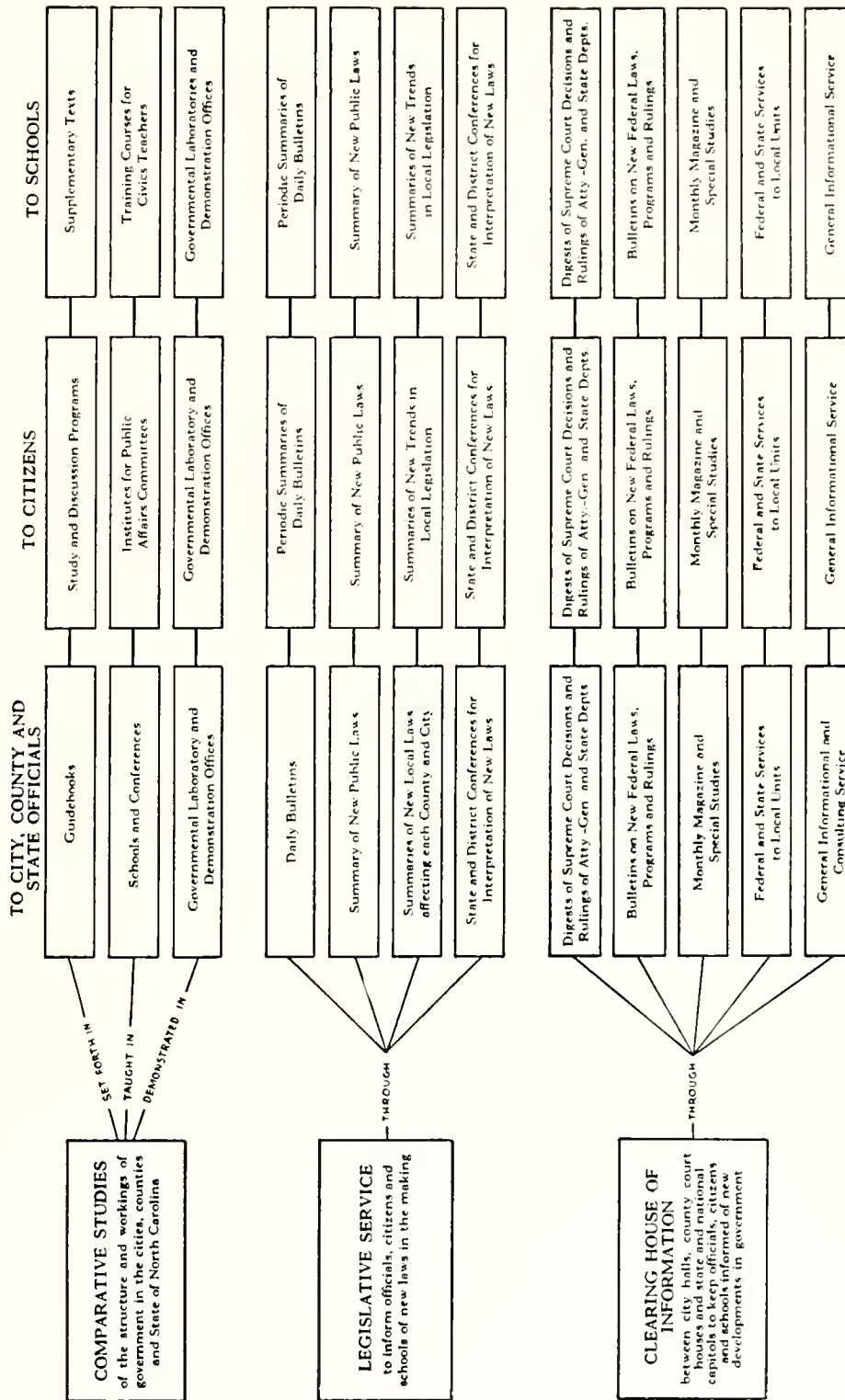
This startling record comes from the Department of Motor Vehicles. Imagine, since January first 5,860 persons lost their license because of being convicted of driving drunk. That is a larger number than the 1950 census shows for Waynesville.

For the average, they paid \$100 fine, court costs and had their drivers license revoked.

Had the 1951 General Assembly had the nerve to have added a mandatory 30-day road sentence to the driving drunk law, the number of drunk drivers would be much smaller today. A mere \$100 and costs is too small as compared with their potential damage. The \$100 is not much more than just a license to commit murder, as every drunk driver is a potential murderer, whether he realizes it or not.

Our highways will never be cleared of this menace until our lawmakers pass a law which will put fear in their hearts, instead of a light touch on their pocketbooks.

INSTITUTE OF GOVERNMENT SERVICES





Institute of Government

The Institute of Government unites public officials, private citizens, and students and teachers of civics and government in a systematic effort to meet definite and practical needs in North Carolina.

(1) It seeks to coordinate the efforts and activities of city, county, state, and federal officials who have been working for one hundred and fifty years on the same problems, for the same people, in the same territory, in overlapping governmental units, without coming together in systematic and continued cooperative effort—in the effort to eliminate needless duplication, friction, and waste.

(2) It seeks to bridge the gap between outgoing and incoming public officials at the end of their two- or four-year terms by organizing and transmitting our steadily accumulating governmental experience to successive generations of public officials—in the effort to cut down the lost time, lost motion, and lost money involved in a rotating governmental personnel.

(3) It seeks to collect and correlate for each group of public officials the laws governing their powers and duties now scattered through a multiplicity of books to the point of practical inaccessibility in constitutional provisions, legislative enactments (including public-local and private laws), municipal ordinances and court decisions—in the effort to make them conveniently available for practical use.

(4) It seeks to collect and compare the different methods of doing similar things arising out of the initiative and resourcefulness of officials in a hundred county courthouses, three hundred city halls, and scores of state departments and federal agencies—in the effort to raise the standards of governmental performance by lifting the poorest practices to the level of the best.

(5) It seeks to bridge the gap between govern-

ment as it is taught in schools and as it is practiced in city halls, county courthouses, state departments, and federal agencies.

(6) It seeks to provide the machinery for putting the people in touch with their government and keeping them in touch with it.

(7) It seeks to build a demonstration laboratory and clearinghouse of governmental information to which successive generations of officials, citizens, and students and teachers of government may go to see demonstrated in one place the methods and practices in government they would now have to go to one hundred counties, about three hundred cities and towns, and a score or more of state departments to find—and would not find practically available for use when they had reached these sources.

The Institute of Government is working with officials and citizens and the schools to achieve the foregoing objectives through comparative studies of the structure and workings of government in the cities, counties, and state of North Carolina, by staff members going from one city hall, county courthouse, state department, and federal agency to another, collecting, comparing, and classifying the laws and practices in books and in action. It is setting forth the results of these studies in guidebooks, demonstrating them in laboratories, teaching them in training schools, keeping them up to date, and transmitting them through a clearinghouse of governmental information for officials, citizens, and teachers of civics and government in the schools.



