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POLICE SCIENCE

THE BACKGROUND AND DEVELOPMENT OF THE TRAFFIC INSTITUTE OF NORTHWESTERN UNIVERSITY

L. J. McEnnis, Jr.

The author has been Director of Publications for the Traffic Institute of Northwestern University since 1940. Following his graduation from the School of Journalism of the University of Missouri, he served on the staff of the *Louisville Herald Post*. In 1935, while covering the National Safety Congress for this paper, Mr. McEnnis first became interested in safety work. Shortly thereafter he joined the publicity staff of the National Safety Council where he ultimately became associate editor of *Public Safety* prior to joining the staff of the Traffic Institute. In his present position Mr. McEnnis is in general charge of all of the Institute's publication work and serves as editor of the quarterly *Traffic Review*.—EDITOR.

The Traffic Institute's establishment and development were inevitable steps in the fight to reduce traffic accidents, and Franklin M. Kreml, the Institute's director, is the first to say so. (That is almost like saying if Benjamin Franklin had not discovered electricity, someone else would have). Be that as it may, the story of the Institute's establishment and Frank Kreml's part in it cannot be separated.

Although the Institute was officially established at Northwestern University in 1936, it actually had its genesis much earlier—probably sometime in the late '20's, when Officer Kreml was riding a motorcycle for the Evanston Police Department and studying law. We say that the Institute had its beginning then because it was during this period that Kreml started having ideas which he later put into practice. But the ideas were to get plenty of seasoning in practical experience before the Institute's doors were opened.

Kreml believed that to prevent traffic accidents you had to find out what was causing them. Further, he believed that accidents were symptoms or manifestations of maladjustments in traffic movement; that every accident was the result of one or more causes. Identify the causes and remove them, and accidents would be reduced.

The soundness of this philosophy was proved during the early years it was applied in Evanston—applied by Kreml and his traffic men with the blessing and encouragement of a progressive and unselfish chief of police, William O. Freeman. The city's accident prevention program attracted nation-wide attention, and Evanston was proclaimed winner of the Grand Award in the National Traffic Safety Contest in 1932, 1933, and 1935. During this period of the late '20's and early '30's, Kreml had organized the Evanston Accident Prevention Bureau,

was made its director, and in 1931 was given command of the Traffic Division with the rank of lieutenant. It is an interesting sidelight that many Evanstonians still call him "Lieutenant Kreml," despite the fact that he has not been connected with the Evanston department directly for many years and holds the considerably higher rank of colonel in the Army Transportation Corps!

So well known had the "Evanston Plan" become that other cities began to request Kreml's services to install similar programs in their police departments. Such "installations" were made in Syracuse, N. Y., in 1934; in Louisville, Ky., in 1935; and in Bridgeport, New Haven, Hartford, and Waterbury, Conn.; Saginaw, Mich.; South Bend, Ind.; and Cincinnati and Columbus, O., in 1936. Accident-reducing results were obtained in these cities, just as they had been in Evanston, proving to the skeptics of the time that it was not just a local phenomenon in "that suburb north of Chicago."

At this point, Northwestern University enters the story. In 1932 a conference of Midwestern police officials was held on the Evanston campus, under the auspices of the Political Science Department, with the cooperation of the Sociology Department. Dr. A. R. Hatton of the Political Science Department and Dr. Arthur J. Todd of the Sociology Department were principally responsible for this significant meeting. It was an all-police-problems conference, and only a relatively small amount of time was devoted to the subject of traffic. However, police interest in learning more about handling their traffic problems was so great that a two-week traffic officers' training school was offered in 1933, under the joint sponsorship of the Evanston Police Department and the University's Political Science Department.

This brief training school proved so popular that it was repeated annually until in 1936 the whole idea of training traffic police to do their jobs better (i.e., to reduce accidents and traffic congestion) captured the attention of important national interests. In that year Norman Damon of the Automotive Safety Foundation indicated to Dr. Walter Dill Scott, then president of Northwestern University, the Foundation's interest in the development of a full-time traffic training program. A grant of \$5,000 was tendered contingent upon the provision of a like amount by the University. Three thousand dollars was secured by the University's Development Committee, and housing, of an estimated value of \$2,000 per year, was provided. Thus, the Traffic Institute was established.

Subsequent annual grants from the Automotive Safety Foundation

were substantially increased and were tendered without financial commitment from the University.

At the same time, early in 1936, the Traffic Division of the International Association of Chiefs of Police was established—to provide field service to city and state police departments. Like the Institute, the IACP Traffic Division was established financially by the Automotive Safety Foundation and continues to this day to receive the main portion of its funding from this source.

In their first months of operation, the combined staffs of the Institute and the IACP Traffic Division consisted of three persons—Kreml, the director; Ray Ashworth, former captain of the Wichita, Kan., Police Department, director of field service, and Mary-Lou Wiley (now Mrs. Paul Kleihauer), formerly of the Political Science Department, office manager. From the beginning the Institute and the IACP Traffic Division have operated almost as one organization, and hereinafter, to simplify description of activities, the Institute's name will be mentioned predominantly. It should be indicated, however, that a part (the police part) of the field work of the organizations is done by the IACP Traffic Division.

About four months after the Institute opened its doors in the modest frame house at 1827 Orrington Ave.,¹ Evanston, the Lumbermens Mutual Casualty Company, Chicago, agreed to provide grant-in-aid assistance to police officers to attend a nine-month course in traffic police administration. The Company's principal officers, James S. Kemper and H. G. Kemper, set up the Kemper Foundation for Traffic Safety to provide these training funds.

The Institute has never been anything less than "national" in character. Its first students (members of the 1936-37 class in traffic police administration) came from the police departments of Miami, Fla.; Louisville, Ky.; Kansas City, Mo.; Lincoln, Neb.; Atlanta, Ga.; Boone, Ia.; Decatur, Ill.; and from the state police departments of Maine and Delaware.

THE PROGRAM

What important program developments have occurred in the Institute's nearly 16 years of operation?

From a training school for police officers, the Institute has expanded its activities to include a broad program of traffic training, research, publications, field and extension service. Its staff has grown from three to 34 full-time employees and 22 part-time workers and instructors.

1. In October, 1945, the Institute moved into the graystone house located at the corner of Church and Judson, two blocks south of the University campus.

While enlarging its services, the Institute also has broadened its financial base. While the Automotive Safety Foundation and the Kemper Foundation for Traffic Safety are still the principal supporters of the Institute, their assistance is now augmented by funds from the Association of Casualty & Surety Companies, the National Association of Automotive Mutual Insurance Companies, and the Liberty Mutual Insurance Company.

Further, the Institute has contracts with the U. S. Bureau of Public Roads (for traffic research), with the Federal Civil Defense Administration (for development of a civil defense traffic program), with the Department of the Army (for training of safety personnel), and with the American Association of Motor Vehicle Administrators (for training of driver license personnel).

The conference program for traffic court judges and prosecutors is conducted in cooperation with the American Bar Association.

Through tuition, sale of publications, and cost charges for field assistance, the Institute has achieved a certain measure of financial self-sufficiency. However, because of the public service nature of its work, the organization will probably always require support from outside agencies.

Called a "one-man organization" in its formative years, the Institute can no longer be so referred to. With Director Kreml at the head of the organization, the Institute is operated by senior staff consisting of the directors of the following divisions: Field, research and development, training and extension, counsel and information, publications, and service. (See Table I.)

TRAINING

The heart of the Institute's program is training. In addition to the courses for police, which have been conducted continuously since 1936, the Institute offers courses, conferences, and seminars for traffic court judges and prosecutors, traffic engineers, motor vehicle fleet supervisors, driver license personnel, driver education instructors, Army officers and safety supervisors, and for such specialists as accident statisticians and those called upon to administer chemical tests to determine intoxication.

In all, nearly 3,000 persons have received specialized traffic training on the Northwestern campus. Further, the Institute has cooperated with other Universities throughout the country in the conduct of courses for traffic personnel. More than 2,000 have received training on this regional basis at such institutions as New York University, Georgia

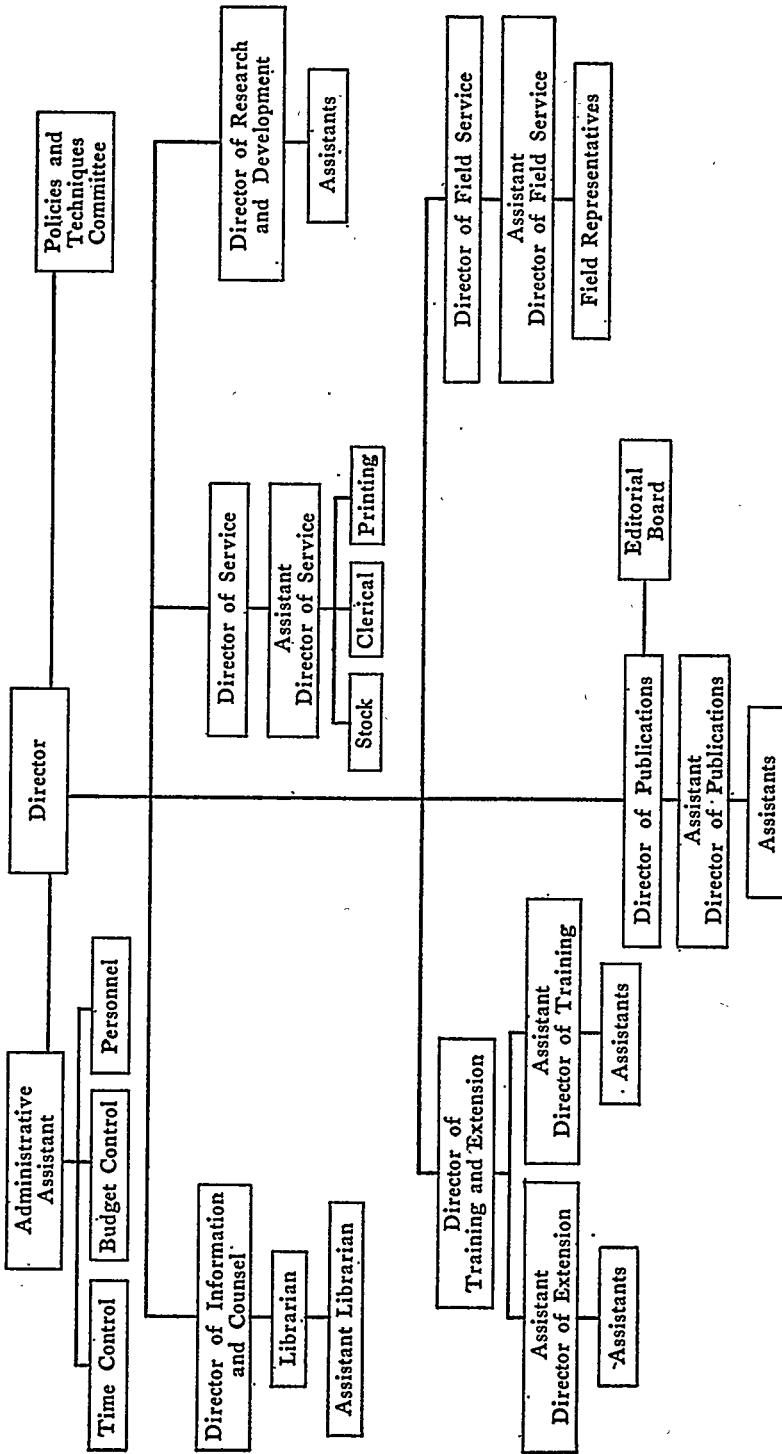


Table I
Organization of Traffic Institute

School of Technology, Northeastern University, and the Universities of California, Washington, and Alabama.

Most famous of the Institute's courses is the traffic police administration course. Originally conducted on a nine-month basis, concurrently with the University's academic year, the course was shortened to four and a half months in the early stages of World War II and has been conducted twice yearly ever since. However, in order to render better service to police departments in the training of personnel, the Institute plans to restore the TPA course to its original length, beginning in the fall of 1952.

Police officers who attend the TPA course are chosen in nationwide competition, and those selected are awarded grants-in-aid by the Kemper Foundation and the Automotive Safety Foundation. Only men of command rank or those being groomed by their departments for command work are considered for this rigorous course in traffic police administration.

Six hundred and nineteen men have been graduated from this comprehensive course—in the 25 times it has been conducted since 1936. The influence these graduates exert on the national traffic accident situation can be appreciated to a certain extent by looking at the following list of agencies that have sent officers to the TPA course:

- 160 city departments in 41 states and the District of Columbia
- 41 state police and highway patrol organizations
- 6 county police agencies
- 1 park district department (Chicago)
- 1 township department
- The Port of New York Authority
- The Panama Canal Zone Police Department
- U. S. Army
- U. S. Park Police
- Anchorage, Alaska, Police Department
- Puerto Rico Insular Police

Foreign

- Canada (seven cities and the British Columbia Provincial Police)
- Republic of Panama, Philippine Islands, Mexico, Chile, and China.

It is interesting to note that only one state (Louisiana) has not sent a representative from any type department to the traffic police administration course.

A great majority of the graduates of the TPA course have made substantial contributions to the success of traffic supervision and accident prevention programs in their cities and states. With few exceptions they have advanced in rank and responsibility after completion of the training. Fourteen graduates now head their departments, one is a

city manager, one is an assistant city manager, one is a mayor, and scores of others hold such important posts as director of traffic, director of training, deputy chief, inspector, director of personnel, and safety council manager. A graduate of the first course is now managing director of the Dallas Crime Commission.

The year 1951 broke all previous Institute records in training—both as to number of personnel and to number of courses. The Institute conducted or was a major participant in the conduct of 41 courses, conferences, and seminars during the calendar year. (See Table II.) More than 1,300 key traffic workers received training in their own special fields.

Worthy of special mention in the 1951 training program was the work in the field of driver licensing—conducted for the American Association of Motor Vehicle Administrators.² The first of four annual courses was held for chief driver license examiners at the Institute in March, and four regional courses for instructors of driver license examiners were conducted in the fall—at Northwestern, Northeastern University, the University of Alabama, and the University of California. This development is particularly significant because it marks the first time professional in-service training has ever been offered in this important area of the traffic safety field. *This training is expected to influence the driving habits of some 60 million motorists.*

Table II

COURSES IN WHICH TRAFFIC INSTITUTE PARTICIPATED IN 1951

At Northwestern

Traffic Police Administration (Spring and Fall)—4½ months
 Police Traffic Training (Spring and Fall)—3 weeks
 Chief Driver License Examiner Training (for the American Association of Motor Vehicle Administrators)—3 weeks
 Summer Institute for Traffic Training
 Chemical Tests for Intoxication—1 week
 Pedestrian Protection—1 week
 Motor Fleet Supervision—1 week
 Supervisory Officers' Training—1 week
 Driver Education for High School Teachers—1 week
 Traffic Engineering—1 week
 Public Education for Traffic Safety—1 week
 Accident Records and Their Uses—1 week
 Traffic Court Conference—1 week
 Military Traffic Control and Regulation (for Army Personnel)—4 weeks
 Seminar for TPA graduates—2 days
 Seminar for German Police officers (2)—1 week

2. Through a grant to AAMVA from the Farmers Insurance Group Safety Foundation.

Fleet Safety for Insurance Safety Engineers—1 week
 Instructors of Driver License Examiners—2 weeks

Regional and state-wide

Traffic Court Conferences (in cooperation with American Bar Association)—

State-wide—2 and 3 days

University of Arizona
 University of Minnesota
 University of Illinois
 University of Washington
 University of Virginia
 University of Maryland

Regional—1 week

University of California, Berkeley
 University of Southern California
 Emory University
 New York University (3 days)

Chemical Tests for Intoxication—1 week—University of Washington

Police Traffic Training

Regional—2 weeks

University of California, Berkeley
 Georgia School of Technology

State-wide—several days to 2 weeks

University of Omaha
 Oklahoma A & M
 Michigan State College
 Ohio State University

Seminar for TPA grads, Oakland, California—2 days

Instructors of Driver License Examiners (for the American Association of Motor Vehicle Administrators)—2 weeks

University of Alabama
 Northeastern University
 University of California

Also in 1951, for the second time since the conclusion of World War II, the U. S. Government requested the services of the Institute in the training of official personnel. The first request came from the Department of the Army, and for the past few years the Institute has been conducting special traffic courses for Army personnel as part of the Army's world-wide safety program. Early in 1951 the Federal Civil Defense Administration requested the Institute "to develop a nation-wide traffic training program for civil defense emergencies." Under the program, which the Institute staff and a special committee of police executives and traffic specialists developed during the latter part of the year, from four to eight courses will be conducted annually throughout the country. The first course was held early in 1952 at the Institute.

OTHER ACTIVITIES AND SERVICES

Closely allied with the Institute's training program is its field service. This program also has increased in breadth since the modest start in 1936 with one field representative. It now includes service to police departments, traffic courts, motor vehicle departments, legislatures, and traffic engineering departments. More than 70 cities, counties, and states have been assisted by staff members. In virtually every case where recommendations have been followed conscientiously, traffic deaths have been reduced and a more efficient movement of traffic has been obtained. Examples of cities which have reduced their traffic death rates drastically by following staff recommendations are Los Angeles, Detroit, Cleveland, Oakland, Seattle, Atlanta, and Memphis.

To indicate the nature of the field work, a brief listing of 1951 highlights in this area is given below.

In *Philadelphia*, a study of the city's traffic ordinances, comparing them with the Model Traffic Ordinance, was submitted; studies were made of the operations of the Summons Bureau and the Violations Bureau, and follow-up work was conducted in the Bureau of Police.

In *Pittsburgh*, field study reports were submitted on the operations of the Bureau of Police and the Violations Bureau of the Municipal Court, and a comparative study of the city's traffic ordinances with the Model Traffic Ordinance was made.

In *Alabama*, a comprehensive field study report of the Department of Public Safety was submitted in the fall, and complete reorganization of the department was effected following IACP recommendations. One of the major improvements was a 75-man increase in the Highway Patrol.

In *Chicago*, field staff continued to render valuable assistance to the Police Department. The city's enforcement program was stepped up considerably and many of the difficulties which beset the program in its earlier days have been and are being straightened out. Field staff was active in getting the city's public support group—the Citizens' Traffic Safety Board—into operation in the latter part of the year, and this development is expected to greatly strengthen Chicago's over-all traffic safety program. The traffic engineering function also was strengthened.

In *Palo Alto, Calif.*, a study of the Municipal Court's Violations Bureau was completed.

1950 was a very bad year for the country as a whole, from the standpoint of traffic deaths. The toll of dead was 35,000—up 11.1 per cent from the 31,500 killed in 1949. For the first 10 months of 1951, deaths were up 7 per cent over the corresponding period of 1950. Cities in which field staff assistance has been given were by no means exempt from death increases in 1951, but it is significant that many of the important municipalities in which installation work has been done did a good job of holding their own in the face of increased travel and vehicle registrations. Some actually showed further reductions.

The reductions in death rates (on a vehicle registration basis) from

TABLE III

	CALENDAR YEAR PRIOR TO INSTALLATION		10 MONTHS				CHANGES IN REGISTRATION RATE FROM YEAR PRIOR TO INSTALLATION , TO FIRST 10 MONTHS OF 1951	
	Deaths	Reg. Rate*	1950		1951		Numer- ical Change	Per- centage Change
			Deaths	Reg. Rate*	Deaths	Reg. Rate*		
Atlanta	57	7.3	21	2.2	23	2.2	-5.1	-69.9
Chattanooga	25	10.5	20	7.0	12	3.6	-6.9	-65.7
Chicago	505	8.5	316	5.1	333	4.8	-3.7	-43.5
Cincinnati	129	13.3	47	4.0	61	5.3	-8.0	-60.2
Cleveland	247	10.2	77	3.3	87	3.6	-6.6	-64.7
Dayton	49	7.1	22	2.7	26	2.7	-4.4	-62.0
Denver	64	5.5	33	2.9	40	3.2	-2.3	-41.8
Detroit	357	8.2	150	3.2	187	3.8	-4.4	-53.7
Los Angeles	518	8.9	214	3.2	208	2.9	-6.0	-67.4
Memphis	48	10.1	34	4.9	24	3.0	-7.1	-70.3
Miami	35	7.0	31	3.2	28	2.6	-4.4	-62.9
Norfolk	33	9.1	12	5.3	20	4.7	-4.4	-48.3
Oakland	84	8.1	32	2.9	54	4.5	-3.6	-44.4
Portland, Ore. ...	68	6.1	41	2.9	34	2.3	-3.8	-62.3
San Diego	62	10.8	50	6.1	43	4.4	-6.4	-59.3
San Francisco	126	7.5	42	2.3	70	3.3	-4.2	-56.1
Seattle	109	7.6	37	2.4	36	2.2	-5.4	-71.1

*Number of traffic deaths per year per 10,000 registered vehicles.

the year before installation work was completed speak volumes for the conscientious application of recommendations of Institute and IACP Traffic Division staff. (See Table III.) The IACP Traffic Division maintains regional offices in San Francisco and Atlanta in order to better provide field service to the Western and Southeastern areas.

EXTENSION WORK

The Institute does not forget its graduates as soon as the ink is dry on their certificates. Through its extension services, the Institute staff assists hundreds of graduates yearly in their own departments, consulting with them and their chiefs on operational and administrative problems. The Institute and its supporters realize that the men, their departments, and the school have made too great an investment in their training to let it go unused. The principal aim of the extension program is to protect that investment. In addition to these personal visits to the graduates, the Institute aids its alumni by conducting graduate conferences periodically in different sections of the country and by keeping them informed of new techniques and developments through the quarterly *Traffic Review* and monthly *Traffic Digest*.

RESEARCH AND PUBLICATIONS

Ever mindful that the traffic problem is a changing one, the Institute through its Research and Development Division is constantly seeking to develop new guides and techniques to help traffic administrators over the rough spots. This work is highly important because without it the programs of training, publications, and field assistance could not so effectively meet the needs of public officials.

Among the research projects worked on during 1951 were: A pilot study of the effect of a patrol unit on speeds of nearby vehicles; the effect of general increases in traffic law enforcement on vehicle speeds on city streets, and study of the supervisory rates of cities and states (based on an analysis of the standing of most of the states and many of the larger cities on each of the nine rates adopted by the International Association of Chiefs of Police for measuring the quantity and quality of traffic supervision). Current developmental projects include work on basic training manuals for traffic supervision.

Through its information service and the publication of textbooks, manuals and pamphlets, the Institute aids hundreds of officials annually who are not able to take advantage of its other services.

CONCLUSIONS

It can be readily seen from this review of the activities of the Institute that its work since 1936 has made a significant impact on street traffic and transportation. How great an impact this has been cannot be measured with any degree of accuracy. This much is certain—in 1936, there were less than 28.5 million motor vehicles registered in the U. S., and the traffic death rate per 100 million miles of travel was 15.1. There were nearly 52 million cars, trucks, and buses in the country at the end of 1951, *but the death rate had been reduced to approximately 7.7*. These results were made possible through the combined efforts of organizations working for greater traffic safety at the national, state, and local levels. The Institute was among the leaders in this field.

No one knows for sure how great the traffic and transportation problem will eventually get. Barring a third World War—which would retard the growth of the problem, but at the same time complicate it—there is no let-up in sight. Come what may, the Institute plans to keep right on growing and meeting the needs of the traffic field—in training, field and extension service, research, and publications.