

POPULAR GOVERNMENT

SPECIAL ISSUE
FEBRUARY, 1962



TERRY SANFORD, *Governor of North Carolina*

THE GOVERNOR'S CALL

IF NORTH CAROLINA WERE HIT BY A MAJOR EPIDEMIC, A HEAVY HURRICANE AND A STRAFING BY ENEMY PLANES FROM THE COAST TO THE MOUNTAINS, WE WOULD SUFFER NO MORE THAN WE SUFFERED FROM TRAFFIC ACCIDENTS IN 1961.

THE CASUALTY LIST ON NORTH CAROLINA ROADS IN 1961 WAS: 1,246 PERSONS KILLED, MORE THAN 34,028 PERSONS INJURED AND MORE THAN \$205 MILLION IN ECONOMIC LOSS.

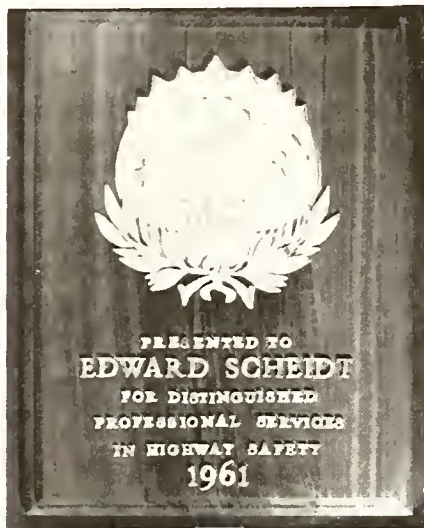
THIS TERRIBLE TOLL CAME DESPITE THE EXCELLENT EFFORTS OF AN OUTSTANDING DEPARTMENT OF MOTOR VEHICLES AND ITS LAW ENFORCING AGENCY, THE STATE HIGHWAY PATROL. IT CAME DESPITE THE SAFETY FEATURES BEING BUILT INTO OUR HIGHWAYS BY THE STATE HIGHWAY DEPARTMENT ENGINEERS. IT CAME DESPITE ALL THE TRAFFIC SAFETY WORK DONE BY PRIVATE AND PUBLIC ORGANIZATIONS.

THAT TRAFFIC SAFETY WORK, OF COURSE, WAS NOT IN VAIN FOR IT IS HARD TO ESTIMATE WHAT OUR LOSSES WOULD HAVE BEEN WITHOUT THOSE EFFORTS. BUT OBVIOUSLY WE MUST DO SOMETHING MORE.

AS ONE OF THE FIRST STEPS OF THIS ADMINISTRATION, I CALLED ON LEADERS OF INDUSTRY, BUSINESS AND THE PUBLIC AGENCIES CONCERNED WITH TRAFFIC SAFETY TO PREPARE A PROGRAM OF PUBLIC EDUCATION, THROUGH THE TRAFFIC SAFETY COUNCIL, IN ALL-OUT EFFORT TO REDUCE ACCIDENTS AND THE RESULTING SUFFERING. THE OBJECTIVE OF THE TRAFFIC SAFETY COUNCIL IS TO REDUCE DEATHS THROUGH A CRASH PROGRAM TO STOP THE CRASHES.

CO-OPERATION BY THE PEOPLE OF NORTH CAROLINA WILL DETERMINE THE SUCCESS OF THIS PROGRAM AND I SOLICIT THAT CO-OPERATION AT THIS TIME.

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University of North Carolina, Chapel Hill



The Governor of North Carolina has pointed out in public statement that, since Edward Scheidt was sworn in as Commissioner of Motor Vehicles in 1953, the Motor Vehicles Department has received many national awards for outstanding achievement from the International Association of Chiefs of Police, the American Association of Motor Vehicle Administrators, the National Safety Council, and the American Automobile Association.

In 1961 Mr. Scheidt received the fifth annual Paul Gray Hoffman Award (pictured at left) for distinguished professional service to highway safety. The award was given for his "outstanding work in upgrading the North Carolina Department of Motor Vehicles until it has become a national model in terms of organization, facilities and operations, and for other achievements."

Other national recognitions of the North Carolina Department of Motor Vehicles referred to by the Governor are listed below.

STATE HIGHWAY PATROL

Certificate of Achievement in 1955
Outstanding Achievement Award in 1956
Outstanding Achievement Award in 1957

Outstanding Achievement Award in 1958
Outstanding Achievement Award in 1959
Outstanding Achievement Award in 1960

DRIVER LICENSE DIVISION

Achievement Award in 1955 for outstanding progress in driver licensing, control and regulation.
Achievement Award in 1956 for outstanding progress in driver licensing, control and regulation.
Achievement Award in 1957 for outstanding progress in driver licensing, control and regulation.

Achievement Award in 1958 for outstanding progress in driver licensing, control and regulation.
Achievement Award in 1959 for outstanding progress in driver licensing, control and regulation.
Achievement Award in 1960 for outstanding progress in driver licensing, control and regulation.

ACCIDENT RECORDS DIVISION

Certificate of Achievement in 1956 for outstanding performance.
Certificate of Achievement in 1957 for outstanding performance.

Certificate of Achievement in 1958 for outstanding performance.
Certificate of Achievement in 1959 for outstanding performance.

PUBLIC RELATIONS OFFICE

Certificate of Achievement in 1955 for outstanding performance in public safety education.
Certificate of Achievement in 1956 for outstanding performance in public safety education.

Certificate of Achievement in 1958 for outstanding performance in public safety education.

DRIVER EDUCATION AND ACCIDENT RECORDS DIVISION

Certificate of Achievement in 1956 for outstanding progress in school bus driver training.

IN ANSWER TO THE GOVERNOR'S CALL

BY ALBERT COATES

Director of the Institute of Government
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I

THE TRAFFIC PROBLEM IN 1962

THE CALL OF THE GOVERNOR OF NORTH CAROLINA

A thousand years ago the King of England called on his "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 sberiff."

In the swing of the centuries the problem of highway safety has shifted from the man in ambush to the man behind the wheel; from the bit-and-run robber to the bit-and-run driver; from the savage who ran amuck with his keen-edged knife to the citizen who runs amuck with his high-powered motor car.

In 1962 the Governor of North Carolina is calling on all persons sixteen years of age and upward to make the streets and highways safe for the people. His call is no less compelling than the call of the King for the protection of people travelling from place to place in England a thousand years ago.

This analysis of the traffic problem is written in answer to the Governor's call.

THE TRAFFIC PROBLEM IN 1962

The traffic problem came to North Carolina with the automobile in the early 1900's. It grew with the population: from 2 million people in 1900 to four and a half million in 1960. It grew with highways: from 5,500 miles of hard surface roads connecting one hundred county seats in 1921 to a state highway system of 80,000 miles and more in 1960, including rural roads and city streets. It grew with automobiles: from a few hundred motor cars on the roads in the early 1900's to near two million in 1960—with a speeding power increasing from twenty-five miles an hour to a hundred and beyond. It grew with travel: from a few thousand miles on an average day in the early 1900's to fifty-one million miles on an average day in 1960. It grew with accidents: killing seven hundred people a year by 1930 and twelve hundred twenty-six by 1960; injuring forty-four hundred a year by 1930 and twenty-seven thousand by 1960; and damaging property in 1960 to the multimillion dollar point.

Thirty-four thousand friends, neighbors and fellow citizens have been killed on the streets and highways of North Carolina in the last sixty years and three hundred and thirty thousand injured.

These are not empty figures: Cut them and they bleed.

Go to the homes of victims and you will see them in crippled breadwinners, empty chairs, disrupted

families, and lifeless bodies on the way to agonizing funerals and cemetery plots.

Go to the hospitals and you will see them in sprains, bruises, nervous shock, fractured skulls, broken necks, broken backs, broken legs, broken arms, punctured lungs, and blinded eyes, followed by doctors' bills and hospital fees.

Go to the courts and you will see them on the witness stand, in the prisoner's dock, and in jails and prison camps and penitentiary beyond the courtroom walls, followed by lawyers' fees, court costs, and sheriffs' sales.

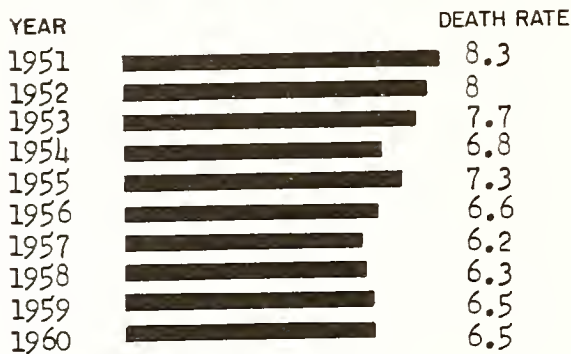
Look at the number of killings in North Carolina and the traffic problem is getting worse.

TRAFFIC DEATHS — 1951-1960

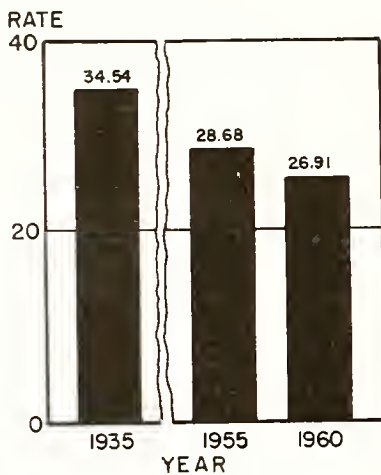
YEAR	FATALITIES
1951	1,071
1952	1,115
1953	1,118
1954	991
1955	1,165
1956	1,108
1957	1,064
1958	1,083
1959	1,193
1960	1,226

Look at the number of miles driven, and it is getting better. The number of people killed for every hundred million miles driven was cut from 8.3 in 1950 to 6.5 in 1960. But this is still too many.

DEATHS PER 100 MILLION MILES



DEATHS PER 100,000 POPULATION



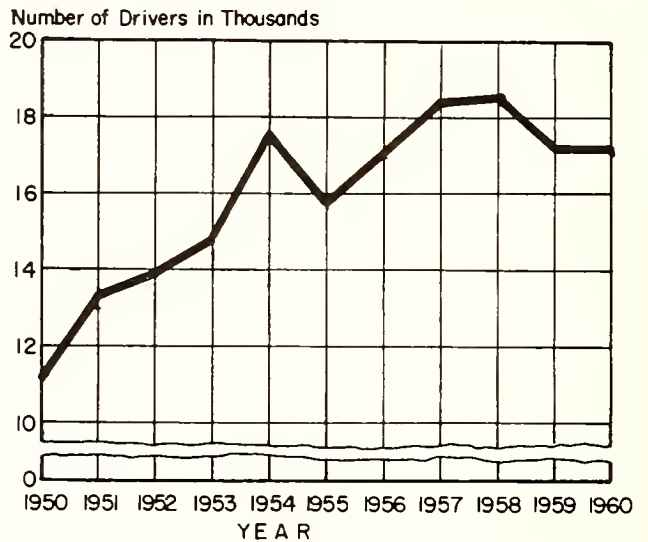
Look at the number of cars on the roads, and it is getting better. One person was killed for every 1,200 cars on the road in 1950, and this was cut to one for every 1,500 in 1960. But this is still too many.

MOTOR VEHICLE REGISTRATION (1951-1961)



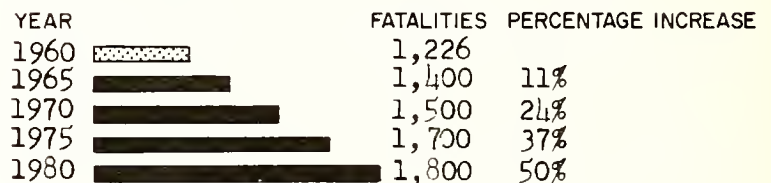
Look at the number of drivers on the road, and it is getting better. One person was killed for every 1,100 drivers in 1950 and this was cut to one for every 1,700 drivers in 1960. But this is still too many.

NUMBER OF DRIVERS PER FATALITY



If drivers at the wheel in North Carolina keep on killing at the rate of increase since 1951, they will kill 1,400 people in 1965; 1,500 in 1970; 1,700 in 1975; 1,800 in 1980.

TRAFFIC FATALITIES—PROJECTION



If they continue bruising and crippling at this rate, they will be bruising and crippling 31,000 people in 1965; 37,000 in 1970; 44,000 in 1975; 51,000 in 1980.

TRAFFIC INJURIES — PROJECTION



If accidents continue at this rate, we will be having 80,000 accidents in 1965; 97,000 in 1970; 115,000 in 1975; 133,000 in 1980.

TRAFFIC ACCIDENTS — PROJECTION



If people keep on buying cars at this rate, they will be registering 2,300,000 cars and trucks in 1965; 2,700,000 in 1970; 3,100,000 in 1975; and 3,500,000 in 1980.

MOTOR VEHICLE REGISTRATION — PROJECTION

YEAR	REGISTRATION & PERCENTAGE
1960	1,900,000
1965	2,300,000 22%
1970	2,700,000 43%
1975	3,100,000 63%
1980	3,500,000 84%

If they continue at this rate, they will be traveling 22,000,000,000 miles in 1965; 26,000,000,000 in 1970; 29,000,000,000 in 1975; and 32,000,000,000 in 1980.

MOTOR VEHICLE MILEAGE — PROJECTION

YEAR	MILEAGE & PERCENTAGE
1960	19,700,000,000
1965	22,000,000,000 19%
1970	26,000,000,000 37%
1975	29,000,000,000 55%
1980	32,000,000,000 73%

If the *percentage* of killings continues to go down according to the number of drivers, cars and miles driven, the *number* of killings, injuries and accidents will nonetheless keep on going up.

These are the stakes we play for.

PRIORITIES

Someone asked the Governor the other day about priorities in his program. He answered the question with the story of a mother who was asked which of her many children was her favorite. "The one who needs me most," she said. If you will stop and think for a moment you will see why street and highway safety is in the front line of the Governor's problems.

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 assault and battery, manslaughter and murder. And yet, within the last fifty years, every man, woman, and child has come 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.

The right of every man, woman, and child in North Carolina to freedom from aggression on his property has come down to us through centuries of common law and statute prohibiting larceny, em-

bezzlement, false pretenses, receiving stolen goods, robbery and forcible trespass. And yet, within the last fifty years the 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.

These cold facts come home to the Governor in letters, phone calls and personal visits of mothers and fathers with children killed or crippled on the streets and highways, calling on him to do all he can to stop the slaughter.

THE MEASURE OF THE PROBLEM

Let's illustrate the measure of the problem. An airplane pilot in World War I wrote of the exulting thrill he felt as his plane took wings and flew into the heavens and he saw the earth in a new dimension he had never seen before. I am sure that the same exulting thrill and feel of new dimension comes to the pilot at the helm of a ship, to the engineer at the throttle of his train, to every sixteen-year-old driver at the wheel of a motor car.

One man in the ship's company is at the helm. *One man* out of all the railway passengers is at the throttle of the engine. *One man* out of all the passengers sits at the wheel of the motor bus. And these men are highly selected and highly trained and highly practiced before they are allowed to sit in the seat of power.

Now, suppose every ship passenger were privileged to try his hand at the helm? Every railroad passenger to take his turn at the throttle? Every airplane passenger to take the stick in the pilot's seat? Every motor bus passenger to sit at the wheel? That is what has happened with the automobile.

Add all the passengers of ships, trains, planes, and busses, multiply the resulting total, and you will arrive at 2,146,000 drivers in North Carolina, sixteen years old and older—driving with differing degrees of care and carelessness; sobriety and intoxication; maturity and immaturity; stability and instability; side-swiping each other in passing; running into each other at street intersections; skidding off the highway; colliding on straight and level roads. Here is the audience we must reach in our struggle for the minds of drivers at the wheel. And it is not a captive audience.

COMING TO GRIPS WITH THE PROBLEM

In the last fifty years North Carolina has tried to cut down these killings, injuries and accidents in many ways. (1) She started out with traffic laws—rules of the road—to guide the way to safety. (2) When traffic laws did not go far enough, she turned

to traffic law enforcing officers. (3) When traffic law enforcing officers did not go far enough, she turned to driver licensing. (4) When driver licensing did not go far enough, she turned to driver training. (5) When driver training did not go far enough, she turned to drivers at the wheel.

We could cut down the killings, injuries and accidents in one of two ways now. We could abolish the automobile and go back to the horse and buggy. That will do it. We could quit making cars going faster than twenty-five or thirty miles an hour. That

would do it. We could follow the law laid down by one state in the day of mounting railway accidents: When two trains are approaching each other on the same right-of-way, each shall come to a full stop, and neither shall proceed till the other has passed. That will do it. But we have passed the point of no return to all these starting points.

We can cut it down in other ways, and fifty years of experience with the traffic problems have pointed out some of these ways.

II

A TRAFFIC SAFETY PROGRAM FOR 1962

A traffic safety program for 1962 calls for: (1) more and better traffic laws, (2) more and better traffic law enforcement, (3) more and better driver licensing, (4) more and better driver training, (5) more and better accident records and reports, and (6) more law observance and better driver attitudes. Let me illustrate my meaning.

MORE AND BETTER TRAFFIC LAWS

The last fifty years have taught us the need for more and better traffic laws.

The horse and buggy called for few and simple traffic laws, such as requiring drivers to turn to the right on meeting; prohibiting any person leaving a horse in the street without some person to hold it, or driving an animal through the streets faster than an ordinary trot.

In the last fifty years 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 motor car.

The motor car on 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.

In recent years the Motor Vehicles Department has been taking the lead in urging new laws and revising old ones. From the early 1950's the Institute of Government has been working with the Motor Vehicles Department on this job: (1) writing to police,

prosecuting attorneys, judges, mayors of cities and towns, and others working with traffic problems from day to day in North Carolina and in other states; (2) asking them for changes they would make, new laws they would recommend, old laws they would revise and the reasons for the changes they suggest; (3) analyzing these suggested changes and transmitting them to the Commissioner of Motor Vehicles and his associates who study them against the background of statewide experience and submit them with their comments to the General Assembly.

In answer to the Governor's call this process has speeded up and letters have already gone out to all of these groups of officials in this and other states, asking them to write in suggestions for changes which in their opinion would help bring added safety to the streets and highways of North Carolina. Their answers will be studied by the Motor Vehicles Department in preparing its recommendations to the General Assembly in 1963.

The Institute of Government made its first study of traffic problems and traffic laws in the early 1930's and 250,000 copies of this study were sent to officials, citizens and schools throughout the state. It will continue to act as the catalytic agent, clearinghouse of information, and research center for this work.

MORE AND BETTER TRAFFIC LAW ENFORCEMENT

The last fifty years have taught us the need for more and better traffic law enforcement.

Our traffic law enforcing machinery. Traffic law enforcement depends on: (1) the officer who catches the offender, (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.

These officers are not loafing on the job. In 1960, the State Highway Patrol alone investigated 33,000 accidents, gave 63,000 warnings, arrested 182,000 persons, and filed charges against 210,000 people. Police in cities and towns throughout the state have been on their toes with equal vigor.

These traffic violators are prosecuted in hundreds of different courts by solicitors, tried by juries, and sentenced by judges. This chain of our 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.

From the early 1930's the Institute of Government has been working with the Motor Vehicles Department in training the State Highway Patrol—lengthening the training program for beginners through the years from six weeks to eight to ten to twelve, and adding short refresher courses every year and bringing all men on the Patrol to Chapel Hill in groups of fifty for this refresher training. Letters go out every year to all patrolmen asking for suggestions growing out of their experience on the job which might help us make beginning and refresher courses a little better every year than they were the year before.

In a similar fashion the Institute of Government has been working with traffic law enforcing officers of cities and towns, studying their problems, writing their guidebooks, holding their training schools and serving as a clearinghouse of information between them; and has carried this work forward with judges and solicitors of city, county and state courts throughout North Carolina.

In 1944 we 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. We 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, 1951 and 1952 with studies and institutes for the Governor's

Committee on Street and Highway Safety. We are continuing this work in 1962.

All of this work is speeding and expanding in answer to the Governor's call.

MORE AND BETTER DRIVER LICENSING

The last fifty years have taught us the need for more and better driver licensing.

Driver testing. The State did not require a license for the automobile driver when the motor car began to supplement the horse and buggy in the early 1900's. In 1913 it required a driver to be sixteen years old. In 1917 it required a driver to possess the physical capacity to operate a car. In 1935 it prescribed the barest minimum requirements for a driver's license. In 1947 it authorized the Motor Vehicles Department to test the competence of every applicant for a driver's license, and every four years to re-test every driver applying for renewal of his license.

Pursuant to this authority, the Motor Vehicles Department set up (1) a vision test, (2) a sign, signal and marking test, (3) a rules of the road test, and (4) a driving test. One hundred and sixty-five representatives of the Motor Vehicles Department, scattered throughout the state, are giving these tests to three thousand new and old drivers every work day.

Safety first? Safety last? or Safety in between? If the Motor Vehicles Department put safety first, it would require perfect vision for every driver's license, perfect knowledge of signs, signals and markings, perfect knowledge of rules of the road, and perfection in putting all of these requirements into practice. If it put safety last, it would give the driver's license on request, without standards and without tests. It strikes a balance and puts safety in between, in recognition of imperfect people in an imperfect world, giving the driver's license to every would-be driver who answers seventy per cent of the testing questions. We do not know what per cent of the killings, injuries and accidents come out of this remaining thirty per cent of driver ignorance.

The driver license examiners are working at their job. They tested 730,000 applicants in 1960; turned down 133,000 new applicants on the first test and 47,000 renewal applications. 34 per cent of all new applicants failed to meet the minimum standards of safety on the first examination and 10 per cent failed on the renewal tests.

- 6,300 applicants failed to meet the minimum standard for the vision test.
- 18,600 failed to meet the minimum standard for the sign, signal and marking test.
- 44,000 failed to meet the minimum standard for the driving test.

127,000 failed to meet the minimum standard for the rules of the road test.

The revocation and suspension officers are working at their jobs. In 1960 they revoked 11,000 drivers' licenses, suspended 23,000 drivers' licenses, sent warning letters to 64,000 drivers; and in 1961 called in 3,512 drivers for conferences on their driving records and suspended 918 licenses under the point system. One hundred eighty-three thousand drivers' licenses have been suspended since 1947, and 254,000 have been revoked.

The 1959 General Assembly picked out sixteen traffic violations and assigned a number of points to each violation—5 points to passing a school bus which has stopped, 4 points to reckless driving, and so on. It required the Motor Vehicles Department to send a warning letter to every driver accumulating four points, authorized it to request every driver accumulating seven points to confer on his driving record, and authorized it to suspend the license of any driver accumulating twelve points for violations in a two year period—extended to three years in 1961.

Pursuant to this law the Motor Vehicles Department sent out 64,000 warning letters in 1960, invited 5,022 drivers to conferences, got 2,808 to attend, and suspended 172 licenses. In the first eleven months of 1961, it sent out 28,000 warning letters, invited 4,750 drivers to conferences, got 3,818 drivers to attend, and suspended 1,015 licenses.

For many years the Institute of Government has been working with the Motor Vehicles Department in writing guidebooks, making special studies, and conducting training schools for driver license examiners, and revocation and suspension officers. The training program now includes one five-day statewide school every year supplemented by district schools and workshops.

In answer to the Governor's call, letters are now going out to all driver license examiners and revocation and suspension officers asking for suggestions growing out of their experience which will help us help them better their already good performance on the job.

With the help of the driver licensing officials, the Institute of Government is now completing the revision of "Traffic Law and Highway Safety," used as the text for study by all applicants for a driver's license and renewal, and by students becoming sixteen years old in high schools throughout the state. A revision of the questions testing an applicant's vision, knowledge of rules of the road, signs, signals and markings, and skill in driving is nearing completion now.

All of this work is speeding and expanding in answer to the Governor's call.

MORE AND BETTER DRIVER TRAINING

The last fifty years have taught us the need for more and better driver training.

Driver training in the horse and buggy days was a family affair, and in the early 1900's, when automobiles were few and far between.

By the 1930's the need for more and better training was apparent and driver licensing pointed up the need of every driver to know the rules of the road and how to drive a car in traffic.

This need became imperative in 1947 when the state set up tests new drivers had to meet to get a license and old drivers had to meet to keep it. Somehow drivers had to learn enough to pass these tests—by personal study and observation or private instruction, for there were no driver training courses.

Driver training courses in high schools started with a lick and a promise in 1927 when the state printed the rules of the road and sent them to high school principals and superintendents for use in traffic safety instruction. By the 1940's some of the colleges offered summer courses in driver training for high school teachers who carried this instruction to scattered schools. The 1950's saw the beginnings of a statewide program of driver training courses for high school students. In 1960, 173 administrative units gave these driver training courses for 43,920 of 69,393 high school students coming to their sixteenth birthday during the school year. These courses were given in 793 of the 818 schools—usually in the tenth grade.

Driver training for school bus drivers followed on the heels of school consolidation in the 1930's. High school principals and superintendents selected the school bus drivers in the beginning, sometimes with and sometimes without the aid of examinations prepared by the State School Commission in 1934. In 1939 the Motor Vehicles Department began a catch-as-catch-can program of instructing school bus drivers. This program has developed through the years until today thirty-eight driver education representatives of the Motor Vehicles Department are giving around seventy-five per cent of their time for two days of classroom instruction and six hours of behind-the-wheel training to all school bus drivers.

Driver Improvement Clinics. In 1958 Motor Vehicles Department representatives started driver improvement clinics, giving eight hours of instruction—two hours a night each week for four weeks—(1) for drivers in danger of losing their licenses under the point system, (2) for drivers with licenses suspended who wanted to cut thirty days from their suspension time, (3) for traffic violators choosing to go to the clinic when referred to it by the court instead of taking a fine or prison sentence, and (4) for volunteers wanting the instruction. Ten thousand drivers have been through these clinics since 1958.

The Institute of Government is working with Driver Education representatives of the Motor Vehicles Department and with high school and college teachers on their driver training program. And this work is speeding and expanding in answer to the Governor's call.

Private courses of instruction for drivers. Pioneering work in this field has been done by the N. C. State College Extension Division. It started with a five-day safety course once a year, attended by fifty or more safety supervisors and safety engineers from the manufacturing and transportation industries, adding up to 1,000 or more in fifteen schools since 1940. In 1949 it organized a truck driver's training school and expanded it into a program of twelve four-week schools each year, adding up to 151 schools and 4500 students by 1961. Many trucking companies will not hire a truck driver until he has completed this course, and 50 per cent or more of the drivers in many companies have been through it. Killings, injuries and accidents involving these drivers have been cut down from 25 to 50 per cent.

The best driver training opportunities come: (1) when a person first applies for a driver's license and later for (2) a renewal of the license—here the examiner has something the applicant wants and can't get without coming up to safety standards; (3) when a license is about to be suspended or revoked—here the driver has something he wants to keep and the hearing officer can take away if he does not come up to safety standards; (4) when the driver is brought into court for a violation of the traffic laws and is convicted—here the judge may fine him or jail him or suspend his sentence on condition that he go to a driver improvement clinic.

If it is true that drivers taking systematic driver training courses cut their accident rate to the point that many employers will not hire drivers who have not had them; and if it is true that insurance companies are justified in giving a ten percent reduction of insurance premiums to high school students completing the driver training course; it is reasonable to believe that extending systematic training courses to all beginning drivers and repeating them for all delinquent drivers offers one concrete and far reaching possibility for cutting down the killings, injuries and accidents on the streets and highways in 1962.

MORE AND BETTER ACCIDENT RECORDS AND REPORTS

The last fifty years have taught us the need for more and better accident records and reports.

In a letter years ago, Dr. William A. White of St. Elizabeth's Hospital in Washington, D. C. wrote me that he didn't think the courts would go as far as they might in solving the criminal problem until they

started looking at every specific crime as dispassionately as a doctor looks at a broken leg.

The Polio Epidemic. Here in North Carolina we had an example of this dispassionate thinking in the 1940's when 2500 people caught polio, 140 died, 500 were crippled for life, 500 more for shorter periods of time, and others recovered completely—with or without scars.

The polio epidemic became the polio scare. People did not know whether to go or stay—whether to keep their children at home or send them away, or go or stay themselves. The carrier of the disease was unknown to his victim and even to himself—a hand reaching out of the dark and without warning.

The doctors did not know the cause of polio and could not treat the patient on the theory of bringing him something to throw him into fits because they knew they could cure fits. They went to work to find the cause. They took cultures of all sorts, from the intestines, urine, blood, nose and throat of people afflicted; analyzed them and kept on analyzing them until they found the virus carrying the disease after years of patient, persistent, and plugging effort. And then after more years of patient, persistent and plugging effort, Jonas Salk came up with the ounce of vaccine which was worth a pound of cure.

The Epidemic of Accidents. Here in North Carolina in 1960, eight times as many people died in accidents on the streets and highways as died of polio in 1948; twenty-seven times as many people were scarred by accidents as were scarred by polio in 1948; twenty times as many people were involved in accidents as were involved in polio in 1948.

When we go out on the streets and highways of North Carolina with the beginning of 1962, we know from experience that an average of three people are going to be killed every day. More than seventy are going to be injured every day, and more than one hundred and sixty are going to be involved in accidents every day.

We know that hundreds more are going to be warned or cautioned by police and patrol every day; that hundreds more are going to be tried in court for violations of traffic laws every day; and that hundreds more are going to be convicted and fined, jailed or put on probation every day.

But no driver at the wheel going on the road in the morning, knows who will be the killer or the killed, the injured or the injurer, the cause of an accident or its victim before the setting of the sun. In either case the hand—or virus—is quicker than the eye. "Send not to ask for whom the bell tolls; it tolls for thee."

For years the Driver Education and Accident Records Division of the Motor Vehicles Department has been studying the causes and consequences and

cures of accidents on streets and highways from every conceivable angle and with all the painstaking care physicians used in studying the causes, consequences and cure of polio.

This division started its work in the 1930's and has expanded through the years until today reports on every accident are coming in to its offices from investigating officers on the streets and highways of North Carolina: giving the time and place of every accident; the condition of the road, the car, and the driver; the age, sex, race and occupation of the people involved; the traffic laws, if any, violated; and a multiplicity of factors throwing light on the causes and consequences and cures of killings, injuries, and accidents on the streets and highways.

The Institute of Government is working with the Driver Education and Accident Records Division of the Motor Vehicles Department in conducting training schools for state and local officials investigating accidents, filling out reports, and tabulating information for the use of all people working with the traffic problem in any way, shape or form. With their cooperation the Institute of Government has been building a clearing house of information and safety center for demonstrations in the schools. This work is speeding up and expanding in answer to the Governor's call.

These investigations and studies in this and other states have taught us enough to bring safety to the streets and highways of North Carolina in twenty-four hours if we will use it. I mean to say that if drivers at the wheel will learn and follow the rules of the road now on the books, if they will acquire and use the driving skills already tried and tested, if they will live up to the driving standards prescribed by the Motor Vehicles Department—if they will do these things by tomorrow morning, they will cut the killings, injuries, and accidents on the streets and highways of North Carolina in half by tomorrow night. These words are loaded and they are meant to be. And this brings us to the keystone of the arch of safety—the feeling of personal responsibility in every driver at the wheel for safety on the streets and highways.

MORE AND BETTER LAW OBSERVANCE AND CHANGING DRIVER ATTITUDES

The last fifty years have taught us the need for more and better law observance and changing driver attitudes.

Driver Attitudes Toward Traffic Laws and Law Enforcing Officers. Facts of record show all too many drivers:

- (1) Cavalierly violating the laws they have elected representatives to make, appointed personnel to administer, and hired officials to enforce.
- (2) Turning with wrath upon the officers who dare to caution or arrest them for violations of the

laws they are required to observe and officers have sworn to enforce.

- (3) Going into court and swearing 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) Putting pressure on solicitors to nol-pros cases or change the warrants to make out a lesser charge, pleading with judges to suspend a sentence, or maybe fine them, but never to send them to jail or take away their driver's license, and turning the heat on hearing officers to restore as a favor a license revoked for cause.
- (5) Giving lip service to the traffic laws by driving seventy-five miles an hour in getting to a safety meeting on time, joining in resolutions damning speed law violators, and violating the speed law in going home in the effort to get to another meeting on time,
- (6) Going on the witness stand after they have been convicted of reckless driving and denying they have ever been convicted of a crime—because "everybody knows that reckless driving ain't no crime."
- (7) Acting on the belief that assault and battery by automobile is not quite as serious as assault and battery with fist or "knucks"; that aggravated assault and battery with automobile is not as serious as assault and battery with club or knife; that murder or manslaughter committed in a burst of reckless speed is not as serious as murder or manslaughter committed in a burst of reckless passion.
- (8) Violating the traffic laws in the presence of their sons and daughters, forgetful that lawless indifference to traffic laws breeds lawless indifference to other laws, and that whatsoever a man soweth, that shall he also reap.

Driver attitudes toward driver license examiners and revocation and suspension officers. North Carolina started driver licensing with fear and trembling; gave licenses for the asking in the latter 1920's; gave a lick and a promise to driver examination without any guiding standards in the 1930's; authorized the Motor Vehicles Department in the 1940's to put teeth in the driver license tests, but not too many, and with not too much bite.

Whenever the tests are tightened, cries of protest go up from one end of the state to the other from drivers who do not know the answers which might

save their own lives and the lives of others and do not want to take time out to learn them. In the words of Oscar Wilde, "All advice is bad and good advice is worse"—when coming between a driver and his license.

The examiner is reminded that drivers are also voters, and voters elect legislators, and legislators can give and take away the bread and butter of examiners; and that while driver testing to the safety point may not be against the constitution of North Carolina, it is against the constitution of human nature. Thus, we, the people, put pressure on our servants to examine according to standards too low for public safety and too high for private acceptance and yet as high as the traffic will bear. Democracy is no longer in the saddle; it is at the wheel. And I don't mean maybe.

The driver's attitude toward the revocation and suspension officer who takes away his license is too often reminiscent of the owner's attitude toward the thief who stole his horse. No losing driver has been heard to say, "The License Examiner giveth and the License Examiner taketh away. Blessed be the name of the License Examiner." In sober fact, in the revocation moment he has little doubt about the Examiner's relative position in the animal kingdom, and now and then he says so.

It thus becomes apparent that the police desk, the prosecutor's office, the jury box, the judge's bench, the driver license examiner's chair, and the hearing officer's purpose, in the end, if not in the beginning, are no stronger than the ballot box behind them. Here is the power. And here, too, is the responsibility.

Driver attitudes toward driver training, motor vehicles inspectors, compulsory insurance, seat belts, size, weight and equipment, and other restrictions are

not to be resented so much as they are to be understood—as part and parcel of an almost instinctive resistance to all laws.

Our forefathers coming into the wilderness of North Carolina in the 1600's and 1700's were few and far between and tended to move on whenever they saw the smoke rising from the nearest settler's cabin. Every man was on his own and every man was as good as every other man and a whole sight better—and had to be in order to survive.

He was a law unto himself until neighbors with the same idea moved in close enough to cross each other's paths, step on each other's toes, and get in each other's hair. At this point the law for one had to become the law for all—and liberty within the law became the slogan for survival. Suppose one driver could not count on another to turn to the right on meeting or to respect a red light at a street intersection?

It is not strange that men with this pioneering background should oppose compulsory school attendance when they had been using their children in the factory or on the farm. That they should oppose prohibition when they had been making cider out of their own apples, wine out of their own grapes, brandy out of their own peaches, and lightning out of their own corn. That they should oppose gas rationing and food rationing and rent control, when they had always lived in a land of plenty. That they should oppose licensing for drivers when they had been hitching their own horses to their own buggies, using whips instead of brakes, and driving without let or hindrance from any man on earth. The Motor Vehicle Inspection law was rubbed off the books, not because officials did not enforce it, but because they did—not wisely, but too well.

III

THE COURT OF LAST RESORT—IN 1962

More and better traffic laws will help to solve the traffic problem. So will more and better traffic law enforcement. So will more and better licensing, revocation, and suspension procedures. So will more and better driver training. So will more and better accident records and reports. All of these efforts are good as far as they go. But no one of them alone goes far enough, nor all of them together, unless they are supplemented by more and better law observance and changing driver attitudes.

FREEDOM AND RESPONSIBILITY

The Motor Vehicles Department can give a driver's license on a showing (1) that the driver has the eyes to see (with or without glasses) all the things a driver needs to see for the safety of himself and others; (2) that he understands signs, signals, and

markings; (3) that he knows the rules of the road; (4) that he has the skill to drive a car in traffic with safety to himself and others.

But the Motor Vehicles Department cannot guarantee (1) that the driver will keep his mind on his driving; (2) that he will look out for the signs,

signals and markings on the streets and highways; (3) that he will follow the rules of the road; (4) or that he will put his eyesight, skill and knowledge into practice at the wheel. What of the driver with a perfect score on the eye and ear test, who is hurried, worried, tired or absorbed in thought to the point that his eyes do not see and his ears do not hear?

The Motor Vehicles Department gives him a driver's license in the faith that with the right to drive freely he will drive safely; that with the freedom to drive as he pleases he will please to drive as he should; and that this understanding of his responsibility for safety on the streets and highways will go with him into the driver's seat, get under his skin, sink into his mind and conscience, find expression in his reflex action at the wheel, and cut down the killings, injuries and accidents on the streets and highways of North Carolina. This is the court of last resort in 1962.

This feeling of personal responsibility for safety on the streets and highways has been slacking in the twist. A look at our history will tell us why. In the early days of the common law every person coming on a dead body or seeing a felony committed was required to raise "the hue and cry," and all able bodied men sixteen years old and upward were expected to join in pursuit of the fleeing criminal, under penalty of fine and of "laying himself open to ugly suspicions." In the early towns and cities in North Carolina, responsibility for keeping the peace was divided among the rank and file of citizens who took turns at serving on the "night watch."

We, the people, started losing this feeling of responsibility by degrees as full-time officers came in to supplement and then supplant us in our law enforcing duties. Some of us have lost the feeling of personal responsibility for observing traffic laws to the point of thinking it is our privilege to ignore them if we can "get by with it"; and that it is unfair to organized driverdom to catch a violating driver unawares.

But every private citizen is still expected to come to the aid of law enforcing officers in emergencies, and his refusal to do so is punished as a crime. He is privileged by law to take the bit in his teeth and arrest without a warrant any person who commits a felony or a misdemeanor amounting to a breach of the peace committed in his presence. And most of us give lip service, at the least, to the notion of responsibility for the safety of ourselves and others on the streets and highways.

Years ago I heard Bishop McConnell tell the story of a little boy who read about the prehistoric monsters of fearful size, to the point he was afraid he would meet one on the way to school, and confided his fears to his father who told him not to worry because the climate had changed and all those fearful monsters had gradually disappeared. Many of the killings, injuries, and accidents may be expected to dis-

appear as drivers at the wheel accept and live up to their responsibility for cutting down the killings, injuries and accidents on the streets and highways of North Carolina.

Let me illustrate my meaning. The records show that on many a college campus in early days examinations turned into a battle of wits between students and professors—with students all too often having more and better wits. It was the fashion of students to give and receive aid on examinations—whether they needed it or not. It was a game they played—the game of "getting by" and it was "smart" to cheat.

On many a college campus we have seen a new leadership come into power—in professors or in students—changing the attitudes of both. Professors would give the examinations and go out of the room without staying to watch, and students were left alone with their own responsibility. Examinations ceased to be a battle of wits between students and professors. It was no longer the fashion "to get by." It was not smart to cheat. Changing attitudes brought in a new climate of personal responsibility in which cheating largely disappeared.

Bringing home to nineteen hundred thousand drivers at the wheel the feeling of personal responsibility for cutting down the killings, injuries and accidents on the streets and highways of North Carolina—this is the job we face. It is a job as great as government of the people and no greater. And it has as good a chance of success and no better. In that spirit let us join the Governor's Hue and Cry for personal responsibility of drivers at the wheel for cutting down the killings, injuries and accidents on the streets and highways of North Carolina in 1962. In that spirit let us come to the aid of our officials working on the job in city halls, and county courthouses and state departments. Let us help them change the climate of responsibility.

THE HUE AND CRY IN 1962

For fifty years officials on the job in city halls and county courthouses and state departments have been fanning this spark of personal responsibility of drivers at the wheel in the effort to keep it alive and growing: (1) legislators at lawmaking time, (2) law enforcing officials at the time of a warning or citation or arrest or trial and sentence, (3) driver licensing officials at the time of giving or suspending or revoking licenses, (4) driver education representatives in training school bus drivers and driver training teachers in schools and colleges, (5) accident records officials with their periodic analysis of accidents and their causes.

The hue and cry of other days was a symbol of the citizen's responsibility for law observance and enforcement. The Governor of North Carolina has come across dead and crippled bodies and seen felonies committed. In the tradition of the common law, he

has raised the hue and cry of personal responsibility for cutting down the killings, injuries and accidents on the streets and highways of North Carolina in 1962 and he is asking every driver at the wheel to join him in this hue and cry—not under penalty of a fine, but as a matter of life and death.

In every county, city, and town let us help our own officials bring home to every driver at the wheel the fact that driving is a complicated business:

That it requires him to keep his eyes on the driver before him and behind him, on intersecting roads from the right and the left, and on signs, signals, and markings with their notes of warning.

That it requires him to be forever ready to slow down, stop, back, start, shift gears, speed up, swing right or left, and otherwise adjust himself to expected and unexpected hazards from all sides at all times on pain of serious injury or sudden death.

In every county, city and town let us help our own officials bring home to every driver at the wheel the fact that speed is the greatest killer of them all:

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, liquor and narcotics, dazzling lights, one-eyed lights, no lights at all, and drivers hurried, worried and tired.

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 him more nerve than sense and making him drive worse while believing he is driving better, long before the point of drunkenness is reached.

In every county, city and town let us help our own officials 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 to 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,

creating tensions which are not relaxed by slamming brakes and screeching stops.

The poor manners and poorer sportsmanship involved in 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.

In every county, city and town let us help our own officials bring home to every driver at the wheel the fact that the Motor Vehicles Department must take away his driver's license for:

- (1) Manslaughter with a motor vehicle.
- (2) Driving under the influence of intoxicating liquor or narcotic drugs.
- (3) The second offense of reckless driving in a year.
- (4) One offense of reckless driving while transporting intoxicating liquor illegally for sale.
- (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) Prearranged racing on highway or betting on such race or permitting car to be used in race.
- (9) Being adjudged mentally incompetent or committed to an institution as an alcoholic or or drug addict.
- (10) Certain aggravated speeding offenses.
- (11) Driving on suspended or revoked license.
- (12) Failure to do any of a number of things required under the Safety Responsibility Act.

And that the Motor Vehicles Department may take away his driver's license for:

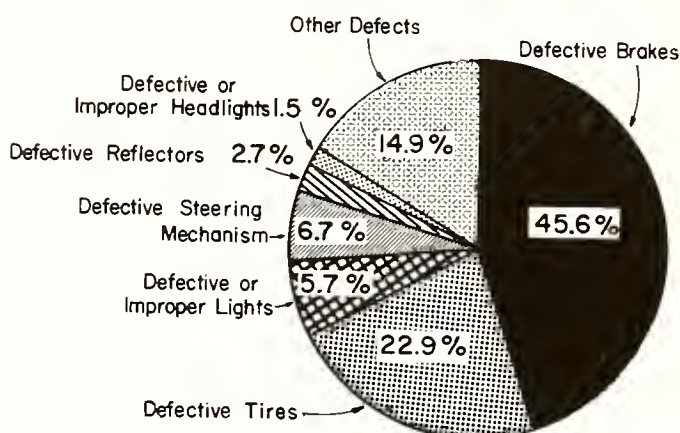
- (1) Negligent driving resulting in death, personal injury, or serious uncompensated property damage.
- (2) Commission of any offense for which revocation of license is mandatory.
- (3) Habitual, reckless or negligent driving.
- (4) Incompetence to drive.
- (5) Conviction of illegal transportation of intoxicating liquor.
- (6) One conviction of reckless driving plus a conviction of speeding between fifty-five and seventy-five miles an hour within the period of a year.

- (8) One conviction of speeding over seventy-five miles an hour.
- (9) Same period of time that a sentence has been suspended on condition of not driving.
- (10) Conviction of wilful racing on the highway.
- (11) Accumulating twelve points under the Point System in three years.
- (12) Permitting unlawful or fraudulent use of his license.
- (13) Committing an offense in another state which would be grounds for revocation or suspension in this state.

In every county, city and town let us help our own officials to help bring home to every driver at the wheel the fact:

- (1) That one out of every eighteen motor vehicles was involved in an accident in 1960; that 2,000 of them had defective brakes; 1,000 had defective tires; 450 had defective lights; and 300 had defective steering mechanisms—in the hope that this fact will make him a little more likely to keep his brakes and tires and lights and steering gear in order in 1962.

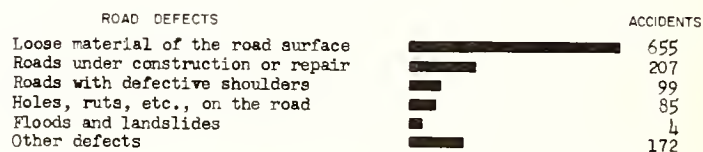
VEHICLE DEFECTS AS CAUSE OF ACCIDENTS



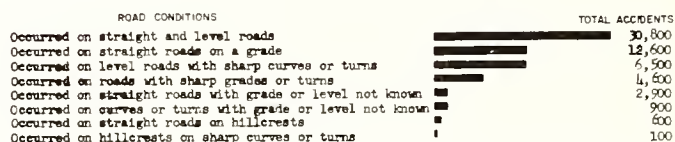
- (2) By bringing home to him the fact that more than half of all accidents occurred at street or highway intersections—22,000; and in driveways—6,700; 715 at bridges, overpasses, or culverts; 281 at railroad crossings; 48 at alleys; and 22 at underpasses—in the hope that this fact will make him more likely to watch his driving more closely at these points in 1962.



- (3) By bringing home to him the fact that one out of every fifty accidents in 1960 involved road conditions, apart from bad weather; 655, loose material on the road surface; 207, roads under construction or repair; 99, roads with defective shoulders; 85, holes, ruts, etc., on the road; 4, floods and landslides; 172, other defects—in the hope that this fact will make him more likely to keep his eyes on the road in 1962.



- (4) By bringing home to him the fact that most of the accidents and killings of all sorts and sizes came on clear days and on roads that are straight, level, and dry surfaced—as illustrated on the chart below—in the hope that this fact will make him more likely to be more careful in his driving on roads that are straight, level, and dry surfaced in 1962.



- (5) By bringing home to him the fact that the most dangerous hours of the day for driving come between 2 o'clock in the afternoon and 8 o'clock at night—as illustrated in the charts below—in the hope that this fact will make him more likely to be more careful in his driving in those hours in the streets and highways in 1962.



HOURS of the DAY	ACCIDENTS & PERCENTAGES
2 3 PM	3,100 5.2%
3 4	4,200 7%
4 5	4,800 8%
5 6	4,900 8.2%
6 7	3,900 6.5%
7 8	3,600 6%
8 9	2,800 4.7%
9 10	2,500 4.2%
10 11	2,500 4.2%
11 12M	2,600 4.35%
12M 1 AM	1,700 2.9%
1 2	1,200 2%
2 3	880 1.5%
3 4	550 .9%
4 5	480 .8%
5 6	500 .8%
6 7	1,260 2.1%
7 8	2,400 4%
8 9	2,700 4.9%
9 10	2,100 3.5%
10 11	2,400 4%
11 12N	2,800 4.7%
12N 1 PM	3,000 5%
1 2	2,900 4.9%

HOURS of the DAY	FATAL ACCIDENTS & PERCENTAGES
2 3 PM	59 5.5%
3 4	55 5.1%
4 5	61 5.7%
5 6	66 6.2%
6 7	84 7.8%
7 8	76 7.1%
8 9	58 5.4%
9 10	47 4.4%
10 11	69 6.4%
11 12 M	64 6.0%
12M 1 AM	59 5.5%
1 2	41 3.8%
2 3	40 3.7%
3 4	22 2.1%
4 5	23 2.1%
5 6	17 1.6%
6 7	20 1.87%
7 8	19 1.8%
8 9	29 2.7%
9 10	29 2.7%
10 11	32 3.0%
11 12 N	27 2.5%
12N 1 PM	34 3.2%
1 2	41 3.8%

(6) By bringing home to him the fact that the most dangerous days in the week for driving are Saturday and Sunday—as illustrated in the chart below—in the hope that this fact will make him more likely to be more careful in his driving on those days on the streets and highways in 1962.

MOST DANGEROUS DAYS OF THE WEEK

DAYS	FATALITIES	PERCENTAGES
Saturdays	302	24.6%
Sundays	254	20.7%
Fridays	204	16.6%
Mondays	137	11.2%
Wednesdays	130	10.6%
Thursdays	101	8%
Tuesdays	98	8%

DAYS	INJURIES	PERCENTAGES
Saturdays	6,000	23%
Sundays	5,000	19%
Fridays	4,000	16%
Mondays	3,000	12%
Wednesdays	2,800	11%
Thursdays	2,800	11%
Tuesdays	2,500	9%

(7) By bringing home to him the fact that Labor Day in 1960 cost us 23 killings, Memorial Day cost us 20 killings, the Christmas holidays cost us 22 killings, Independence Day cost us 18 killings, Thanksgiving holidays cost us 17 killings, and New Year's and Easter cost us 12 killings each—as illustrated in the chart below—in the hope that this fact will make him more likely to be more careful in his driving on those particular holidays in 1962.

HOLIDAYS	DEATH RATE
Labor Day	23
Christmas	22
Memorial Day	20
Independence Day	18
Thanksgiving	17
New Year's	12
Easter	12

(8) By bringing home to him the fact that every month of the year is dangerous for driving and that the most dangerous months are September, October, November and December, as illustrated in the chart below—in the hope that this fact will make him more likely to be careful in his driving every month of 1962.

HIGHWAY SLAUGHTER BY THE MONTH—1960

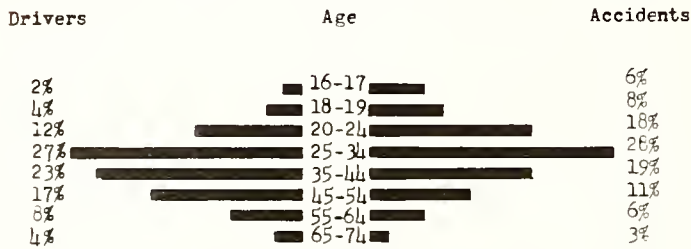
MONTH	TOTAL DEATHS
January	85
February	79
March	70
April	111
May	99
June	105
July	90
August	93
September	123
October	136
November	103
December	132

MONTH	TOTAL INJURIES
January	1970
February	1936
March	1782
April	2181
May	2267
June	2028
July	2226
August	2332
September	2303
October	2735
November	2333
December	2860

MONTH	TOTAL ACCIDENTS
January	4774
February	4584
March	5127
April	4436
May	4673
June	4202
July	4825
August	4919
September	4943
October	5792
November	5338
December	6181

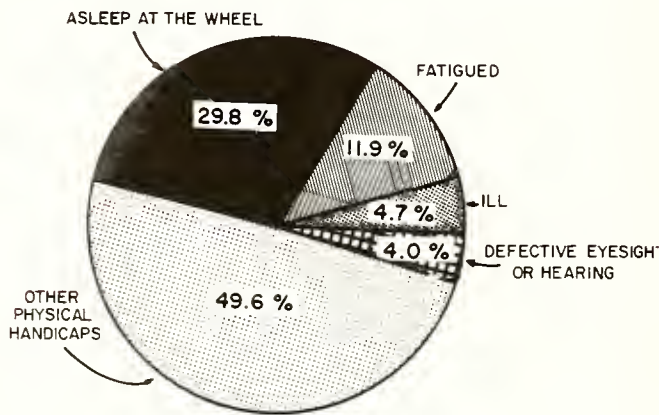
(9) *By bringing home to the youth of North Carolina the fact that 16 and 17-year olds furnish two per cent of the drivers and 6 per cent of the accidents; that 18 and 19-year olds furnish four per cent of the drivers and eight per cent of the accidents; that 20 to 24-year olds furnish 12 per cent of the drivers and 18 per cent of the accidents, and so on, as illustrated in the chart below—in the hope that this fact will make them more likely to drive more carefully on the streets and highways in 1962.*

DRIVER AGE AND ACCIDENT PERCENTAGE



(10) *By bringing home to every parent the fact that "one who keeps an automobile for the pleasure and convenience of himself and his family, is liable for injuries caused by the negligent operation of the machine while it is being used for the pleasure or convenience of a member of his family"; and the further fact that the 1961 General Assembly allowed recovery of damages up to \$500 from the parents for wilful injury to property by their children under 18 years old—in the hope that this fact will make parents more likely to bring this responsibility home to their children for the safety of themselves and others on the streets and highways in 1962.*

DRIVER DEFECTS



Asleep at the wheel	1,200	29.8%
Fatigued	480	11.9%
Ill	190	4.7%
Defective eyesight or hearing	160	4.0%
Other physical handicaps	2,000	49.6%

(11) *By bringing home to every employer of drivers in the state the fact that he is liable for damages for injuries caused by his drivers in the scope of their employment—in the hope that this fact will make employers more likely to bring home to their employees this feeling of responsibility for the safety of themselves and others on the streets and highways in 1962.*

In every county, city and town let us help our own officials bring home to every driver at the wheel the fact:

- (1) That it isn't smart to cheat the law, his fellow driver or himself.
- (2) That he may have a right to cut off his own nose to spite his own face, but he has no right to cut off another's nose to spite another's face.
- (3) That in 1960 the State Highway Patrol caught and arrested:
 - 46,500 persons speeding from 65 to 75 miles per hour
 - 16,500 speeding below 65 miles per hour
 - 4,200 speeding over 75 miles per hour
 - 14,000 going through stop signs
 - 11,800 driving without a license
 - 9,600 driving on the wrong side of the road
 - 8,600 with improper equipment other than lights and brakes
 - 7,000 in reckless driving
 - 6,000 driving drunk
 - 5,800 with improper brakes
 - 4,600 with improper lights
 - 4,200 following a car too closely
 - 2,900 passing on curves
 - 2,700 passing on hills and 380 in other passing violations
 - 1,400 passing a stopped school bus
 - 800 hit-and-run drivers
 - 1,350 driving after suspension or revocation of license
 - 300 failing to yield right-of-way
 - 35,000 in other violations of the traffic laws.

- (4) That accidents caught and killed 1,226 people on the streets and highways of North Carolina in 1960—in 1,073 accidents, involving 1,125 violations of traffic laws against speeding and careless and reckless driving: driving on the wrong side of the road, drunken driving, failing to yield right-of-way, ignoring stop signs and signals, hit-and-run driving, improper turning, improper passing and cutting in, following a car too closely, failing to signal or improper signal, disregarding stop and go lights, improper parking location, passing on curve or hill, improper starting from a parked position, and so on.
- (5) That accidents caught and injured 26,947 people on the streets and highways of North Carolina in 1960, in 17,166 accidents involving

violations of the traffic laws. 8,246 of these people were severely injured, 17,196 less severely injured, and 785 bruised and shocked.

15,965 of these people were injured in collisions with another vehicle.

5,809 in vehicles running off the road.

1,885 in collisions with people walking on the roadway.

1,443 in collisions with telephone poles, fire hydrants, sign posts, culverts, trees, or other fixed objects.

959 in vehicles overturning on the roadway.

482 in collisions with bicycles.

104 in collisions with trains.

76 in collisions with cows, mules, hogs, or other animals.

28 in collisions with other non-fixed objects on the roadway.

20 in collisions with buggies, wagons, or other animal-drawn vehicles.

176 in other ways.

In every county, city and town let us help our own officials bring home to every driver at the wheel the fact:

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 his 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 he is doing thirty miles an hour, a hundred fifteen feet when he is going forty miles an hour, a hundred twenty-six feet when he is going sixty miles an hour, two hundred ninety-five feet when he is going seventy miles an hour, and that collision with an unexpected barrier within these limits is as certain as the crack of doom.

IN ANSWER TO THE GOVERNOR'S CALL

It is written in the King James version of the New Testament that Jesus put this question to His disciples: "Which of you by taking thought can add one cubit unto his stature?" In the American Revised Version He put the question this way: "And which of you by being anxious can add one cubit unto the measure of his life?"

In answer to the Governor's call the Institute of Government has prepared this outline of the traffic problem in North Carolina, showing some of the

things officials on the job are doing about it now and some of the things that drivers at the wheel can do to help themselves. It is a starting point and not a stopping point.

It is going to officials on the job in every city hall and county courthouse and state department in North Carolina for whatever it may be worth to them in showing drivers at the wheel how they can by "taking thought" add a cubit to their law observing stature, and how they can by "being anxious" add a cubit unto the measure of their lives on the streets and highways of North Carolina.

It is going to newspapers and radio and television stations, in recognition of the fact that they have come to the aid of public officials more frequently and effectively than all other unofficial agencies put together, for whatever it may be worth to them in bringing home to the rank and file of the people their personal responsibility for safety on the streets and highways.

It is going to sixteen-year-old and older students in the 800 or more high schools of North Carolina and to students in all the colleges for whatever it may be worth in bringing home to them their personal responsibility for the fact that 16 and 17-year-old drivers run up three times as many accidents as the average driver, 18 and 19-year-olds twice as many, and 20 to 24-year-olds almost twice as many.

It is going to members of civic organizations as radiating centers reaching into most, if not all, of the businesses, professions, and occupations of the state. Let me illustrate my meaning. In our Colonial beginnings people in North Carolina were more or less isolated and insulated from each other and made their living and lived at home. In the latter 1800's they began coming together by occupations and professions—doctors in medical societies, lawyers in bar associations, ministers in ministerial associations, business men in business organizations, labor in labor organizations, farmers in farm organizations, and so on. After the turn of the century unifying forces began bringing representatives of the varied groups together in *civic clubs* with a civic conscience. The civic conscience of these organizations met the challenge by going with public officials in building the Institute of Government. It will respond to the challenge of bringing home to drivers at the wheel the feeling of personal responsibility to make the streets and highways safer for the people of North Carolina in 1962.

Along with this analysis of the traffic problem will go a letter, asking each group to outline for us what it has been doing, is doing and expects to do about safety on the streets and highways in its own community in 1962. Answers to this letter will help us bring the ideas and activities of every community in the state to every other community in periodic bulletins and statewide and district schools so that every community may profit by the experience of every other community in working out its program for

cutting down the killings, injuries and accidents on its streets and highways.

We are going forward on this program in the spirit of the prayer of Sir Frances 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."

IF

Kipling wrote a poem called *If*. Every second line begins with *If*. Every *If* raises a question. Every question is pointed at *you*—not at everybody, but at *you*. And if *you* can live up to the expectations implied in those questions, he says: "Yours is the earth and everything that's in it, And, what is more, you'll be a man, my son."

It may be that Kipling covers a little too much territory in geographical terms. But, if I may come back to what I said in the beginning, the records of trials and errors and the results of experience and experiment for fifty years bring home to us with all the stinging freshness of demonstrated truth the living fact that we can cut the killings, injuries and accidents on the streets and highways of North Carolina half in two by tomorrow night *If* we will put to use tomorrow morning the knowledge and skill which are at our fingertips if not already in our grasp.

The other day my wife complimented an unlettered friend, and a very wise one, on the resourcefulness he had shown in working out a problem facing him. She got from him this reply: "Mrs. Coates, when you ain't got no education, you got to use your head."

What would happen on the streets and highways of North Carolina in 1962 *If* all the civic agencies at work in North Carolina would come to the aid of their officials by using their heads on their own local traffic problems—right now, without waiting to get "the word" or "the nod" or "the safety line" from Raleigh or Washington?

If every newspaper and radio and television station, at the next staff conference, would take a look at what it is doing or might do to make the streets and highways safer for the people and, without waiting for outside "literature," make up its own mind on whether it should give more, or less, space or time to this particular hue and cry, or make a different use of the space or time it is already giving?

If every civic club of men and women with a civic conscience, at its next meeting, would take a look at what it is doing to make the streets and highways safer for the people, and, without waiting for outside "literature," make up its own mind on what, if anything, it might do that it was not already doing? And *If* every member of every civic club would do the same thing at the next conference of the business,

industry, occupation or profession he represents? Until the ripples widening from these radiating centers reached to every driver at the wheel.

If every organization employing drivers would look at the accident records of drivers who have attended driver training schools and see if there is enough difference in their records before and after taking to make a driver training course worth the while of their own drivers?

If every city, county and state department employing drivers would do the same thing. The State Highway Patrol in the training schools conducted at the Institute of Government has developed a driver training course for new men coming on the Patrol which has cut the accident record of new recruits by twenty-five to forty per cent in their first year. Every police department, sheriff's office, and every other city, county and state agency might look at its own records to see if it might profit from this experience.

If every head of every official agency and of every private business would take it on himself to join the Governor's hue and cry for personal responsibility on the streets and highways; and call on all of his employees to join in it with him, as a matter of institutional pride as well as a matter of personal safety?

If every recorder's court judge would prescribe a local driver clinic course for every offending driver showing lack of knowledge of the rules of the road, or lack of skill in driving a car, or disregard of both, instead of jail or fine? Of course, the judge might be relieved of his judicial responsibilities by local authorities depending on revenue from the courts to balance local budgets, or by voters who have no objection to a fine but find a jail distasteful or a driver clinic inconvenient.

If every high school teacher or student leader in North Carolina would give one hour of chapel time, or school room time, or after school time, to bring home to every high school student the accident record of 16 and 17-year-old drivers, three times as bad as the average age group, and ask them what, if anything, they wanted to do about it, and could do if they wanted to?

If the judge and solicitor of every recorder's court in North Carolina would meet one hour a week with the police chief or State Highway Patrol officer bringing traffic offenders into court, and look at the traffic violation record for the week as a whole, and every week "take thought" on what, if anything, they could do that they were not doing to make the streets and highways within the limits of their own jurisdiction safer for the people, and do it, without waiting to find out what any other judge, solicitor, or police chief was doing? And *If* they would compare their own accident records with the record of every other city and county in the state according to

the reports coming to them every month from the Motor Vehicles Department? And *If* they would give the comparative results at the end of every weekly conference to their local newspapers, radio and television stations and to their civic clubs and high schools to be carried to the rank and file of the people?

If—and so on with other *Ifs* ad infinitum.

It may be said that these are fancies, and they are; that they are fantasies, and they are; that they are daydreams, and they are. But stranger things have been thought and said and done. Someone looking at Turner's sunset paintings, is said to have observed: "I never saw sunsets like these." And Turner is said to have replied: "Ah! but don't you wish you had?"

If an invisible force runs into an immovable object, what happens? There is only one answer to this question, and that is: An inconceivable catastrophe! And inconceivable catastrophes are happening on the streets and highways every day.

A CRISIS OF CHARACTER

Here is a crisis of character. Years ago I saw a robot walk across a room, take a drink of water, light a cigarette and go through motions of all sorts, doing everything it was called upon to do, except—call upon itself to do it. Except—to start and stop, and keep on going, on its own will! The power of the robot was in the man behind him—the man who pressed the button. The power of the motor car is in the man who sits in the driver's seat, with his hands on the steering gear and his foot on the starter. It brings us face to face with a crisis that is no more and no less than a crisis in character. We must take its measure or it will take ours.

A TEST OF DEMOCRACY

Here is a test of democracy. As I was leaving Chapel Hill for World War I, I heard the President of the University say to students in a chapel talk: "We are fighting Germany for the right to lie in bed on a cold winter morning and sleep through an eight o'clock math class if we want to. But the victory for democracy will not be won until, having won the right to lie in bed, we choose to get up." And thus the crisis in character becomes a test of democracy.

A CHALLENGE TO RELIGION

Here is a challenge to religion: If the letter of safety may be found in the rules of the road, and if the ways of safety may be found in driving skills, the spirit of safety may be found in sayings as old as the Old and New Testaments.

It is written in the Book of Genesis that when Jehovah put to Cain the question, "Where is thy brother Abel?", Cain tried to dodge this question with another—"Am I my brother's keeper?" Whatever may have been the answer to that question then, there is no doubt about the answer to it now. For there is no dodging of the responsibility coming with the fact that on the streets and highways of North Carolina every driver at the wheel is in every other driver's keeping.

Every driver knows that doing unto others as you would have them do unto you brings 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.

Jesus did not say the kingdom of God is in the committee. He said the kingdom of God is in *you*. The kingdom of safety, like the kingdom of God, is not in traffic laws alone, nor in traffic enforcing officers alone, nor in driver licensing nor in driver training alone, nor in accident records and reports alone; nor in the committee. It is in *you*. And the keys to the kingdom are in the hands of every driver at the wheel.

It has been said that knowledge comes but wisdom lingers. The intervening gap varies with the reaction time of every driver at the wheel, and spells the difference between accident and no accident, injury and no injury, killing and no killing, life and death. And while the climate of responsibility takes its own good time in changing, and while we are doing everything we can to speed the change, every killing, injury, and accident on the streets and highways of North Carolina is bringing home to us the words of the Grecian poet with all their fateful meaning, five hundred years before the birth of Christ: "God, whose law it is that he who learns must suffer. And even in our sleep, pain that cannot forget falls drop by drop upon the heart, until, against our will, and even in our own despite, comes wisdom to us by the awful grace of God."

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TRAFFIC TOLL - 1960

KILLED



INJURED



ECONOMIC LOSS



What do these figures mean to you?

They mean that in 1960 North Carolina lost a life on its streets and highways every seven hours, injured a human body every twenty minutes, had an accident every nine minutes. They mean that the United States had a traffic death every fourteen minutes, a traffic injury every twenty-three seconds, a traffic accident every three seconds.

They mean that North Carolina had one traffic death out of every 31 in the nation, one traffic injury out of every 51, one dollar of economic loss from traffic accidents out of every 31. In the same year the State had one traffic accident out of every 73 in the nation, one licensed driver out of every 41, one registered motor vehicle out of every 39, and one motor vehicle mile traveled out of every 38.

It is sobering to realize that from 1895 through 1960, the nation tolled off one million four hundred thousand individuals killed, 307-million individuals injured, and more than \$115-billion cost from traffic accidents.

It is challenging to know that in 1961 North Carolina lost more lives, suffered more injuries, and bore greater economic loss from traffic accidents than in 1960 (*see front cover*).

But statistics cannot tell the story.

Each life is irreplaceable and priceless.

It is heartbreaking to think of lives needlessly cut off in mid-stream.

It is tragic to know that almost every accident is avoidable.

It is imperative to bring home to each driver at the wheel *his personal responsibility* to stop the slaughter.

"NEVER SEND TO KNOW FOR WHOM THE BELL TOLLS:
IT TOLLS FOR THEE."