

It should be clearly understood and emphasized that this study relates to traffic capacity only. No consideration has here been given to the relative safety of 2-lane, 3-lane, and 4-lane design in highways under varying volumes of traffic. There seems to be very general agreement among those who have observed the operation of 3-lane roads that as traffic increases the hazards increase in a greater ratio than is the case of the 2-lane or the 4-lane roads, but this conclusion must rest upon research of an entirely different nature from that here reported.

REPORT ON TRAFFIC LAW OBSERVANCE AND ENFORCEMENT METHODS

SECOND REPORT

TRAFFIC LAW ENFORCEMENT IN MUNICIPALITIES

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SYNOPSIS

This report is intended to focus attention upon the need for traffic law enforcement in municipalities. It is the firm conviction of this committee that the greatest gains in accident reduction can be brought about by businesslike administration of sound traffic laws and regulations. Facts concerning the records in a number of cities that are securing good or reasonably good results in traffic control together with the reasons for the improvements shown are presented. The findings and conclusions of the committee are summarized.

A large proportion of the citizens of the United States does not support businesslike enforcement of traffic regulations. Analysis of conditions in many municipalities proves the truth of this statement. Yet, probably at least one-third, of traffic fatalities and other accidents could be eliminated by firm and efficient enforcement of sound regulations. A proportion of one-third represents 11,000 fatalities and over 300,000 other traffic accidents per year.

The losses involved constitute a shocking toll which is being paid for inefficient administration, "fixing" and other defects in enforcement. This toll is high, yet it takes no account of the considerable reduction in congestion and improvement in general traffic conditions which would also result from sound enforcement. It is not unreasonable to state that the poor enforcement, with its manifold correlated effects, existing in many municipalities results in an invisible but none the less real "tax" of about \$25.00 per family per year. Yet, the great majority of our citizens either considers traffic violations as

unimportant or is unwilling to insist upon businesslike handling of them. This is indeed a sorry state of affairs.

It is the firm conviction of this committee that the greatest gains in accident reduction can be brought about by businesslike administration of sound traffic laws and regulations. Yet, throughout this country, relatively little attention is being given to the need for improving traffic enforcement, which usually constitutes the weakest link in the traffic administrative chain.

In directing attention to this serious condition, the committee does not intend to minimize the importance of engineering, sound and uniform legislation, education, modern traffic administrative methods, adequately trained personnel, voluntary observance, or other correlated phases of traffic improvement work. Furthermore, improvement of enforcement must be based upon or accompanied by advances in these other fields. Nevertheless, it is the purpose of this report to focus sorely needed attention to the single subject of, Traffic Law Enforcement in Municipalities.

RELATIONSHIP TO LAST YEAR'S REPORT

This report supplements last year's report on the same subject. An understanding of the points in last year's report is a necessary basis for consideration of this report. The following summarization of the report made last year will help to make clear the relationship between the two reports:

- 1 It points out the distinction between voluntary observance and enforcement, and indicates the necessity of dependence to a large degree on observance. It brings out, however, that knowledge of the existence of businesslike enforcement will do much to foster the observance of sensible traffic regulations on the part of the great majority.
- 2 Enforcement can be most effective when related directly to accident prevention and when this relationship is kept before the public.
- 3 The importance of businesslike enforcement is emphasized by a statement of President Hoover: "I am convinced that a large corrective must be more vigorous punishment. The great majority of accidents are each and every one of them in themselves proof of guilt in either incompetence, carelessness or recklessness."
- 4 Examples of marked reductions in fatal accidents brought about by sound enforcement with its naturally correlated activities.
- 5 Discussion of twelve important reasons for traffic enforcement troubles.

- 6 Discussion of "fixing" Fundamental blame for "fixing" placed upon the general public
7. Summarization of contrasting records of cities with poor and good enforcement
- 8 Discussion of six important methods of improving observance and enforcement
- 9 List of twelve phases of the subject which warrant further study

WHY SOME CITIES HAVE GOOD RECORDS

A prominent, much-traveled business man recently discussing the subject of this report, stated that he doubted if any city could be found where traffic law enforcement conditions were satisfactory. His statement was very nearly correct. However, there are a few cities which have been securing good or reasonably good results in traffic law enforcement. It is the purpose of this report to present facts concerning the records of these cities, and to give analyses of such of the reasons behind this good condition as could be secured in the necessarily limited research conducted by the committee.

Each city will be named, factual data will be presented, and the viewpoint of an interested, informed individual in each city, as to why conditions are good, will be given. The report will close with a summary of conclusions.

MILWAUKEE

In 1930, out of 18,784 persons arrested for traffic violations, 18,319 or 98 per cent were penalized, 272 cases were dismissed for lack of evidence, and in 193 cases sentence was suspended.

The record of traffic fatalities for the past five years is as follows:

1926	131
1927	110
1928	132
1929	127
1930	107
1931 (First 10 months)	8 less than for the same period last year
1930 fatalities per 100,000 population—18.5	

(NOTE: Comparative figures of fatalities per 100,000 are very apt to be misleading. For instance, some cities have much higher proportionate automobile ownership and some have more inter-city through traffic than other cities.)

This is a record of which any city could well be proud. It is perhaps the most outstanding enforcement record among the cities contacted.

REASONS FOR GOOD RECORD

(As presented by Dr B L Corbett, Executive Secretary, Milwaukee Safety Commission)

- 1 In 1928, the city started conducting drivers' schools for commercial drivers and for women Meetings were well attended
- 2 Uniform Traffic Code, in accordance with national standards, giving uniformity of regulations throughout the state
3. 200,000 digests printed for distribution in Milwaukee Local press carried much publicity regarding provisions of new code
- 4 Safety instructions in public and parochial schools intensified
- 5 Public safety monthly poster campaign enlarged
- 6 Brake and headlight testing campaign conducted
7. In January 1930, Police Department added radio equipped squad cars to its patrol service These cars have been instrumental in largely increasing the number of arrests of intoxicated drivers

REASONS NOT GIVEN BUT KNOWN OR INFERRED TO EXIST

From information received, it is evident that Milwaukee keeps good records, that there is effective police work, that the courts are friendly and courageous and that the administration supports traffic law enforcement "Fixing" is practically unknown

NEW YORK CITY

1930—Total arrests	263,273
Total convictions	238,608
Percentage of convictions	91

The record of traffic fatalities for the past five years is as follows:

1926	1023
1927	1042
1928	1030
1929	1220
1930	1163
1931 (first 10 months)	894 as against 941 for same period last year
1930 fatalities per 100,000 population—16.8	

REASONS FOR GOOD RECORD

(As presented by Philip D Hoyt, First Deputy Police Commissioner)

1. Training of traffic personnel in the regulation of traffic, in the Police Academy
- 2 Organization of Special Summons Squad, not so much for the purpose of "drives" as for continuous and systematic enforcement.

3 A system of warning letters to the owners of vehicles whose drivers commit minor violations of the traffic regulations, and the spirit of co-operation resulting therefrom

4. General co-operation of our city magistrates, particularly those assigned to traffic courts (Note existence of traffic courts)

5. Simplification of court procedure in traffic cases, with co-operation of chief city magistrate

6 Co-operation by the patrol force of the department in being alert for traffic violations, as a result of special orders from the police commissioner.

REASONS NOT GIVEN BUT KNOWN OR INFERRED TO EXIST

- 1 Splendid police organization
- 2 Considerable freedom of police from undue influence through politics or otherwise
- 3 Good educational work being done
- 4 Good records are kept
- 5 Accidents are analyzed, and the public and courts are kept informed as to the situation.

BOSTON

1930—Total arrests	16,809
Fined	12,728 or 76 per cent
Placed on probation	8

3,677 charges were placed on file (While there is no fine or imprisonment in such cases, the decision is against the person, and it is attached to his criminal record. It amounts to being placed on probation. Hence, it will be noted that there is a considerable measure of disciplinary action involved in these 3,677 cases.)

The idea of selective enforcement, that is giving greater attention to those violations which are most serious from the accident point of view, is well illustrated by the following

Of 606 persons arrested for operating under the influence of liquor, 468 or 77 per cent were penalized

Of 5,585 exceeding the speed limit, all but 28 were penalized

Of 5,037 failing to slow down at intersecting way, all but 26 were penalized

Of 126 who failed to stop eight feet from street car, all were penalized except one

Of 120 operating after revocation or suspension of license, all were penalized except 14

The record of traffic fatalities for the past five years is as follows.

1926	100
1927	114
1928	132
1929	116
1930	118
1931 (first 10 months)	81 as against 93 for the same period last year
1930 fatalities per 100,000 population—	151

REASONS FOR GOOD RECORD

(As presented by John F Hurley, Traffic Engineer)

1. A triplicate tag system has been inaugurated. Officers must use indelible pencil on tags

2. Complete record of all traffic law violations throughout the city is maintained in one place. Thus, is eliminated the possibility of a person violating rules in various police divisions, and appearing to be a first time violator

3. A general law has been laid down that the first tag merits a warning, prosecution for the second tag is in the discretion of the deputy superintendent in charge of the Bureau of Traffic, for the third or subsequent tags, the violator is automatically summoned into court

4. Judges have been very helpful. Where persons ignored tags, judges have inflicted severe penalties

5. The official Boston Traffic Commission constantly observes the operation of the rules made by it and the enforcement situation. It is continually making checks of illegal parking and other violations, which are submitted to the Police Department

6. The official Boston Traffic Commission with its traffic engineer gives entire time to formulation of sensible rules, setting up of signs, marking of streets and conveying to the public the importance of street traffic. The public reaction is one of co-operation with an agency which it believes is adopting sensible rules only after complete study

7. Police make serious attempt to enforce the rules

REASONS NOT STATED, BUT OTHERWISE KNOWN TO EXIST

Boston has a sensible traffic regulation system, having adopted a splendid municipal ordinance closely patterned after the national model

EVANSTON

Among students of traffic, Evanston has earned fame for its excellent, intelligent attack on traffic accidents, especially through the Bureau of Accident Prevention under Mr Franklin M Kreml. The most outstanding feature of the Bureau of Accident Prevention is its accident investigation squads. These squads began active street duty in September 1929. Convictions for violations involved in accidents improved 100 per cent since their inception. While in the county, fatal accidents increased 16 per cent in 1930 as against 1929, in Evanston there was a decrease from 10 per cent to 7.

1930 traffic fatalities per 100,000 population—11.1

In 1928, there were 62 "hit and run" cases, 11 drivers were apprehended.

In 1930, there were 93 "hit and run" cases, 79 drivers were apprehended, 56 were convicted, and at the time of report 5 cases were pending in court. It is significant to note that the bulk of the "hit and run" cases in 1930 were by non-residents.

In 1930, of 6,119 arrests for traffic violations, 75 per cent were convicted.

REASONS FOR GOOD RECORD

(As presented by Mayor Charles H. Bartlett and Franklin M. Kreml)

1 Strong support of the administration for effective enforcement and other traffic improvement work.

2 Good police organization with intelligent direction. Men are given training.

Much attention is given to traffic. As Mayor Bartlett says, "Many police departments have not given to this phase of their work the attention which its importance warrants. Certainly, it is true that the prevention of traffic accidents and apprehension of violators should rank in equal importance with crime prevention and crime detection in the work of a police department."

The formation of the Bureau of Accident Prevention is indicative of the attention being given this subject. As a part of this Bureau of Accident Prevention, the accident investigation squads warrant further discussion.

These squads of carefully trained "Traffic Detectives" receive promptly automobile radio reports of serious accidents. They go immediately to the scene of accident, take pictures of skid marks and of positions of and damage to the vehicles, measure skid marks, take statements from witnesses, test brakes when this is possible (using

a simple pocket-size testing device) and in general secure evidence and prepare cases so as to secure convictions for serious violations involving accidents. These cases have absolutely nothing to do with civil suits for damages.

3 Good records are kept.

4 Good educational work is being done. The public is kept informed of what is being done and the results being achieved.

5 Automobile equipment tests are made.

6 Thorough accident studies are made, and the results are available to police, courts and public.

7 A plan for proxy appearance in uncontested cases is in effect. This reduces the time required for an officer in court to one-third. Contested cases are heard on two days only each week.

8 Cases are well prepared by "Traffic Detectives."

9 Informed public opinion favorable to sound enforcement has been developed. For example, representatives of women's clubs attend traffic hearings as observers, making notes of how the cases are handled.

10 Selective Enforcement. Major attention in enforcement is given to the most serious accident cases.

TORONTO

For 1930, of the 31,271 persons arrested for other than parking violations, approximately 93 per cent were found guilty and penalized. Data not available for parking violations.

With reference to hit and run drivers, Traffic Inspector Charles Greenwood states, "I am very pleased to be able to say that this feature is very conspicuous by its absence. During the past five years, only three such cases have not been cleaned up, and in the other eleven cases, the driver was eventually apprehended, and in all cases received his just deserts."

Record of traffic fatalities for the past five years.

1926	46
1927	77
1928	59
1929	82
1930	48
1930 fatalities per 100,000 population—about	7

Toronto is doing a splendid job in its traffic administration and enforcement. Its brake-testing record is a good indication of what sort of conditions exist there. Starting in October 1928, 20,000 vehicles had their brakes examined during that year, and 81 per cent were found to be defective in some degree. The brake inspection work

is done by the police department. During 1929, 75,000 were examined, and the percentage of defects was reduced at 19½ per cent; in 1930, 114,000 were examined and only 10½ per cent proved defective, during the first eight months of 1931 over 120,000 had been examined and the percentage of defects was less than 8 per cent.

It should be understood that if, in a voluntary test at one of three established locations, a driver's brakes fail to pass, he is required to have them put in shape and present himself for re-examination. Persons who do not go to voluntary stations are liable to be stopped by the police at any time, and their cars tested (using a simple, portable testing device). If the brakes are defective, the person is hailed before a magistrate for not having them in good condition.

The plan is effective largely because of its continuity and the intelligent way in which it is carried out, and because each driver knows that he will be penalized if his brakes are not kept in condition.

"Fixing," according to Traffic Inspector, Charles Greenwood, is practically nil.

REASONS FOR GOOD RECORD

(As obtained from Traffic Inspector Charles Greenwood)

1. Magistrates and judges who are practically always members of the Bar, are all appointed for life, subject to good behavior and efficient service. They are appointed by the Attorney General of Ontario. They retire on full pay at the age of 75. The traffic court magistrate in Toronto receives \$5,000, and there are certain other remunerations or fees which he receives. A newly appointed Attorney General cannot revoke the appointment of a previous Attorney General except for cause. If he attempts to do so, the case is brought before the Supreme Court of the Dominion.

2. The prosecuting attorney is also appointed by the Attorney General.

3. The violator may, if he chooses, settle the case out of court between 10 a. m. and 1 p. m. by paying a minimum penalty which is higher for the second offense than for the first. In the case of a third offense, the case must go to court. Note that there is in effect a violations bureau, and that there is an increasing scale of penalties.

4. There is a separate traffic court. Most violators plead guilty. There is practically no "fixing."

5. Excellent non-political police department. The police department is governed by the Board of Police Commissioners, consisting of a Mayor, Senior Judge of County Court, and Senior Police Magistrate. The department is non-political. Engaging in politics results in discharge of the offender. New patrolmen are trained for a

four months' period. The central traffic squad meets every Monday at 4 o'clock for instructions, etc. The traffic division is well organized, and much attention is given to traffic. The Traffic Inspector is permitted to select the best men in the police department for traffic duty.

Wholesome respect for law, which has been engendered, is indicated by the fact that no policeman is stationed on any signalized intersection. Periodical checks by plain clothes men reveal the fact that very few fail to observe the lights.

SOUND METHODS USED IN DEALING WITH TRAFFIC MATTERS

The explanation of brake testing given above is illustrative of the sound administration of the traffic matters. Another example is in the case of inauguration of new parking regulations. Citizens are notified of the new regulations from two to three weeks in advance. When enforcement starts, extra men are assigned to no-parking streets, and no one is permitted to park. Parking regulations are obeyed.

As viewed by an average police official in United States, traffic enforcement conditions in Toronto seem very nearly ideal. The excellent situation as regards practically all factors involved in good enforcement, and the splendid administration are reflected in a splendid accident record, and a very low fatality rate. Of course, traffic conditions are different, but even taking this into account, no city in the United States over 300,000 population had as good a record.

GRAND RAPIDS

In 1930, out of 27,200 persons arrested for parking violations, 19,103 or 70 per cent were penalized. For all other violations, out of 12,678 arrested, 7,634 or 60 per cent were fined under the estreated bail system and 5,044 "were excused for good cause or taken to the police court." In addition, 520 persons were arrested as a result of work of accident investigations board. Unfortunately, the data presented did not indicate what percentage of these were penalized.

The record of traffic fatalities for the past five years is as follows:

1926	12
1927	22
1928	21
1929	22
1930	29
1931 (First 10 months)	52% decrease compared to same period 1930
1930 fatalities per 100,000 population—17.2	

REASONS FOR GOOD RECORD

(As presented by Mr E Ross Farra, Manager Grand Rapids Safety Council)

- 1 City Traffic Commission organized and active, studying traffic problems and recommending or making improvements from time to time
- 2 City Manager supports traffic improvement work
- 3 Little of politics enters in a consideration of a traffic improvement work.
- 4 Superintendent of Police favors traffic improvement work and sound enforcement

REASONS OBTAINED FROM ANOTHER SOURCE OR INFERRED

- 1 It is understood that police have been giving special emphasis to traffic law enforcement this year. It will be noted that the record so far this year is materially better than last year's
- 2 Data obtained indicate that fairly good records are kept

SOMERVILLE

Data from Somerville are rather incomplete. From February 1 to December 31, 1930, 1,562 persons were stopped for violations. 1,435 of these were permitted to proceed with a warning "127 were haled into court and convicted"

The record of traffic fatalities for the past five years is as follows.

1926	15
1927	15
1928	16
1929	14
1930	14
1931 (First 10 months)	3 less than for the same period last year
1930 fatalities per 100 000 population—13.5	

Somerville showed a low fatality rate, and the fatality record for the past five years has been consistently good

REASONS FOR GOOD RECORD

(As presented by Ernest Howard, Captain, Traffic Division)

1. There is a separate traffic division
2. Officers are instructed

3. Considerable educational work is being carried on by the traffic division. They have a school officer. Posters are used in the schools. A continuous effort is made to convince the motorist of the importance of observing rules and of his responsibility.

4. Accidents involving personal injury and large property damage are investigated. Of 400 cases investigated since January 1, 1931, 65 resulted in conviction, and in 107 cases, licenses were suspended.

5. Records are kept to show who are accident repeaters, for the benefit of the police, the court, and the Registrar of Motor Vehicles.

6. The co-operation of the State Registrar of Motor Vehicles is excellent. Violators having accident records are called to the registrar's office for a hearing as to their fitness to operate. The above record of 107 licenses suspended out of 400 cases investigated indicates the strict attitude being taken by the registrar.

7. Selective Enforcement. Special attention is given to violations most apt to cause serious accidents.

REASONS LEARNED FROM OTHER SOURCES

Somerville has sane regulations through Massachusetts Code and local traffic ordinance closely patterned after the national model.

CITIES NOT NECESSARILY HAVING GOOD RECORDS, BUT IN WHICH CERTAIN PHASES OF THE ENFORCEMENT WORK ARE BEING WELL HANDLED

ST LOUIS

Unfortunately, there is all too little understanding of the fact that there is a basic correlation between good enforcement, when the record of this good enforcement is kept before the public, and accident reduction. The relation between convictions and accidents is naturally much closer than between arrests and accidents.

The accompanying graph for St. Louis (Figure 1) indicates quite clearly the effect of good enforcement on fatal accidents. During the five year period from 1926-1929 there was a marked trend of improvement in the percentage of convictions to arrests. The traffic fatality curve went downward until 1928, when there was a relaxation both in arrests and convictions. In that year the fatality rate increased greatly. Since that time the trend has again been downward, while the percentage of convictions has gone up.

St. Louis' experience illustrates one very important point—the need for some aggressive and strong group to interest itself in traffic improvement work, and to make a strong and intelligent attack upon the problem. The St. Louis Safety Council did exactly that. As a matter of fact, one of the platforms in a mayoralty fight was for

traffic improvements and the candidate won. Cooperation of certain of the judges was obtained. The public was kept informed of how satisfactory or unsatisfactory was the enforcement work being carried out by the several groups involved. In other words, the searchlight of public opinion was kept focused on conditions. An active traffic engineering group gathered up pertinent facts and presented them in effective ways. Good records were kept.

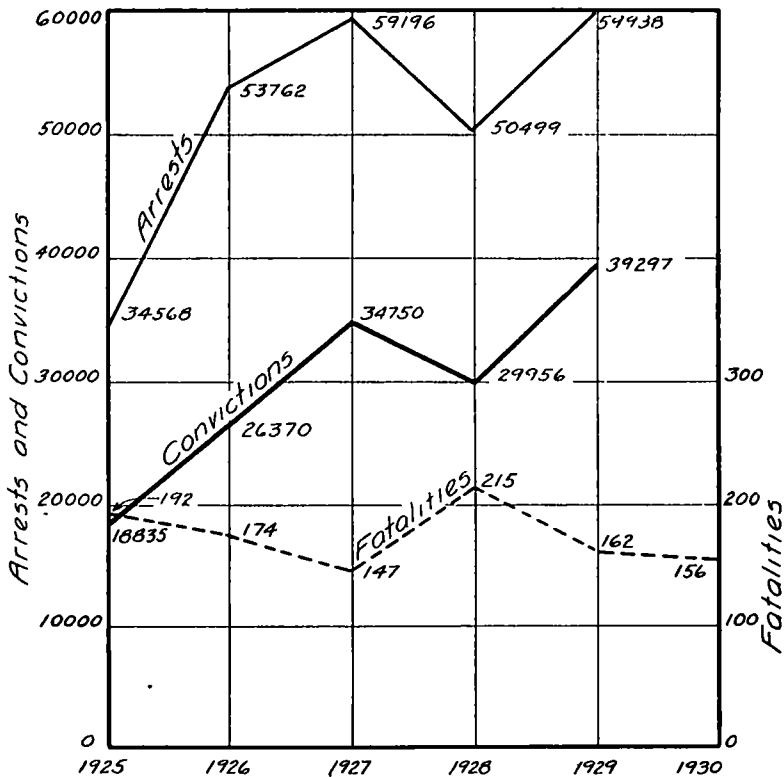


Figure 1 Relation of Traffic Fatalities to Arrests and Convictions. City of St. Louis. Courtesy of National Safety Council

MINNEAPOLIS

The record of traffic fatalities for the past five years, according to reports of the National Safety Council is as follows:

1926	51
1927	48
1928	92
1929	90
1930	94
1930 fatalities per 100,000 population—20.2	

Minneapolis is mentioned primarily because of its bureau of accident investigation. In the first four months of operation of this bureau, 272 cases were brought to court and 220 or 81 per cent resulted in convictions. Police Superintendent William J. Meehan writes indicating enthusiasm for improving this conviction record still further. The officers on this squad are especially trained. Their attendance at court is usually a half day per week. The City Attorney assists in the presentation of cases. The good record above cited indicates a courageous and friendly court. Pictures and charts are exhibited in court by the use of a projector.

This is an illustration of selective enforcement directed toward conviction of violators involved in more serious accidents.

NEW ORLEANS

The record of traffic fatalities for the past five years, according to reports of the National Safety Council is as follows:

1926	65
1927	79
1928	104
1929	123
1930	107
1931 (First 10 months)	77 as compared to 85 for the same period last year
1930 fatalities per 100,000 population—23.3	

New Orleans is mentioned to illustrate

1 The efficiency of towing as a method of dealing with parking violations, and

2 The attitude of the Superintendent of Police there towards enforcement. Superintendent H. B. Myers, who, it is learned from an independent source, is a former army colonel and an energetic, strong-minded individual, is removable only on a four out of five vote in the Common Council. He states that, "since becoming superintendent in May 1930, I have paid a great deal of personal attention to traffic, and the Police Department has done its part in enforcing the law. I keep the traffic squad very active in making arrests, and also in issuing traffic violation slips."

The superintendent states he believes that a consistent policy of energetic enforcement efforts on the part of the police, kept up for a long period of time in any city, will accomplish results.

Automobiles parked in violation of the regulations are impounded, and, states the superintendent, "I very strongly enforce the payment of pound fees in all cases where the operator of the car has violated the law, and will not permit interference. If however, the police are at fault, I release the car with apology to the owner."

In 1930, out of 18 hit and run cases, 14 were apprehended

New Orleans has two courts considering traffic, open day and night, with four judges. In certain cases, it is possible to admit guilt, pay a fine and avoid the necessity of a court hearing.

DETROIT

Edward A. Mitte, Director of Traffic, reports some good results on enforcement.

The effectiveness of towing and impounding as a method of handling parking violations is indicated by the record for 1929 of 99,018 impounded cases (practically the entire number impounded) settled in Violations Bureau.

The effectiveness of a good violations bureau is indicated in the fact that of 213,390 traffic cases in 1929, 155,531 or 73 per cent were settled in the Violations Bureau as against 37,739 settled in court, 11,866 awaited disposition at the end of the year, and 9,254 in which fictitious addresses were given.

In 1929 there were 867 arrests on the street for the drunk motor law. Unfortunately, the information is not available as to how many of these were convicted.

The effectiveness of the Accident Investigation Bureau is indicated by the following statement by Captain L. A. Bleezer, "the number of cases taken to court and convictions secured has doubled in the past two years over any previous period."

The record of traffic fatalities for the past five years is as follows:

1926	380
1927	388
1928	318
1929	332
1930	332
1931 (First 10 months)	253 as against 267 for same period in 1930

CLEVELAND

Chief of Police, George J. Matowitz, reports good results from their accident bureau, known as the Manslaughter Squad. He says in part, "this system has proven favorable, as the police department never gained a conviction in an automobile manslaughter until this squad was organized. Over a period of the past five years, this squad has convicted 60 per cent of the drivers taken into court in serious and slight accidents, and 39 per cent of the drivers arrested in fatal accidents charged with manslaughter. The squad has arrested 80 per cent of the hit and run drivers, and has gained conviction in all of these cases."

KANSAS CITY

Kansas City is referred to because of an excellent study of enforcement problems there, made by the Kansas City Safety Council, especially through the efforts of Mr F C Lynch, Director. A few observations relative to this study are warranted

1 Mr Lynch found that "there was a definite correlation between the column inches of publicity given to police court fines for traffic violations, and the death rate. The punishment of these particular individuals was a lesson of real educational merit and stimulated the alertness of every one who read it"

2 It is unfair to place the blame for "fixing" upon politicians. The citizens themselves, including the more influential ones must take the principal blame. Mr. Lynch says, "I believe the politicians would be glad to stay out of traffic cases if they could find some legitimate reason for doing so"

"The police and other enforcement officials will have to be educated properly to evaluate the traffic criminal in the general picture which includes the other enemies of society and against whom the police department seem to devote the major portion of their energy"

The study shows that for the six months period studied, not a man on the motor cycle squad obtained an average of four traffic convictions per month. In fact, for the whole 40 men, the average number of traffic arrests for the six month period was only $9\frac{1}{2}$

The report analyzes in detail several of the most important reasons for the breaking down of enforcement and presents specific recommendations for corrective measures

Here again is an illustration of a strong and aggressive group which has "taken hold" of the enforcement problem, and is energetically and intelligently seeking improvements

SOME OTHER CITIES HAVE GOOD RECORDS

The committee does not intend to leave the impression that only the cities mentioned have good records. There are certain other cities which also have good records. From certain of these, including New Haven, Connecticut, Rochester, New York, San Francisco, California, and Buffalo, New York, information was requested but was not received in time for this report

SUMMARY OF COMMITTEE CONCLUSIONS AND FINDINGS

1. A large proportion of the citizens of America do not support sound traffic law enforcement

2. As compared to existing conditions in most American cities, businesslike enforcement of sound regulations would reduce the ac-

cident toll at least one-third and would result in much improved traffic conditions.

3. American people are poorly informed on the importance of sound traffic enforcement.

4. Most accidents involve violations of traffic regulations

5. There is a basic correlation between the percentage of convictions to arrests and accident reduction, especially when the record of convictions is kept before the public

6. A gradual realization is developing of the soundness of selective enforcement—that is, directing major efforts toward violators, especially repeaters, who have accidents and toward regulations (such as No Parking) which have the most important economic significance

7. In most cities, there is great need of directing the attention of the administration (especially the police), of the courts, and of the public, to the now much discounted importance of businesslike enforcement.

8. In few cities is there accurate knowledge of what the traffic enforcement situation really is.

9. Recapitulation of reasons given for good records strongly supports the six methods of improving enforcement presented in last year's report

Among important or new points are :

(a) Sound and preferably uniform regulations are an essential basis for satisfactory enforcement

(b) The municipal administration must favor and support sound enforcement, if it is to be effectively maintained

(c) Modern administrative methods must be used. Good record keeping is essential

(d) Enforcement difficulties and deficiencies must be ascertained and through aggressive action, corrected

(e) Traffic Engineering can be most helpful in fact-finding, analysis, development of corrective measures and in securing favorable public opinion

(f) In cities which are making good records, police have decided that traffic violations and accident reduction warrant a considerable portion of their attention and energy. Unfortunately, this realization has not come in many cities

(g) Satisfactory enforcement conditions can never be expected without the co-operation and aggressive support of the Police Superintendent. In cities where police officials are protected against unfair influence and loss of position for efficiency and aggressiveness, they are usually doing good work.

(h) The value of a separate Traffic Police Division and of the thorough training of traffic officers, is becoming more generally realized

(i) Certain specialized-activity squads are proving exceedingly valuable. The reports indicate the great value of Accident Investigation Squads, of "Traffic Detectives" in securing convictions in serious accident cases involving important violations. In New York City, the Special Summons Squads are credited with continuous good work. Equipment testing squads in Toronto and elsewhere accomplish splendid results.

(j) Towing generally proves an efficient means of dealing with parking violations.

(k) Regular patrolmen should be required to be alert for traffic violations, as part of their duty.

(l) Effective preparation and presentation of traffic-violation cases are most important but often neglected factors in securing desired results.

(m) Methods must be developed to reduce to a minimum the time which officers must spend in court.

(n) The value of separate traffic courts and "Violations Bureaus" is being proved by experience.

(o) Simplification and speeding up of court procedure are important.

(p) The selection of magistrates and judges who are properly qualified is an important factor in securing sound enforcement.

(q) Magistrates must favor sound enforcement and must have courage to resist influence. Methods of selection, protection and removal of magistrates which insure qualified magistrates and provide assurance of continuity of position during efficient service, will go far toward securing desired results. (Reference is especially invited to the Toronto, Canada, system.)

(r) Courts (and police) must insist upon a clear-cut separation of civil suits from the municipality's cases against violators.

(s) Increasing penalties for repeated violations seem to find much favor. Warning letters to first offenders may be a sound procedure.

(t) The State Registrar of Motor Vehicles can co-operate with great disciplinary effect by warranted suspension and revocation of licenses. (Special attention is directed to the Somerville, Mass., experience.)

(u) The education of the public as to traffic enforcement is essential. Numerous methods are cited. The public must know how effective enforcement is. Favorable, informed public opinion must be developed.

(v) Sound enforcement energetically carried out and made known to the public has an important disciplinary effect

(w) The importance of elimination of unfair influence and "fixing" is paramount to real improvement

10. The achievement of satisfactory enforcement in a large proportion of municipalities will be brought about only when some powerful, organized group interests and informs itself thoroughly as to the enforcement situation, upon the major problems involved and upon their remedies. This group must then take aggressive action to bring about and maintain good conditions

Considering our elective political system and the steady pressure for leniency, it is usually too much to expect that a municipal administration will of its own accord bring about and maintain satisfactory traffic enforcement conditions. Organized and strong support from recognized representatives of the public, keeping the searchlight focused upon the enforcement situation is generally needed to counteract the multitudinous demands for leniency and to foster general public sanction of sound enforcement

11. A few cities are securing good results. What they are accomplishing, other cities can accomplish

12. Further study of this major traffic problem is much needed. It should be carried on by competent staff research

REPORT ON STATE CONTROL OF TRAFFIC

W A VAN DUZER, *Project Chairman,*
Director of Vehicles and Traffic, District of Columbia

SYNOPSIS

Report of compilation of information concerning status of motor vehicle traffic control in the various states, giving type and scope of controlling agencies

From the reports submitted from thirty-eight states and the District of Columbia it seems that the tendency toward centralized control of traffic is spreading rapidly in widely scattered sections of the country and that the few states that do have rather definite control over traffic in the municipalities appear to find satisfaction in the conditions, the disadvantages in a few instances being in division of authority and in lack of adequate power centralized in one body or group. The tendency is apparently to place this authority in the hands of the engineering department of the already organized and functioning highway department.

We believe that the reports from the thirty-six states give a pretty true cross section of the tendency toward centralized control