Para

Scott II-27—58,004—4-11-46.

EDUCATION AND PUBLIC HEALTH **(1947) Department.**

MS. **SERIES.**

6

G.O. NO. MS. 2681 Edn.

Dated 16th December 1947.

[Despatch Abstract.]

hyiscal Education - Play streets - Provision - Proposals - Dropped.

Further Pa

G.O.	No.	Department.	Date.	G.
Mem.	24	Edn.	[illegible]	

NOTES ON THE SUBJECTS DISCUSSED AT THE CONFERENCE ON PHYSICAL EDUCATIO

Held at Saidapet on the 9th December
1946.

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1. How to provide for play and physical activities in places where it is not possible to provide playgrounds.

SUGGESTIONS. It was emphasised that the minimum playground requirements should be insisted upon, that existing schools should be given a period of about 5 or 10 years within which to get the necessary playgrounds with Government help by way of grants or loans, and that new schools should not be recognised if they do not provide the necessary playgrounds while applying for recognition.

The alternatives suggested are (1). Play Streets, (2) Gymnasia and (3) utilisation of available play areas in the neighbourhood belonging to public institutions like the Corporation of Madras who have a number of Public Playgrounds.

NOTE. Detailed proposals about "Play Streets" will be submitted as soon as the necessary literature is received from the U.S.A.

2. Will not indigenous activities like Suryanamaskaras, Asanas etc., serve to meet the needs of schools having no playgrounds?

SUGGESTIONS. These activities may find some place in the programme. The play and recreation aspect should not be negelected.

NOTE. The present syllabus does provide for indigenous activities except Asanas. The inclusion of Asanas will be studied by the Syllabus Revision Committee proposals about which have been submitted to Government.

3. What is the place of health and physical education in Curriculum?

SUGGESTIONS. It should be made a compulsory subject progress in which should be considered for promotion and for selection for examinations.

NOTE. Standards of achievement and progress will have to be set up if this suggestion is accepted.

4. What are the activities unsuitable in the present programme of physical education?

SUGGESTIONS. The over emphasis on efficiency tests is harmful

NOTE. This subject is being studied by the Chief Inspector of Physical Education for boys' schools and detailed proposals will be submitted before the end of the acadamic year.

The Woman Specialist on Physical Education seems to have already taken steps to revise the tests for girls schools. The Woman Specialist on Physical Education will be addressed for details and a note submitted at an early date.

5. How can leadership in health and physical education be improved?

SUGGESTIONS. 1. By requiring high acadamic and professional qualifications for physical education teachers.

2. By offering attractive remuneration which will make the right type of persons to take up the training.

P.T.O.

3. By ~~effex~~ opening more centres where physical education teachers can be trained and by improving the training.

NOTE. The detailed remarks of the Chief Inspector of Physical Education on the suggestion to build up a Government College of Physical Education have been submitted to the Director of Public Instruction.

6. Board of Health and Physical Education.

SUGGESTIONS. A Board of Health and Physical Education to advise Government on matters of policy should be set up. Nutrition of children should receive full attention.

NOTE. 1. The late Mr.Buck while Adviser to Government on Physical Education, Madras, and as President ~~of the Physical Education Madra, and as President~~ of the Madras Provincial Physical Education Association, had urged upon Government the necessity for such a Board.

2. Suggestions regarding light tiffin before play or physical activities will be submitted as soon as details are received from the Nutrition Department of the Department of Public Health.

7. Shift system in schools.

SUGGESTIONS. Shift system will seriously affect the programme of health and physical education and may impair the health and physical development of the students. This requires anxious consideration.

NOTE. The shift system, if introduced, will make it very difficult to implement a satisfactory programme of health and physical education in schools.

Submitted to the Hon'ble the Minister for Education, as directed.

Chief Inspector of Physical Education.

Copy submitted to the Director of Public Instruction, Madras.

VKS. 12/12.

3

Edn. and P.H. Dept.(A).

Rd 18/2/47

19
17/1

29/1

LETTER/Ref.No. 76932 C1/46-1 Edn. Dt. 16.1.47.

③

To
The Secy. to the G. of I., Dept. of Edn., New Delhi.

Sir,

This Govt. have under examn. the question ~~as to how~~ of provision of facilities ~~can be provided~~ for children to play, in places where there are no playgrounds ~~and~~ or ~~where there is no~~ sufficient open spaces. It is ~~has been~~ understood~~, in that connection~~, that in the City of New York, the closure for traffic of certain roads at particular times is ordered, so as to enable the school-children to use those roads as play-grounds. I am directed to state that this Govt. would be grateful if the G. of I. could, ~~if~~ there is no objn., obtain either definite and ~~more~~ detailed information about this practice from the Education Liaison Officer of the G. of I. in Washingdon (Mr.

Verbal as

for them

~~-3-~~ 4

Sundaram) ~~and forward it.~~ or through the appropriate channels.

Y.O.S.,

15/1/47 16/1/47

1/5/1

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①1 ④ 5

Post Copy of Telephonic Message dated 4th January 1947.

76932

From The Director of Public Instruction, Madras

To

The Secretary to the Government of Madras,
Education and Public Health Department,
Fort St. George, Madras.

ASST. SECRETARY TO GOVERNMENT
8 JAN 1947
EDUCATION AND PUBLIC HEALTH DEPT

Subject:- Conference of Physical Education Teachers
Refce.:-- Honourable Minister's note dated 13.12.46 pp4

1180

In the copy of the Honourable Minister's note dated 13.12.1946 on the subject cited above reference is made to the portion marked A in the appended sheet. A copy of that appended note indicating the portion marked A may kindly be furnished as it has not been received in this office.

pp1-2 CF

For Director of Public Instruction.

ks.7-1. 7/1

41/391 3/1 T.M ~~[illegible]~~ 7 / Edn & P.H
C1
⑤

[illegible]

From: The A. S., Edn & P. H. Dept
To: The Dy. S. P. I.
Sub:- Conference of Physical Education Teachers —, Reg:- P.C. of T.M. from the Director dt. 4.1.47.

P 5 CF

A copy of the "appended" note indicating the portion marked 'A' is furnished with the p.c. of this T.M.

Only p.c. to be sent with copy App. 1-2 cf.

27.1.47.

BM
28/1/47

[illegible] encl
29/1

உற்சாகத்தையும், ஒத்துழைப்பையும் பெறவேண்டும்
பிரச்சாரம் தெருக்களில் செய்தும் வீடுகளில் போய் பாடி
கூடிப் பழகியும் தாய்களுடன் ஒத்துழைப் பெண். இவ்வித
ஸ்கூல்களிலெல்லாம் ஜனங்களுடன் ஒத்துழைப்பைப் பெற
லாம். கிராமிய பக்திகீர்த்தனைகள் பாடிக்கொண்டும் சொல்லியு
ம், புஸ்தகசாலை வைத்து சாவடிகளில் அவர்களில் வந்து
வாசிக்கச் செய்தும் ஜனங்களுடனும் ஒத்து
ழைத்து சேர்ந்து இருக்க வேண்.
இவ்வழிகளிலெல்லாம் ஒத்துழைப் பெண்.

1180

Draft

Edn & P.H. Dept (C1)

C.A.D. III. 19.
30,000—Apl. 1946.

C1

CORPORATION OF MADRAS.
DEPARTMENT,
Ripon Buildings, Park Town P.O., Madras.

C. No.

Enclosures :

24th January 1947.

ASST. SECRETARY TO GOVERNMENT
28 JAN 1947
EDUCATION AND PUBLIC HEALTH DEPT.

~~MEMORANDUM~~

(6)

6481

Post copy of telephone message dated 24-1-47 from the Educational Officer, Corporation of Madras to The Asst.Secretary to Government, Education and Public Health Department, Fort St.George, Madras.

Subject: Playgrounds - Closure of some streets for traffic - use of such streets as playgrounds by school children.

--

Ref: Your telephonic message dated 7-1-47.

I have to inform you that there was a proposal, sometime back, to solve the inadequacy of playgrounds for schools by roping off nearby streets for traffic during certain hours in a day and allowing the children of the nearby schools to play thereon. The proposal was not worked out and no specific scheme was evolved. The papers are not available.

N. Sankaran 25-1-47

~~for~~ Educational Officer.

13351-C1
26/2/47

(7)

No.D.360-47/E.II.
Government of India,
Department of Education,
New Delhi 3, the 10th February, 1947.

From

Sir John Sargent, C.I.E., M.A., D.Litt.,
Secretary to the Government of India.

ASST. SECRETARY TO GOVERNMENT
17 FEB 1947
EDUCATION AND PUBLIC HEALTH DEPT.

To

The Secretary,
Department of Education and Public
Health, Govt. of Madras, Madras.

Subject:- Provision of facilities for children to play in places where there are no playgrounds-Practice in New York.

13351

Sir,

I am directed to acknowledge the receipt of your letter No. 76932-C-I/46-1-Edn, dated the 16th January, 1947, and to state that the Educational Liaision Officer to the Government of India in the United States of America has been referred to about the practice in the city of New York. A further communication will be sent to you on receipt of his reply.

pp 3-4 ante

A

I have the honour to be,
Sir,
Your most obedient servant,

for Secretary.

SECRETARY, EDN. AND P.H. DEPT.
8 MAR 1947
GOVERNMENT OF MADRAS

Edn+P.H.(C1)

The further communication promised at A above may be awaited till 10. 4. 47.

24/2/47

21/2/47.

28/2/47 S

3/3/47 for information.

Ett. 18
C1

Rott
Reg

P1 13
(8)

No.F.33-12/47-E.II
Government of India.
Department of Education.
New Delhi 3, the 3rd March'47.

ASST. SECRETARY TO GOVERNMENT
27263
8 APR 1947
EDUCATION AND PUBLIC HEALTH DEPT.

From

Sir John Sargent, C.I.E., M.A., D.Litt.,
Secretary to the Government of India,

To

The Secretary to the Government of Madras,
Department of Education and Public Health,
MADRAS.

PROVISION OF FACILITIES FOR CHILDREN
TO PLAY IN PLACES WHERE THERE ARE NO
PLAYGROUNDS - PRACTICE IN NEW YORK.

Sir,

p11 ante.

9 books
kept below.

I am directed to refer to this Department letter No.D.360-47/E.II dated the 10th February 1947 on the above subject and to forward herewith some literature on the safety programmes particularly for school children, received from the Educational Liaison Officer for India in the United States of America for your use.

2. With regard to the traffic regulations in the city of New York, the Educational Liaison Officer confirms that certain roads are closed for traffic during certain hours of the week to enable children to play in the open. It is further stated that these roads are not in the centre of the city, but in the out-lying areas where it is easy to stop traffic or atleast divert traffic on alternate ways. It is done by a very simple device of placing a barrier across the road on two ends, and putting up a sign "Play Hour for Children".

I have the honour to be,
Sir,
Your most obedient servant,

for Secretary.

"GLD"

(9)

Edwt.F.H

Pl come at
Return file to
Section today
17/4/47.

Memo. No. ~~[illegible]~~ 26932 E1/46-2 Edn.Dt. 17.4.47.

Sub:- Conference of Physical Edn. teachers - Suggestion re: the provision of playgrounds.

The attention of the D.P.I. is invited to the ~~note~~ minute of H.M. Edn. dated 13.12.46 on the subject mentioned above, (copy sent to him direct) and he is requested to state when ~~the~~ report called for ~~[illegible]~~ may be expected.

Ep 1 nf

15/4/47

15/4/47.

16/4/47

17/4/47

To
The D.P.I.

Desp'd.
17/4/47

9

(10)

EDUCATION DEPARTMENT.

FROM

DR. S.R.U. SAVOOR, M.A., D.Sc., I.E.S.,
DIRECTOR OF PUBLIC INSTRUCTION,
MADRAS.

TO

THE SECRETARY TO GOVERNMENT,
EDUCATION AND PUBLIC HEALTH DEPARTMENT,
MADRAS.

R.C. No. 11508 E/46 dated the 26th May 1947.

Sir,

SUB:- Conference of Physical Education Teachers Suggestion re: the provision of playgrounds:

REF:- Government Memorandum No.76932 C.1/46-2 Education, dated 17th April 1947.

44981

p 15

The question is being examined by the Chief Inspector of Physical Education. On receipt of his report, my reply will be submitted.

A1

R. Narasimhan

for Director of Public Instruction.

Copy to:
The Chief Inspector of Physical Education,
Madras.

KAN.27/5

18

C.F. 30.

DEPARTMENT.

Received ....19 . *Registered*..19 .

Subject.

Enclosures.
No. ....
....
Spare copies........................

No.

Station.., *Dated the* ....19 .

From (Name)

---

(11) 19

Chief Inspector of Physical Education,
Old College, Nungambakkam,
MADRAS--6, 16-6-1947.

Dear Sir,

I beg to submit herewith a note on Play Streets with a copy of the book "Play Streets" for your kind perusal. I regret very much that this has been delayed so far due to the necessity of having to secure the required information from the United States of America.

Yours sincerely,

To
The Hon'ble Mr.T.S.Avinashilingam Chettiar,
Minister for Education,
FORT ST. GEORGE.

20

NOTE ON PLAY STREETS.

(12)

The first mention of Play Streets was made in 1909 in a report of the Parks and Playgrounds Association of the City of New York. Since then the Play Street idea was taken up in many cities of the United States of America and Play Streets were much in evidence between 1930--40 in ~~x~~ large Cities like New York. Dr. George D. Butler, Secretary of the National Recreation Association of America says that the question of using streets for supervised play programmes has not been to the fore in recent years and that as cities have increasingly provided playgrounds and other special areas on which activities may be enjoyed, the use of streets for supervised play has diminished. He also says that there are probably few recreation leaders in the country to-day who would favour the use of streets for play ~~g~~ programmes except in situations where other forms of play space are absolutely unavailable.

The White House Conference on Child Health and Protection held in 1930 included the following statements on Street Play:-

> "Social workers and recreation authorities are divided as to the value of establishing protected play streets for children, doubting whether the small children would be able to remember the particular periods when the streets are safe from traffic. They might, therefore, once having acquired the habit of play in the streets, be less careful and more subject to danger. Many feel also strongly that the use of streets as make-shift playgrounds may reduce the likelihood of securing real playgrounds, However, a number of cities report the setting aside of streets for play under leadership.

> "The best that can be said for play streets is poor indeed when we considered their inherent disadvantages; crowded streets, brick walls and a street shower are a far cry from the streams, the woods and the fields."

Dr. Butler says that to the best knowledge of the National Recreation Association there is no programme of street play being carried on in the City of New York at the present time.

The situation in Madras, however, is not exactly the same as in the United States of America. There the Play Streets were used not for school children but for the children of the localities who were ordinarily and customarily playing in the streets and did not find any other place for recreation. Besides, in the United States the Play Street programme was mostly carried out during the mid-summer recess and not throughout the year. The proposal in our City is to use the broad streets wherever available as adjuncts to educational institutions for a limited period of about 2 to 3 hours, say between 3 to 6 P.M., for the specific purpose of providing space for the students of the institutions concerned for physical training activities. This experiment has to be tried (a) in localities where the acquisition of playground is absolutely impossible and (b) where the streets are paved and broad enough for the purpose. To make the experiment a sucess, it is necessary to have the co-operation of (1) the Police Department (2) Corporation of Madras (3) the public who have business or who are dwelling in houses on either side of the road that is supposed to be used as Play Street (4) the Fire Services Department and (5) the Headmaster and staff of the school concerned.

In New York, the Commissioner of Police has authority to make rules and regulations for the conduct of pedestrian and vehicular traffic. The section giving the Commissioner these powers reads as follows:-

> "Section 435.- (Police) Department - duties:- The Police Department and force shall have the power and it shall be their duty to********* regulate, direct, control and restrict the movement of vehicular and pedestrian traffic for the facilities of traffic and the convenience of the public as well as the proper protection of human life and health; ****** The Commissioner shall make such rules and regulations for the conduct of the pedestrian and vehicular traffic in the use of the public streets, squares and avenues as he may deem necessary which shall not become effective until filed with the City Clerk and published in the City Record. The violation of such rules and regulations shall be triable by a City Magistrate and punishable by not more than 30 days imprisonment, or by a fine of not more than 50 dollars, or both".

By virtue of this authority, the Police Commissioner of New York City has promulgated Rules and Regulations and section 160 of the Rules and Regulations reads thus:-

> "160.- Streets designated as Play Streets:
>
> The following regulations shall govern traffic on all streets of the city designated ad Play Streets:
>
> 1. Play Streets, designated as such by the Police Commissioner, are to be primarily for children to play in.
>
> 2. All vehicles are prohibited from using any street designated as Play Streets, except as the requirements of the occupants and owners of the property abutting such play street may call for.
>
> 3. The regulations governing play streets shall be in effect from 8 A.M. to one-half hour after sunset daily.

P.T.O

A

It is understood that the Commissioner of Police of Madras has powers to block off roads and streets in the City for specified purposes. But he does not seem to have the power to block off streets regularly and constantly as Play Streets. Legislation may perhaps have to be enacted to giving this power to the Commissioner of Police of Madras.

B

Besides blocking of streets, streets have to be rendered clean and tidy and safe for play; in this, the Corporation Health Department will have to co-operate. The Headmaster of the school concerned will have to influence public opinion and those in and around the school in favour of this experiment and secure the co-operation of his staff. The co-operation of the Director of Fire Services may be requisitioned for the use of fire engines to water the streets before play and clean them.

In this connection the Chief Inspector of Physical Education addressed the Commissioner of Police and interviewed him. From the Police point of view, the play street scheme is neither practical nor desirable. Copies of the communications are enclosed.

Under these circumstances, it does not appear if the Play Street Scheme would be a success in this country. All the same an experiment might be worth-while and a final decision might be taken after the experiment is concluded. The venue of the experiment may be Mint Street, opposite the Hindu Theological High School. Before conducting the experiment, a conference might perhaps be convened by the Hon'ble Minister to discuss the question of Play Streets in all its aspects. The following might be invited:-

1. Director of Public Instruction;
2. Director of Public Health;
3. Commissioner of Police;
4. Commissioner, Corporation of Madras;
5. Director of Fire Services;
6. Headmaster, Hindu Theological High School;
7. Member of the Corporation Council representing Sowcarpet;
8. Chief Inspector of Physical Education.

-@@@-

Submitted to the Hon'ble Minister for Education, Madras.

Chief Inspector of Physical Education
Madras.

S.U.17/6.

Copy of this communication Roc.No.716/46 dated 21-5-1947 to the Assistant Commissioner of Police (Traffic), Madras.

Sub: Physical Education - Play - conversion of certain roads as Play Streets during certain hours in the day for play purposes.

In continuation of my conversation with you on the above subject last week, I have the honour to furnish herewith details of the scheme.

There are some wide roads here and there in the City which can under proper supervision be used for certain small area games and other recreative physical training activities. The use of such roads is found necessary due to the dearth of playgrounds. The co-operation of the Police Department is necessary to block traffic from such streets during the hours allotted for play, the co-operation of the Corporation Health Department is necessary to keep such streets clean and the co-operation of the public in the neighbourhood of the streets is necessary to make the scheme a success.

Having seen successful working of the "Play Streets" scheme in the United States of America, I am confident that the scheme if introduced in the large cities of the Province which are congested and have not got sufficient open areas for use as playgrounds will be a success here also. I suggest that an experiment be tried to begin with in 2 congested localities namely Sowcarpet and Triplicane. The portion of Mint Street in front of the Hindu Theological High School, Sowcarpet and the portion of the road in front of the Kellet High School, Triplicane may be selected.

P.T.O.

24

: 2 :

I shall be glad to meet you again to discuss further details, if you will kindly make an appointment. The Hon'ble Minister for Education is very keen on this scheme and wishes ~~it~~ it to be introduced as early as possible. I shall be responsible to see that the schools concerned also take the fullest interest in the matter.

I request that this may kindly be treated as very urgent.

G.F.ANDREWS,
Chief Inspr.of Phy.Edn., Madras.

-@@@-

Copy of the reply Roc.No.866/MIS/47 dated 31-5-47 from the Deputy Commissioner of Police, Traffic & Licensing, Madras(A.R.Jakeman, Esq.)

Sub: Physical Education - Play - conversion of certain roads as "Play Streets" during certain hours in the day for play purposes.
Ref: Your Roc.No.716/46 dated 21-5-1947. p23 above

While in fullest sympathy with the objects of your proposal, I regret I am unable to agree with the methods. The localities suggested for playgrounds are congested and if traffic is stopped, it will result in a great deal of traffic confusion and inconvenience to the inhabitants of the localities. Diversions are not practical. Further-more, an increase in the sanctioned strength of the City Police would be necessary for the purpose of these extra duties in controlling and directing traffic at the playgrounds, which would result in a large expenditure to the Govt.

2. We are trying to keep children from playing on the roads in the interests of public safety and to officially encourage this even under proper supervision would, I feel, result in an increase in the number of accidents.

-@@@-

---

43 C1 25

To be put in Play Streets Bill file
ISA
11-7-47

Minister for Education Govt. of Madras
14 JUL 1947
Secretary to Government Education and Public Health Dept.
15 JUN 1947

Chief Inspector of Physical Education,
Old College, Nungambakkam,
MADRAS-6, 8-7-1947.

(15)

Dear Sir,

I had submitted a note on "Play Streets" with my D.O. letter dated 16-6-1947.

In continuation of the above note, I beg to bring to the kind notice of the Hon'ble Minister for Education an extract from the resolution of the Child Welfare Conference held under the auspices of the All India Children's Association, Bombay, on December 30, 1947, which reads thus:-

> "Till effective town-planning brings playgrounds to his door, the child shall have the freedom of safe play in the streets. For this purpose certain streets and lands must be reserved for them at certain hours and closed to vehicular traffic".

The above resolution of the conference was communicated by the Government of India, Department of Education, to the Government of Madras in their communication No.2468-47-E1 dated 30-4-1947 with the endorsement "that the issues raised in the resolution may please be taken into consideration for suitable action at the time of implementation of Provincial

P.T.O.

28

: 2 :

Educational Schemes". Government of Madras in the Education and Public Health Department have communicated the above to the Director of Public Instruction, Madras, in their endorsement No.38177-C1/47-1, dated 6-6-1947.

Yours sincerely,

5/5

4.7.47

To

The Hon'ble Mr.T.S.Avinashilingam Chettiar,
Minister for Education,
FORT ST. GEORGE.

9

27

(16)

C.F. 32.

In reply, please quote number, date and short title.*

EDUCATION DEPARTMENT.

Received ______ *Registered* ______

ASST. SECRETARY TO GOVERNMENT
13 AUG 1947
EDUCATION AND PUBLIC HEALTH DEPT.

From (Name) Sri D.S. Reddi, M.A., (Oxon),
(Designation) Director of Public Instruction,
Post Box ______, (Station) Madras.
Telegraphic Address ______

To

The Secretary to Government,
Education and Public Health Department, Madras.

Rc. *No.* 1171 E/47., *dated* 8th August 1947.

65726

Sir,

*SUB:- Physical Education - Play streets.

Ref:- Note dated 6-7-1947 from the Hon'ble Minister for Education.

Enclosures pp5-7 nf.

Spare Copies ______

I have the honour to report that this is a scheme for the success of which the co-operation of the Police is essential but the Commissioner of Police considers that the scheme is not feasible for the reasons given by him in his letter Rc.866/Mis/47, dated 31-5-1947 (copy enclosed).

p 28 infra

2. The hours of work in the City schools are such that the children will not be able to use the streets reserved for them during hours when there is little vehicular traffic (i.e.) between 10 A.M. and 4 P.M. They would need the streets for recreational activities in the mornings or more particularly in the evenings when traffic is heaviest. At both ends of the streets reserved we have to post constables and even have barricades to prevent un-authorised traffic. For keeping such streets clean and safe for playing, the Corporation of Madras will also have to co-operate, in additional to the Fire Service Department. If streets away from schools or from their homes ~~houses~~ are selected, it is doubtful if the children can be pursuaded to go there unless instructed to do so by their teachers; some of whom should also be present. If these difficulties can be overcome, the experiment may be tried in congested localities in the town, through it is doubtful if the streets are broad enough for use for play.

Z1

I have the honour to be,
Sir,
Your most obedient servant,

1/2

for Director of Public Instruction

m.k.11/8

RAM 12/8

p.t.o.

-2-

Copy of this Communication Roc.No.716/46, dated 21-5-1947 to the Asst. Commissioner of Police (Traffic), Madras.

Sub:- Physical Education - Play - Conversion of certain roads as play streets during certain hours in the day for play purposes.

In continuation of my conversation with you on the above subject last week, I have the honour to furnish herewith details of the scheme.

There are some wide roads here and there in the City which can under proper supervision be used for certain small area games and other recreative physical training activities. The use of such roads is found necessary due to the dearth of playgrounds. The co-operation of the Police Department is necessary to block traffic from such streets during the hours allotted for play, the co-operation of the Corporation Health Department is necessary to keep such streets clean and the co-operation of the public in the neighbourhood of the streets is necessary to make the scheme a success.

Having seen sussessful working of the "Play Streets" scheme, in the United States of America, I am confident that the scheme if introduced in the large cities of the Province which are congested and have got sufficient open areas for use as playgrounds will be a success here also. I suggest that an experiment be tried to begin with in 2 congested localities namely Sowcarpet and Triplicane. The portion of Mint street in front of the Hindu Theological High School, Sowcarpet and the portion of the road in front of the Kellet High School, Triplicane, may be selected.

I shall be glad to meet you again to discuss further details, if you will kindly make an appointment. The Hon'ble Minister for Education is very keen on this schme and wishes it to be introduced as early as possible. I shall be responsible to see that the schools concerned also take the fullest interest in the matter.

I request that this may kindly be treated as very urgent.

G.F. Andrews,
Ch. Inspr. of Phy. Edn., Madras.

II

Copy of the reply Roc.No.866/MIS/47, dated 31-5-47 from the Deputy Commissioner of Police, Traffic and Licensing, Madras (A.R.Jakoman Esq.)

Sub:- Physical Education - Play - Conversion of certain roads as "Play Streets" during certain hours in the day for play purposex.

Ref:- Your Roc.No.716/46, dated 31-5-1947.

copy - above

While in fullest sympathy with the objects of your proposal, I regret I am unable to agree with the methods. The localities suggested for play grounds are congested and if traffic is stopped, it will result in a great deal of traffic confusion and inconvenience to the inhabitants of the localities. Diversions are not practical. Further more an increase in the sanctioned strength of the City Police would be necessary for the purpose of these extra duties in controlling and directing traffic at the playgrounds, which would result in a large expenditure to the Government.

M

2. We are trying to keep children from ~~xxxxxxx~~ playing on the roads in the interests of public safety and to officially encourage this even under proper supervision would, I feel, result in an increase in the number of accidents.

/true copy/ Yr

for Director of Public Instruction

12/8

12/8.

Please take copies and ~~[illegible]~~ to all Hon's and RAO. today
12/11/47

Copies dep. to all members
12/11
P S NF

NOTE.

Edn. & P.H.Dept. (C1).

(17)

Subject:- Utilization of streets as playgrounds for school children.

Most of the schools in Cities, specially in Madras, have no provision for playgrounds. They are housed in buildings without much ventilation or light. It is, therefore necessary that some provision should be made for children to play. The question was considered at a meeting which the Hon'ble the Minister for Education had at the Y.M.C.A., College of Physical Education in July last and a suggestion was made that in certain places, where it was possible, the streets could be used as play-grounds and for the time being traffic of carts, etc., might be diverted from those streets. It has been pointed out in this connection that such things are being done in America. The Hon'ble the Minister for Education has minuted as follows on this subject:-

> " If such a thing is possible in America, I do not see why this should not be done in this country, at least as an emergency measure till we are able to provide play grounds in the Marina or in any other place.   ...   ...

In New York, the Commissioner of Police has authority to make ~~xx~~ rules and regulations for the conduct of pedestrian and vehicular traffic.

p6NF

H.E. also portions sidelined 'Y' in p6NF

I understand that the Commissioner of Police in Madras and the Police generally in other places have powers to block roads and streets in the City for specific purposes but it does not seem that they have power to block off streets regularly and constantly as play streets. Legislation may perhaps be enacted to give this power to the Commissioner of Police.

Besides blocking the streets, streets have to be kept clean and safe for playing. In this matter the Health department will have to co-operate. The Director of Fire Services may be asked for the use of Fire Engines to clean them. For the present this may be tried in Madras as being the most congested place where play grounds are ill-provided.

The roads that have to be taken might be roads in which there is no very great traffic in the evenings or even if so, these traffic should be diverted to nearby alternative channels. The actual streets that may have to be chosen as play streets may be fixed later on in consultation with the Police and the Corporation and other officers concerned; but the point for consideration now is whether we may try this experiment of streets as play streets and if so, whether legislation

lation

legislation on the lines that have been taken in America may be introduced here also."

The matter was ~~reported~~ referred to the Director of Public Instruction and the Commissioner of Police for remarks. The Commissioner of Police has written as follows:-

> " While in fullest sympathy with the objects of ~~your~~ the proposal, I regret I am unable to agree with the methods. The localities suggested for play grounds are congested and if traffic is stopped, it will result in a great deal of traffic confusion and inconvenience to the inhabitants of the localities. Diversions are not practical. Furthermore, an increase in the sanctioned strength of the City Police would be necessary for the purpose of these extra duties in controlling and directing traffic at the play-grounds, which would result in a large expenditure to the Government.
>
> 2. We are trying to keep children from playing on the roads in the interests of public safety and to officially encourage this, even under proper supervision, would, I feel, result in an increase in the number of accidents."

p28 CF

The Director of Public Instruction has written as follows:-

> " The hours of work in the City schools are such that the children will not be able to use the streets reserved for them during hours when there is little vehicular traffic (i.e.) between 10 A.M. and 4 P.M. They would need the streets for recreational activities in the mornings or more particularly in the evenings when traffic is heaviest. At both ends of the streets reserved we have to post constables and even have barricades to prevent unauthorised traffic. For keeping such streets clean and safe for playing, the Corporation of Madras will also have to co-operate, in addition to the Fire Service Department. If streets away from schools or from their homes are selected, it is doubtful if the children can be persuaded to go there unless instructed to do so by their teachers; some of whom should also be present. If these difficulties can be overcome, the experiment may be tried in congested localities in the town, ~~through~~ though it is doubtful if the streets are broad enough for use for play."

p27 CF

The E.& P.H. Secretary has noted that allowance should be made for the actual difference in conditions between New York and Madras. He has agreed with the views of the Commissioner of Police and doubts whether it would be wise to proceed with the scheme. The Home Dept., which was consulted in the matter, has agreed with the views of the Commissioner of Police and the Secretary, E.& P.H.Dept. The Public Department has pointed out that Madras Fire Services cannot be engaged to water and clean the streets as a regular feature.

p8 NF

p9 NF

p10 NF

p12 NF

The L.A. Secretary considers that the scheme is an excellent one and that a beginning may be made in Madras and a few other big cities by getting the Police to do the closure of streets under the traffic rules. The Legal Department who was consulted as to whether any legislation was necessary for closing the streets has noted that, though no legislation for the purpose is necessary, it is advisable to frame a Rule under the Madras Traffic Control Act to enable the closing of streets for the purpose in view. // On circulating the file to H.M.(Education) he has minuted as follows:-

para 2, p13 NF

p14 NF

> " We are greatly in need of play grounds. Our children are deteriorating in health for want of them. If play-streets can be organised in much more busy countries in the West, I don't see why we should not utilize them here. If it cannot be possible for the Madras Fire Services to clean and water the streets as a regular feature, I think, we can play in certain streets even without cleaning and watering. It may even be left to be done by the students themselves. In view of the deteriorating health of the children for want of play-grounds we must resort to these proposals and when these yield good results, I am sure, they will yield very good results in this country also. "The proposals may be typed separately and subd. so that they may be circulated to all HoDs"

This note is accordingly circulated to all the Hon'ble Ministers and H.P.M., ~~for orders on the proposal (1) to organize~~ whether play-streets may be organised in the City of Madras to begin with ~~and other cities like Madura, Trichinopoly, etc., and (2) whether a rule may be framed under the Traffic Control Act to enable the closing of streets for the purpose.~~

TSM 6/11/47

W 7/11/47.

M.V. Subramaniam
Secy to Govt.

They are kindly requested to give their views in the matter in about a couple of weeks.

TSA
10-11-47

Education & Public Health Department.

9

(19)

SECRETARY TO GOVERNMENT
19 NOV 194
EDUCATION AND PUBLIC HEALTH DEPT.

N O T E.

Subject:--Utilization of streets as playgrounds for school children.

Most of the schools in cities, specially in Madras, have no provision for playgrounds. They are housed in buildings without much ventilation or light. It is, therefore, necessary that some provision should be made for children to play. The question was considered at a meeting which the Hon'ble the Minister for Education had at the Y.M.C.A., College for Physical Education in July last and a suggestion was made that in certain places, where it was possible, the streets could be used as play-grounds and for the time being traffic of carts, ~~xxxx~~ etc, might be diverted from those streets. It has been pointed out in this connection that such things are being done in America. The Hon'ble the Minister for Education has minuted as follows on this subject:

> "If such a thing is possible in America, I do not see why this should not be done in this country, at least as an emergency measure till we are able to provide play grounds in the Marina or in any other place.

> In New York, the Commissioner of Police has authority to make rules and regulations for the conduct of pedestrian and vehicular traffic.

By virtue of this authority, the Police Commissioner of New York city has promulgated Rules and Regulations and section 160 of the Rules and -- Regulations read thus:--

The following regulations shall govern traffic on all streets of the city ~~designed~~ designated as Play Streets:-

1. Play Streets, ~~xxxxxxxx~~ designated as such by the Police Commissioner, are to be primarily for children to play in.

2. All vehicles are prohibited from using any street designated as play streets, except as the requirements of the occupants and owners of the property abutting such play street may call for.

3. The regulations governing play streets shall be in effect from 8 A.M. to one-half after sunset daily.

I understand that the Commissioner of Police in Madras and the police generally in other places have powers to block roads and streets in the City for specific purposes but it does not seem that they have power to block off streets regularly and constantly as play streets. Legislation may perhaps be enacted to give this power to the Commissioner of Police.

Besides blocking the streets, streets have to be kept clean and safe for playing. In this matter the Health department will have to co-operate. The Director of Fire Services may be asked for the use of Fire Engines to clean them. For the present this may be tried in Madras as being the most congested place where play grounds are ill-provided.

P.t.o.

The roads that have to be taken might be roads in which there is no very great traffic in the evenings or even if so, these traffic should be diverted to nearby alternative channels. The actual streets that may have to be chosen as play streets may be fixed later on in consultation with the Police and the Corporation and other officers concerned; but the point for consideration now is whether we may try this experiment of streets as play streets and if so, whether legislation on the lines that have been taken in America may be introduced here also".

18 NOV 1947

The matter was referred to the Director of Public Instruction and the Commissioner of Police for remarks. The Commissioner of Police has written as follows:--

"While in fullest sympathy with the objects of the proposal, I regret I am unable to agree with the methods. The localities suggested for play grounds are congested and if traffic is stopped, it will result in a great deal of traffic confusion and inconvenience to the inhabitants of the localities. Diversions are not practical. Furthermore, an increase in the sanctioned strength of the city Police would be necessary for the purpose of these extra duties in controlling and directing traffic at the playgrounds, which would result in a large expenditure to the Government.

2. We are trying to keep children from playing on the roads in the interests of public safety and to officially encourage this, even under proper supervision, would, I feel, result in an increase in the number of accidents."

The Director of Public Instruction has written as follows:-

" The hours of work in the City schools are such that the children will not be able to use the streets reserved for them during hours when there is little vehicular traffic (i.e.,) between 10 A.M. and 4 P.M. They would need the streets for recreational activities in the mornings or more particularly in the evenings when traffic is heaviest. At both ends of the streets reserved we have to post constables and even have barricades to prevent unauthorised traffic. For keeping such streets clean and safe for playing, the Corporation of Madras will also have to co-operate, in addition to the Fire Service Department. If streets away from schools or from their homes are selected, it is doubtful if the children can be persuaded to go there unless instructed to do so by their teachers; some of whom should also be present. If these difficulties can be overcome, the experiment may be tried in congested localities in the town, though it is doubtful if the streets are broad enough for use for play".

The Education and Public Health Secretary has noted that allowance should be made for the actual difference in conditions between New York and Madras. He has agreed with the views of the Commissioner of Police and doubts whether it would be wise to proceed with the scheme. The Home Department which was consulted in the matter, has agreed with the views of the Commissioner of Police and the Secretary, Education & Public Health Department.

The Public Department has pointed out that Madras Fire Services cannot be engaged to water and clean the streets as a regular feature. The Local Administration Department Secretary considers that the scheme is an excellent one and that a beginning may be made in Madras and a few other big cities by getting the Police to do the closure of streets under the traffic rules. The Legal Department who was consulted as to whether any legislation was necessary for closing the streets has noted that, though no legislation for the purpose is necessary, it is advisable to frame a Rule under the Madras Traffic Control Act to enable the closing of streets for the purpose in view.

On circulating the file to H.M.(Education) he has minuted as follows:

"We are greatly in need of play grounds. Our children are deteriorating in health for want of them. If play-streets can be organised in much more busy countries in the West, I don't see why we should not utilise them here. If it cannot be possible for the Madras Fire Services to clean and water the streets as a regular feature, I think, we can play in certain streets even without cleaning and watering. It may even be left to be done by the students themselves. In view of the deteriorating health of the children for want of play-grounds we must resort to these proposals and when these yield good results, I am sure, they will yield very good results in this country also. The proposals may be typed separately and submitted so that they may be circulated to all H.M's.

This note is accordingly circulated to all the Hon'ble Ministers and H.P.M. They are requested to kindly give their views in the matter in about a couple of weeks.

M.V. Subramanian,

SECRETARY TO GOVERNMENT.

RPS/13.11.

I should strongly oppose this proposal to convert streets into playgrounds.
OR
17/11

Education & Public Health Department.

N O T E.

SECRETARY, EDN. AND P.H. DEPT.
19 NOV 1947

Subject:--Utilization of streets as playgrounds for school children.

Most of the schools in cities, specially in Madras, have no provision for playgrounds. They are housed in buildings without much ventilation or light. It is, therefore, necessary that some provision should be made for children to play. The question was considered at a meeting which the Hon'ble the Minister for Education had at the Y.M.C.A., College for Physical Education in July last and a suggestion was made that in certain places, where it was possible, the streets could be used as play-grounds and for the time being traffic of carts, ~~xxxx~~ etc, might be diverted from those streets. It has been pointed out in this connection that such things are being done in America The Hon'ble the Minister for Education has minuted as follows on this subject

> "If such a thing is possible in America, I do not see why this should not be done in this country, at least as an emergency measure till we are able to provide play grounds in the Marina or in any other place.
>
> In New York, the Commissioner of Police has authority to make rules and regulations for the conduct of pedestrian and vehicular traffic.
>
> By virtue of this authority, the Police Commissioner of New York city has promulgated Rules and Regulations and section 160 of the Rules and -- Regulations read thus:--
>
> The following regulations shall govern traffic on all streets of the city ~~designed~~ designated as Play Streets:-
>
> 1. Play Streets, ~~designed~~ designated as such by the Police Commissioner, are to be primarily for children to play in.
>
> 2. All vehicles are prohibited from using any street designated as play streets, except as the requirements of the occupants and owners of the property abutting such play street may call for.
>
> 3. The regulations governing play streets shall be in effect from 8 A.M. to one-half after sunset daily.
>
> I understand that the Commissioner of Police in Madras and the police generally in other places have powers to block roads and streets in the City for specific purposes but it does not seem that they have power to block off streets regularly and constantly as play streets. Legislation may perhaps be enacted to give this power to the Commissioner of Police.
>
> Besides blocking the streets, streets have to be kept clean and safe for playing. In this matter the Health department will have to co-operate. The Director of Fire Services may be asked for the use of Fire Engines to clean them. For the present this may be tried in Madras as being the most congested place where play grounds are ill-provided.

p.t.o.

The roads that have to be taken might be roads in which there is no very great traffic in the evenings or even if so, these traffic should be diverted to nearby alternative channels. The actual streets that may have to be chosen as play streets may be fixed later on in consultation with the Police and the Corporation and other officers concerned; but the point for consideration now is whether we may try this experiment of streets as play streets and if so, whether legislation on the lines that have been taken in America may be introduced here ~~xxxxxx~~ also".

The matter was referred to the Director of Public Instruction and the Commissioner of Police for remarks. The Commissioner of Police has written as follows:--

"While in fullest sympathy with the objects of the proposal, I regret I am unable to agree with the methods. The localities suggested for play grounds are congested and if traffic is stopped, it will result in a great deal of traffic confusion and inconvenience to the inhabitants of the localities. Diversions are not practical. Furthermore, an increase in the sanctioned strength of the city Police would be necessary for the purpose of these extra duties in controlling and directing traffic at the playgrounds, which would result in a large expenditure to the Government.

2. We are trying to keep children from playing on the roads, in the interests of public safety and to officially encourage this, even under proper supervision, would, I feel, result in an increase in the number of accidents."

The Director of Public Instruction has written as follows:--

" The hours of work in the City schools are such that the children will not be able to use the streets reserved for them during hours when there is little vehicular traffic (i.e.,) between 10 A.M. and 4 P.M. They would need ~~xxxxx~~ the streets for recreational activities in in the mornings or more particularly in the evenings when traffic is heaviest. At both ends of the streets reserved we have to post constables and even have barricades to prevent unauthorised traffic. For keeping such streets clean and safe for playing, the Corporation of Madras will also have to co-operate, in addition to the Fire Service Department. If streets away from schools or from their homes are selected, it is doubtful if the children can be persuaded to go there unless instructed to do so by their teachers; some of whom should also be present. If these difficulties can be overcome, the experiment may be tried in congested localities in the town, though it is doubtful if the streets are broad enough for use for play".

The ~~xxxxx~~ Education and Public Health Secretary has noted that allowance should be made for the actual difference in conditions between New York and Madras. He has agreed with the views of the Commissioner of Police and doubts whether it would be wise to proceed with the scheme. The Home Department which was consulted in the matter, has agreed with the views of the Commissioner of Police and the Secretary, Education & Public Health Department.

The Public Department has pointed out that Madras Fire Services cannot be engaged to water and clean the streets as a regular feature. The Local Administration Department Secretary considers that the scheme is an excellent one and that a beginning may be made in Madras and a few other big cities by getting the Police to do the closure of streets under the traffic rules. The Legal Department who was consulted as to whether any legislation was necessary for closing the streets has noted that, though no legislation for the purpose is necessary, it is advisable to frame a Rule under the Madras Traffic Control Act to enable the closing of streets for the purpose in view.

On circulating the file to H.M.(Education) he has minuted as follows:

"We are greatly in need of play grounds. Our children are deteriorating in health for want of them. If play-streets can be organised in much more busy countries in the West, I don't see why we should not utilise them here. If it cannot be possible for the Madras Fire Services to clean and water the streets as a regular feature, I think, we can play in certain streets even without cleaning and watering. It may even be left to be done by the students themselves. In view of the deteriorating health of the children for want of play-grounds we must resort to these proposals and when these yield good results, I am sure, they will yield very good results in this country also. The proposals may be typed separately and submitted so that they may be circulated to all H.M's.

This note is accordingly circulated to all the Hon'ble Ministers and H.P.M. They are requested to kindly give their views in the matter in about a couple of weeks.

HM (Edn)

M.V. Subramanian,
SECRETARY TO GOVERNMENT.

RPS/13.11.

Even now the streets are being used as play grounds. We may make rules to make it safe & healthy

(9.11.47).

~~Place as last para.~~
[illegible]

Education & Public Health Department.

(23)

N O T E.

Subject:--Utilization of streets as playgrounds for school children.

Most of the schools in cities, specially in Madras, have no provision for playgrounds. They are housed in buildings without much ventilation or light. It is, therefore, necessary that some provision should be made for children to play. The question was considered at a meeting which the Hon'ble the Minister for Education had at the Y.M.C.A., College for Physical Education in July last and a suggestion was made that in certain places, where it was possible, the streets could be used as play-grounds and for the time being traffic of carts, ~~xxxx~~ etc, might be diverted from those streets. It has been pointed out in this connection that such things are being done in Americ The Hon'ble the Minister for Education has minuted as follows on this subject

> "If such a thing is possible in America, I do not see why this should not be done in this country, at least as an emergency measure till we are able to provide play grounds in the Marina or in any other place.
>
> In New York, the Commissioner of Police has authority to make rules and regulations for the conduct of pedestrian and vehicular traffic.

By virtue of this authority, the Police Commissioner of New York city has promulgated Rules and Regulations and section 160 of the Rules and -- Regulations read thus:--

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1. Play Streets, ~~xxxxxxxx~~ designated as such by the Police Commissioner, are to be primarily for children to play in.

2. All vehicles are prohibited from using any street designated as play streets, except as the requirements of the occupants and owners of the property abutting such play street may call for.

3. The regulations governing play streets shall be in effect from 8 A.M. to one-half after sunset daily.

I understand that the Commissioner of Police in Madras and the police generally in other places have powers to block roads and streets in the City for specific purposes but it does not seem that they have power to block off streets regularly and constantly as play streets. Legislation may perhaps be enacted to give this power to the Commissioner of Police.

Besides blocking the streets, streets have to be kept clean and safe for playing. In this matter the Health department will have to co-operate. The Director of Fire Services may be asked for the use of Fire Engines to clean them. For the present this may be tried in Madras as being the most congested place where play grounds are ill-provided.

p.t.o.

The roads that have to be taken might be roads in which there is no very great traffic in the evenings or even if so, these traffic should be diverted to nearby alternative channels. The actual streets that may have to be chosen as play streets may be fixed later on in consultation with the Police and the Corporation and other officers concerned; but the point for consideration now is whether we may try this experiment of streets as play streets and if so, whether legislation on the lines that have been taken in America may be introduced here ~~xlsoxx~~ also".

The matter was referred to the Director of Public Instruction and the Commissioner of Police for remarks. The Commissioner of Police has written as follows:--

> "While in fullest sympathy with the objects of the proposal, I regret I am unable to agree with the methods. The localities suggested for play grounds are congested and if traffic is stopped, it will result in a great deal of traffic confusion and inconvenience to the inhabitants of the localities. Diversions are not practical. Furthermore, an increase in the sanctioned strength of the city Police would be necessary for the purpose of those extra duties in controlling and directing traffic at the playgrounds, which would result in a large expenditure to the Government.
>
> 2. We are trying to keep children from playing on the roads in the interests of public safety and to officially encourage this, even under proper supervision, would, I feel, result in an increase in the number of accidents."

The Director of Public Instruction has written as follows:--

> " The hours of work in the City schools are such that the children will not be able to use the streets reserved for them during hours when there is little vehicular traffic (i.e.,) between 10 A.M. and 4 P.M. They would need ~~more~~/the streets for recreational activities in in the mornings or more particularly in the evenings when traffic is heaviest. At both ends of the streets reserved we have to post constables and even have barricades to prevent unauthorised traffic. For keeping such streets clean and safe for playing, the Corporation of Madras will also have to co-operate, in addition to the Fire Service Department. If streets away from schools or from their homes are selected, it is doubtful if the children can be persuaded to go there unless instructed to do so by their teachers; some of whom should also be present. If these difficulties can be overcome, the experiment may be tried in congested localities in the town, though it is doubtful if the streets are broad enough for use ~~xx~~ for play".

/the

The ~~Emax~~ Education and Public Health Secretary has noted that allowance should be made for the actual difference in conditions between New York and Madras. He has agreed with the views of the Commissioner of Police and doubts whether it would be wise to proceed with the scheme. The Home Department which was consulted in the matter, has agreed with the views of the Commissioner of Police and the Secretary, Education & Public Health Department.

The Public Department has pointed out that Madras Fire Services cannot be engaged to water and clean the streets as a regular feature. The Local Administration Department Secretary considers that the scheme is an excellent one and that a beginning may be made in Madras and a few other big cities by getting the Police to do the closure of streets under the traffic rules. The Legal Department who was consulted as to whether any legislation was necessary for closing the streets has noted that, though no legislation for the purpose is necessary, it is advisable to frame a Rule under the Madras Traffic Control Act to enable the closing of streets for the purpose in view.

On circulating the file to H.M. (Education) he has minuted as follows:

> "We are greatly in need of play grounds. Our children are deteriorating in health for want of them. If play-streets can be organised in much more busy countries in the West, I don't see why we should not utilise them here. If it cannot be possible for the Madras Fire Services to clean and water the streets as a regular feature, I think, we can play in certain streets even without cleaning and watering. It may even be left to be done by the students themselves. In view of the deteriorating health of the children for want of play-grounds we must resort to these proposals and when these yield good results, I am sure, they will yield very good results in this country also. The proposals may be typed separately and submitted/ so that they may be circulated to all H.M's.

20 NOV 1947

This note is accordingly circulated to all the Hon'ble Ministers and H.P.M. They are requested to kindly give their views in the matter in about a couple of weeks.

M.V. Subramanian,

SECRETARY TO GOVERNMENT.

RPS/13.11.

Streets can hardly be considered suitable for use as playgrounds. The best thing to do is to provide open spaces in every city wherever they are necessary. These will serve as lungs for the city and they can be used as playgrounds for children and recreation places for adults.

19/11/47

H.M. (P.H.)

Education & Public Health Department.

N O T E.

Subject:--Utilization of streets as playgrounds for school children.

Most of the schools in cities, specially in Madras, have no provision for playgrounds. They are housed in buildings without much ventilation or light. It is, therefore, necessary that some provision should be made for children to play. The question was considered at a meeting which the Hon'ble the Minister for Education had at the Y.M.C.A., College for Physical Education in July last and a suggestion was made that in certain places, where it was possible, the streets could be used as play-grounds and for the time being traffic of carts, ~~xxxx~~ etc might be diverted from those streets. It has been pointed out in this connection that such things are being done in America. The Hon'ble the Minister for Education has minuted as follows on this subject

> "If such a thing is possible in America, I do not see why this should not be done in this country, at least as an emergency measure till we are able to provide play grounds in the Marina or in any other place.
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1. Play Streets, ~~designed~~ designated as such by the Police Commissioner, are to be primarily for children to play in.
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3. The regulations governing play streets shall be in effect from 8 A.M. to one-half after sunset daily.

I understand that the Commissioner of Police in Madras and the police generally in other places have powers to block roads and streets in the City for specific purposes but it does not seem that they have power to block off streets regularly and constantly as play streets. Legislation may perhaps be enacted to give this power to the Commissioner of Police.

Besides blocking the streets, streets have to be kept clean and safe for playing. In this matter the Health department will have to co-operate. The Director of Fire Services may be asked for the use of Fire Engines to clean them. For the present this may be tried in Madras as being the most congested place where play grounds are ill-provided.

p.t.o.

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The roads that have to be taken might be roads in which there is no very great traffic in the evenings or even if so, these traffic should be diverted to nearby alternative channels. The actual streets that may have to be chosen as play streets may be fixed later on in consultation with the Police and the Corporation and other officers concerned; but the point for consideration now is whether we may try this experiment of streets as play streets and if so, whether legislation on the lines that have been taken in America may be introduced here ~~xxxxxx~~ also".

The matter was referred to the Director of Public Instruction and the Commissioner of Police for remarks. The Commissioner of Police has -- written as follows:--

"While in fullest sympathy with the objects of the proposal, I regret I am unable to agree with the methods. The localities suggested for play grounds are congested and if traffic is stopped, it will result in a great deal of traffic confusion and inconvenience to the inhabitants of the localities. Diversions are not practical. Furthermore, an increase in the sanctioned strength of the city Police would be necessary for the purpose of these extra duties in controlling and directing traffic at the playgrounds, which would result in a large expenditure to the Government.

2. We are trying to keep children from playing on the roads in the interests of public safety and to officially encourage this, even under proper supervision, would, I feel, result in an increase in the number of accidents."

The Director of Public Instruction has written as follows:--

" The hours of work in the City schools are such that the children will not be able to use the streets reserved for them during hours when there is little vehicular traffic (i.e.,) between 10 A.M. and 4 P.M. They would need ~~more~~/streets for recreational activities in the mornings or more particularly in the evenings when traffic is heaviest. At both ends of the streets reserved we have to post constables and even have barricades to prevent unauthorised traffic. For keeping such streets clean and safe for playing, the Corporation of Madras will also have to co-operate, in addition to the Fire Service Department. If streets away from schools or from their homes are selected, it is doubtful if the children can be persuaded to go there unless instructed to do so by their teachers; some of whom should also be present. If these difficulties can be overcome, the experiment may be tried in congested localities in the town, though it is doubtful if the streets are broad enough for use ~~of~~ for play".

The ~~Educ~~ Education and Public Health Secretary has noted that allowance should be made for the actual difference in conditions between New York and Madras. He has agreed with the views of the Commissioner of Police and doubts whether it would be wise to proceed with the scheme. The Home Department which was consulted in the matter, has agreed with the views of the Commissioner of Police and the Secretary, Education & Public Health Department.

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(26) 47

The Public Department has pointed out that Madras Fire Services cannot be engaged to water and clean the streets as a regular feature. The Local Administration Department Secretary considers that the scheme is an excellent one and that a beginning may be made in Madras and a few other big cities by getting the Police to do the closure of streets under the traffic rules. The Legal Department who was consulted as to whether any legislation was necessary for closing the streets has noted that, though no legislation for the purpose is necessary, it is advisable to frame a Rule under the Madras Traffic Control Act to enable the closing of streets for the purpose in view.

On circulating the file to H.M.(Education) he has minuted as follows:

"We are greatly in need of play grounds. Our children are deteriorating in health for want of them. If play-streets can be organised in much more busy countries in the West, I don't see why we should not utilise them here. If it cannot be possible for the Madras Fire Services to clean and water the streets as a regular feature, I think, we can play in certain streets even without cleaning and watering. It may even be left to be done by the students themselves. In view of the deteriorating health of the children for want of play-grounds we must resort to these proposals and when these yield good results, I am sure, they will yield very good results in this country also. The proposals may be typed separately and submitted/ so that they may be circulated to all H.M's.

This note is accordingly circulated to all the Hon'ble Ministers and H.P.M. They are requested to kindly give their views in the matter in about a couple of weeks.

I Oppose the move to utilise the streets as playgrounds: New York may need to use streets but here we have open spaces if one goes out a mile at the utmost.
19/11

M.V. Subramanian,
SECRETARY TO GOVERNMENT.

RPS/13.11.

SECRETARY, EDN. AND P.H. DEPT.
21 NOV 1947
GOVERNMENT OF MADRAS

4.18/4

Education & Public Health Department.

SECRETARY, EDN. AND P.H. DEPT.
25 NOV 1947
GOVERNMENT OF MADRAS

NOTE.

Subject:--Utilization of streets as playgrounds for school children.

Most of the schools in cities, specially in Madras, have no provision for playgrounds. They are housed in buildings without much ventilation or light. It is, therefore, necessary that some provision should be made for children to play. The question was considered at a meeting which the Hon'ble the Minister for Education had at the Y.M.C.A., College for Physical Education in July last and a suggestion was made that in certain places, where it was possible, the streets could be used as play-grounds and for the time being traffic of carts, ~~xxxx~~ etc, might be diverted from those streets. It has been pointed out in this connection that such things are being done in Americ The Hon'ble the Minister for Education has minuted as follows on this subject

> "If such a thing is possible in America, I do not see why this should not be done in this country, at least as an emergency measure till we are able to provide play grounds in the Marina or in any other place.
>
> In New York, the Commissioner of Police has authority to make rules and regulations for the conduct of pedestrian and vehicular traffic.
>
> By Virtue of this authority, the Police Commissioner of New York city has promulgated Rules and Regulations and section 160 of the Rules and -- Regulations read thus:--
>
> The following regulations shall govern traffic on all streets of the city ~~designed~~ designated as Play Streets:-
>
> 1. Play Streets, ~~designed~~ designated as such by the Police Commissioner, are to be primarily for children to play in.
>
> 2. All vehicles are prohibited from using any street designated as play streets, except as the requirements of the occupants and owners of the property abutting such play street may call for.
>
> 3. The regulations governing play streets shall be in effect from 8 A.M. to one-half after sunset daily.
>
> I understand that the Commissioner of Police in Madras and the police generally in other places have powers to block roads and streets in the City for specific purposes but it does not seem that they have power to block off streets regularly and constantly as play streets. Legislation may perhaps be enacted to give this power to the Commissioner of Police.
>
> Besides blocking the streets, streets have to be kept clean and safe for playing. In this matter the Health department will have to co-operate. The Director of Fire Services may be asked for the use of Fire Engines to clean them. For the present this may be tried in Madras as being the most congested place where play grounds are ill-provided.

p.t.o.

The roads that have to be taken might be roads in which there is no very great traffic in the evenings or even if so, these traffic should be diverted to nearby alternative channels. The actual streets that may have to be chosen as play streets may be fixed later on in consultation with the Police and the Corporation and other officers concerned; but the point for consideration now is whether we may try this experiment of streets as play streets and if so, whether legislation on the lines that have been taken in America may be introduced here also".

The matter was referred to the Director of Public Instruction and the Commissioner of Police for remarks. The Commissioner of Police has written as follows:--

"While in fullest sympathy with the objects of the proposal, I regret I am unable to agree with the methods. The localities suggested for play grounds are congested and if traffic is stopped, it will result in a great deal of traffic confusion and inconvenience to the inhabitants of the localities. Diversions are not practical. Furthermore, an increase in the sanctioned strength of the city Police would be necessary for the purpose of these extra duties in controlling and directing traffic at the playgrounds, which would result in a large expenditure to the Government.

2. We are trying to keep children from playing on the roads in the interests of public safety and to officially encourage this, even under proper supervision, would, I feel, result in an increase in the number of accidents."

The Director of Public Instruction has written as follows:--

" The hours of work in the City schools are such that the children will not be able to use the streets reserved for them during hours when there is little vehicular traffic (i.e.,) between 10 A.M. and 4 P.M. They would need /the streets for recreational activities in the mornings or more particularly in the evenings when traffic is heaviest. At both ends of the streets reserved we have to post constables and even have barricades to prevent unauthorised traffic. For keeping such streets clean and safe for playing, the Corporation of Madras will also have to co-operate, in addition to the Fire Service Department. If streets away from schools or from their homes are selected, it is doubtful if the children can be persuaded to go there unless instructed to do so by their teachers; some of whom should also be present. If these difficulties can be overcome, the experiment may be tried in congested localities in the town, though it is doubtful if the streets are broad enough for use for play".

/the

The Education and Public Health Secretary has noted that allowance should be made for the actual difference in conditions between New York and Madras. He has agreed with the views of the Commissioner of Police and doubts whether it would be wise to proceed with the scheme. The Home Department which was consulted in the matter, has agreed with the views of the Commissioner of Police and the Secretary, Education & Public Health Department.

The Public Department has pointed out that Madras Fire Services cannot be engaged to water and clean the streets as a regular feature. The Local Administration Department Secretary considers that the scheme is an excellent one and that a beginning may be made in Madras and a few other big cities by getting the Police to do the closure of streets under the traffic rules. The Legal Department who was consulted as to whether any legislation was necessary for closing the streets has noted that, though no legislation for the purpose is necessary, it is advisable to frame a Rule under the Madras Traffic Control Act to enable the closing of streets for the purpose in view.

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This note is accordingly circulated to all the Hon'ble Ministers and H.P.M. They are requested to kindly give their views in the matter in about a couple of weeks.

M.V. Subramanian,
SECRETARY TO GOVERNMENT.

RPS/13.11.

MB 22/4

Education & Public Health Department.

(29)

MINISTER FOR PUBLIC WORKS
10-NOV 1947
GOVT. OF MADRAS

20 NOV 1947

NOTE.

Subject:- Utilization of streets as playgrounds for school children.

Most of the schools in cities, specially in Madras, have no provision for playgrounds. They are housed in buildings without much ventilation or light. It is, therefore, necessary that some provision should be made for children to play. The question was considered at a meeting which the Hon'ble the Minister for Education had at the Y.M.C.A., College for Physical Education in July last and a suggestion was made that in certain places, where it was possible, the streets could be used as play-grounds and for the time being traffic of carts, ~~xxxx~~ etc, might be diverted from those streets. It has been pointed out in this connection that such things are being done in America. The Hon'ble the Minister for Education has minuted as follows on this subject

> "If such a thing is possible in America, I do not see why this should not be done in this country, at least as an emergency measure till we are able to provide play grounds in the Marina or in any other place.
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> In New York, the Commissioner of Police has authority to make rules and regulations for the conduct of pedestrian and vehicular traffic.
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> By virtue of this authority, the Police Commissioner of New York city has promulgated Rules and Regulations and section 160 of the Rules and -- Regulations read thus:--
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> The following regulations shall govern traffic on all streets of the city ~~designed~~ designated as Play Streets:-
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> 1. Play Streets, ~~designed~~ designated as such by the Police Commissioner, are to be primarily for children to play in.
>
> 2. All vehicles are prohibited from using any street designated as play ~~xx~~ streets, except as the requirements of the occupants and owners of the property abutting such play street may call for.
>
> 3. The regulations governing play streets shall be in effect from 8 A.M. to one-half after sunset daily.
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> I understand that the Commissioner of Police in Madras and the police generally in other places have powers to block roads and streets in the City for specific purposes but it does not seem that they have power to block off streets regularly and constantly as play streets. Legislation may perhaps be enacted to give this power to the Commissioner of Police.
>
> Besides blocking the streets, streets have to be kept clean and safe for playing. In this matter the Health department will have to co-operate. The Director of Fire Services may be asked for the use of Fire Engines to clean them. For the present this may be tried in Madras as being the most congested place where play grounds are ill-provided.

p.t.o.

The roads that have to be taken might be roads in which there is no very great traffic in the evenings or even if so, these traffic should be diverted to nearby alternative channels. The actual streets that may have to be chosen as play streets may be fixed later on in consultation with the Police and the Corporation and other officers concerned; but the point for consideration now is whether we may try this experiment of streets as play streets and if so, whether legislation on the lines that have been taken in America may be introduced here also".

The matter was referred to the Director of Public Instruction and the Commissioner of Police for remarks. The Commissioner of Police has written as follows:--

"While in fullest sympathy with the objects of the proposal, I regret I am unable to agree with the methods. The localities suggested for play grounds are congested and if traffic is stopped, it will result in a great deal of traffic confusion and inconvenience to the inhabitants of the localities. Diversions are not practical. Furthermore, an increase in the sanctioned strength of the city Police would be necessary for the purpose of these extra duties in controlling and directing traffic at the playgrounds, which would result in a large expenditure to the Government.

2. We are trying to keep children from playing on the roads in the interests of public safety and to officially encourage this, even under proper supervision, would, I feel, result in an increase in the number of accidents."

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" The hours of work in the City schools are such that the children will not be able to use the streets reserved for them during hours when there is little vehicular traffic (i.e.,) between 10 A.M. and 4 P.M. They would need the streets for recreational activities in the mornings or more particularly in the evenings when traffic is heaviest. At both ends of the streets reserved we have to post constables and even have barricades to prevent unauthorised traffic. For keeping such streets clean and safe for playing, the Corporation of Madras will also have to co-operate, in addition to the Fire Service Department. If streets away from schools or from their homes are selected, it is doubtful if the children can be persuaded to go there unless instructed to do so by their teachers; some of whom should also be present. If these difficulties can be overcome, the experiment may be tried in congested localities in the town, though it is doubtful if the streets are broad enough for use for play".

The Education and Public Health Secretary has noted that allowance should be made for the actual difference in conditions between New York and Madras. He has agreed with the views of the Commissioner of Police and doubts whether it would be wise to proceed with the scheme. The Home Department which was consulted in the matter, has agreed with the views of the Commissioner of Police and the Secretary, Education & Public Health Department.

The Public Department has pointed out that Madras Fire Services cannot be engaged to water and clean the streets as a regular feature. The Local Administration Department Secretary considers that the scheme is an excellent one and that a beginning may be made in Madras and a few other big cities by getting the Police to do the closure of streets under the traffic rules. The Legal Department who was consulted as to whether any legislation was necessary for closing the streets has noted that, though no legislation for the purpose is necessary, it is advisable to frame a Rule under the Madras Traffic Control Act to enable the closing of streets for the purpose in view.

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This note is accordingly circulated to all the Hon'ble Ministers and H.P.M. They are requested to kindly give their views in the matter in about a couple of weeks.

M.V. Subramanian,
SECRETARY TO GOVERNMENT.

RPS/13.11.

Education & Public Health Department.

(31)

NOTE.

Subject:--Utilization of streets as playgrounds for school children.

Most of the schools in cities, specially in Madras, have no provision for playgrounds. They are housed in buildings without much ventilation or light. It is, therefore, necessary that some provision should be made for children to play. The question was considered at a meeting which the Hon'ble the Minister for Education had at the Y.M.C.A., College for Physical Education in July last and a suggestion was made that in certain places, where it was possible, the streets could be used as play-grounds and for the time being traffic of carts, ~~xxxx~~ etc, might be diverted from those streets. It has been pointed out in this connection that such things are being done in America. The Hon'ble the Minister for Education has minuted as follows on this subject

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3. The regulations governing play streets shall be in effect from 8 A.M. to one-half after sunset daily.

I understand that the Commissioner of Police in Madras and the police generally in other places have powers to block roads and streets in the City for specific purposes but it does not seem that they have power to block off streets regularly and constantly as play streets. Legislation may perhaps be enacted to give this power to the Commissioner of Police.

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p.t.o.

58

The roads that have to be taken might be roads in which there is no very great traffic in the evenings or even if so, these traffic should be diverted to nearby alternative channels. The actual streets that may have to be chosen as play streets may be fixed later on in consultation with the Police and the Corporation and other officers concerned; but the point for consideration now is whether we may try this experiment of streets as play streets and if so, whether legislation on the lines that have been taken in America may be introduced here also".

SECRETARY, EDN. AND P. HEALTH
29 NOV 1947
GOVERNMENT OF MADRAS

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(32) 59

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This note is accordingly circulated to all the Hon'ble Ministers and H.P.M. They are requested to kindly give their views in the matter in about a couple of weeks.

It may be tried in
Certain selected streets first
KM
29/11

M.V. Subramanian,
SECRETARY TO GOVERNMENT.

RPS/13.11.

E.P.H

76932 PP1-2CF

ASST. SECRETARY TO GOVERNMENT
14 DEC 1946
EDUCATION AND PUBLIC HEALTH DEPT.

To the Secretary, E.&.P.H.

In the conference of Physical Education Instructors a point was made out to me which I think is worth consideration. It is marked "A" in the note appended herewith. I understand that many of the schools in Madras have no compounds or play grounds and so their children are not able to play. But I am told that there are Corporation grounds which ~~xxxx~~ if utilized to a maximum extent possible can provide play grounds for these children also.

Secondly I am told that there are public institutions like churches with large compounds, who when approached may be willing to lend their grounds for children to play in.

A I am also told that there are some Government grounds which are not being utilized but which are maintained as merely open spaces. A suggestion has been made that those grounds may also be used for play grounds for children in the evenings. I think these suggestions are worth examining. The Director of Public Instruction may be asked to examine these things and report so that early action may be taken in the matter.

TSA 13-12-46
H.M.Edn.

SECRETARY, EDN. AND P. H. DEPT.
13 DEC 1946
GOVERNMENT OF MADRAS

Copy to the Director of Public Instruction.

Edn & P.H.
C1

~~For orders [illegible] matter the report referred to at A above from the D.P.I. m[illegible] be awaited till 10. 1. 47. If the report is not received by then he may be reminded~~

The case will be examined on receipt of the report

K
22/12/46

op
23/12

As a copy of the minute has been sent to the D.P.I, it is presumed that he will examine the matter and send a report. In this view a refce: is not put up. The Director may be reminded on 15/1/47

28/12/46 S by

H.M.(Edn.) understands that in New York City the closure of certain roads at certain times for traffic is ordered, so as to enable school-children to use them as play-grounds. ~~It~~ Is it possible to have definite information about this obtained from the Edn. Liaison Officer (Mr.Sundaram)?

M.V.S., 4-1-47.

A draft letter to the G. of I. is subd.

ORM 15/1/47 S

W 16/1/47.

[Issued as letter No. 76932 C1 /46-1 Edn. dated 16-1-47.] — pp3-4 cf

[From the Govt. of India, Dept. of Edn. No. F. 33-12/47-EII dated 31-3-47.] — p13 cf

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Please see the letter from the Govt. of India at p. 13 c.f. with rdf. to this Govt's letter at pp.3-4 c.f.

The report from the D.P.I. referred to at A. on p. 1 ante has not yet been received. A draft memo (reminder) is subtd. for approval. After issue, the file may be circulated to H.M.(Edn.) for perusal of India's letter.

R.S.S. 15/4/47

ORM 17/4/47 S

W 17/4/47

H.M. (Edn.)

Issued p15 cf

I understand there is an act which authorises the use of certain streets as play places. If possible a copy of that act may be secured & put-up.

A

TSA 18-4-47

4587

With ref. to the minutes of H.M. Edn., the file may be sent to the Legal dept. — u.o. for putting up a copy of the Act referred to.

25-4-47 Legal.

24/4

Edn. u.o. 76932 C1/47-3 26.4.47.

ASSISTANT SECRETARY
26 APR 1947
LEGAL DEPARTMENT

SECRETARY, EDN. AND P.H. DEPT.
1 APR 1947
GOVERNMENT OF MADRAS

A.S.

C1

Legal Dept.

(34)

Please see the minute of H.M (Education) and the note of E & P.H at p. 2 ante.

2. The Encyclopaedia of the General Acts and Codes of India on the subjects of "Road Traffic" and "Education" were looked into. Relevant volumes of the Halsbury's Statutes of England and Macmillan's Local Govt Law and Administration etc, were also examined. The Act referred to by H.M (Education) at p. 2 ante is not traceable. The file may be returned to E & P.H.

WS 7/5/47

7/5/47

8/5/47

J.S

I am sorry I have not been able to get at the Act referred to by H.M. (Edn.). It ~~does~~ is not ~~[illegible]~~ (perhaps) an English or an Indian Act.

8/5/47

Legal u.o. 4587-1 8/5/47

E & P.H. Dept. C.1.

~~May be circulated to H.M (Edn) w.r.t. the remarks of Fin. [illegible]~~

10-5-47

Legal is not able to get at the Act referred to by H.M. (Edn) at 'A' on p 2 ante. Perhaps the Govt. of India may be able to help. For orders whether the Govt of India may be ~~[illegible]~~ addressed.

15-5-47

S

Perhaps H.M. (Edn.) has in mind the [illegible] in the American State under which the [illegible]. Letters at p. 13 are [illegible].

W 16/5/47

H.M. (Edn.)

It is an act of the U.S.A. I have asked our Physical Edn. advisor to get a copy of the Act.

TSA 20-5-47

17-5-47

ASST. SECRETARY TO GOVERNMENT
MAY 1947
39537
EDUCATION AND PUBLIC HEALTH DEPT.

SECRETARY, EDN. AND P.H. DEPT.
MAY 1947
GOVERNMENT OF MADRAS

This may lie over till the W.S.A Act referred to overleaf is received.

26/5/47

27-5-47

[From the D.P.I. R.C. No 11508 E/46. D. 26-5-47]

The D.P.I.'s reply may be awaited till 1.7.47

5/6/47

6/6/47

540700/47.

Secretary, E.& P.H.

The problem of providing play grounds in big cities is indeed very great. Most of the schools that exist in Cities especially in Madras have no provision for play grounds at all. They themselves are housed in buildings without much ventilation or light and it becomes necessary that some provision must be made for the children to play . We have been anxiously considering that problem and at a meeting which I had at the Y.M.C.A. College of Physical Education a suggestion was made that in certain places where it is possible the streets could be used as play grounds and for the time being traffic of cars etc., may be diverted from that ~~source~~ road. It has also been said that such things are being done in America and I asked the Chief Inspector of Physical Education to supply me with literature on the subject. He has submitted the literature which is sent herewith. //If ~~thing~~ such a thing is possible in America, I do not ~~think~~ see why this should not be done in this country, atleast as an emergency measure till we are able to provide play grounds in the Marina or in any other place.

kept below.

In New York, the Commissioner of Police has authority to make rules and regulations for the conduct of pedestrian and vehicular traffic. The section giving the Commissioner these powers reads as follows:--

> "Section 435.- (Police) Department - duties:- The Police Department and force shall have the power and it shall be their duty to .... regulate, direct, control and restrict the movement of vehicular and pedestrian traffic for the facilities of traffic and the convenience of the public as well as the proper protection of human life and health; ******* The Commissioner shall make such rules and regulations for the conduct of the pedestrian and vehicular traffic in the use of the public streets, squares and avenues as he may deem necessary which shall not become effective until filed with the City Clerk and published in the City Record. The violation of such rules and regulations shall be triable by a

p.t.o.

City Magistrate and punishable by not more than 30 days imprisonment, or by a fine of not more than 50 dollars, or both".

By virtue of this authority, the Police Commissioner of New York City has promulgated Rules and Regulations and section 160 of the Rules and Regulations read thus:--

The following regulations shall govern traffic on all streets of the city designated as Play Streets:

1. Play Streets, designated as such by the Police Commissioner, are to be primarily for children to play in.

2. All vehicles are prohibited from using any street designated as Play Streets, except as the requirements of the occupants and owners of the property abutting such play street may call for.

3. The regulations governing play streets shall be in effect from 8 A.M. to one-half after sunset daily.

I understand that the Commissioner of Police in Madras and the Police generally in other places have powers to block roads and streets in the City for specific purposes but it does not seem that they have power to block off streets regularly and constantly as play streets. Legislation may ~~be~~ perhaps, be enacted to give this power to the Commissioner of Police.

Besides blocking the streets, streets have to be kept clean and safe for playing. In this matter the health department will have to co-operate. The Director of Fire Services may be asked for the use of Fire Engines to clean them. For the present this may be tried in Madras as being the most congested place where play grounds are ill provided.

The roads that have to be taken might be roads in which there is no very great traffic in the evenings or even if so these traffic should be diverted to nearby alternative channels. The actual streets that may have to be chosen as play streets may be fixed later on in consultation with the Police and the Corporation and other Officers concerned; but the point for consideration now is whether we may try this experiment of streets as play streets

and if so, whether legislation on the lines that ~~are~~ have been taken in America may be introduced here also.]

This may be circulated to the relevant departments and their views ascertained before taking further steps in the matter of legislation

TSA
6-7-47

H.M. Education.

SECRETARY, EDN. AND P.H.
7 JUL 1947

E & P.H.
C1

Copy to the D.P.I. ~~MEXIX~~

He is requested to offer his views on the subject.

The note of H.M.(Edn) at pp 5-7 above is submitted for perusal. Before further examination of the point at A on pp 6-7 is taken up the views of the D.P.I. called for on the copy of the note may be awaited till 8.8.47.

As regards B above, it would seem enough if the file is sent to the other depts concerned on receipt of the Director's views in the matter. For orders.

8/7/47

8/7/47

17

17/7/47 S

17/7/47

pp27, 28 cf

[From the D.P.I. No. 1171 E/47 d. 8.8.47]

The Director's letter and its enclosures at pp 27-28 may be perused.

p28 cf

While the Commissioner of Police considers that the Scheme is not feasible in view of the reasons mentioned in his letter at p 28 c.f. the Director is diffident about the successful working of the Scheme because of the difficulties pointed out by ~~him in~~ para 2 of his letter at

p27 cf

p 27 c.f. The Director, however, suggests that the Scheme may be tried as an

8

experimental measure in a few congested localities in the city, if ~~these~~ difficulties could be overcome.

The file may be sent to Home, Public (Fire Services), L.A., and Legal depts. u.o. for remarks prior to circulation.

22.8.47.

26/8/47

27/8/47

Thro' B/2 Section

25/8

We have to allow for the actual difference in conditions between New York & Madras.

I agree with the views of the Commissioner of Police & I doubt whether it would be wise to proceed with the scheme.

3/9/47

Home.
Pub.
L.A.
Legal.

59469 O/109

5.9.47

O2/109/47

Edn. u.o.
76932 C1/47-4
4.9.47

ADDITIONAL ASSISTANT
5 SEP 1947
HOME DEPARTMENT

HOME DEPARTMENT

The file has been sent to this Dept for remarks on the proposal to close for vehicular traffic certain roads and streets during specified hours to provide play-ground for school-going children. The proposal is set out in the minute of H.M.(Edn) om pp 5-7 ante.

On the question whether legislation will be necessary ~~as proposed at 'M' on p.6 ante attention is invited to~~ rule 49 of the Madras Traffic Rules,1938 which provides for the closure, by notice on a notice board erected on the spot, of any public street or road, either permanently or temporarily, to all or particular kinds of vehicular traffic by a police officer not below the rank of a Dy.S.P. In view of this provision it does not appear that any legislation is necessary to empower the police further in this regard. P The Commissioner of Police who was consulted by the Chief Inspector of Physical Education ~~is opposed to~~ on the proposal is opposed to it on the grounds that it may cause a great deal of traffic confusion and inconvenience to the inhabitants of the localities, apart from an increase in the number of traffic accidents and that an increase in the sanctioned strength of the City Police would also be necessary for the purpose of controlling and diverting traffic. E& P.H. Secy has agreed with the views of the Commissioner and doubts whether it would be wise to proceed with the scheme. For orders whether this Dept may agree. After orders are passed the file may be passed on to the Public Dept.

M

M on p. 2 & 9

BK52

M on p. 28 & 9

AS 10

37

19/9/47

19.9.47

We may agree with E&PH.

20/9/47

22/9

Pub. (F.S.)

Home U.O. 59469-O2/47-1
22.9.47
23 SEP 1947
2840
PUBLIC DEPARTMENT

Public (F.S.) Dept.

The proposal in this file is set out in the minute of H.M. (Edn) on pp. 5-7 ante. The further notes of Edn & P.H. and Home on pp. 7-9 above may be perused. This dept. is concerned with the portions marked 'B' on p. 6 ante and on p. 22 c.f. E&P.H. and Home are doubtful if it would be wise to proceed with the scheme. However, if it is decided to proceed with the scheme it seems rather doubtful if the Fire Services Dept. can give adequate assistance in the matter by lending fire units regularly for watering & cleaning the streets before play. This can well be done by the Corporation itself. It may be mentioned here that, according to existing orders, such assistance by the F.S. Dept can be given only for certain essential purposes such as pumping out stagnant water during floods etc., on payment of the usu charges, that too after it is established ~~satisfying~~ in ~~each case~~ that it will ~~does~~ not cause dislocation to the F.S. Dept. to loan the pumps, that it is really necessary to undertake the work and so forth. The Govt. pointed out at the begining of the year (1947) that a fire unit belonging to the M.F.S. should be absent from its station only when it attends a fire or a practice and in no other circumstances and that if a unit is utilised for other purposes it may not be available to answer a fire call which is its real function. Applying this rule, the Govt. cancelled permission for the M.F.S. unit at Ooty to supply water to the residences of Princes during their stay on the hills. It may not therefore be possible to engage the M.F.S. units for watering and cleaning the play streets as a regular feature.

With the above remarks, the file may be passed on to L.A. no.

JB

Papers in F.D. no. 8367-S. 28-3-45 (not put up)

M

26.9.47

L.A.

25.9.47

26.9.47

Pub (F.S.) u.o. 2842/47-1. 26-9.47.

L.A. Deptt. B

The file relates to the Suggestion of HM (Edn) to close for vehicular traffic certain Roads & Streets during specified hours to provide play ground for school Children. The Commr. of Police is not in favour of the proposal & the D.P.I. is not sanguine about its working but has suggested that it may be tried as an experimental measure in a few congested localities. ~~It does not appear that the Corpn. of Madras which is really concerned in the proposal has been consulted~~

LOCAL ADMINISTRATION DEPT. 35816 28 SEP 1947 29/9.

p27 CF

p27 CF

38

38 + p9 ante

~~about it~~ E & P.H. & Home ~~& Public (F.S)~~ Depts have expressed themselves against the proposal. ~~In view of the several impediments in its way, it does not appear that the scheme is a workable one. This Deptt. may therefore endorse the views of those Depts & pass the file on to Legal Deptt.~~

1/x/47

~~This Deptt is not concerned with the feasibility or otherwise of the scheme of having 'play streets'.~~ If ~~the~~ the scheme is taken on hand after enacting the necessary legislation the ~~[illegible]~~ streets selected will have to be watered and kept clean. It seems that there will be little difficulty in getting the corporation of Madras to do this, as the scheme is likely to benefit the pupils of corpn schools.

With these remarks this may be passed on to Legal as

1.10.47

It is very doubtful whether the scheme can ~~will~~ be successfully and usefully worked. When any new lay-out of house-sites and streets or any T.P Scheme is ~~[illegible]~~ sanctioned, it may be laid down that sufficient space should be reserved on an approved scale for use as playgrounds. E&PH may be requested to instruct the DTP to take steps to ensure that such reservation is invariably made. If legislation is necessary to make it obligatory on owners of lands (who ~~sell and their lands as house site~~ divide their lands as house-sites) to provide playgrounds in lay-out schemes ~~to [illegible]~~

12

11

~~the undertakers~~

3/10/47

Legal.

The idea of closing certain streets completely to vehicular traffic during certain hours of the day so as to allow children living in the houses in the street to play on the streets is an excellent one. No municipality has so far attempted this even on a limited scale. I was unable to get either Salem or Madura Ml. Cl. to agree to do this when I put it to them as Commissioner of those municipalities. But this is the only solution for the playground problem in cities ~~problem~~ and the problem of giving a chance to city children in the poorer and more conjested quarters in towns and cities.

There is no need to keep the street concerned closed to vehicular traffic except between 4-30 to 7 p.m. It is also not necessary to allow even the vehicles for the requirements of the occupants and owners of the property abutting the streets in question, because if such an exception is made it will be made an excuse for plying vehicles and there will be accidents and injury to children as apprehended by the Police. The closure must be absolute but can be limited about 2 or 3 hours in the evening, in which case there can be neither very great inconvenience nor any question of accidents occurring to the children.

It does not appear that ~~we~~ local authorities have powers to order such closure of streets under the D.M. act. Section 172 of the M.D.M. Act will not apply to such cases. Legislation would appear to be necessary if authorities of Municipalities are to exercise the powers necessary for the purpose, and may be taken up in the interests of the thousands of children in our towns and cities who are confined to their small houses even during evenings.

But a beginning may be made in Madras and a few other big cities by getting the Police to do the closure under the traffic rules.

10/10/47

Legal.

/A

ASL

10743

Dy. S. H

ASSISTANT SECRETARY
16 OCT 1947
A.Co. 35-810-LB
LEGAL DEPARTMENT

10743

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(4) 39

LEGAL DEPARTMENT.

Section 205 (1)(c) of the City Municipal Act empowers the Commissioner of the Corporation of Madras, with the special sanction of the council and the Government, to close permanently any public street or part thereof. Section 213 gives power to the Commissioner to close temporarily any street to traffic for repair or in order to carry out any work connected with drainage, water-supply or lighting or any of the purposes specified in Schedule V, but that section also requires such work to be completed and the street re-opened to traffic with all reasonable speed. Similar provisions are found in section 163 (1) (c) and 172 of the District Municipalities Act. Neither the Corporation of Madras nor a municipal council has thus power to close any public street temporarily for the purpose of enabling the street to be used as a play-ground for children during the period it is closed. Nor is there any provision in the Local Boards Act for the temporary closure of public streets. A local body has therefore no power to close temporarily any public street for the purpose in view, as pointed out by Secretary L.A.

KM 18/x/47

A on p/2 ante

2. The object can, however, be achieved by police officers not below the rank of Dy. Superintendent of Police invoking the provisions of rule 49 (1) of the Madras Traffic Rules, 1938. Legislation for this purpose is not therefore necessary as pointed out by Home.

I agree. A rule specifically authorising closure of the road for the purpose in view will be in order under the Mad. Traffic Control Act 1938 (Mad Act V of 1938) and it may be advisable to make such a rule.
KM 18/x/47

p. 85 of Book No. 52 (Road Traffic Code) P

M on p 8 ante

3. Whether the proposal should be given effect to or not is a matter for the administrative Department to decide. It may however be added that the objections raised by the Dy. Commissioner of Police against the proposal so far as the regulation of traffic is concerned seem to have force and to require consideration.

This is a matter for the admve dept.
KVR
18/x/47

Legal U.O. No. 10743/47-1.
20-x-47

J.S. KM 18/x/47

17.10.47

ASST. SECRETARY TO GOVERNMENT
8376
21 OCT 1947
EDUCATION AND PUBLIC HEALTH DEPT.

E.A.

14

E.P.H.(C1)Deptt.

H.M's minute on pp 5 - 7 ante and the notes following may be perused. The file relates to the proposal for the provision of play-streets in the city. The views of the D.P.I. and the Commissioner of Police are summarised on pp 7-8 ante. The Secretary has agreed with the views of the Commissioner of Police and doubts whether it would be wise to proceed with the scheme. Home Department concurs with the Secretary's view. Public Deptt. has noted that Madras Fire Services cannot be engaged to water and clean the streets as a regular feature. The L.A. Secretary considers that the scheme is an excellent one and that a beginning may be made in Madras and a few other big cities by getting the Police to do the closure of the streets under the Traffic Rules. The Legal Department has noted that it will be advisable to frame a rule under the Madras Traffic Control Act to enable the closing of streets for the purpose.

A. on p. 8 ante

p. 9 ante

M on p. 10 ante

p. 12 ante

P on p. 13 ante

The file may be first circulated to H.M.(Education) for orders whether the proposal will be proceeded with.

27/10/47 S

28/10/47

H.M. (Edn.)

We are greatly in need of play grounds. Our children are deteriorating in health for want of them. If play streets can be organised in much more busy countries in the West, I don't see why we should not utilize them here. If it cannot be possible for the Madras Fire Services to clean and water the streets as a regular feature, I think, we can play in certain streets even without cleaning and watering. It may even be ~~allowed~~ left to be done by the students themselves. In view of the deteriorating health of the children for want of play grounds we must resort to these proposals and when these yield good results, I am sure, they will yield very good results in this country also. [The proposals may be typed separately and submitted so that they may be circulated to all H.Ms.]

TSA
31-10-47

SECRETARY, EDN. AND P.H. DEPT.
1 NOV 1947
GOVERNMENT OF MADRAS

15

(10)

W.r.t. H.M.'s minute on page 14 ante a draft note ~~is~~ subd. If approved, copies will be taken and circulated to all H.Ms and H.P.M.

6/11/47 S

7/11/47 H.M. (Edn.)

(10.11.47)

The note may be approved. I have made a small addition in the note which also may be incorporated in the note. The Legal Department have stated that no legislation for the purpose is necessary. I think that it may be necessary but the matter whether it is necessary or not may be considered after the opinions of the H.Ms. and H.P.M. are ascertained.

TSA
10-11-47

I see that this is mainly a matter for H.M.(Home) to decide because it is a matter of regulation ~~of~~ by Police. The matter may be referred to H.M. (Home). ~~The matter~~ whether legislation may be necessary ~~for that may~~ also be considered ~~afterwards. Perhaps he will himself state whether legislation will be necessary.~~ by H.M. Home even now ~~[illegible]~~

TSA
26-11-47

SECRETARY, EDN. AND P.H. DEPT.
20 NOV 1947
GOVERNMENT OF MADRAS

The file may be circulated to H.M. (Home).

2/12/47

2/12/47 S

1 DEC 1947
GOVERNMENT OF MADRAS

H.M. (Home)

SECRETARY, EDN. AND P.H. DEPT.
8 DEC 1947
GOVERNMENT OF MADRAS

The Commissioner seems to be against closing streets for the purpose of play. H.M. (Pro) has noted that he is against this proposal. It will be difficult to close roads to traffic. Though I am in sympathy for play grounds, I suggest H.M. (Edn) would explore ~~[illegible]~~ for other places like the small park and the sands in the Marina for the purposes of making play grounds.

VR
6/12

8

The file may be circulated to H.M. (Edn) w.r.t the minute of H.M. (Home) on page 15 ante.

JSM
8/12/47 S/ H.M. (Edn)
8/12/47
H.M. (Com)

TSA
12-12-47

~~OA 9/12~~

SECRETARY, EDN. AND P.H. DEPT.
12 DEC 1947
GOVERNMENT OF MADRAS

For orders whether the file may now be closed.

JSM
12/12/47 S
18/12/47

5
16/12

The papers may be recorded for future reference.

JSM
15/12/47

Sub:- Physical Edn Play streets - Provision - Proposals - Dropped.
G.O.(Ms) 2681 Edn 16/12
Recorded.

13/12/47

17/12/47

18/12/47

40

The Failure

ASST. SECRETARY TO GOVERNMENT
8 - APR 1947
EDUCATION AND PUBLIC HEALTH DEPT.

A publication of
National Conservation Bureau
Accident prevention division of
Association of Casualty and Surety Executives
60 John Street, New York City

EG 18

Reprinted From *Public Safety*

The Failure

A short story by Robert W. Gardner

THE SUPER CHIEF wound its way across the desert like a sinuous snake. The desert air was dry and the scorching heat shriveled even the cold-blooded Gila Monsters that scuttled across the roadbed for their reptilian hide-outs as the train roared past.

Inside the luxuriously appointed Pullmans, the passengers relaxed in air-conditioned comfort, inwardly grumbling over the annoying monotony of sand and wind and sky.

The throbbing Diesels of the luxury liner flung its ribbon-like length across the desert spaces at better than 90 miles an hour—a triumph of engineering genius and coordination morosely observed by the four-year-old girl who flattened her nose against the window of the fourth Pullman, as she tried to look cross-eyed at the telegraph poles flicking past.

Soon tiring of this wearisome sport, she settled back in blissful contentment, blonde curls bobbing, as she played some other silent, introspective game, known only to children. She was interrupted in her reverie by the genial salesman, seated across the aisle, who had been watching her with interest for some time.

"Hi there," he ventured. "Did you have a nice lunch?"

"Yup," she admitted reluctantly, as if to terminate the quiz on the first question. The blonde vision eyed him with the ancient hostility of youth against the inquisitions of their elders.

But the genial man was not to be denied. The salesman liked children. You could tell it by the way he asked the next question.

"Aren't you afraid to ride so fast?"

"Nope," she shook her head.

"Not even when we go around curves?"

She repeated the negative, determinedly. And, then, by way of explanation, added, "My daddy steers the train."

Something — some emotion swept the salesman's face. The child regarded him gravely, then snuggled against her mother and in a very few minutes dozed off to fitful sleep.

The child's mother, who for some time had been aware of the one-sided conversation, smiled and explained, "Her father is the engineer on this train."

The salesman regained his genial interest at this evidence of friendliness. "Beautiful thing—to have such confidence," he mused. Then added, as an afterthought, "I even feel better myself. It's a certainty that the engineer won't allow anything to happen to us when his wife and daughter are on the same train."

The mother tucked her coat around the sleeping child and spoke across the aisle.

"I never think of danger," she said. "My husband has been running an engine for almost 20 years."

"You have as much confidence in him as your baby." The salesman smiled as he said it.

"I suppose that is so," the mother agreed and her hand stroked the child's blonde curls.

"I used to feel that way," the man spoke thoughtfully as vanished years reeled through his mind. "I used to travel everywhere by automobile. Liked it better than the train. It's less lonesome somehow. You know how it is. You drive along and kind of sing to yourself and talk back to the radio, and every now and then you stop off for a cup of coffee and a gab with the girl at the counter—"

The baby's fingers clenched into little fists and she stirred restlessly. The salesman leaned across the aisle to make conversation easier.

"Don't you use your car any more?" the mother went on.

"Not much," the salesman replied. "It's no fun now. When my daughter grew up, she used to go with me on short trips. When she was little, she had blonde curls just like your baby."

They both looked at the sleeping child and the salesman was silent for a moment. "My daughter was a splendid driver," he continued. "I had all the confidence in the world in her. My goodness, she handled the wheel with no effort at all."

The mother looked at the man across the aisle with an understanding eye. She noted the use of the past tense when he spoke of his own daughter, and she asked solicitously, "Does she travel with you now?"

"No." The man swallowed when he said it. "I'm a failure," he confessed. "I failed in the one thing that meant most to me." He shook his head as though to shake gnawing memories from his mind. "It's hard to think about it."

"I'm sorry," the mother murmured penitently. "I didn't mean to bring up anything unpleasant—"

"It's all right," the salesman hurried to reassure her. "In fact, I'd like to tell you about it, if you don't mind."

Mr. Gardner is Publications Editor of the National Conservation Bureau.

"Not at all, I'd like to hear." The woman smiled graciously.

"Well," he began, "we were driving down from Paso Robles. It is a beautiful trip through the mountains and over the desert. The desert makes you want to step on the gas. It always happens; there's nothing there to make you conscious of speed. I guess we must have been sailing along at from 70 to 80 miles an hour when we came to the Grapevine Road. It winds up into the mountains. Of course, my daughter slowed down. But, when you've been speeding, 50 m.p.h. feels like you're just crawling along."

The mother nodded, understandingly, and the salesman went on.

"It started to rain when we got up into the altitude. Dorothy (that's my daughter's name) turned on the windshield wiper. I remember it muddied up the windshield for a moment, but then it cleared up.

'You know, Daddy,' she said to me, 'I like to drive when it's raining.'

"I said, 'Why, Baby? Do you think you're operating a boat?'

" 'No,' she said. 'But it just seems more cozy in the rain. Just as if we were all alone on an island in the sea.'

"Well, that's when it happened. The road had been dusty and the sudden rain made the mud as slick as grease. We were doing about 40 or 50 when the car began to skid. Dorothy looked at me wildly. She didn't know how to bring it out of the skid and we dove over an embankment."

"How horrible," the mother exclaimed. "Were you badly hurt?"

"No," the man assured her, "I just had a few cuts."

"And — Dorothy?" — the mother hesitated over the unasked question.

"I guess you must know—," the salesman faltered. "She never woke up."

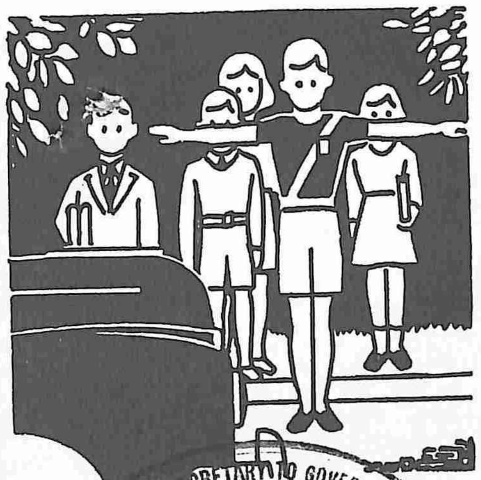
"Oh! How awful for you—the poor dear," the mother was stricken with the man's apparent grief.

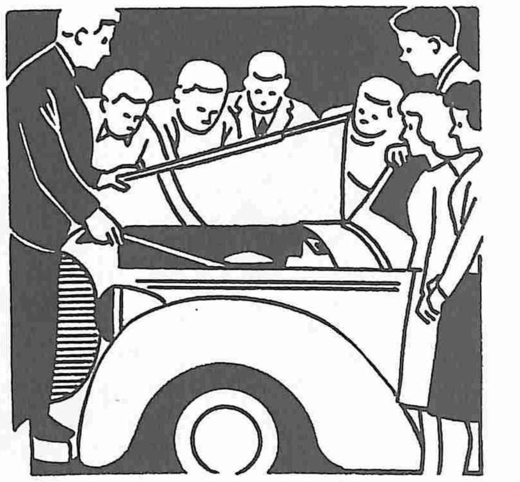
"I guess I loved her so much that I thought every thing she did was perfect. I never thought of helping her to improve. That's when I failed her. It's too late to do anything about it now. But, if I had been a little less foolish, I would have given her some reason for confidence in her skill. I would have taught her to pull out of a skid." There was bitter condemnation in his tones.

The mother regarded him with sympathy. But it was the little girl that broke the uncomfortable silence. "Mommy," she cried plaintively, "I'm sleepy."

"Yes, darling," soothed the mother.

The man across the aisle smiled at the child, the memory of another child in his mind's eye. He turned to regard the miles hurtling past the window—lonesome miles that paced a remorse that was pitiless, enormous and empty.



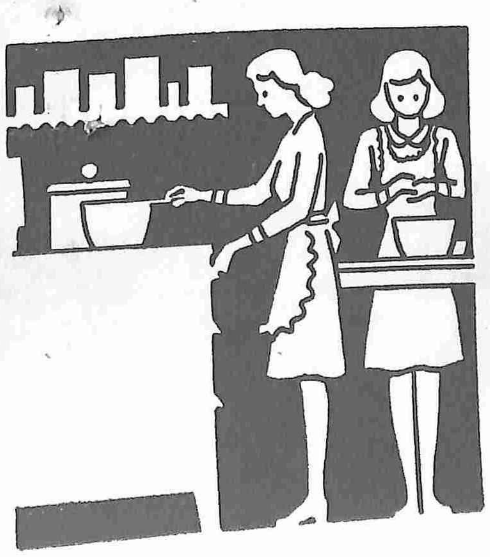


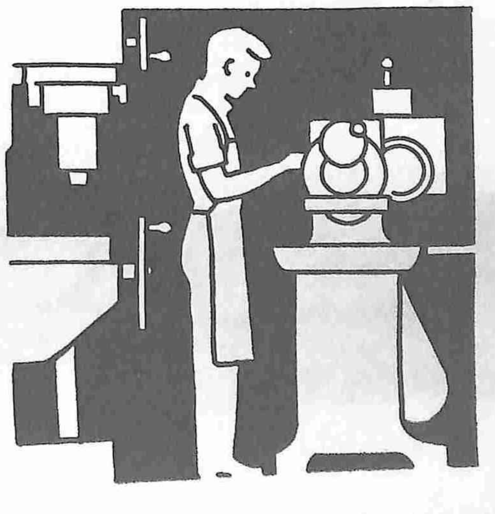
ASST. SECRETARY TO GOVERNMENT
8 - APR 1947
EDUCATION AND PUBLIC HEALTH DEPT.

DRIVER EDUCATION
IN THE
HIGH-SCHOOL CURRICULUM

SAFETY EDUCATION SERIES, NO. 3

CENTER FOR SAFETY EDUCATION · DIVISION OF GENERAL EDUCATION
NEW YORK UNIVERSITY





Driver Education in the High-School Curriculum*

THE COST of a single mistake at the wheel of an automobile may be death or disaster. In the past fifteen years, America's drivers have made so many mistakes that nearly half a million people have been killed on our streets and highways, and over ten million have been injured! This appalling toll of injuries and death is not the result of unavoidable occurrences. It is mainly due to the fact that since the turn of the century our drivers have formed their habits through hit-or-miss methods, and by trial-and-error learning. Since the automobile itself is an inanimate machine, it will perform as it is directed by the operator. His control will be efficient and dependable to the degree that he possesses good attitudes, proper understandings, and adequate skills. These elements may or may not be possessed by the haphazardly trained driver. But, they *can* be developed in the driver-to-be through sound instruction.

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*Prepared under the supervision of Milton D. Kramer, Center for Safety Education, New York University.

Why should driver education be included in the school curriculum?

Young drivers, age 16-20, are involved in five times as many fatal accidents as drivers in the 45-60 age group. This is clear evidence of the fact that young people are not adapting themselves properly to life in our automobile age. Training for citizenship logically requires that high-school graduates be prepared to live safely in a society that utilizes motor cars so extensively in its total complex of living. Driver education courses provide the only means by which, through expert guidance, high-school students can acquire the basic attitudes and understandings that are needed by the citizen-driver of today and tomorrow.

Three out of four high-school students will be operating cars by the time they are graduated from school, or within five years after being graduated. It is in the formative years of youth that the schools prepare for good citizenship. Accident-prevention education and the saving of lives through greater efficiency at the wheel, and more intelligent behavior on streets and highways, is an essential of good citizenship which is in complete harmony with the objectives of modern education.

What progress has been made through the support and endorsement of educators?

Today, over 5,000 high schools include classroom driver education in the curriculum. In most of these schools this instruction is given as a separate 20-hour to 60-hour course, or as a distinct unit in connection with another subject. Over 25 State departments of education have prepared and distributed courses-of-study in safety education and driver training. In one State, a course in classroom driver education must be successfully completed as a requirement for graduation. Over fifty teacher-preparing institutions now offer teacher-training credit-courses in safety and driver education.

The need for driver education has long been appreciated. Recently this need has been formally recognized by the National Education Association. The Association organized in 1944 a National Commission on Safety Education. In 1940 the Yearbook of the American Association of School Administrators was devoted to Safety Education. Such endorsement and the active cooperation and efforts of official State departments and safety organizations over a period of ten years has resulted in the widespread acceptance and progress of driver education.

What reasons have stimulated school administrators to provide such courses?

The responsibility for teaching driver education has been viewed as properly belonging to the schools. This opinion is agreed upon by schoolmen because:

——The high school affords the best opportunity for reaching the greatest number of "pre-license-age" drivers.

——The high-school age, which is just prior to the attainment of the legal driving age, is the most appropriate time for educating drivers.

——Only competent teachers conducting properly organized courses can provide the learning experiences that will result in the formation of the good habits needed for safe vehicle operation.

——The content of driver education is closely interwoven with other instructional materials and subjects designed to prepare for modern living.

—Drivers who receive scientific education attain superior attitudes and skills can make a valuable personal and social contribution to accident prevention on the highways.

What is the nature of a high-school course in driver education?

These courses are concerned primarily with the development of *character,* and with the stimulation of the adolescent to have and display good attitudes of cooperation with others and consideration for others. Mere skill in maneuvering the vehicle is not among the primary objectives of the course, nor is merely "safety" per se. Course content is designed to orientate the student to live safely, though adventurously, through skillful and efficient behavior, on streets and highways and in a world of machines and hazards.

Classroom instruction is *basic* in the school's driver-education program. This has been recognized by the 5,000 schools that have instituted classroom courses, even though they do not yet provide behind-the-wheel training. Through discussion and reading, and by the use of visual aids and other devices, classroom instruction provides the basic understandings, judgments, and attitudes so necessary in learning to drive and for expert vehicle operation.

The addition to the program of road training in dual-control cars is a most desirable objective, and one which the school should attempt to achieve as soon as conditions permit. However, the introduction of a classroom course should not be delayed due to problems faced relative to road training.

Where and when have schools placed the course in the curriculum?

The logical time to offer the course is when its application will be most significant in terms of student needs and State requirements for a license. In most States the course is scheduled during the first, second, or third year of high school. Scheduling in the States varies with legal requirements for a license, the schools usually providing the course just prior to or at the time of the State's minimum age for obtaining an operator's license.

Courses have been fitted into the curriculum in the following ways:

—As a separate, full-time course

—As a distinct unit in connection with civics or social science, or physical and health education, or science education, or industrial arts

—As a substitute for study-hall periods

Offering the work as a separate course or as a distinct unit of another subject is the best procedure. As used by some schools, the technique of integration is helpful but gives no assurance that this training will receive the attention it merits. In all cases the course should be organized and placed so as to fit harmoniously into the school program.

As presently offered, the time allotment varies with local provisions. Most courses cover about 30 to 45 periods, although some schools brief the course to 20 periods. Others give a thorough treatment of content covering 45 to 60 periods.

Who may teach such courses?

In the schools presently offering these courses, instructors are usually selected by administrators from among the following:

a) Teachers with background in one of these general fields: social studies, industrial arts, sciences, health and physical education. Other subject teachers have also proved to be capable teachers of driver education.

b) Instructors who have satisfactorily completed a course in driver education in a college or university.

c) Teachers who have attended intensive short courses in driver education and training.

d) Persons who have had no formal training in driver education, but who have, in the opinion of school administrators, adequate qualifications in regard to a satisfactory driving record, interest in the subject, initiative, and instructional ability. Such persons have been urged to attend intensive or special training courses, for the teacher who has received special training can naturally do a superior job.

What units of instruction are presented in a driver education course?

A survey of texts and State courses-of-study reveal that the following are the major units which receive treatment in these courses:

—The Development and Social and Economic Influence of the Automobile

—The Automobile—Its Construction, Operation, and Maintenance

—The Physical and Mental Qualifications of the Driver

—Psychophysical Tests for Drivers and Corrections and Compensations for Personal Limitations

—The Driver's Social and Legal Responsibilities

—The Fundamentals of Driving—Personal Traits and Operational Maneuvers

—Legal Requirements; Traffic Rules; Regulations and the Police; Securing an Operator's License

—Sound Driving Practices in the City; Rural Driving Practices; Natural Laws Affecting Vehicle Operation

—Engineering for Safety—the Car and the Highway; Society's Safeguards; Benefits of the Safety Movement; Liability for Accidents

—The Pedestrian and the Bicyclist

Detailed treatment of the content of each of these units can be found in any one of the many texts, teachers manuals, and courses of study available in this field. A discussion of road-training methods and lessons is also covered in detail in a number of sources.

What assistance may be obtained for driver education?

A number of State and national organizations can provide information helpful in instituting and conducting driver education courses, such as printed materials, consultative and teacher-training services, course outlines, testing devices, and other aids. Here is a partial list of such organizations that cooperate with the schools:

American Association of Motor Vehicle Administrators, Washington
American Automobile Association, Washington

Automotive Safety Foundation, Washington
Center for Safety Education, New York University, New York, N.Y.
National Commission on Safety Education, NEA, Washington
National Conservation Bureau, New York, N. Y.
National Safety Council, Chicago
Insurance Companies and Automobile Manufacturers
State Departments of Public Instruction
State Motor Vehicle, Highway, and Police Departments
State and Local Safety Councils

Why is action needed now?

While enforcement efforts and engineering improvements will do much to curb accident occurrence, the rising toll of traffic deaths points inescapably to the fact that safety will be attained in satisfactory amount only when driver *behavior* will be improved. Education alone provides the chief means by which this may be done. Driver education courses afford the schools a splendid and unique opportunity to make a significant contribution to safety in postwar America.

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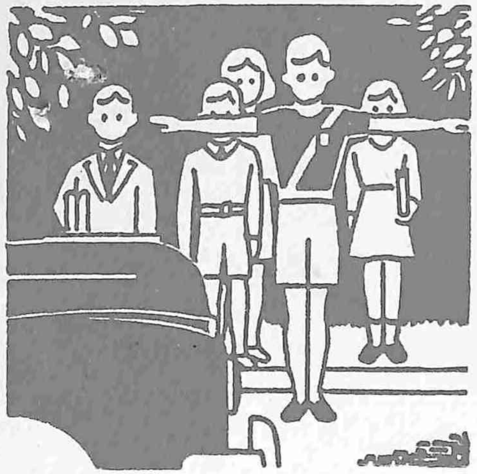
1. *Safety Education.* Eighteenth Yearbook of the American Association of School Administrators. National Education Association, Washington, 1941.

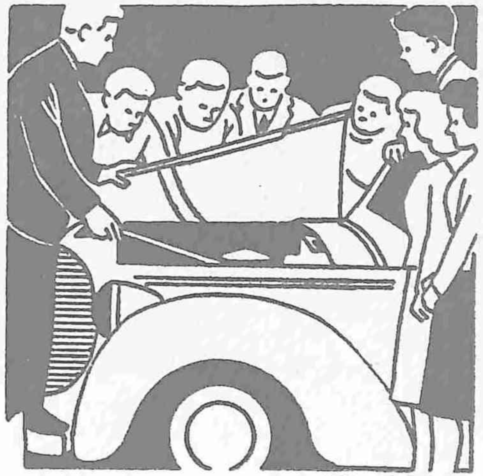
2. *Teachers Manual: Administrators Manual.* Designed for use with *Man and the Motor Car—Revised.* National Conservation Bureau, New York.

3. *Driver Education and Training Manual for High School Teachers.* American Automobile Association, Washington.

4. State Courses of Study in Driver Education.

5. *Education for Safe Living,* edited by H. J. Stack and E. B. Siebrecht. Prentice-Hall, New York, 1942.





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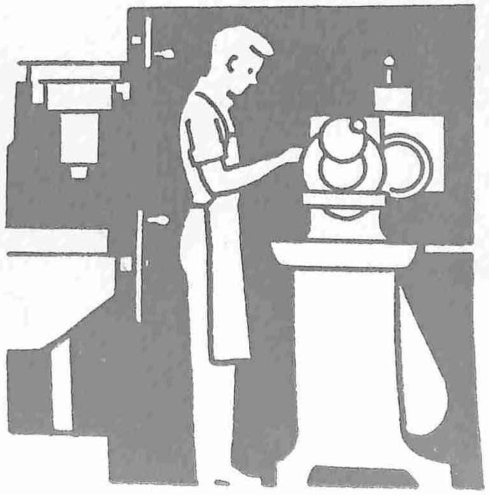
SAFE ALL AROUND

THE ORGANIZATION OF A SCHOOL SAFETY PROGRAM IN SPORTS,
HEALTH, PHYSICAL EDUCATION, AND RECREATION

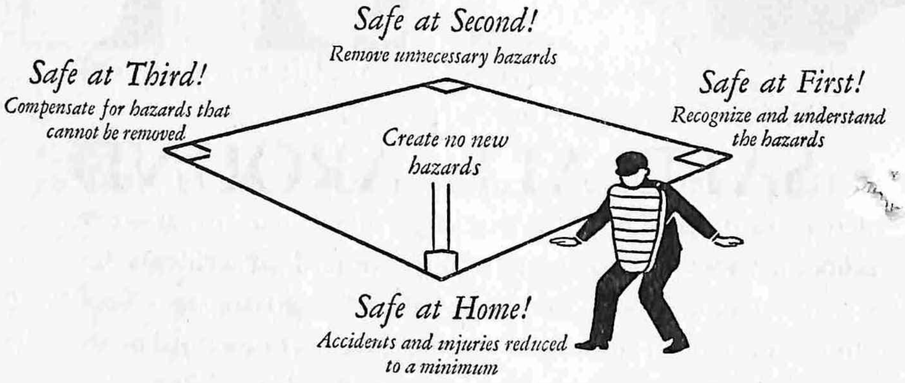
ASST. SECRETARY TO GOVERNMENT
8 - APR 1947
EDUCATION AND PUBLIC HEALTH DEPT.

SAFETY EDUCATION SERIES, NO. 4

CENTER FOR SAFETY EDUCATION · DIVISION OF GENERAL EDUCATION
NEW YORK UNIVERSITY



SAFE ALL AROUND



Safe at Second!
Remove unnecessary hazards
Safe at Third!
Compensate for hazards that cannot be removed
Create no new hazards
Safe at First!
Recognize and understand the hazards
Safe at Home!
Accidents and injuries reduced to a minimum

BOX SCORE	Safety Council	Accident Records	Physical Exams.	Instructor Leadership	Student Leadership	Game Safety Controls	Facility Controls	Cooperation	Perseverance	Final Safety Score
Non-organized	0	0	0	0	0	0	0	0	0	0
Organized	1	1	1	1	1	1	1	1	1	9

A shut-out!

The Organization of a School Safety Program in Sports, Health, Physical Education, and Recreation*

Why should the department of health and physical education be concerned with safety?

This is a simple question to answer. It is because more accidents and injuries occur in that department than in any other school activity. Approximately 20 per cent of all accidents (at school, at home, or to and from school) occurring to school children occur on the school grounds and over one third of all school building accidents take place in the gymnasium.

This is not surprising. In the first place every student in school is usually required to participate and secondly it is only natural that engaging in vigorous big muscle activities, such as football, is more hazardous than sitting in an English class. Leaders in the field would not have it otherwise for the very element of risk makes the activity a stimulating adventure and satisfies the youth's desire for contest, joyous effort, and creative activity. Although it is not possible to eliminate all accidents during play activities, it is desirable and possible in most instances to reduce their number and severity without minimizing the participants' joys and benefits.

*Prepared by Don Cash Seaton, Sanford B. Perkins Memorial Fellowship Holder.

It becomes the obligation, therefore, of every school department of health and physical education to attack this problem of safety in a vigorous, intelligent, and systematic manner.

What is the safety job of the physical educator?

He has but one safety aim—that is to reduce the number of avoidable accidents and still retain a normal amount of activity in a well-balanced program of physical education.

To do this he must:

1. Organize—set up the type of organization within the department that will best cope with the safety problem. Regardless of the size of the school a plan of attack is necessary. Some type of a committee organization is recommended. Such an Athletic Safety Committee (it can be labeled by some other name) should include:

a) Members of the health and physical-education staff
b) Representatives of the Student Leaders' Club
c) Representatives of the Lettermen's Club

This committee, should, of course, be a subcommittee of the general School Safety Council.

2. The next step is to determine where, when, why, how, and to whom the accidents in the department are occurring. This requires the establishment of a thorough and efficient accident reporting and record-keeping system.

3. Then the Athletic Safety Committee should draw up a definite safety program in accordance with the results of the accident record plus the opinions of the staff and committee. (Suggestions for this procedure follow.)

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4. Establish a definite system of caring for the injured in accordance with school policy. This procedure should include such vital issues as: who shall render first aid, who shall notify the parents, and how the injured should be transported. All persons concerned must be made completely familiar with the correct procedure.

Sufficient first-aid supplies must be made available at all times and at strategic locations.

Some schools find students' first-aid clubs very helpful in caring for the injured.

5. If the health instruction curriculum is to include various other phases of safety, the nature and placement of this material must be determined by the instructors concerned in conjunction with the principal, curriculum committee, and the School Safety Council.

6. Provision should be made for some form of athletic accident insurance. (If your State does not support such a plan it may be that your league or community can evolve some workable type of medical reimbursement.

7. Provide appropriate safety-education materials:

a) *Free safety pamphlets* such as those furnished by the Federal and State governments, motor clubs, the National Safety Council, and the Center for Safety Education, New York University.

b) *Visual aids* such as posters, motion pictures, film strips, charts, etc. (*See* lists provided by the National Education Association, National Safety Council, and Center for Safety Education, New York University.)

Sufficient first-aid supplies should be available at all times and at various locations.

The coach's responsibility

Every coach has a stake in the safety and well-being of his men. If a player gets hurt his efficiency is impaired and the team suffers accordingly. The more players injured the less successful is the team. Athletic coaches, therefore, have become specialists in the field of safety. They devote many hours to the careful instruction of their players in the various fundamental skills of the sport and giving "tips" that will add protection, and be the safe way, in executing these skills. The more of these safety "tips" the coach knows and succeeds in putting across to his men, the fewer injuries there will be to mar the team's performance.

Warm Up!

Knowing how to protect himself or to execute skills correctly are not the only precautions used by the "cagey" coach in his safety campaign. He also insists upon thorough warm-ups before allowing his players to engage in practice or participate in a contest. The physiological necessity of the warm-up is well known and accepted in athletics. Neglect of it, sending men in "cold," has caused many unnecessary injuries and untold personal damage.

For those interested in many additional safety hints, it is recommended that reference be made to "Safety in Athletics" by Lloyd, Deaver, and Eastwood.[1] Forsythe[2] also includes many useful suggestions in his book on administration of high-school athletics.

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[1] Frank S. Lloyd, Floyd Eastwood, and George G. Deaver, *Safety in Athletics* (Philadelphia: W. B. Saunders Company, 1936), 432 pp.

[2] C. E. Forsythe, *The Administration of High School Athletics* (New York: Prentice-Hall, Inc., 1939), 413 pp. (W. B. Saunders, 1938, 1936.)

The winning team

The demand for a winning team is one of the evils that usually results in an increased accident incidence. An example: The star athlete is on the bench with an injured knee; things look bad; the crowd clamors for his return to the game—the poor coach succumbs to their demands; the injury is aggravated and the star is crippled for life. Coach knows better but the pressure is on! The more injuries the more the whispering campaign, and some coaches lose their positions because of this fact. Following are three general principles, which if followed, should result not only in fewer accidents but in a much healthier athletic situation:

1. The community, largely through the attitude of the coach and the school's administrators, must be taught not to be too demanding of the school's athletic teams.

2. The coach's concern must be primarily focused upon the health and safety of the players under his direction.

3. The school board must furnish sufficient funds for protective equipment, safe playing fields, safe bleachers, and suitable transportation so that the teams will not be forced to depend upon the "gate" for these facilities and services.

Principles of procedure in attacking the safety problem

To guide the organization and administration of this program there are certain principles, as shown on the frontpiece, which if followed will result in a safer environment and program.[3]

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[3] H. C. Stack and E. B. Siebrecht, *Education for Safe Living* (New York: Prentice-Hall, Inc., 1942), p. 92.

1. Recognize and understand the hazards of all activities and facilities.
2. Remove all unnecessary hazards of facilities, equipment, and programming.
3. Compensate by protective equipment and education for those hazards that cannot be removed.
4. Endeavor not to create new hazards.

Administrative and activity controls for reducing accidents

The physical and medical examination is one of the most important single administrative controls for the prevention of injury. Lloyd, Deaver, and Eastwood[4] found that the accident incidence for schools having such examinations was 11.6 as compared with 17.4 for schools not having such an examination, a 39 per cent less accident incidence. Space does not permit the discussion of the relative merit of the number of times and types of examinations but it is highly recommended that:

a) All athletes receive an examination before participation in *every* sport.

b) All students absent more than three days because of illness present a physician's approval before being allowed to participate in sports.

Leadership

There are two sources of leadership controls; instructor leadership and student leadership. Both are important. It has been shown that coaches with more than nine years' experience have better injury records among their squads than less experienced coaches.[5]

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[4] Lloyd, Eastwood, and Deaver, *op. cit.*, p. 201.
[5] Lloyd, Eastwood, and Deaver, *op. cit.*, p. 65.

A few important *instructor leadership controls* are:

a) Only well-trained coaches, with a thorough knowledge of the sport, should have charge of coaching teams. When possible, the head football coach should be one with at least three years' playing experience and nine years' coaching experience. It is not advisable to employ as coaches or instructors of physical education men or women who did not major in physical education. The football coach should teach physical-education classes or coach another sport.

b) Participation in physical education, intramurals and interschool sports should be based upon:

(1) Results of the physical and medical examination.
(2) Individual physical abilities.
(3) Expert opinion of the coach, physical-education instructor, and/or school physician.

c) An instructor, coach, or supervisor should be present at all times when students are at play.

d) A physician, nurse, or competent first aider should be present at all team practices and available for all physical-education classes and intramural contests.

e) The size of the physical-education classes should be limited according to the size of the facilities and number of instructors. Conversely, the number of the athletic squads should be kept large so that frequent substitutions can be made.

f) Fair (equal) competition should be provided in all competition whether in interschool athletics, intramurals, or in physical-education classes.

g) Thorough warm-up periods should be allowed all competitors in any of these three levels of competition.

h) Avoidance of fatigue among all competitors is of paramount importance in reducing accidents. "Mental" fatigue must be recognized as a factor in varsity athletics.

i) Contact sports teams should not scrimmage or compete until the members are physically ready. As a general rule they should not scrimmage until after six or eight days of training or compete before three weeks of training.

j) Usually not more than 30 minutes in any day should be devoted to scrimmage in football. Other contact sports should have similar limitations.

k) Train the student leaders in the techniques of assisting for safety.

l) Teach skills thoroughly. The more skillful the participant the less liable he is to injury.

Student leadership controls are necessary if an effective safety program is to be sustained. Many schools have student leadership clubs in the physical-education department. One of their chief functions should be the "safe" welfare of their fellow students in the conduct of class and intramural activities. This would include:

1. "Spotting" in tumbling and apparatus work.
2. Teaching safety "hints" in all activities.
3. Developing an attitude of safety.
4. Control of the equipment and facilities before, during, and after use in the class.
5. Learning to officiate well. Knowing the rules of the games.
6. Learning first aid and how to report accidents.

Interschool contests require many special safety precautions. Among them are the following:

1. A physician should be present for all interschool contests in which there is an element of danger.

2. Competent certified officials, in adequate numbers, should be provided for all contests.

3. Substitutes should be warmed up before entering the contest.

4. Injured players should not be used when there is any danger of the activity aggravating the injury. (If in doubt do not have the player dress for the game—then there will be no temptation.)

5. Remove fatigued players from the contest at the first sign of weakening.

6. Provide adequate safety controls for the spectators, such as:

a) Police, ushers, and guards
b) Fencing of areas
c) Control of concession dangers
d) Safe bleachers
e) Vehicular and pedestrian traffic controls

Facility and equipment controls

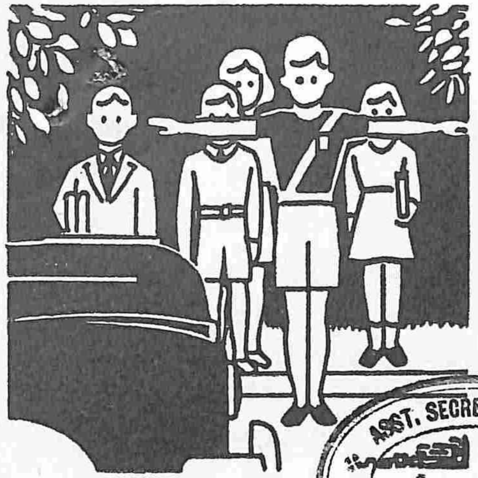
1. *Overcrowding* creates one of the major hazards in the use of athletic facilities. The instructor or coach can, if necessary, compensate for the condition by conducting less hazardous activities and removing or relocating unnecessary facility

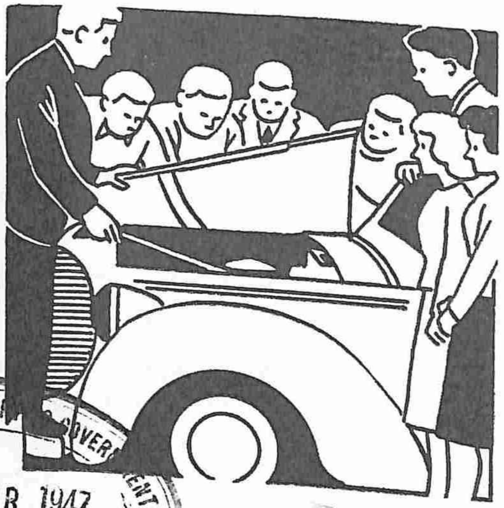
hazards. There should be sufficient space between the out-of-bounds lines and walls or bleachers for all games in the gymnasium.

2. *Remove hazards of playing areas.* Good housekeeping, the removal of extraneous material and providing even surfaces, will eliminate many unnecessary hazards. This includes such items as picking up glass, rocks, etc., from the playing fields and keeping the gym floors in safe playing condition. The wood floor of the gym should have a bakelite finish.

The more difficult task involved in this area of facility safety controls is the removal of or compensation for the hazards of construction. This refers to such dangerous items as floor radiators, protruding pipes in gyms, and rises in the ground and misplaced bleachers on the field. If it is not practical to remove such hazards they must be compensated for either by protective devices or rules governing play in that area.

3. *Adequate protective equipment* should be furnished (and used by) all competitors in physical-education classes and intramurals as well as in varsity sports. Do not promote those sports in classes or intramurals for which sufficient protective equipment cannot be made available.





ASST. SECRETARY GOVERNMENT EDUCATION AND PUBLIC ... DEPT.
8 - APR 1947

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THE SCHOOL ADMINISTRATOR
AND
THE SAFETY PROGRAM

SAFETY EDUCATION SERIES, NO. 1

CENTER FOR SAFETY EDUCATION · DIVISION OF GENERAL EDUCATION
NEW YORK UNIVERSITY

The School Administrator and the Safety Program*

THE RESPONSIBILITY for the organization of the safety-education program lies in the Board of Education and its representative, the Superintendent of Schools. The success of this program in keeping child accidents to a minimum depends to a large degree on the care and foresight shown in planning the program. Over a period of years, city school systems that have had well-organized programs have demonstrated that child-accident rates can be reduced. In these cities, there is a well-organized structure, with well-defined aims and active participation on the part of principals, teachers, and community agencies. The Eighteenth Yearbook of the American Association of School Administrators, *Safety Education,* shows the nature of the complete program.

Dr. Howard G. Danford, of the Madison, Wisconsin, Public Schools, in his research at the New York University Center for Safety Education, has established some basic recommendations to improve administrative procedures. These recommendations are used as a basis for the following discussion.

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*Prepared under the supervision of Herbert J. Stack, Ph.D., Center for Safety Education.

1. Who is responsible for the safety program?

Is the best qualified person in the school system assigned to major responsibility for the organization, direction, and supervision of the safety-education program? In smaller cities, the superintendent can take care of this responsibility himself. In the larger cities he may delegate this responsibility to an assistant. In other instances, as in Pittsburgh, Cleveland, and Detroit, there is a full-time supervisor of safety education. In still others, it is assigned to the supervisor of health and physical education. In such programs, the line of responsibility is further designated to school principals, supervisors of special subjects, and teachers.

2. Is there a citywide school safety committee?

Most cities with successful programs have an active school safety committee that meets regularly. This includes representatives of other community agencies, both public and private. It can be a powerful influence for the carrying out of a sound program. In many instances it is tied up with the local safety council. The schools are interested in preventing all kinds of child accidents; other community agencies have similar interests. By working together, all interests will be served. Many superintendents of schools have found a most powerful ally in their child safety committee.

3. Is there a systematic use of accident reports?

Accidents may be considered as indications of educational shortage. Schools must know where and how accidents are occurring in order to apply selective educational and remedial measures.

This does not mean just the collection and filing of accident records for purely protective purposes. Accident facts are one of the best indications of weakness in the program; they should be analyzed regularly and the findings made available to schools through mimeographed bulletins.

The standard accident reporting forms published by the National Safety Council are widely used.

4. Are there well-defined policies and protective measures?

Policies, and rules and regulations by the Board of Education to implement these policies, are important protective measures. These should be published and made available to schools and community agencies. Among them the following could be considered important:

Policies and Regulations relative to—

1. Responsibilities of the superintendent, principal, teacher, and custodian
2. Provisions for the inspection and maintenance of school buildings
3. Fire drills and fire regulations
4. Operation of school safety patrols
5. First-aid equipment and the care of injured pupils
6. Regulations for safety in school shops
7. Legal liability and insurance

8. Regulations for school custodians

9. Safety regulations for school building programs

10. The operation of pupil transportation facilities

11. The setting aside of play streets, coasting streets, supervised playgrounds, and the like

12. Cooperation with other official agencies, such as police and fire departments, to provide basic playgrounds and remove hazards

5. Is the program organized on a cooperative basis?

Faculty cooperation is essential in the good school program. Teachers must feel that they have a part in this program, and that no matter what they teach, the protection of children from dangers is essential. Among other methods, this cooperation can be secured through:

1. Membership in citywide safety committees or individual school committees

2. Preparing courses of study

3. Participation in safety conferences or institutes

4. Leadership in school safety clubs or other cocurricular activities, such as assemblies, patrols, and safety councils

In addition, pupils should be given a definite part in planning and conducting the school safety program. There is no field of education where *attitudes* are more important than in safety. Knowledge and safety skills are of value, but *attitudes* are more important. Participation in activities is most helpful in improving such attitudes. Junior safety councils, indoor and outdoor patrols or traffic squads, bicycle and other kinds of safety clubs, assemblies, and homeroom programs have been found useful in encouraging this participation.

6. How is the instructional program functioning?

As in the case of other school subjects, the strength of the safety program lies in the day-by-day instruction that goes on in the classroom. There is clear evidence that in cities where this instruction is specific and thorough, accident rates tend to be lower. Safety instruction pays rich dividends in saving lives, reducing injuries and property losses.

There are certain guiding principles that might be followed in the over-all instructional program:

1. It should cover all phases of safety, based upon accident facts, stressing seasonal hazards, and community and neighborhood problems.

2. It should extend throughout the pupil's school career.

3. It should emphasize throughout positive rather than negative instruction, "what to do" rather than "what not to do."

4. It should be definitely planned, not left to chance. This may mean special stress in existing school subjects, or a definite time allotment for safety education, or a combination of both.

The following are suggestions for instruction at the various levels.

ELEMENTARY SCHOOLS

1. Instruction at the various grade levels should be related to child activities and accident experience at that level.

2. It should be based upon neighborhood and community hazards.

3. It may be integrated into the existing subjects or assigned separate periods at regular intervals.

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4. Visual aids, such as motion pictures, posters, charts, lantern slides, and the like should be used whenever possible.

5. It is desirable either to follow a course of study in safety education, or have safety included in other courses, such as science, civics, health, and reading.

6. Practice exercises, demonstrations, dramatizations, and other activities encouraging participation should be stressed, rather than less effective methods, such as learning rules, singing songs, or solving arithmetic problems.

7. Teachers should emphasize those types of lessons that will tend to improve skills and encourage good attitudes, for example:

Practise lessons in crossing the street

Extinguishing clothing fires

How to use the scissors and the knife

Inspecting the home for hazards

Visiting the fire station and police station

Discussing the safety work of the policeman and fireman

SECONDARY SCHOOLS

1. In the junior high school, safety may be taught as part of the school subjects, for example:

Safety	*Subject*
Fire Prevention	General Science and Civics
Water	Physical Education
Traffic	General Science and Civics
Home	Science, Household Arts
Recreational	Physical Education
Occupational	Industrial Arts
Farm	Agriculture

2. In the senior high school there should be further stress on advanced problems:

Safety	*Subject*
Fire Prevention	Chemistry, Industrial Arts
Water	Physical Education
Home	Household Arts
Recreational	Physical Education
Vocational	Industrial Arts
Farm	Agriculture
Occupational	Biology, Chemistry
Athletic	Physical Education
Aviation	Aeronautics
Driver Education	Special Course

3. The high school has a responsibility to provide a basic training in traffic safety for all students, as a large percentage are already driving or will drive soon after leaving school.

Pupils having completed driver education courses become better operators.

Pupils reach the legal driving age during the high-school period. The school is the best place to provide a background of information and to encourage better attitudes.

The automobile plays such an important part in the social, vocational, recreational, and educational life of young people and adults.

The schools should teach young people to do the worth-while things they are reasonably sure to do in life.

It has been found that a 25- to 30-hour course in driver education, given as a part of school subjects or as a separate offering, will suffice for the basic instruction. If road instruction is offered also the time required would be increased 10 to 20 clock hours, depending upon the individual.

(For further material on this subject see No. 3 of the Safety Education Series.)

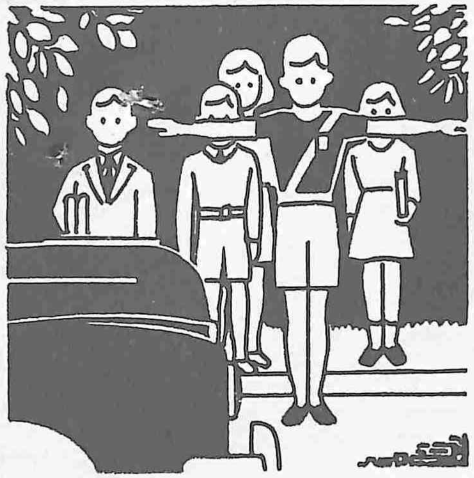
4. Certain types of accidents—drowning, traffic, athletic, and recreational—reach a high point during the high-school period. These should therefore receive major emphasis.

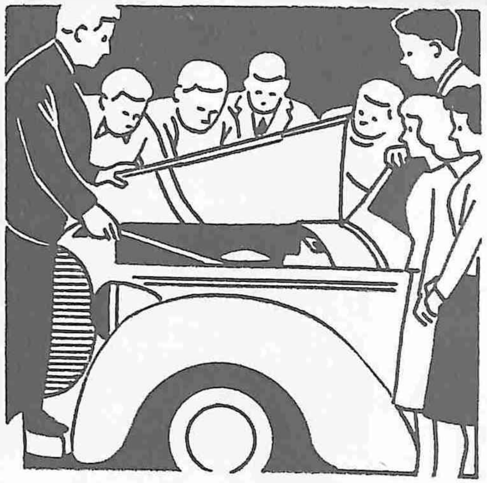
5. Since a large number of pupils may be expected to go into industrial work, this phase should be given special attention in vocational subjects.

Do schools have adequate instructional materials?

There are many good safety readers, textbooks, and workbooks available for all grade levels. It is the administrator's responsibility to make certain that schools are supplied with such books, rather than their having to depend upon free commercial pamphlets.

Visual aids have also been found of unusual value in this work. Funds should be made available for the purchasing or renting of such materials. The National Education Association, the National Safety Council, the American Red Cross, and the National Conservation Bureau have lists of recommended aids which will be helpful to schools.





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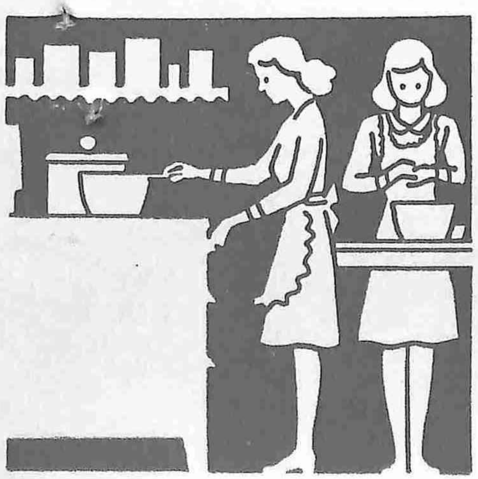
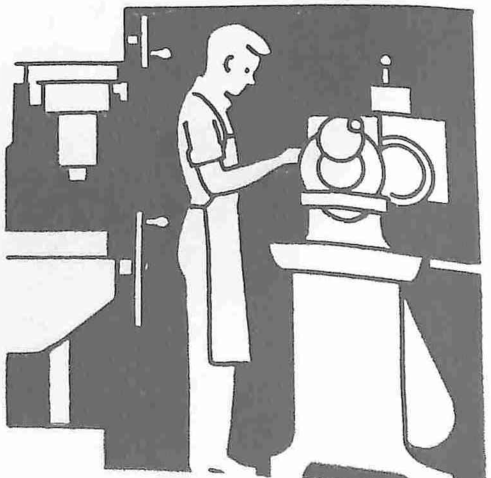
ASST. SECRETARY TO GOVERN
8 - APR 1947
EDUCATION AND PUBLIC HEALTH DEPT.

SCHOOL SAFETY
AND
THE COMMUNITY

SAFETY EDUCATION SERIES, NO. 2

CENTER FOR SAFETY EDUCATION · DIVISION OF GENERAL EDUCATION
NEW YORK UNIVERSITY





School Safety and the Community*

The school is a natural and logical center for the development of individuals who can meet life's adventures and duties successfully and thus safely. Safety is not a way of life which prohibits activity, but a way that shows how each activity can be carried on in the most efficient manner. The school reaches more persons under controlled circumstances than does any other single agency. It reaches this large number of persons during their formative years when habits are forming and attitudes are developing.

The school is a strategic center also, because for set periods each day it is a *community* in which many of the functions of the larger surrounding community are carried on. In this community, the pupils are citizens, just as they are citizens of the larger community, and lessons of citizenship learned and practised in the school will argue for these lessons being put to good account in village, town, or city.

The school's responsibility

Safety, intelligently understood, is not optional. Teaching a particular subject, a foreign language for example, in a given school at a given time, *may* be optional. Many pupils live successfully who cannot speak any language but their native tongue. Pupils, however, who have avoidable accidents cannot be said to be living successfully. The question should not be *whether* safety should be taught and practised in the school, but *how* its lessons can best be incorporated into the school's total program. Every school and every school system has a moral responsibility to see to it that the pupils whose minds are being developed are also given the knowledge with which to preserve their bodies from avoidable accidents. There can be no option about self-preservation.

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*Prepared under the supervision of Walter A. Cutter, Ph.D., Center for Safety Education, New York University.

The school's safety program

If the school is a community, and if the pupils carry on varied activities as citizens of that community, then it is logical that the school's safety program should cover all of those activities. If particular school administrators feel that the small number of school accidents does not justify an extensive "program," it may be said that the avoidance of school accidents is only one part of the objective of a school safety program. The central theme of such organized safety activities in the school, working also with community agencies, *is the creation of safe individuals, persons who will know how to deal effectively with all hazards in the total environment.* It is the knowledge of hazards that the school gives him and the means of preventing accidents which the pupil learns in school that fit him to cope successfully with situations which he may not actually face in the school environs. Therefore, in the truest sense the school safety program is an integral part of the larger community effort.

What can the school do?

Instruction

Safety can be taught in separate courses, by integration or correlation with other subject matter, and through special activities. Whatever may be the methods chosen, a cardinal principle is that safety is a normal state; accidents are abnormal. The central emphasis in all teaching should be to emphasize the safe way as the normal practice. Each age group in school is peculiarly prone to certain hazards, as well as being exposed to many of the hazards in its total environment.

The subject matter of safety instruction lends itself admirably to fitting both the various age groups and many of the subjects now taught. Material in driver education, traffic safety, fire prevention, school bus safety, home safety, safety in physical education, good housekeeping, and bicycle safety is highly adaptable to present subject matter. By systematic arrangement of course materials, beginning with the elementary school, the pupil is given progressively an increasing awareness of hazards and the means of meeting them successfully.

Activities

The number of efficient activities that can be used successfully to advance the school safety program is limited only by the imagination and industry of those directing the program. We will follow a simple formula in discussing activities:

What are the accident facts and factors?
What correction is needed?
How can this correction be applied?

Before discussing these three points, we may consider first the following question:

Who should conduct these activities?

This will vary. Sometimes a faculty member or committee will direct the program. In other schools a joint faculty-student committee is in charge. Other schools permit the safety program to be entirely under the direction of the Student Council or similar group. In this case a faculty consultant is appointed to serve with the students:

A "safe" principle to follow is: *The more the persons whose conduct you wish to affect are involved in planning and operating the safety program, the better for the success of the program.*

What are the accident facts?

Here a survey, under direction, is needed. What accidents have happened during the preceding school year? To whom have they happened? When? Where? What time of the day? What were the causes? Were conditions faulty or were unsafe acts of persons responsible?

No program of accident prevention can be operated successfully unless the causes of accidents are known, both the accidents that have happened and the ones that are likely to happen.

Along with accidents, potential accident-producing *conditions* should be investigated, first in the school and its immediate surroundings, and then in the wider community. Such a survey should seek to discover and list all conditions which, if not remedied, will lead to accidents. When these conditions are discovered and listed, then the second step, corrective action, begins, as we now know from investigating past accidents and present conditions, *what* the actions and conditions are that result in accidents.

Corrective action

Pupils walk, run, ascend and descend stairs, play games, ride "bikes," drive automobiles, engage in athletic contests, use lockers, enter and leave rooms and the school buildings, work in laboratories and shops, swim, and do many other things. Corrective action, therefore, must be based on a knowledge of safe practices in all these separate areas. Activities should be so arranged that a subcommittee of the total safety organization will be responsible for each separate area. That is, there should be a committee on shop safety, one on bicycle safety, one on regular inspection of the premises, etc. Each committee should seek to learn the safe practices which are recommended for its particular activity.

For example, shop safety is a well-developed field. Good shop practice in school is similar to and the basis of good shop practice in industry. Standards of shop practice may be secured from the National Safety Council and from the Vocational Education Division of State Departments of Education. After the standards or recommended safe practices are learned, the next job to be done by the school safety organization is to put these standards into effect.

Application of corrective action

The program as discussed so far may be represented graphically as follows:

School Safety Organization

To Coordinate Whole Program

By: 1. Finding Facts. 2. Determining Corrective Action. 3. Putting Corrective Action into Effect.

(This organization may work through such committees as the following and such others as may be needed.)

Traffic committee

1. This committee regulates pedestrian traffic inside and outside. 2. It polices assemblies and athletic contests. 3. It regulates bicycle traffic, through a bicycle club, giving attention to inspection of bicycles, maintenance, safe riding rules, and proper observance of traffic rules, both of school and community. 4. It assists in the control of automobile traffic, through driver training, proper inspection, maintenance, and knowledge and practice of safe driving rules, and takes an active part in the complete program of school bus operation. 6. It engages in other essential activities in any way connected with traffic.

Housekeeping committee

1. This committee sees that there is a place for everything and that everything is in its place. The similarity of housekeeping problems in schools, homes, and industries should be stressed. 2. Regular inspections of premises should be made, using an inspection form developed for the particular school.

Accident investigation and recording committee

1. This committee sees that all persons directly responsible, investigate *all* accidents that occur, using a recommended form, and determine the cause so that the information gained will be the basis of corrective action. 2. Complete records should be kept, trends studied, and corrective action should be applied to the worst accident causes first.

Athletic and physical education safety committee

1. This committee makes certain that all athletic facilities and equipment are maintained for safety. 2. Governs the safety of spectators during interschool and intramural contests. 3. Cooperates with or conducts the student leadership club's activities.

Shop safety committee

1. This committee oversees the work of the individual shop and laboratory committees. Safe standards for individual shops and "labs" should be learned and practised. Rules should be posted. Every shop should be efficient.

Note: These committees and their functions as outlined are merely suggestive. Other committees may be needed, as well as other functions. The main point is to make certain that all activities are covered.

Values in the safety program for the whole school program

1. Practical and valuable training in citizenship

2. Opportunity to link practical values (safety) with standard subjects, as for example:

Art—Preparation of posters, pictures, printed signs, rules, etc.

English—Essays for the school paper, articles for bulletin boards, lists of properly stated safe practice rules.

Economics—The whole question of accident cost, and national losses and waste, and who pays.

Civics—The whole picture, for example, of citizenship, the practices of the good citizen; government's responsibility for safety; what the "official" community is doing and can do.

Radio—The preparation of radio scripts and spot announcements.

Drama—The writing of safety plays and skits.

Speech—The preparation and delivery of talks, participation in panels.

The school program and the community

Everything that has been outlined in the foregoing sections, emphasizes that "safety," or efficiency in meeting the environment can be made a natural part of practical living. As responsibility for safety is largely up to the individual, a knowledge of hazards and how to meet them becomes a normal responsibility of public education. The widest participation in these activities by pupils becomes the best guarantee of safe practices when pupils are away from school controls.

The community "accident" problem is simply the school accident problem, varied and magnified. In the total community safety program the school can play a conspicuous part, and there are many examples of how a school program has vitalized a whole community. In offering this publication as a contribution to successful adventures in living, it is felt that from its beginnings in school, the intelligent understanding and practice of efficient living will ultimately spread through and benefit the entire community.

REFERENCES

Of available books, pamphlets, and special reports, two books are recommended for special consideration:

Education for Safe Living—Stack and Siebrecht

Safety Education—Eighteenth Yearbook—American Association of School Administrators.

Other assistance may be secured from national and State safety agencies, the National Education Association, State Departments of Education, and by writing to the Center for Safety Education, 8 Fifth Avenue, New York 11, N. Y.

Reprinted from *The Journal of Educational Sociology*, Vol. 20, No. 2, Oct. 1946

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EDUCATION AND PUBLIC HEALTH

GREATER SAFETY FOR OUR YOUTH— AN AMERICAN OPPORTUNITY

Herbert J. Stack

Security and safety are foremost in the minds of all men and women. From time immemorial, mankind has sought protection against the dangers of his environment, from fire, flood, drought, wild animals, insects, diseases, and from many others. Safety and security are two goals toward which all aspire, and upon which man's happiness depends. The infant and the growing child show the greatest physical and mental development when security prevails while they are growing up. Nations, likewise, experience the greatest periods of growth when there are freedom and security. Year by year, man has conquered many of the natural dangers of his environment. It would seem that the world should be a far safer place in which to live. Yet, while natural dangers have been conquered, new dangers have been created. The tremendous technological advances of the machine age have created new hazards that must be controlled. In a single generation, we have created a myriad of new machines, new devices, poisonous substances, and high-speed transportation equipment. The world, instead of becoming safer, appears to be growing more dangerous, while no one knows what the atomic age will bring us.

The last decade has been one of the most unsafe periods in the history of the world. War, pestilence, and famine have run rampant and countless millions have lost their lives in the terrible slaughter that swept like an unchecked fire over most parts of the world. Famine rampant abroad is now facing mankind: untold millions suffer from malnutrition, starvation, and disease. And the end is not yet in sight. Returning veterans tell of the gross wretchedness that exists in India, China, Japan, Africa, and in many European countries, where life is very cheap but food and property very dear. We thank Providence for our land of plenty, for the great wheat fields of our West, and for the granaries that hold the staff of life. By sharing our harvest, we are saving millions from starvation.

Despite the chaotic conditions that are now present following this most terrible of wars and in spite of the fact that we are living in such an unsafe world, there are many indications that progress is being made toward greater security and freedom. The United Nations organization, the United Nations Relief and Rehabilitation Administration, and other international agencies organized to preserve the peace and bring about the four freedoms are good examples of what can be done to provide greater security for all. We believe that nations can learn to eliminate wars and the other dread "Horsemen" that have ravaged the world. We believe that the world can also find controls for the atomic age, which may be just around the corner.

Medical Science Makes Great Strides

In the last decade, medical science has made great strides in reducing the number of deaths due to disease. The need for greater protection of our armed forces has stimulated our doctors and scientists to discover new drugs, vaccines, antitoxins, and other treatments and preventives of diseases. Sanitation officers of the Army have told us that in the thousands of army camps during the last war there were almost no epidemics from bad water or unsanitary conditions. One by one, the diseases that were so common a generation ago are being brought under control. Yellow fever, diphtheria, scarlet fever, smallpox, and other infectious diseases have been practically wiped out. Even tuberculosis, the pneumonias, and influenza have been greatly reduced. The sulfa drugs have greatly lessened mortality from blood poisoning. Penicillin and allied drugs are being used to wage war against many diseases, insulin controls diabetes and streptomycin combats the deadly streptococcus infections. To these must be added the remarkable vaccines and antitoxins, the new antiseptics, and the brilliant surgical operations into the inmost recesses of the body. Then, of course, there are the vitamins for which new uses are being discovered almost every month, the most recent of which is the use of heavy dosages of Vitamin *D* for arthritis.

It is necessary to include in our discussion the brilliant achievements of medical science in the treatment of epilepsy, which practically eliminate *petit mal* and greatly reduce the more serious *grand mal*. Special praise should be given to medical science for improved methods in psychiatry and for the treatment of both the mild disorders of the nervous system and the more serious psychoses and neuroses. An increasingly larger percentage of patients sent to hospitals for mental diseases are being cured. There remain only the heart and blood vascular diseases, cancer, infantile paralysis, and certain others to be overcome.

Mankind is surely winning the war against disease, and life expectancy is steadily rising. We are aiming at the eradication of all diseases, and as Louis Pasteur wrote: "It is within the power of man to cause all parasitic diseases to disappear from the earth."

Fight Against Preventable Accidents Intensified

But there is another area in which our ability to control our environment has not been as successful as in the struggle against disease. It is the fight against preventable accidents. Because of an increase of more than 50 per cent in traffic accidents in 1946 over the 1945 level, a losing battle is greatly feared. Have you ever thought about the seriousness of our accident problem? Here are a few startling facts:

1. Accidents in this country during the war years caused a far greater number of deaths, as well as ten times as many other casualties as occurred among our soldiers and sailors killed or wounded on the field of battle.
2. During the school-age period, accidents cause more deaths than ten

common infectious diseases put together, and considerably more than the heart diseases and tuberculosis, which rank second and third.

3. Accidents not only resulted in the loss of life of nearly one million persons in the last decade, but also caused an economic loss of over six billion dollars each year—twice as much as the entire cost of public education for one year.

4. And finally, a great percentage of these accidents, especially those that occur to children, are definitely preventable, quite as preventable as diphtheria and typhoid fever.

Just as medical science and health education have found controls for disease, so safety scientists are developing controls for accidents. Accidents for the most part are indications of a lack of control of the forces surrounding us. A fire breaks out from an overheated chimney and gets out of control. A driver, obviously intoxicated and with physical and mental functions impaired, speeds recklessly, loses control of his car, and disaster follows. A home owner allows loose electrical wires that are worn or poorly installed to lie about his home, and a baby playing with the wires is electrocuted.

The Task for Education

What, then, is the task for education in the face of these facts? What can teachers do to aid in this war against preventable accidents? It is generally agreed that the best solution in the war against accidents lies in education. An illustration is now in order. Many cities and towns in the nation are working to reduce traffic accidents. They are using three kinds of controls: (1) engineering techniques, such as traffic lights, stop signs, pedestrian crosswalks, traffic lines, and the like; (2) the work of the police and the courts to enforce regulations and ordinances by fines and arrests (this might be called compulsory education—learning the hard way); (3) education. If a driver fails to stop his car at a stop sign or a red light, if a pedestrian neglects to take proper precautions, or a bicyclist rides on the wrong side of the street, engineering and enforcement controls are of little value. The community will be safe to the degree that its school children and adults practice safety in their everyday use of the streets and highways.

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What then should the schools do to prevent accidents? It has been clearly demonstrated that a well-rounded school safety program in a community does reduce accidents. As a matter of fact, in a ten-year period, in the traffic field alone, it is estimated that the lives of over 25,000 children have been saved as a result of safety education. Health and safety should be basic in the school curriculum and not taught, as they are in some schools, "when there is enough time," or "after everything else is done." A child profits little if he gains command of the fundamental processes of reading, writing, and arithmetic, only to lose his life or be seriously injured because he has not been taught *how to be safe*.

What Middletown Is Doing

Middletown is a typical American community where schools are alert both to the needs of children and to their responsibilities in community life. Perhaps it is a bit like your town. The superintendent of schools, the school principals, and the teachers in Middletown believe in safety education. The superintendent belongs to a civic club and knows how his associates feel about industrial safety, fire prevention, and school safety. He is close enough to community problems to see the real needs. He knows that serious accidents hurt his schools, just as the high-school coach knows that bad accidents cripple his chances for developing a winning team.

Safety education is taught in all of the schools of Middletown—both elementary and secondary. Each elementary school and the junior high school have well-organized safety patrols supervised by teachers and aided by the town police. The program includes all phases of safety: traffic, home, fire, recreational, water, and vocational. Police and fire departments co-operate with the schools in many ways, and there is a safety-education committee in the community safety council, on which they are represented. Teachers stress various hazards on a seasonal or monthly basis. They even teach swimming safety and water safety in the spring months, and though there are no pools in the schools, there is one at the Y.M.C.A. and at several playground pools.

The teachers have also learned that there are better ways of teaching safety than by having children learn rules and slogans, sing safety songs, and do arithmetic problems. Such lessons have proved to be comparatively ineffective. Instead, Middletown teachers use practice lessons, demonstrations, visual aids, and dramatizations. Such lessons penetrate deeper. The teachers know that safety is not simply something to be memorized—it is something to be *lived*. It is not alone a matter of giving information about some hazard, rather it is the larger problem of developing actual skills and practices and encouraging proper attitudes. A child may *know* about safe practices in the use of a bicycle but his *actual* practices and attitudes are what count.

You should see what Middletown High School is doing for its students! The coaches are including athletics accident prevention as a part of their training program. Accidents in the gyms are rare because the instructors have activities under control. Fire prevention is being taught by the teacher of general science and chemistry; home safety, by the household-arts teacher; and farm safety, by the teacher of agriculture. Bill Eaves, the instructor in social studies, is a great hunting and fishing enthusiast. He has a club of boys and some girls that meets regularly, and Bill gives the youngsters rifle practice and instruction in the use of firearms. Unimportant you may say, but at least half the boys in the upper classes have hunting and fishing licenses.

Last year, 220 students were in the graduating class. Over one half of the number had taken a thirty-hour course in driver education offered by Fred Smith, the science teacher, and Mr. Williams, the school principal. The highway patrolman came up to the school and gave tests when the courses were finished. Those who passed were given certificates that waived the state examination (except the road and eye tests). True, Middletown High School was not able to offer road instruction because it could not get a dual-control car. But parents of youngsters helped in a home-school co-operation plan of road instruction, and over seventy students actually passed their driver's license test before graduation.

This means that over 100 had classroom instruction, while 70 actually passed all tests before graduation. Will they be better drivers? Well, Middletown thinks so. Middletown is leaving nothing to chance! It knows that it cannot have top-notch athletic teams without sound coaching, just as it cannot have good dramatic or musical organizations without proper instruction. One cannot take chances with untrained drivers at the wheels of 100 horsepower cars.

Safety, you can see, has come to Middletown to stay. "It is not something extra," the chemistry and industrial-arts teachers say, "It is just good teaching." "It is putting first things first—and safety is a first thing." As the chemistry teacher says: "There is no need of knowing about the valence, molecular weight, and vapour density of carbon monoxide, if you do not know that automobile exhaust gases contain carbon monoxide in deadly quantities. You can be happy and successful in life if you forget some of these facts that will help pass examinations, but if you should run your motor in a closed garage, you will soon be in the obituary column."

Safety is a byword in Middletown. It is noticed among the children as well as among the adults. It is a safe city in which to live. When a hazard arises, such as coasting on hills in winter months, the police chief and superintendent get together and set aside coasting streets. Middletown had a fine record last year and won honorable mention in the National Safety Council contest as one of the safest cities of its size in the country. Next year it is after the first place. Now it did not win this award by chance; Middletown won it by careful planning and hard work. It keeps accident records and uses them. Its schools use books, posters, and visual aids. Middletown tries to control its hazards—and looks to the schools for the important job of education.

Research Needed to Find Remedies

It is important to call attention to the work of the safety scientists, especially those in the field of education. They are, for the most part, research students working at various colleges, usually for the doctor's degree. During the past decade there have been some valuable research contributions (over thirty at New York University's Center for Safety Education).

Mention should be made of a few of these because they have far-reaching implications for safety. For many years, crippled persons, amputee war veterans, and others with orthopedic disabilities resulting from poliomyelitis and other diseases were not allowed to drive. Although in certain states some were given restricted licenses, it was felt that they were not safe drivers. A series of research studies were undertaken at New York University and by the Society of Automotive Engineers. What do you think was found? Not only were these disabled persons as safe as normal drivers when they operated cars equipped with special controls, but they were actually safer. What followed? At army and navy hospitals, thousands of amputee veterans and those with other disabilities have now been taught to drive.

Ten automobile manufacturers have equipped cars with such special controls. This car can be operated safely by persons without legs and with one good arm and a hook on the other. States are licensing such drivers, and one manufacturer now equips cars for disabled veterans without additional cost. Do you not now see why achievements of this kind are important? There are several hundred thousand persons with such disabilities in this country and if they can learn to operate vehicles safely, they may now enjoy the pleasure and the privilege of driving.

Another important piece of research was completed a year ago at New York University by Dr. Tobias Wagner. Industries for many years have been reluctant to employ handicapped persons. It was claimed by many that they were not safe and that they were inefficient. But what did Dr. Wagner find in his two-year study?

Briefly it was this: "Orthopedically disabled industrial workers, when properly placed, are not only as safe as normal workers, but they actually are more efficient, that is, they produce more, are paid more, have less sick absenteeism, and are better workmen." Do you not see the importance of studies of this kind? Think of it—disabled drivers can be safer than normal ones! Disabled workers can be more efficient than those without disabilities.

These are but two of the many research studies that are helping build up new controls against accidents just as medical science is finding new ways of preventing diseases. New techniques are being discovered and new practices standardized.

Another excellent study by Dr. Flanders Dunbar at the Columbia University Medical Center shows why some people are accident prone. It has been known for years that some children have ten times as many accidents as others; some drivers have repeated accidents, often four or five a year. Dr. Dunbar studied hundreds of hospitalized cases. Some of her conclusions are almost amazing. She pointed out that, in some cases, drivers who deliberately take risks may be obeying a subconscious wish to hurt themselves or are seeking means of attracting the attention they crave. Or again, accidents offer an escape from an intolerable situation at home or in the office.

Dr. Dunbar adds that if you are restless, impulsive, happy-go-lucky, a good mixer, fond of sports, gambling, or going places in a hurry, you may be accident prone. Chain smokers, persons with low blood pressure, those who bang into doors, cut themselves while shaving, or are always blaming someone else for their troubles tend to be accident prone. Similarly, there are those persons who attempt to drive after drinking, and those who "fly off the handle" or who have poor emotional control.

In a world in which there are many inherent dangers to life, certain basic controls are needed. As can many of the other disasters that cause untold suffering, wars can be prevented, floods can be reduced, famine can be controlled. In the same way, we are rapidly moving forward to the control of all types of diseases and, year by year, reducing the mortality and increasing the life expectancy. In exactly this same way we can win the war against preventable accidents, if we can but find the basic causes and remove them.

The chief force in this war against accidents is education. The safety of millions of our children depends, to a large extent, on what goes on in the classroom and outside during their school years. This does not mean restricting the adventures of children. It means rather encouraging good adventures. It means more athletics, more swimming, more driving, more camping and hiking, but at the same time, doing away with the stupid mistakes in life that end happy adventures. The words of Pasteur can be paraphrased: "It is within the power of man to cause all preventable accidents to disappear from the earth." What greater contribution can the schools make than to help bring this about.

Herbert J. Stack is Director of the Center for Safety Education, New York University.

ARE YOU AS SAFE AS YOUR CAR?

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EDUCATION AND PUBLIC HEALTH

by

HERBERT J. STACK Ph. D.

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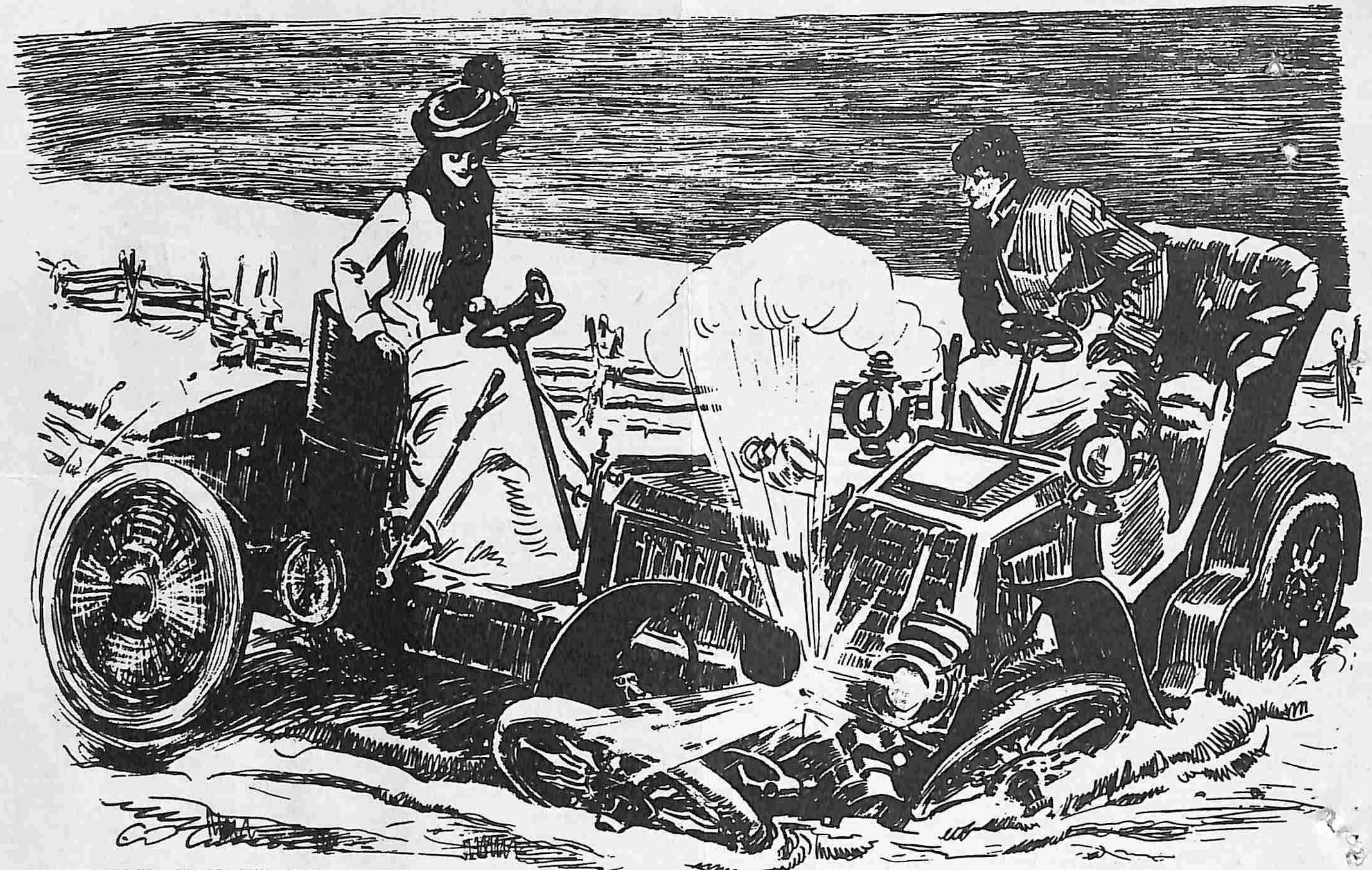
The new model cars, celebrating the fiftieth anniversary of the automobile, are as safe as science can make them. Yet traffic accidents are steadily mounting. Why? The answer lies with you behind the wheel

The American Magazine

PRESENTED BY

NATIONAL CONSERVATION BUREAU
ACCIDENT PREVENTION DIVISION
ASSOCIATION OF CASUALTY AND SURETY EXECUTIVES
60 JOHN STREET, NEW YORK CITY

Reprinted From AMERICAN MAGAZINE



COURTESY OF MRS. CHARLES DANA GIBSON

Dangers of the road at the turn of the century, as portrayed by Charles Dana Gibson, creator of the famed Gibson Girl

ARE YOU AS SAFE AS YOUR CAR?

by

HERBERT J. STACK Ph. D.
DIRECTOR, CENTER FOR SAFETY EDUCATION, NEW YORK UNIVERSITY

THIS month we celebrate the Golden Jubilee of the automobile. Born just 50 years ago, the motorcar has literally transformed the face of America. And in that same brief period cars, themselves, have undergone an amazing change.

Thanks to America's genius for invention and improvement, today's sleek, power-packed machines have left the asthmatic gas buggy of 1896 as far behind as that epoch-making vehicle outdistanced the original oxcart of prehistoric man. The cars now rolling off the nation's assembly lines are almost supernatural marvels of beauty, speed, flexibility, and comfort.

But do we deserve such marvels? Are we to be trusted with these gifts?

Although the modern automobile has been equipped with every safety device that the combined brains and ingenuity of the entire motor industry can design, our toll of traffic accidents keeps on going up. Last year we killed 28,500 men, women, and children on our highways—4,000 more than in the previous twelve months. Figures for the first two months of 1946 show auto casualties for various sections of the country running 49 per cent ahead of 1945. The months immediately before us are likely to see mayhem on the highway reach an all-time high. As a motorist, your chances of remaining alive and unhurt during the last half of 1946 will be the worst in history.

Nor is the end in sight. Imagine the entire population of New Orleans wiped out in one gigantic auto crash. Imagine everybody in Detroit crippled for life. Imagine every last American west of the Rocky Mountains hospitalized as the result of a highway collision. That, say traffic experts, is a picture of what is in store for us in the next 10 years.

Why should this be?

FAULTY drivers cause nine tenths of the trouble. Not only drivers with skills grown rusty through disuse, who are now intent on going places in a hurry, but also absent-minded drivers whose minds aren't on their business, and emotionally upset drivers who quite literally don't know where they're going.

This is more than merely a hang-over from wartime tensions. It's a chronic condition, largely arising from the keyed-up tempo of our modern living. And it's a condition that seems destined to grow worse as highway traffic gets thicker.

The other day I was riding with the director of education for a Southern state. In the dozen years I've known him he'd never had an accident. And yet, driving the ten miles from the state capital to the railroad station where I was to board my train, he locked bumpers with another car, barely missed a farm team turning in from a side road, and crumpled a fender in attempting to squeeze by a truck. After each near-tragedy he loosed a stream of oaths against "these blankety-blank jay drivers!"

Finally I told him, "You're the one at fault. What's got into you?"

"Guess you're right," he admitted. "I'm so worried I don't know where I'm at. You see, I've just bought an expensive house. I've sent my daughter to college up North. Now, with the change in administration, I'm scared I'm going to lose my job."

We have reason to believe that there's a similar emotional cause behind virtually every motor smash, whether or not it shows up in the accident statistics. Officially, the cause of the collision may be reported as "driving on left side of road," "pulled out of line on hill," or "crashed into rear of parked car." That's what the investigating officer sees.

However, what such a report leaves unanswered is *why* the driver was over in the wrong lane, *why* he pulled out of line, *why* he failed to notice the parked car. We know that alcohol and excessive speed figure in a high percentage of fatal accidents, but to report that "liquor" or "speeding" was the cause simply begs the question of *why* the driver had been elbow-bending, or *why* he trod too heavily on the accelerator.

How does it happen that drivers who are stone sober run off straight highways in broad daylight? Sometimes the victim can't remember. I've known the shock of a collision to erase everything from a man's mind from the moment he stepped into his car until he came to in the hospital.

Outside Chicago the other evening an experienced driver dropped a friend at the bus stop and started back home. The night was clear, the pavement dry, the route one he'd traveled hundreds of times. There was little traffic, and the man had not been drinking. Nevertheless, halfway home he smashed his car head-on into a crossroads beacon.

Why? He didn't live to tell.

NINE out of 10 smashups, I'm convinced, would be prevented if we could wipe out their underlying psychological causes. However, emotions can't be banished by a mere appeal to reason. They derive their power from pressures deep within the mind. A man doesn't cease to be a jealous lover, an angry husband, a fretful father, a harassed employer, or a worried employee when he gets behind the wheel. On the contrary, he takes his troubles with him, and all too often carries over into his driving the strains and stresses engendered by his business or his home life.

Whenever I pick up a paper and read the headline, "Three Killed in Highway Crash," I wonder to myself whether anxiety or anger, daydreaming or impatience, timidity or bravado, contributed to this latest tragedy.

Anxiety I'd give top billing among the emotions that cause accidents.

The anxious driver may be worried about a past-due mortgage or a sick child at home. A young man I know was concerned over what the priest might say because he hadn't been to Mass. He smacked his car into a bus stop spang in front of the church.

Anger is another frequent cause of traffic casualties.

A marine just home from China hired a car in San Diego to drive to near-by La Jolla to see his fiancée. When he got there she broke the news to him that their engagement was off. Flinging out of the house, he started back as fast as the rented car would go. Ten miles up the road he missed a hillside turn and plunged to his death 100 feet below.

"A good many accidents due to liquor start as family rows," says Chief John Gleason of the Greenwich, Conn., police force, who has made an exhaustive study of the background of several hundred such crashes. "A man has a fight with his wife. She locks herself in her room, and he goes off to the nearest tavern. Before he knows it, he's in trouble on the highway."

Daydreaming is another cause of needless tragedies.

A neighbor of mine backed her car out of the garage and stopped on the inclined driveway while she got out to close the garage door. She was thinking so hard about vacation plans she forgot to set the parking brakes. Just as she got the garage door closed, the car rolled forward and pinned her against it. .

One of America's foremost inventors has one minor smash after another, all because he can't keep from inventing behind the wheel. In his abstracted state he's apt to halt for a green light, start off again as soon as it turns red. How he gets home from the office in one piece is a mystery to his associates.

Letting one's attention stray from the road is equally bad. The police of a New England town were puzzled by a sharp rise in the number of rear-end collisions occurring on the outskirts of the shopping district. They were still more puzzled to note that every one of the drivers involved was a woman. The riddle was solved by the wife of one of the officers, who realized at once that the women had been distracted by the window display of the smart new gown shop which had just moved into the block.

Impatience contributes to the toll of traffic accidents.

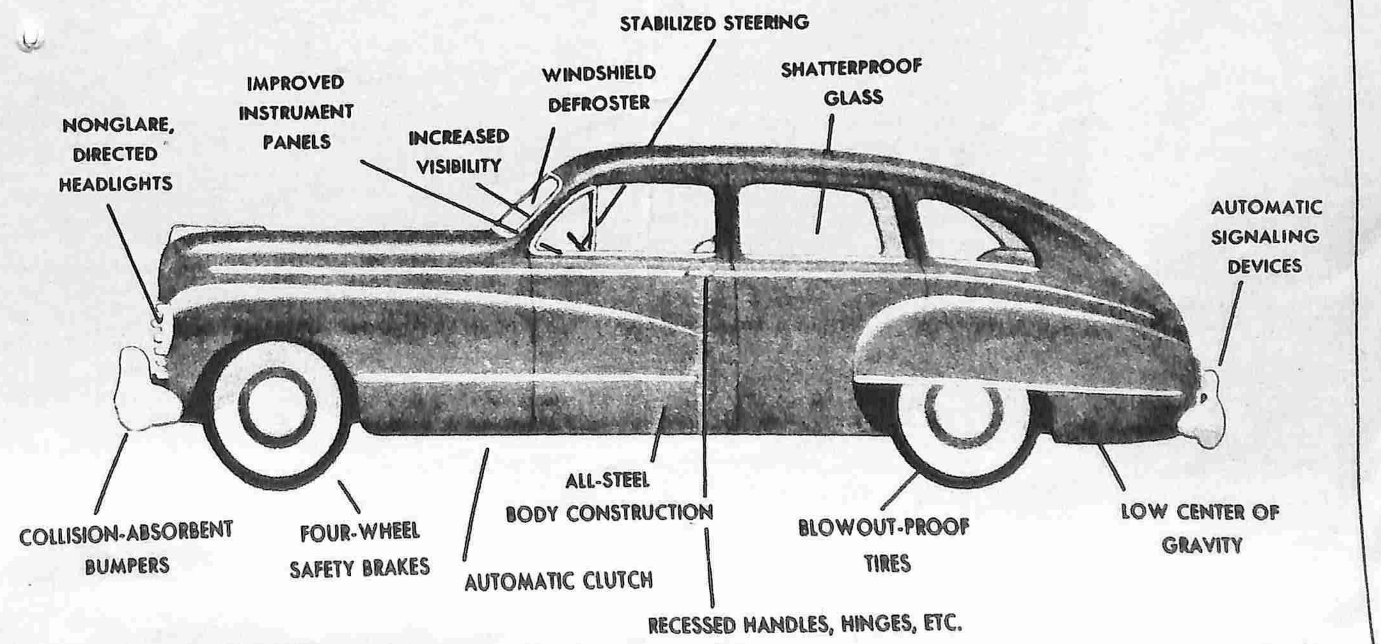
Practically every driver on the road today knows by heart the rule about staying in line over a hill. And yet, when 6 or 7 trucks are crawling bumper to tailboard up a long slope, some impetuous fellow in a private car invariably pulls out and tries to pass them all. Usually he's not in any tearing hurry; just gets fidgety pooping along behind. Too often he reaches the crest of the hill just in time to meet a car coming from the opposite direction.

Timidity can become a source of danger.

Worry about events that occur, or might occur, on the road frequently unnerves the apprehensive driver. For that reason, the stolid, unimaginative type is less prone to accidents. As one taxi driver with a record of 500,000 safe-driven miles explained it: "I'm too dumb to worry. I just take things as they come. It's these tall domes, always figurin' what *might* happen, that end up in trouble!"

The timid driver sets his mind and his muscles so definitely for some mishap that he actually invites one. Any unexpected crisis—a car passing a shade too close, a stuck accelerator pedal, a short circuit that causes the horn to blow continuously—can rattle the timid driver into running off the road. Gr

HOW MODERN DESIGN PROTECTS YOU



STABILIZED STEERING
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FOUR-WHEEL SAFETY BRAKES
BLOWOUT-PROOF TIRES
LOW CENTER OF GRAVITY
AUTOMATIC CLUTCH
RECESSED HANDLES, HINGES, ETC.

merely viewing the scene of a recent accident, with blood still on the pavement, may so dismay him that he'll crash five minutes later.

Bravado, which appears to be the opposite of timidity, but which is, in fact, a symptom of the same disease, forces drivers who are unsure of themselves into trouble through showing off.

A Texas high-school boy drove two of his classmates and their dates to a dance in Houston. The other boys were both star athletes and extremely popular, whereas he was the studious type and not a particularly good dancer. On the way home he made a bid for the feminine admiration of which he'd felt the lack all evening by driving extra fast. There was a railroad and an approaching train. He decided to beat it to the crossing. All six kids were killed.

Closely related to bravado is the habit of taking risks.

PEOPLE who deliberately take chances in traffic may *want* to hurt themselves, although they're not aware of it. A spectacular smashup may be merely the means of attracting the attention they crave. Or, again, six weeks in the hospital may *offer* escape from an intolerable situation at home or in the office.

Years ago Sigmund Freud noted an unconscious wish for self-destruction behind many so-called "accidents." Our study of highway crashes tends to bear him out. In one instance I recall, a man who had been temporarily infatuated with a gold digger woke up to find his marriage on the rocks. Overwhelmed by revulsion and remorse, he downed a tumblerful of whisky, climbed into his car, and thought, "What the hell! I might as well end it this way!" Ironically, in the ensuing 3-car crash he escaped without a scratch. Instead of committing suicide, he killed 2 innocent persons and sent 5 others to the hospital.

Even in situations where something goes wrong and a collision appears unavoidable the coolheaded driver has a big advantage over the rattlebrain or show-off. Often, by his own adroit manipulation of the wheel he can extricate himself, or at least mitigate the damage. It's the same as cards: Fate may deal you a bum hand, but whether it results in a debacle or no loss at all depends on how well you play it.

SOME years ago, at New York University's Center for Safety Education, we set out to discover what makes some people better drivers than others. We knew when we started that a small group of accident repeaters were causing a disproportionate share of traffic smashups. In Connecticut, for example, it had been shown that 4 *per cent* of the motoring public was responsible for 36 *per cent* of all the accidents. Apparently, some mysterious "x" factor was at work to make these drivers abnormally prone to crash.

What was this "x" factor? To find out, we called in a group of such accident repeaters—drivers with a record of at least 3 collisions in the last 5 years—and subjected them to one of the most intensive batteries of physical and psychological tests ever devised. The results forced us to revise our mental picture of the crash-prone motorist.

Contrary to popular impression, the man or woman who figures in repeated auto accidents is not dumb, clumsy, or slow in his reactions. He isn't crippled, purblind, or hard of hearing. Age and sex are not contributing factors. Neither is intelligence or lack of it a determinant, except at the extreme ends of the scale. People with an IQ of 75 or less do seem to have slightly more than their share of traffic casualties; but so do men and women with IQ's of 140-plus. Apparently, the super-intelligent driver can be too busy thinking about abstruse problems to pay attention to the job in hand.

High blood pressure plays no part in causing chronic accidents. Curiously, an abnormally large percentage of the repeaters we tested were suffering from *low* blood pressure —but not low enough to explain their poor driving records. Amputees and infantile-paralysis victims, operating cars equipped with special booster devices for brake and clutch, make exceptionally safe drivers. Deaf people who are aware of their defect have better-than-average driving records. And we didn't find a single case of color blindness among our accident repeaters.

We put the group through a series of quizzes designed to show up weak spots in their knowledge of motor-vehicle operation and road rules. They knew all the answers. We took them out on city streets and open highways and let them demonstrate their driving skills. Without exception they turned in good scores.

As a last resort we abandoned physical and mental tests and delved into the realm of the emotions. There we struck pay dirt.

Accident repeaters, we discovered, *feel different* about traffic problems than the ordinary safe driver. They characteristically take chances by speeding through residential districts. All too often they drive as though they had a chip on their shoulders. They tend to be light jumpers, bumper chasers, road hogs, and poor sports generally.

In one of our paper-and-pencil tests for driving attitudes we found accident repeaters giving very different responses from the non-accident group. For example, the repeaters approved such statements as: "Drivers who have the right of way should not be concerned with sharing the road." "Speeding isn't any more dangerous than slow driving." "Pedestrians should at all times be solely responsible for their own safety." With each one of these statements safe drivers whom we tested emphatically disagreed.

Furthermore, a high percentage of our crash addicts turned out to be chronically worried, angry, distracted. Apparently, their upset feelings were forcing them to do things and get into situations which they knew were neither safe nor sensible.

It isn't only on the highway that emotions on a spree become the cause of accidents. Psychologists have established that the woman who habitually jabs herself with her sewing needle, burns herself on the electric iron, cuts herself while peeling potatoes, is likely to hate her husband or resent doing her own housework. Teachers will tell you that the child who is forever tripping, falling downstairs, and bumping into doors almost certainly has an unhappy home life. And personnel managers have come to realize that the factory worker who keeps dropping boxes on his toes or catching his hand in the machinery is usually worried about financial or other troubles.

DIFFERENT people have a penchant for different types of accidents—at home, at work, or on the highway. One man I know fractured his left arm 3 times by driving with it out the window. Another has had 5 collisions at the selfsame corner. And a woman who lives not far from me has demolished 6 right rear fenders backing into her garage.

However, when prevented from having their favorite kind of mishap these repeaters are likely to incur a casualty of another sort. During 1942, when auto operation was curtailed, the National Safety Council noted a significant increase in home accidents.

Dr. Flanders Dunbar, who has made an exhaustive psychiatric study of accident repeaters, believes she has identified an accident-prone type. According to Dr. Dunbar, if you are restless, impulsive, happy-go-lucky, a good mixer, fond of sports, gambling, machinery, and going places in a hurry, you may be accident-prone.

If, in addition, you left school or college without graduating—if you have a tendency to drift from one job to another—if you hate routine, chafe under restrictions, and resent authority—then your chances of becoming an accident addict are multiplied.

Are you fast in your reflexes? A chain smoker? Do you consume quarts of coffee but only a moderate amount of liquor? Is your general health good, with relatively few headaches or stomach upsets? Have you low or normal, rather than high, blood pressure? Do you experience many minor mishaps? Do you bang into doors, cut yourself while shaving, scorch your fingers lighting a cigarette? Do you tend to blame these visitations on an unkind fate?

If so, watch your step! Dr. Dunbar has yet to find a man or woman fitting this description who was not the victim of two or more rather serious accidents. Moreover, if you know a person of this type, think twice before you ride with him.

What can you do to protect yourself? Three things: First, you can correct your driving habits. Second, you can improve your driving attitudes. Third, you can mount guard over your emotions.

Most of us have bad driving habits of which we're not aware. Like Topsy, they "jes' growed." One of the best ways to correct these habits is to get an experienced motorist to sit beside you and criticize your handling of the wheel, the brake, the clutch: how you go about starting, backing, entering, and turning off the highway; approaching and leaving traffic lights; overtaking other cars; and parking at the curb. You may be amazed at the number of things you habitually do wrong.

As to attitudes, keep constantly in mind that use of the highway is a co-operative, not a competitive activity. Make courtesy as well as safety your goal. Remember that you, yourself, are sometimes a pedestrian, and give the guy on foot a break. Don't let boorish drivers get your goat; don't try to "teach them a lesson"—leave that to the traffic cops.

Watch out for your emotions! Keep a tight rein on your feelings whenever you're behind the wheel. Don't let daydreaming, worry, or resentment trap you into foolish tricks.

Do you have days when everything seems to go wrong? When you stub your toe getting out of bed, scald yourself in the shower, burn your tongue on the breakfast coffee? Chances are you've hit a low point in your emotional cycle. Be especially careful on such days. If possible, don't drive at all.

Finally, don't let impatience get the better of your common sense. Is it reasonable to risk eternity for the sake of a few seconds saved?

Calm down and live!

THE END ★★

NEW YORK UNIVERSITY • DIVISION OF GENERAL EDUCATION

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Center for Safety Education

PUBLICATIONS LIST

(Revised September 1946)

EDUCATION AND PUBLIC SERVICE
8 - APR 1947

In connection with its program of leadership training, research, and field work, the Center for Safety Education prepares various publications and other materials for general distribution through its Publications Department. These materials include research studies, textbooks, manuals, course and lesson outlines, tests, sound slide films, reprints of magazine articles, bibliographies, and miscellaneous items. Available materials (printed unless otherwise specified) are listed below together with their prices.

TEXTS, GUIDES, AND MANUALS

N1—*Education for Safe Living,* edited by Herbert J. Stack, Ph.D., director of the Center, and Elmer B. Siebrecht, Ed.D., instructor at the Center. Including materials contributed by twenty widely known safety educators, this textbook provides both pre-service and in-service teachers with a comprehensive and practical treatment of background, instructional, and administrative aspects of the problem of eliminating hazards and accidents through education. Extensively illustrated. Prentice-Hall, Inc., 388 pp., $3.50.

N2—*Fire Prevention Education,* Charles C. Hawkins, Ph.D., research associate at the Center, author-editor. Produced by the Committee for Fire-Prevention in cooperation with the Center, this guidebook makes available to schools and community agencies a comprehensive, practical program of education in fire safety. Consists of two parts, Part I being concerned with organizing, administering, and teaching the school fire-safety program, and Part II dealing with methods of organizing, promoting, and executing community programs in fire prevention. Extensively illustrated. Available in two editions: one containing both parts, 355 pp., 85 cents; the other consisting of Part I only, 195 pp., 35 cents. Published by the National Board of Fire Underwriters, 85 John Street, New York City.

N3—*State Official Guidebook for Traffic Safety Education.* A basic guide to the organization and administration of State traffic-safety programs, emphasizing educational practices which have been found of particular value in individual States. Approved educational materials are listed in the appendix. Prepared jointly by the Center and the American Association of Motor Vehicle Administrators; published by the National Conservation Bureau. 140 pp., 75 cents.

N4—*Behind the Wheel.* A practical presentation of a series of automobile driving lessons outlined for the amateur teacher of driving. Prepared by Milton D. Kramer in cooperation with the National Conservation Bureau. 37 pp. Single copies free to school administrators, teachers, and public officials. Quantity orders may be secured from State Departments. Printed by General Motors.

N5—*Wartime Progress in High-School Driver Education.* A monograph describing the progress and development of high-school driver education in wartime, with particular reference to aspects of pre-induction driver training as conducted by State school systems under the auspices of State governments and in cooperation with the War Department. By Milton D. Kramer. 10 pp., free.

N6—*Careers in Safety,* by Herbert J. Stack, Ph.D., Charles C. Hawkins, Ph.D., and Walter Cutter, Ph.D., of the Center. Provides a comprehensive analysis and description of vocational opportunities in accident-prevention work. Portrays the extent of the field of safety, different kinds of jobs, and their nature. Serves as a guide for colleges and high-school students and others who are planning to choose a vocation in this field. Published by Funk and Wagnalls. 160 pp., $1.50.

N7—*Twenty Years of Educational Research in Safety.* Presents a comprehensive summary of educational research studies, including over thirty studies on the doctorate level. Available for distribution in late 1946. Approximately 150 pages. Price upon request.

N8—*The Rehabilitation and Testing of Disabled Drivers,* by Herbert J. Stack, Ph.D. 9 pp., mimeographed. 10 cents.

N9—*Panic and Its Control,* by Walter A. Cutter, Ph.D. Published by the National Conservation Bureau. Free.

N10—*How Your School Can Help the Army Train Its Drivers.* Published by the Advisory Committee to the Quartermaster General on Civilian Driver Education. Single copies free.

RESEARCH STUDIES

A1—*Research Needs in Safety Education.* This report by the Center's Safety Research Planning Committee surveys the need for a complete program of research in safety and suggests subjects and techniques of investigation under four general categories. 13 pp., 10 cents.

A2—*Liability for School Accidents,* by Harry N. Rosenfield, J.D. This book gives concise, authoritative guidance on all the legal aspects of school liability cases. Harper and Brothers. 218 pp., $2.00.

A3—*Personal Factors in Safe Operation of Motor Vehicles,* by Leon Brody, Ph.D. Reports an investigation conducted at a special laboratory of the Center in which groups of accident-free drivers and accident-repeaters were compared with respect to psychological and physical traits. 108 pp., 75 cents.

A4—*Industrial Rehabilitation Digest.* A series of selected articles on industrial rehabilitation programs. Includes a summary of steps for establishing a complete industrial rehabilitation program. Based on material gathered through the American Museum of Safety's Arthur Williams Memorial Fellowship. 92 pp., 35 cents.

A5—*The Dimometer—An Educational Device for Use in Pedestrian Accident-Prevention Programs.* A practical visual instructional aid for indicating shortages of visual acuity under conditions of reduced lighting. Designed and prepared by Charles C. Hawkins, Ph.D. 18 pp., 50 cents.

ADDITIONAL STUDIES COMPLETED BY THE CENTER'S RESEARCH STAFF AND BY GRADUATE FELLOWS WORKING FOR HIGHER DEGREES

(Available for study at the University Library or through the University Library Loan Service)

S1—*A Course of Study in Safety Education for the Schools of Bergen County, New Jersey.* Margaret C. Clark, Ph.D., 1940.

S2—*A Study of the Individual Change in Knowledge of and Ability in Automobile Operation as Measured by Tests Administered Before and After a Series of Road Lessons.* Stanley A. Abercrombie, 1940.

S3—*Recommended Safety Procedures for the Telephone Repair Industry.* George W. Greenwood, 1940.

S4—*A Guide to the Organization and Administration of Safety Education in Michigan Schools.* Ellwyn A. Gilbert, 1940.

S5—*Safety Procedures in Vocational and Industrial-Arts Education.* Wayne P. Hughes, Ed.D., 1942.

S6—*Home Accidents and Their Prevention.* Irma Gene Nevins, Ed.D., 1941.

S7—*The Organization and Administration of a Program of Public-School Safety.* Howard G. Danford, Ed.D., 1942.

S8—*The Selection and Organization of Basic Material for the Teaching of Safety Education to Children.* H. Louise Cottrell, Ed.D., 1942.

S9—*A Study of Safety in the Elementary and Junior High Schools of New York City.* Hubert E. Brown, Ph.D., 1938.

S10—*A Critical Analysis of Some Visual Aids Used in Teaching Pedestrian Safety on City Streets.* Nathan Doscher, Ph.D., 1939.

S11—*Testing Methods and Techniques for Use in the Licensing of Drivers with Physical (Orthopedic) Disabilities.* Joseph D. Elkow, doctoral candidate. Study available September 1.

S12—*The Relative Work Efficiency of Physically Disabled Industrial Workers.* Tobias Wagner, Ph.D., 1945.

S13—*A Study of Street Accidents Occurring to Children 16 Years of Age and Under in Manhattan Borough of New York City.* Frances P. Hoffman, Ph.D., 1944.

S14—*An Evaluation of Safety Education in the Junior and Senior High Schools of Ohio.* James R. Coffey, Ed.D., 1944.

S15—*The Development of a Traffic Manual for Police in Cities of 20,000 Population and Above.* Lawrence B. Tipton, 1940.

S16—*The Study of Traffic-Safety Education Functions and Activities of Official State Departments Concerned with the Administration of the Motor Vehicle Code.* Charles E. Brisley.

S17—*The School Board Insurance Program.* Harry N. Rosenfield, J.D.

ABSTRACTS OF THESES

AA1—*Measuring the Results of Driver Instruction.* Abstracted by Dr. Charles C. Hawkins from a master's thesis by Stanley A. Abercrombie.

AA2—*Teacher Preparation for Safety Education.* Abstracted by Dr. Elmer B. Siebrecht from a doctoral thesis by Nathaniel O. Schneider, Ed.D. A guide to teacher-education institutions for the preparation of teachers in the various fields of safety. 26 pp., 35 cents.

AA3—*Techniques for the Control of Motor Vehicle Accidents.* Abstracted by Dr. Charles C. Hawkins from a doctoral thesis by Edward L. Yordan, Ed.D. Reports an investigation of methods employed by public officials in preventing and reducing traffic accidents. 30 pp., 40 cents.

AA4—*Measuring Driver Attitudes.* Abstracted from his own doctoral thesis by Elmer B. Siebrecht, Ed.D., instructor and research associate at the Center. Can be used by high-school instructors in driver-education programs, administrators in motor-vehicle departments, and others interested in measuring the attitudes of drivers. 29 pp., 45 cents.

AA5—*Comparative Effectiveness of Pictorial Teaching Materials.* Abstracted from his own doctoral thesis by David J. Goodman, Ph.D. Compares the effectiveness of sound motion pictures, silent motion pictures, sound slide films, and silent slide films when used in teaching selected areas of safety to pupils in the intermediate grades. 35 pp., 35 cents.

COLLEGE COURSES OF STUDY

D1—*General Safety Education Course for Use in Training Teachers.* A course outline presenting instructional units that cover materials and methods in a general safety-education course. 12 units, 17 pp., mimeographed, 10 cents.

D2—*Program Building in Safety Education.* A course outline for teacher education. 7 units, 8 pp., mimeographed, 10 cents.

D3—*Supervision in Safety Education.* An outline of a course designed for school administrators and supervisors responsible for school and community safety programs. 8 units, 10 pp., mimeographed, 10 cents.

D4—*Materials and Methods of Teaching Safety in Elementary Schools.* An outline of a course designed for elementary-school teachers and principals. 11 units, 18 pp., mimeographed, 10 cents.

D5—*Materials and Methods of Teaching Safety in Secondary Schools.* An outline of a course designed for secondary-school teachers and principals. 14 units, 21 pp., mimeographed, 10 cents.

D6—*Organization and Administration of Safety Education.* An outline of a course designed for school administrators and college instructors. 12 units, 12 pp., mimeographed, 10 cents.

INDUSTRIAL SAFETY MANUALS AND COURSES OF STUDY

IS1—*Safety Training Digest,* Vol. III, No. 1. A series of articles by leading engineers and educators concerning the latest developments in safety training as conducted in industries and Army installations. 56 pp., 35 cents.

IS2—*Course Outline in Safety for Shipyard Supervisors.* 15 units, 23 pp., mimeographed, 10 cents.

IS3—*Course Outline for Ground Safety in Air Transport Operations.* Designed for airport ground safety supervisors. 10 units, 31 pp., mimeographed, 10 cents.

IS4—*Course Outline in Industrial Hygiene and Accident Prevention for Nurses.* 11 units, 12 pp., mimeographed, 10 cents.

TESTS

The tests listed below have been constructed by the Center's research staff. With each order of 25 tests a copy of the direction key sheet or manual is provided. Quantity prices on request.

	Price for 25	*Price per Unit*
E1—*General Safety Education Test for Junior-High-School Pupils in the Seventh, Eighth, and Ninth Grades*	$ .50	$ .03
E2—*General First-Aid Test for Senior-High-School Students in the Tenth, Eleventh, and Twelfth Grades*	.50	.03
E3—*Home Safety Test for High-School Students and Adults.* Can be used in any high-school grade.	.50	.03
E4—*National Bicycle Tests.* Designed chiefly for use in determining scores of pupils' knowledge and skills in the use of the bicycle.	.75	.04
E5—*Abercrombie Knowledge Test for Adult Automobile Drivers*	1.00	.06
E6—*Abercrombie Rating Scale for Automobile Driver Skills*	.75	.04

Tests (continued)

	Price for 25	Price per Unit
E7—*The Snellen Visual Acuity Test in Operators' License Examinations.* Suggests procedures to be followed and conditions to be regulated in testing the visual acuity of drivers. 3 pp., photo-offset, illustrated, 3 cents.	$	$ .03
E8—*Siebrecht Attitude Scale.* For measuring attitudes toward factors of safe driving.	1.00	.10
E9—*National Fire Prevention Tests:*		
Form 1A—General Achievement Test in Fire Safety for Elementary-School Pupils (Grades Four through Eight)	.60	.04
Form 2A—General Achievement Test in Fire Safety for High-School Students and Adults	.75	.05
Form 3A—A Special Test in Fire Safety for Air-Raid Wardens, Volunteer and Auxiliary Firemen, and Civilians	.50	.03

(Sample set of three tests and manual of directions, 15 cents.)

TEXTBOOKS AND WORKBOOKS PREPARED BY STAFF AND FELLOWS

(Available through publishers)

Safety Every Day, by Herbert J. Stack and Esther Z. Schwartz. New York: Noble and Noble, 1939. 192 pp., 60 cents.

It's Fun to Be Safe, by Herbert J. Stack and Geraldine Huston. Chicago: Beckley Cardy Company, 1942. 192 pp., 60 cents.

Safety in the World of Today, by Stack, Seaton, Hyde. Chicago: Beckley Cardy Company, 1941. 372 pp., $1.20.

Everypupil Safety Series. Six workbooks by grades. Columbus: Schuyler-Dobson Company. Prices on request.

MISCELLANEOUS MATERIALS

C1—*Safety Education Digest.* A series of brief articles on recent developments in safety education. Designed especially for use by teachers. Contains a selected bibliography. 43 pp., 25 cents.

C2—*A Selected Bibliography in Accident-Prevention Procedures for Industrial Arts and Vocational Education.* Prepared by Milton D. Kramer. 7 pp., photo-offset, 10 cents.

C3—*A Demonstration Procedure of Automobile Mechanics for a Class in Driver Education.* Developed by Milton D. Kramer. An outline for use by teachers in explaining the construction, operation, and maintenance of an automobile. 17 pp., mimeographed, 10 cents.

C4—*Safety Education Series.* A series of monographs dealing with general and specific aspects of the safety education program. The four pamphlets now ready are:

- Number 1. *The School Administrator and the Safety Program*
- Number 2. *School Safety and the Community*
- Number 3. *Driver Education in the High School Curriculum*
- Number 4. *Safe All Around* (Safety in Athletics)

Each pamphlet is 10 pp., 8 cents per single copy. Quantity copies of 50 or more, 7 cents per copy. (Later titles are available upon request.)

C5—*A Selected Bibliography in Traffic-Safety Education and Driver Training.* Photo-offset, 10 cents.

C6—*Traffic Safety Talks for Use by Police Officers.* A series of complete talks and outlines of talks for use by police officers in conducting educational programs in traffic safety. Prepared by the staff of the Center. 27 pp., mimeographed, 55 cents.

C7—*A Suggested Plan for the Training of Drivers with Orthopedic Disabilities.* Prepared by Milton D. Kramer. Surveys the general problem of training drivers with physical disabilities and presents a plan of instruction for use in army and veteran facilities. 8 pp., mimeographed, 10 cents.

Send order with remittance to Center for Safety Education, 8 Fifth Ave., New York 11, N. Y. Materials should be ordered by number. Checks and money orders should be made payable to *Center for Safety Education, New York University.*

The work of the Center for Safety Education is made possible through an annual grant from the National Conservation Bureau, accident-prevention division of the Association of Casualty and Surety Executives.

Reprinted from January 1947 issue of *The Traffic Quarterly*
Published by the Eno Foundation for Highway Traffic Control, Saugatuck, Conn.

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[illegible] AND PUBLIC HEALTH DEPT

What Makes Drivers Act That Way?

BY HERBERT J. STACK, PH.D.

Doctor Stack is Director of the Center for Safety Education at New York University. During World War II he served as consultant to the War Department on driver training. Under his supervision the Center for Safety Education provided courses in safety education to army officers. He formerly was Director of the Safety Education Section of the National Conservation Bureau.

A MOTORIST was driving slowly along a narrow, slippery two-lane highway on a hilly terrain. The road was full of curves and steep grades, and had center lines prohibiting passing. Suddenly, without warning, a car tore by at high speed, rounding a curve, and sideswiped an approaching vehicle. The driver of one car was killed outright, three passengers rushed to the hospital with serious injuries, and two cars smashed almost beyond repair. *What makes drivers act that way?*

Following a college football game, the traffic from the stadium was extremely heavy. All the main highways were jammed with cars, with lines moving at a snail's pace and horns blowing impatiently. Traffic in the other direction was also heavy. Suddenly a big convertible loaded with six students pulled out of line, crossed the center marking, speeded down the left side of the highway, and crashed head-on into an approaching vehicle. In this crash five passengers were thrown from the cars and seriously injured, three with broken legs and arms and internal injuries. Following the crash, both cars, badly demolished, were thrown across the highway. State police and ambulances rushed to the scene, and the ensuing tangle tied up traffic for over an hour. One driver died that night in St. Vincent's Hospital and two passengers were crippled for life. Civil suits for damages in the courts following the accident were well over $75,000. *Why do drivers act that way?*

These are typical cases, taken from Motor Vehicle Department records. In an average year there are over a million others in our country, some of a less serious nature, others far more costly. Many are the grim tragedies that day by day add to our toll on the highways, a toll that threatens to reach 30,000 for 1946.

What causes drivers to commit these unsafe acts that lead to costly mishaps? What are the reasons behind these unsafe practices? Why are the traffic courts in many of our cities crowded with motorists arrested as violators? What's wrong with the American driver?

In the first place, let us confine this discussion to the driver himself. We already know that upwards to 20 per cent of the accidents can be ascribed to faulty mechanical condition of the car, bad highway conditions, unfavorable weather, and other situations not *directly* under the control of the driver himself. But we also know that in an average year the driver was at fault in 69 per cent of the accidents; that is, he was committing some kind of violation or unsafe practice that contributed to the accident. These violations, listed in order in *Accident Facts,* are shown in the following table.

Table I

Violation	*Per Cent*
Exceeding speed limit	15
On wrong side of road	9
Under influence of alcohol	8
Exceeding safe speed limit	8
Not having right of way	7
Disregarding signs or signals	5
Other improper driving practices	17
Total	69*

In other words, the driver was committing some unsafe act or engaged in some faulty driving practice in 69 per cent of these accidents.

Going still further into the causes, why was the driver committing the unsafe act? We might summarize this briefly by saying:

1. He had faulty attitudes: he was reckless, careless, a chancetaker, impatient, a poor sport, discourteous.
2. He had inadequate skills: He was not a skilled driver, did not act safely in emergencies, his reactions were slow, his vision was poor; in other words, he had poor aptitudes.
3. He was poorly informed: he did not know his weaknesses, he did not know the meanings of signs or state regulations; he lacked information.

Let us dig a little deeper into the contributing or underlying causes, for if we want to understand how accidents occur and find methods of making corrections, we should know more about these underlying causes. For example, let us take item 2 in the Table, "On wrong side of road." A driver gets on the wrong side of the road because of certain underlying, contributing causes. In a certain sense this violation is an effect; he gets on the wrong side of the road because something else is wrong. In the first accident described in this article, the driver deliberately drove on the wrong side in an attempt to pass on a curve. He either had bad practices or attitudes, or lacked information about sound driving practices. These faulty conditions in his personality contributed to the unsafe act that resulted in the tragedy.

Driving a car is a combination of two types of actions. The first are the automatic acts, such as shifting gears, avoiding obstacles and the like. The second, and by far the more important, are the acts involving problems and decisions; such as: Should I attempt to pass the car ahead? What does that octagonal sign mean? What does the driver ahead propose to do by that hand signal? Do I have the right of way at this intersection? These and dozens of other problems arise, several on each mile we travel. The decisions we make determine the kind of driver we are. The poor driver is obviously the one who follows unsafe practices. Sooner or later, by the law of averages, unsafe acts end in an accident. A driver who has too many narrow escapes—missing sideswipes by a few inches, getting into too many skids, making too many emergency stops—is "out looking for an accident." These are often symptoms that something is wrong. One driver had five emergency stops in a short 100-mile trip; another covered 3,000 miles without a single emergency stop. Which is most likely to have an accident?

What has research shown us about the attitudes, aptitudes, skills and other factors in the personality of drivers? During the past year the writer has been collecting and analyzing the findings of thirty-

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* In 69 per cent of fatal accidents, the driver was involved in some violation.

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five research studies carried on in the United States and foreign countries, all concerned with the personality of the driver. It is not possible in this article to discuss these studies at length; we can only point out the most significant findings.

Reaction Time

Some of the basic studies on reaction were made by De Silva at Harvard and Lauer at Iowa State. De Silva showed that there was some difference in the reaction time of good[1] and poor drivers. Fletcher of the California Motor Vehicle Department found that in simple braking time, good drivers average .37 seconds and poor .39. In complex reactions, where the individual responds to a series of lights, the difference is more significant, good drivers scoring .47 seconds and poor .53. Brody at New York University corroborated the Fletcher findings and pointed out that there was little difference between the reactions of accident-prone and accident-free drivers. A German psychologist, Messbach, reported at Prague that reaction time might vary from 1.4 to 2 without any indication of carelessness, while another scientist, Ponzo, reported that recovery time is quite as important as reaction time. Lahy showed, as might naturally be expected, that reaction time is markedly affected by fatigue. It appears, therefore, that simple reaction time is not a sound criterion for judging drivers. Making the proper choice in reaction is a far more valuable index.

Blood Pressure

Brody also pointed out in his study the prevalence of low blood pressure among accident-repeaters. In 77 per cent of this group, the systolic blood pressure was low. Bingham also found that high blood pressure was common among motormen accident-repeaters. There are undoubtedly many cases of accidents in which the car goes off the road and a bad crash results which are caused by heart attacks or cerebral hemorrhage. Persons with serious heart diseases and

unusually high blood pressure should let someone else in the family do the driving. This would apply also to persons who have epilepsy or spastic paralysis.

Vision

Vision plays a highly important role in driving. The fact that state license departments have been giving the Snellen Visual Acuity Test for years shows the importance of this. Fletcher showed that more than twice as many poor drivers as good failed the State Visual Acuity tests. He showed also that among seventy drivers arrested for "cutting in," more than one half had subnormal acuity, and that 24 per cent of the poor drivers as compared with 3.5 per cent of the good failed the glare test. In addition, 128 of the 174 fatal accidents in which these drivers were involved were found to have occurred at night. A recent Connecticut study shows that there are more than twice as many accidents at night per vehicle mile of travel as during the day. Undoubtedly poor vision and low visibility are among the conditions which lead to the higher percentage of night accidents.

Other studies of vision show the following:

a. Peripheral vision is important when the total field of vision is restricted to 20/50 degrees (Fletcher).
b. Berens contends that many narrow escapes, as well as accidents, resulting from "cutting in too sharply" and "passing with insufficient distance," can be attributed to faulty judgment with regard to distances and speeds.
c. One-eyed drivers who lack binocular vision and depth perception are not considered good risks, but not too much is known about their driving records.
d. Lack of color vision (ability to distinguish red from green) has been found to be rare as a cause of accidents (De Silva).

Hearing

There is little evidence to show that hard-of-hearing drivers, provided they are aware of their weakness, have any poorer driving record than normals. On the contrary, the Pennsylvania Motor Vehicle Department studies indicate that the record for the deaf is better than that of the average driver. It is felt that deaf drivers who know about their impairment drive more cautiously and depend more upon their eyesight and skills to keep from being involved in accidents.

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[1] A *good* driver may be defined as one who has driven for several years without an accident; a *poor* driver is one who has had several accidents within the year.—Editors.

Intoxication

Many studies have been conducted to show the effect of alcohol on drivers. Vernon reported a study which showed "that alcohol tends to make drivers drive faster, without becoming aware of the acceleration." Studies were conducted at Northwestern University working in cooperation with the Evanston Illinois Police Department. Alcohol breath tests were made of 1,750 drivers selected at random. These were compared with tests of 270 drivers brought to Evanston hospitals after being involved in accidents. Of the unselected drivers, 12 per cent showed alcohol in the blood, while 47 per cent of the hospital cases showed alcohol.

Lack of Driving Skills

It has been clearly demonstrated that inadequate skills, lack of resourcefulness in emergencies, and faulty practices contribute to a large percentage of accidents. Many drivers have little or no sound instruction before they secure licenses. Studies conducted by the A.A.A. in Cleveland show the superiority of the trained high school driver over the untrained. In addition, the experience of the Army and that of commercial fleets shows the value of proper training.

The work that is now going on in high schools should have great value in improving the practices of younger drivers. Furthermore, the training that is being given at Army, Navy, and Veterans Hospitals to amputee and paraplegic disabled should be most helpful in maintaining the favorable accident record that the orthopedically disabled have established in the past.

THE PLACE OF KNOWLEDGE AND INTELLIGENCE

We often refer to motorists who irritate us as those "dumb" or "stupid" drivers. But there is little evidence to show a correlation of intelligence with safe driving. It was reported in a Prague experiment that persons with a score of under 60 in Army Alpha tended to be poor drivers. Borderline cases or the feebleminded would belong in this group. On the other hand, persons with a high I.Q. are not superior drivers; in fact, some studies tend to show that they are less expert than those with average intelligence.

But it doesn't take superior intelligence to know the traffic regulations, rules of the road, and vehicle maintenance. Yet these are important, for many accidents can be directly traced to lack of information.

While state license examinations generally include a so-called "mental test," the lack of time for giving state tests often precludes the use of a thorough information test, for example, a standard test of 75 to 100 items.

WHAT ABOUT DRIVERS' ATTITUDES?

A great psychologist once said that our intellect was like a speck on the sea of our emotions. We are guided in so many of our life activities by our emotions and attitudes, rather than by our knowledge and intelligence. All of the research studies on the actions of drivers seem to point in this direction. There is every reason to believe that a large share of all accidents are due not to a lack of skill or a lack of knowledge, but rather to faulty attitudes. We often describe drivers as reckless, foolhardy, chancetakers, discourteous, "showoffs," "speed maniacs," "cowboys," "day dreamers," "road hogs," and the like. Some of these are the emotionally unstable; others would include the neurotics and the mentally-diseased that Selling reported in his Detroit study of traffic offenders. Extremes of anger, impatience, anxiety, timidity, and bravado also contribute to accidents. It is not necessary to point out examples of each of these; all of us can recall instances within our own experience on the highway.

In a very large percentage of the unsafe acts mentioned earlier in this article, the underlying cause of the accident was one or more of these faulty attitudes. Failure to follow regulations, "jumping" traffic lights, pulling out of line, and driving at excessive speed are not so much due to lack of information as they are to bad attitudes. And here is where enforcement comes in. If drivers cannot learn proper regard for regulations and practices by ordinary methods, they must learn the hard way—through arrest, fines, and revocations or suspensions of licenses.

Siebrecht in his doctor's thesis at New York University was one of the first to study the driving attitudes of younger drivers. His Attitude Scales tend to show improvement in attitudes as students complete driver-training programs in schools. It appears that while attitudes may not be taught, they may most certainly be *caught*.

Referring again to Table I, we note that intoxication was one of the leading causes of accidents. We discussed certain psychophysical effects of alcohol. Why do so many drivers repeatedly take chances in driving after they have been drinking? Is it a lack of information or conviction about the effects of alcohol on their driving? Certainly a great deal has been done to publicize the effects of alcohol and the resulting tragedies on our highways. But alcohol has a double-barreled effect. It not only impairs the psychophysical functions; it also affects the attitudes. Caution, courtesy, respect for the rights of others, and for traffic regulations—these and the other good attitudes are thrown to the winds. Only too often bad attitudes—recklessness, bravado, discourtesy, and a flouting of the regulations—take their place.

Accident-Proneness

This subject can be discussed only briefly in this article; it is a highly important one and merits an entire article in itself. It has been known for some time that certain drivers tend to be accident-repeaters. A Connecticut study, for example, showed that 4 per cent of the drivers were responsible for 36 per cent of all accidents. There are many drivers who have from 4 to 8 accidents a year, while others covering the same mileage will go five to ten years without a reportable accident. As a matter of comparison, there are thirteen drivers in New Jersey who have orthopedic disabilities and are driving cars with special controls who in seven years have driven a total of over 500,000 miles with only one reportable accident. The causes of accident-proneness are complex and variable. Many of the underlying causes have been discussed previously in this article. Some lie in the realm of the physiological; others in the psychological.

They have sometimes been known as the "X" factors, because they are so variable and are for the most part unknown.

Dr. Dunbar of the Columbia University Medical Center, following several years of research in this field, found that many cases of accident-repeaters could be traced to psychiatric difficulties. She found that restless, happy-go-lucky people and those who are good mixers, fond of sports, gambling, machinery, and going places in a hurry, tend to be accident-prone.

We are finding that accident-proneness is a factor in the personality of individuals which may contribute to repeated accidents in industry, in the home, in school, or in traffic. Four doctoral studies are now in progress at the New York University Center for Safety Education which should throw some light on this complex problem.

CONCLUSIONS

A large percentage of our highway accidents are caused by unsafe acts on the part of drivers. Behind these unsafe acts are a large number of contributory causes or conditions that are part of the personality of the driver himself. These contributory causes may be divided roughly into three areas: (1) faulty attitudes, (2) lack of skills and psychophysical aptitudes, and (3) lack of information and intelligence.

In a given accident, several of the contributory causes may combine to result in the unsafe act which is the direct cause of the accident. Most of these contributory causes are not apparent to the officer who investigates the accident. They may be complex in origin, but they can be located and measured. As Thorndike has said, "Anything that exists, exists in some amount, anything that exists in some amount can be measured."

The implications of this are immediately apparent. They suggest the strengthening of our education, engineering, and enforcement attack on accidents. They recommend the improvement of state requirements for the driver's license and the work of the courts. There are still many states where the driver's license is as easy to secure as a hunting or fishing license, and at far less cost.

Faulty attitudes can be improved by education and strict enforcement. Faulty skills and psychophysical aptitudes can be located, and in many cases remedied or compensated for. Lack of information can be taken care of by a continuous program of public education through the newspapers, radio, motion pictures, and other media.

Much can be done for the younger drivers in our high schools. Here is the place to train the drivers of the future. Yet it is a sad commentary on the resourcefulness of our high schools to come to grips with one of the real problems of youth to find that youngsters can go through a great majority of the schools of our country and learn little or nothing about traffic safety and their responsibilities as drivers on our streets and highways. The high school is an ideal place to improve attitudes, to diagnose psychophysical difficulties, to learn skills, and to send out students who are well informed. Some schools are doing a superior job, but the great majority are doing but little.

All of these implications involve a more scientific and technical approach to the problem. It is no easy task and many difficulties must be faced. But much can be done by strengthening the work of all agencies that are in any way concerned with traffic safety.

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relating to the Conversion of selected into playgrounds for children
streets in the City during was dropped and the papes.
specified hours ~~into playgrounds~~
~~for children~~ were recorded.
Please see the orders at pp15-16 NF
of G.O. No 2681 Edn dated 16-12-47 (J)

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19/7 p.1 cf

Physical Education - Play Streets

From The D.P.I. No. 1605 L4/49
dated 2-7-49

Memo No 51715-C1/49-1 Edn Dt 18/7/49

The D.P.I. is informed that the Govt. ~~have~~ dropped the proposal for the provision of play streets

15/7/49

18/7/49

18/7/49

To
The DPI
DM6
2/17

Note.

Please see the letter from the DPI at p.1 cf. - The ~~paper~~

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