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The Rise and Development of Safety Education in the Public Schools of the United States

John Metzger

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THE RISE AND DEVELOPMENT OF SAFETY EDUCATION
IN THE PUBLIC SCHOOLS OF THE UNITED STATES

BY
JOHN METZGER

A thesis submitted to the faculty of Butler University
in partial fulfillment of the requirements for
the degree of Master of Arts

Indianapolis
1931
ACKNOWLEDGMENT

The writer wishes to acknowledge his obligation to Dr. W.L. Richardson, Dr. Pleasant Hightower, Dr. I.T. Shultz, and to Dr. A.B. Carlyle of the College of Education in Butler University for their constructive criticisms and kindly spirit of guidance; to the staffs of the Rauh Memorial and the Main Library of Indianapolis, Indiana, for the assistance given and courtesies extended; to the research members of the Indiana State Library staff for the many helps given; and to the many safety directors throughout the country who have helped to make this study possible.
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</table>
CHAPTER I
INTRODUCTION

Statement of the Purpose. It has not been the purpose of the author of this thesis to present a history of safety in general, for such a treatise would obviously be an account of the history of man himself and, as such, would be worthy of the fullest development within itself. Such a history would depict a desperate struggle of man against enormous odds - against Nature's relentless forces, against the perils of scientific discovery and industrial development, as well as against the ignorance and superstition of man himself. Such a history would be filled with the story of danger. Such a history would be filled with the story of the struggle of man for self-preservation and safety. For, as the reader will learn, safety is as old as man, and from the beginnings of man safety has had but one meaning or purpose, and that has been the conservation of life and limb.

Rather it has been the purpose of the author to draw upon this reciprocally related history of man to the history of safety only in so far as it furnishes a vital background to a comprehensive treatment of the rise and development of that very modern phase of school curricula known as "Safety
Education" within the public schools of the United States.

It has further been the purpose to show that this "Safety Education" movement as a great national movement originated outside the educational field; that through the enthusiasm, influence, and suggestions of a few men of industry and business, working through a central agency called the National Safety Council, a few educators became conscious of the significance and possibilities of safety education as a needed phase of modern education, and that these leaders working in cooperation with the National Safety Council gradually brought about a semi-national consciousness on the part of school boards, superintendents, principals, and teachers toward the furtherance of safety education in the public schools of the United States.

A further purpose of the author has been to present an account of what is being done in the way of safety in some specific present day school situations, as well as to give a comprehensive survey of what is being done with safety education at the present time in public school systems at large.

Another, but less important purpose has been to present a general view of accidental fatalities within the United States. This has been done with two objectives in mind: first, to familiarize the reader with the enormity of the present day accident situation, and secondly to furnish statistical data to which the reader may have recourse throughout the study.

In summary, the author has had, while conducting the investigation pertinent to the development of his
subject, six purposes. Stated concisely these are:

(1). To review very briefly the background facts pertaining to the rise and development of Safety Education within the public schools of the United States.

(2). To show a gradual development of a safety-consciousness on the part of educators, which was derived originally from work done by men in the field of industry.

(3). To trace the subsequent development of Safety Education within the public schools of the United States.

(4). To give a comprehensive view of the present status of Safety Education in the public schools throughout the United States.

(5). To present an account of what is being done in the way of Safety Education in some specific representative present day school situations.

(6). To furnish statistical data of accidental fatalities within the United States in order that the reader may better appreciate the enormity of the present day accident situation.

Definition of the Term "Safety Education". The term "Safety Education" in the public school has been used to imply any instruction or guidance that has for its object or aim the conservation of life or limb.

The Method of Accomplishing the Objective. The method used in developing this treatment was to secure by research those pertinent major facts that had a bearing on the development
of the subject in hand and to present those facts, in so far as possible, with interpretations and discussions, as a chronological order of events.

The Source of Data. The study made has been based upon facts which have been obtained from three sources. (1) The historical, economic, industrial, and social background facts have been obtained from a well chosen bibliography as found in the Indianapolis Public Library. (2) The data pertaining to fatalities, accidents, and accidental facts were secured from the Bureau of Education, the National Safety Council, and from the Bureau of Census of the United States Department of Interior. (3) Those facts pertaining to the present status of Safety Education in the public schools were secured from data which had been collected by the National Safety Council as well as data collected and compiled by the investigator.

Limitations of the Subject. Every effort has been made to make the study wide in scope, comprehensive, and accurate. The chief limitation to any such study as the author has made lies within the fact that such a subject is a growing and changing one. It is an accumulative type of subject which will grow from year to year, and although the past history of the movement will not change, its future may take on an altogether different aspect.

Importance of the Subject. Any history is important in that it helps to interpret present day problems in the light of the past. So it is that therein lies the value
of any study such as the author has made. The assembling and compiling of data pertaining to the rise and development of the Safety Movement as employed in the public schools at the present time should prove profitable to other students of education who may wish to treat the subject from other viewpoints, to teachers, principals, superintendents, to organizers of new units of Safety Education, or to any other individual or groups of individuals who may be interested in Safety Education in the public schools.
Within the last fifteen years not less than 74,000 persons per year have been killed by accidents. More strikingly significant than this statement is the following: during America's participation in the World War, a period of nineteen months, 50,150 men were killed or died as the result of wounds inflicted on the battlefield. During that same period in America 126,000 men, women and children were killed by accidents. These figures, while not particularly pertinent to this study, are mentioned in order that the reader may more readily grasp the significance of the calamitous toll of lives each year that comes as the result of accidental deaths.

The following tables and figures selected by the author from data secured from the National Safety Council and the Bureau of Census, Department of Congress, give some conception of the general accident situation in the United States during approximately the last twenty-five years.

Table I gives the accidental death rate per 100,000 people by five year intervals up to the year 1925.

2. Ibid., 1919
3. Accident Facts, 1919: National Safety Council
The three year interval from 1925 to 1928 was necessary due to the fact that complete data for the year 1930 (and in many cases for the year 1929) were not available. This is significant in that it shows the principal causes of accidental deaths such as: burns, drownings, falls, railroad and automobile accidents from the year 1905 to 1928. This table further shows that with the exception of the accidental death rate by automobiles there has been a somewhat halting decline in the accidental death rate of each of the forenamed major fatalities.

TABLE I

Death Rate per 100,000 population from principal causes by five year intervals from 1905 to 1925 and by a three year interval from 1925 to 1928

<table>
<thead>
<tr>
<th>Years</th>
<th>1905</th>
<th>1910</th>
<th>1915</th>
<th>1920</th>
<th>1925</th>
<th>1928</th>
</tr>
</thead>
<tbody>
<tr>
<td>Burns (except conflagration)</td>
<td>8.4</td>
<td>7.8</td>
<td>7.1</td>
<td>7.6</td>
<td>6.2</td>
<td>5.5</td>
</tr>
<tr>
<td>Absorb. Gas</td>
<td>3.9</td>
<td>2.6</td>
<td>3.3</td>
<td>3.4</td>
<td>2.4</td>
<td>2.3</td>
</tr>
<tr>
<td>Drowning</td>
<td>10.0</td>
<td>9.0</td>
<td>9.7</td>
<td>5.7</td>
<td>6.3</td>
<td>7.1</td>
</tr>
<tr>
<td>Traumatism by Firearms</td>
<td>2.4</td>
<td>2.2</td>
<td>2.2</td>
<td>2.6</td>
<td>2.5</td>
<td>2.5</td>
</tr>
<tr>
<td>Traumatism by Falls</td>
<td>.0</td>
<td>15.4</td>
<td>14.8</td>
<td>11.8</td>
<td>12.4</td>
<td>14.1</td>
</tr>
<tr>
<td>Traumatism by Mines</td>
<td>1.5</td>
<td>4.4</td>
<td>3.0</td>
<td>2.5</td>
<td>2.6</td>
<td>2.5</td>
</tr>
<tr>
<td>Traumatism by Machines</td>
<td>1.5</td>
<td>2.4</td>
<td>1.9</td>
<td>2.5</td>
<td>2.3</td>
<td>2.0</td>
</tr>
<tr>
<td>Steam Railroad Accidents</td>
<td>17.0</td>
<td>14.6</td>
<td>9.9</td>
<td>7.3</td>
<td>6.6</td>
<td>5.9</td>
</tr>
<tr>
<td>Street Car</td>
<td>.0</td>
<td>3.6</td>
<td>2.3</td>
<td>2.0</td>
<td>1.8</td>
<td>1.4</td>
</tr>
<tr>
<td>Automobile</td>
<td>.0</td>
<td>4.4</td>
<td>5.9</td>
<td>11.8</td>
<td>17.0</td>
<td>20.8</td>
</tr>
<tr>
<td>Aeroplane</td>
<td>.0</td>
<td>.0</td>
<td>.0</td>
<td>.2</td>
<td>.2</td>
<td>0/5</td>
</tr>
</tbody>
</table>


(#) No figures available
The course of accidental deaths in the United States since 1913 may be traced in Table II, where percentage variations from year to year are also shown. In the past seventeen years there have been only five years in which the number of accidental deaths did not exceed the number in the previous year. The percentage increase in 1929 is a less favorable showing than was made in the light of the other years of the period covered.

TABLE II
Deaths by Accident in the United States, 1913 to 1929

<table>
<thead>
<tr>
<th>Year</th>
<th>All Accidental Deaths</th>
<th>Percentage Change from Previous Years</th>
</tr>
</thead>
<tbody>
<tr>
<td>1913</td>
<td>82,460</td>
<td>plus 5.2</td>
</tr>
<tr>
<td>1914</td>
<td>77,029</td>
<td>minus 6.6</td>
</tr>
<tr>
<td>1915</td>
<td>76,157</td>
<td>minus 1.2</td>
</tr>
<tr>
<td>1916</td>
<td>84,846</td>
<td>plus 11.4</td>
</tr>
<tr>
<td>1917</td>
<td>89,433</td>
<td>plus 5.4</td>
</tr>
<tr>
<td>1918</td>
<td>82,959</td>
<td>minus 6.1</td>
</tr>
<tr>
<td>1919</td>
<td>75,546</td>
<td>minus 10.0</td>
</tr>
<tr>
<td>1920</td>
<td>76,024</td>
<td>plus 0.6</td>
</tr>
<tr>
<td>1921</td>
<td>74,085</td>
<td>minus 2.4</td>
</tr>
<tr>
<td>1922</td>
<td>76,510</td>
<td>plus 3.3</td>
</tr>
<tr>
<td>1923</td>
<td>84,624</td>
<td>plus 10.6</td>
</tr>
<tr>
<td>1924</td>
<td>88,868</td>
<td>plus 1.1</td>
</tr>
<tr>
<td>1925</td>
<td>90,351</td>
<td>plus 5.6</td>
</tr>
<tr>
<td>1926</td>
<td>92,110</td>
<td>plus 1.9</td>
</tr>
<tr>
<td>1927</td>
<td>93,078</td>
<td>plus 1.1</td>
</tr>
<tr>
<td>1928</td>
<td>95,086</td>
<td>plus 2.1</td>
</tr>
<tr>
<td>1929</td>
<td>97,000</td>
<td>plus 2.6</td>
</tr>
</tbody>
</table>

Average annual increase in population...........plus 1.4

(1) Accident Facts, 1930: National Safety Council
During the period from 1913 to 1929 there have been some rather remarkable declines in accidental deaths from all causes except automobile accidents. Total figures are reduced to death rates and a separation made of automobile accidents in Table III and Figure I. In the seventeen year period there are only four years that had a death rate from all types of accidents higher than that recorded in 1929. In contrast, the death rate from "other accidents" was lower in 1929 than in any year of the period except 1921. The death rate for non-automobile accidents in 1929 was thirty per cent below 1913.

### TABLE III
Deaths per 100,000 population, 1913 to 1929; All Accidents, Automobile Accidents, Other Accidents

<table>
<thead>
<tr>
<th>Year</th>
<th>All Accidents</th>
<th>Automobile Accidents</th>
<th>Other Accidents</th>
</tr>
</thead>
<tbody>
<tr>
<td>1913</td>
<td>85.5</td>
<td>3.9</td>
<td>81.6</td>
</tr>
<tr>
<td>1914</td>
<td>76.7</td>
<td>4.3</td>
<td>74.4</td>
</tr>
<tr>
<td>1915</td>
<td>76.6</td>
<td>5.9</td>
<td>70.7</td>
</tr>
<tr>
<td>1916</td>
<td>84.2</td>
<td>7.3</td>
<td>76.9</td>
</tr>
<tr>
<td>1917</td>
<td>85.2</td>
<td>9.0</td>
<td>79.2</td>
</tr>
<tr>
<td>1918</td>
<td>82.3</td>
<td>9.3</td>
<td>73.0</td>
</tr>
<tr>
<td>1919</td>
<td>71.9</td>
<td>9.4</td>
<td>62.5</td>
</tr>
<tr>
<td>1920</td>
<td>71.4</td>
<td>10.4</td>
<td>61.0</td>
</tr>
<tr>
<td>1921</td>
<td>68.7</td>
<td>11.5</td>
<td>57.2</td>
</tr>
<tr>
<td>1922</td>
<td>70.0</td>
<td>12.5</td>
<td>57.5</td>
</tr>
<tr>
<td>1923</td>
<td>76.4</td>
<td>14.9</td>
<td>61.5</td>
</tr>
<tr>
<td>1924</td>
<td>76.4</td>
<td>15.7</td>
<td>60.7</td>
</tr>
<tr>
<td>1925</td>
<td>78.2</td>
<td>17.0</td>
<td>61.3</td>
</tr>
<tr>
<td>1926</td>
<td>78.7</td>
<td>17.9</td>
<td>60.8</td>
</tr>
<tr>
<td>1927</td>
<td>79.2</td>
<td>19.5</td>
<td>58.9</td>
</tr>
<tr>
<td>1928</td>
<td>79.2</td>
<td>20.8</td>
<td>58.4</td>
</tr>
<tr>
<td>1929</td>
<td>80.9</td>
<td>23.3</td>
<td>57.2</td>
</tr>
</tbody>
</table>

2. (#) Accident Facts, 1930: National Safety Council
FIGURE 1

Automobile and Other Accidents
Death Rates Per 100,000 Population

Death Rates Per 100,000

All Accidents (excluding automobile)

Automobile Accidents

Figure II indicates the changes that have occurred in death rates of six of the main types of accident since 1911. The rates from automobile accidents and from firearms accidents are higher than the 1911 rates, although the increase in the latter is negligible. The remaining eight types of accidents have shown declines ranging from 7.1 deaths per 100,000 population in the case of railroad accidents to 0.2 for machinery accidents.

**FIGURE II**

**FATAL ACCIDENTS IN THE UNITED STATES**

Death Rates per 100,000 population in 1911 and 1928

<table>
<thead>
<tr>
<th>Type of Accident</th>
<th>1911</th>
<th>1928</th>
</tr>
</thead>
<tbody>
<tr>
<td>Automobile Accidents</td>
<td>20.0</td>
<td>15.0</td>
</tr>
<tr>
<td>Accidents</td>
<td></td>
<td>14.1</td>
</tr>
<tr>
<td>Rail Accidents</td>
<td>13.0</td>
<td>13.0</td>
</tr>
<tr>
<td>Falls</td>
<td></td>
<td>5.9</td>
</tr>
<tr>
<td>Railroad Accidents</td>
<td>15.2</td>
<td>13.0</td>
</tr>
<tr>
<td>Drownings</td>
<td>5.9</td>
<td>9.4</td>
</tr>
<tr>
<td>Burns</td>
<td>7.1</td>
<td>7.7</td>
</tr>
<tr>
<td>Firearms</td>
<td>5.5</td>
<td>2.5</td>
</tr>
<tr>
<td>(Conflag. Excepted)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

No type of accident is more closely associated with the child's life than the "home accident", but the estimates of the number of home accidents are perhaps more difficult.
to make than for any other type of accident. "A man's home is his fortress", and it is not easy to get the facts about accidents that occur in the home. Under the National Safety Council's reporting system, reports are received from the comparatively small population of 12,000,000. Estimates of the total yearly number of fatalities from home accidents range from 20,000 to 25,000, and even higher. It seems very likely true that there are at least as many deaths from accidents in homes as in industries.

Figure III has been selected by the investigator from the meager material available on home accidents as being representative of the different types of home accidents and their proportionate percentage of occurrence.

FIGURE III
FATAL ACCIDENTS IN THE HOME
1928

<table>
<thead>
<tr>
<th>Types of Accidents</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Falls</td>
<td>40</td>
</tr>
<tr>
<td>Burns, Scalds, Explosions</td>
<td>26</td>
</tr>
<tr>
<td>Asphyxiation, Suffocation</td>
<td>18</td>
</tr>
<tr>
<td>Poisons</td>
<td>8</td>
</tr>
<tr>
<td>Cuts and Scratches</td>
<td>2</td>
</tr>
<tr>
<td>Other Home Accidents</td>
<td>6</td>
</tr>
<tr>
<td>TOTAL</td>
<td>100</td>
</tr>
</tbody>
</table>

1. Accident Facts, 1929: National Safety Council
2. Ibid.
3. Ibid.
Table IV shows the total decrease in railroad fatalities from the year 1920 to the year 1929. It is significant to note that there has been a general decrease of total fatalities during this period despite the fact that the fatalities caused by railroads at grade crossings has increased materially. This latter fact the author of this investigation attributes to the large increase in the use of automobiles.

Deaths in airplane and balloon accidents as reported by the United States Census Bureau are given in Table V. The number of deaths increased gradually from 1920 to 1926. There was a sharp increase in 1927, and a still greater advance in 1928, the latter being over one hundred per cent.

### TABLE V

Deaths in Airplane and Balloon Accidents in the United States, 1920 to 1929

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Deaths</th>
</tr>
</thead>
<tbody>
<tr>
<td>1920</td>
<td>182</td>
</tr>
<tr>
<td>1921</td>
<td>161</td>
</tr>
<tr>
<td>1922</td>
<td>166</td>
</tr>
<tr>
<td>1923</td>
<td>186</td>
</tr>
<tr>
<td>1924</td>
<td>160</td>
</tr>
<tr>
<td>1925</td>
<td>185</td>
</tr>
<tr>
<td>1926</td>
<td>178</td>
</tr>
<tr>
<td>1927</td>
<td>254</td>
</tr>
<tr>
<td>1928</td>
<td>496</td>
</tr>
<tr>
<td>1929</td>
<td>485</td>
</tr>
</tbody>
</table>

Outstanding in the group of fatalities each year are drownings. The total number of drownings in the United States each year, in homes and industries as well as in public places, is approximately 7,300. The available information indicates that probably ninety percent of these drownings occur in public places, and the remaining ten percent elsewhere. Drowning-deaths are particularly numerous in the age group below twenty-

---


(#) Accident Facts, 1930: National Safety Council
five, the largest number or the average being found between the ages of fifteen and nineteen.

Figure IV shows the death rates from drownings for the period of 1910 to 1929 inclusive. The largest number of deaths per 100,000 population came in 1913, one year after the National Safety Council was formed. Since that time, Figure IV shows, there has been a gradual but variable decrease in the number of drownings.

**FIGURE IV**

**DROWNINGS IN THE UNITED STATES**

**1910 to 1929**

**Death Rates per 100,000 population.**

---

2. (#) Accident Facts, 1929: National Safety Council
It is evident from a study of the foregoing statistical data on accidental deaths within the United States that the following conclusions may be drawn:

(1) Certain preventable major accidents take an enormous toll of lives each year in the United States; i.e., automobile accidents, accidental falls, railroad accidents, accidental drownings, burns and death by firearms.

(2) The death rate for certain types of fatal accidents has haltingly decreased during the past fifteen years; i.e., railroad accidents, accidental drownings, accidental falls and burns.

(3) The death rate for certain types of fatal accidents has increased during the past fifteen years; i.e., automobile accidents, death by firearms, and death caused by airplane accidents.

(4) The actual number of accidental deaths within the United States for the last fifteen years has not been less than 74,000 persons per year.

(5) The total death rate per 100,000 population for all accidental fatalities within the United States has increased each year for the last fifteen years.
CHAPTER III
BASIC EUROPEAN BACKGROUNDS
OF SAFETY EDUCATION

To prove that safety education or the safety movement came into being at any one time or at any one place would be difficult. Neither could it be proved that safety education was the creation of any one person or groups of persons. Rather it would seem that the safety movement has been one that has been steadily under way through all time and ages.

Safety obviously commenced when pre-historic man first learned that he must defend himself against the dangers of cold and hunger, against the wild beasts with which the land was infested, and even against his fellow men. In the beginning man was a solitary creature. Later he gregariously became a part of a family group. Family groups in turn became organized into tribes and eventually the tribes united into states and nations. The very basis of such unions was the need of protection against the common enemies of the people. It is probable that at first the only enemies to which much attention was paid by the leaders of the tribe or the governors of the crudely organized states were the obvious ones such as men, beasts, hunger and cold. These leaders took certain steps, it is true, to counteract the workings of evil spirits which were held accountable for a wide variety of ills but, in general, the individual members of the community were left to take care of themselves.
It is interesting to note that as far back as Biblical days we find in the Old Testament the injunction: "When thou buildest a new house then thou shalt make a battlement for thy roof, that thou bring not blood upon thy house if any man fall from thence."

As civilization advanced, however, governments gradually assumed greater responsibility for the welfare of their peoples until today the right and duty of a government to insure a reasonable degree of protection for its citizens has become firmly established. Our modern term for such protection is "police power". It is interesting that the word police is derived from the ancient Greek word "polis", meaning city. Webster's Dictionary defines police as: "The regulation of intercourse between citizens embracing the care and preservation of the public peace, health, safety, morality, and welfare; the whole system of internal regulation of a state, or the local government of a city or town". Nothing is said about public enemies or mere law enforcement. A broader and more beneficent sort of protection which civilization has come to expect of its governments is implied.

Today in both England and the United States there exists another phase of protection which had its primitive beginnings in the relation of man to society and to his state.

1. Deuteronomy XXII:8
2. Webster's Standard English Dictionary; Funk and Wagnalls; 1904
This is what is termed Common Law. It is the accumulation of many years of legal opinion, and is generally interpreted to be a law based upon reason and common sense. In earlier times the Magna Carta as issued by King John in 1215 was regarded simply as a declaration of the Common Law. The Common Law in the United States today is practically the English Common Law and much of it comes down to us from the early centuries of jurisprudence. In addition to the Common Law there are the Statutory Laws representing the enactments of what the people or their representatives in the government think wise, just and desirable for the common welfare.

Another element contributing toward modern safety as it is known today came about as the result of industrial developments and changes. Industry as industry began in the home or in small shops. Men had their trades or crafts, usually handed down from generation to generation, and their workmen were members of their own family or apprentices who became practically members of their household. As early as the twelfth century, as trade and industry expanded, these artisans, for mutual protection, and to regulate among other things hours of labor and processes of manufacturing, banded together into "guilds". By the sixteenth and seventeenth centuries the legal relationship of the craftsman to his workers was that of master and servant, not as we apply the phrase today, but as it was de-
fined by the Common Law of those days. It had many of the characteristics of the relation of feudal lord and serf. There was, it is true, individual freedom in a general sense, but it embodied economic servitude for the worker. The master could control and punish his servant about as he saw fit and, for his part, the servant had little hope of redress.

While statistics are not available for the number or types of different occupations nor the men employed in each during this period of industrial infancy, we learn from history that farming was one of the main industries. There was very little coal mining due to the fact that wood was burned for the heating of houses in winter, and up until this time there was very little iron smelting. Power was used only for certain kinds of work such as milling and spinning. This was waterpower, due to the fact that the practical uses of steam had not yet been discovered. Transportation, slow and relatively expensive, was on foot or by horse. All these conditions imposed a decided limit upon local manufacture. And then, within a century, came a change so vast and important that it has taken on the name of the "Industrial Revolution". It was not a social revolution in which men rebelled against the existing order of things. It was a revolution in industrial methods and conditions. It had its beginnings in 1590 when one John Thornborough, Dean of York, secured a patent, the object of which was to make coke out of coal. This new

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2. Encyclopedia Britannica, Volume VI, page 118
product, coke, was used for many fuel purposes, among which was the manufacture of iron. By 1750 the iron trade was established.

Then came James Watt with his steam engine at about the same time as Hargreaves with his spinning-jenny (1764), Arkwright with his throstle (1767), and Compton who combined the jenny and throstle to form the mule (1779). These inventions created practically a new industry out of the old laborious processes of hand spinning and weaving. Soon factories for the spinning of cloth, foundries for the smelting of iron-ore, as well as industries of many other types sprang into existence with the result that men and women flocked to the cities to engage in these new employments.

Table VI lists some of the outstanding European inventions which had an influence on bringing about the sweeping industrial changes pertinent to man's industrial history and its accompanying need for laborers and safety education.

<table>
<thead>
<tr>
<th>Invention</th>
<th>Date</th>
<th>Inventor</th>
<th>Nationality</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gunpowder</td>
<td>1320</td>
<td>Schwartz</td>
<td>German</td>
</tr>
<tr>
<td>Coke</td>
<td>1590</td>
<td>Thornborough</td>
<td>English</td>
</tr>
<tr>
<td>Flying Shuttle</td>
<td>1733</td>
<td>Kay</td>
<td>English</td>
</tr>
<tr>
<td>Spinning Jenny</td>
<td>1764</td>
<td>Hargreaves</td>
<td>English</td>
</tr>
<tr>
<td>Steam Engine</td>
<td>1765</td>
<td>Watt</td>
<td>English</td>
</tr>
<tr>
<td>Dynamite</td>
<td>1867</td>
<td>Nobel</td>
<td>Swedish</td>
</tr>
<tr>
<td>Gas Engine</td>
<td>1877</td>
<td>Otto</td>
<td>German</td>
</tr>
<tr>
<td>By-product Coke Oven</td>
<td>1893</td>
<td>Hoffman</td>
<td>Austrian</td>
</tr>
<tr>
<td>Electric Steel</td>
<td>1900</td>
<td>Heroult</td>
<td>French</td>
</tr>
<tr>
<td>Diesel Oil Motor</td>
<td>1900</td>
<td>Diesel</td>
<td>German</td>
</tr>
</tbody>
</table>

1. Mowat, R.B., A New History of Great Britain, page 500
2. Ibid., page 501
3. Lyman, Robert Hunt, Book of Facts, page 698
Before the factory system arrived, the tools of a man's craft, being inexpensive, were well within his reach; but boilers, steam engines, and power-driven machinery were quite a different matter. One man could hardly afford to purchase and operate them or construct the factory necessary to house them; therefore, partnerships came into existence, to be followed by companies - the forerunners of our present great industrial corporations. This involved a wholly new relationship among men with its attending problems, among which was the condition of the working people. They were crowded together in the cities and were forced to work under inadequate and dangerous conditions. They were oppressed by their masters, they worked long hours, they were subjected to hazards that were strange to them, their health was menaced, and disease broke out among them. The chief sufferers were the women and children, who were employed in great numbers. These fearful conditions did not come into existence overnight, but materialized gradually as the factory system grew up.

In those days, recourse to law had little to offer the injured employee or the dependents of those who had been killed in the factory. An employee might sue his

2. Rhodes, J.E., Workmen's Compensation, pages 6-7
3. Ibid., pages 11-16
employer on the grounds of negligence, but the burden of the proof was on the injured party and his case could be defeated easily by the employer's proving to the satisfaction of the court that the injured man had contributed to the accident through negligence of his own. The old law of master and servant did not fit the new conditions. Gradually, however, the legal viewpoint was revised and a new code worked itself out under what we today know as Employer's Liability. It was based on the assumption that when a man took the employment he assumed the risks that were attached to it.

The employer, for his part, was expected to provide reasonably safe working conditions: that is, a safe factory, equipment, and employees in so far as the employer could be expected to regulate them. When sued for damages, however, he could fall back on three major defenses: that the injured party had assumed the risks; that the accident had been due to a fellow-servant whose actions he could not be expected to control; that the injured man had himself been guilty of contributory negligence. These defenses, coupled with the burden of proof and the cost of legal action, made it almost impossible for the injured employees to secure legal redress.

1. Rhodes, J.E., Workmen's Compensation, page 28
2. Ibid., page 12
England's industrial conditions were paralleled in Germany where the factory system was also firmly entrenched. Bismarck, the statesman, seeing that such conditions might lead to social disorder, prepared and introduced in 1881 the first of a series of compulsory insurance bills designed to force upon industry the economic burden of compensation for sickness and injury among its workers. The first enactment, which covered sickness only, was finally achieved in 1884. The following year, Germany's Accident Insurance Law became operative. In 1880, England's Employer's Liability Act, which made the employer further liable to his employee for injuries sustained while in the service of the former, was passed. This Employer's Liability Act was followed in England in 1897 by the first Workman's Compensation Act, which included not only protection to employees in "hazardous" occupations, but also a schedule of occupational diseases and the processes in which they occur. It was only after the passage of these laws that the workers commenced to obtain any adequate redress for the physical suffering and financial loss which the factory system had brought upon them.

1. Rhodes, J.E., Workmen's Compensation, pages 41-42
2. Ibid., page 47
3. Ibid., page 48
4. Ibid., page 56
5. Ibid., page 57
CHAPTER IV

BEGINNINGS OF THE SAFETY MOVEMENT
IN THE UNITED STATES

In the United States the growth of the factory system was rapid, and while actual statistics concerning accidents are not available for this early period, it would seem correct to assume that among a nation of hardy, adventurous pioneers, accustomed to taking chances and intolerant of rules and restrictions, accidents were numerous. Table VII shows the rapid per cent of increase of wage earners during this beginning period.

TABLE VII

Table showing per cent of Increase per Industry of wage Earners for Years 1899-1904 to 1904-1914

<table>
<thead>
<tr>
<th>Type of Industry</th>
<th>Average Number of Wage Earners Year 1899-1904</th>
<th>1904-1914</th>
<th>Percent of Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food and Kindred</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Products</td>
<td>17.3</td>
<td>40.2</td>
<td>22.9</td>
</tr>
<tr>
<td>Textiles</td>
<td>13.1</td>
<td>29.8</td>
<td>16.6</td>
</tr>
<tr>
<td>Iron, Steel and Kindred Products</td>
<td>16.5</td>
<td>22.2</td>
<td>5.6</td>
</tr>
<tr>
<td>Lumber and Lumber Manufacturing</td>
<td>9.3</td>
<td>13.5</td>
<td>4.2</td>
</tr>
<tr>
<td>Paper and Printing</td>
<td>17.7</td>
<td>28.8</td>
<td>11.1</td>
</tr>
<tr>
<td>Chemicals and Allied Products</td>
<td>15.7</td>
<td>31.8</td>
<td>16.1</td>
</tr>
<tr>
<td>Vehicles for Transportation</td>
<td>2.2</td>
<td>92.6</td>
<td>90.4</td>
</tr>
<tr>
<td>Railroad Repair Shops</td>
<td>37.3</td>
<td>90.4</td>
<td>10.3</td>
</tr>
</tbody>
</table>

In the United States, as in Europe, certain inventions gave great impetus to industrial development, and while no actual statistics are available to prove that any one of these increased the accident hazard in industry, it seems obvious that through the stimulation of industrial expansion and growth they increased accidents and fatalities.

Table VIII lists the more important American inventions that stimulated certain types of industrial expansion and growth in the United States as well as in Europe, and thus indirectly stimulated accidents and fatalities.

1. Lyman, Book of Facts, page 698
The first workman's compensation bill to be introduced in this country was introduced in the New York Senate in 1898 by John Ford. However, this bill failed to become a law. The first state to enact a law declaratory of the compensation principle was Maryland. This was in 1902, and almost immediately this new law was declared unconstitutional. This, then, was the end of such enactments by states for at least three more years. Obviously the country was not yet aware of the growing social need for safety education. On the other hand, it is true that certain private agencies were at work. Insurance companies were busy trying to persuade employers whom they insured to provide safer working conditions for their men, but they were in a poor position to do it effectively since, however much they might desire greater safety, they were often forced to defend in court the very conditions they desired improved. During these years without employer's liability, injured workers and their dependents received very little satisfaction by taking their cases to court. The legal battles sometimes lasted eight to ten years, and this state of affairs soon widened the breach between capital and labor. However, champions of the cause of the working people eventually sprang up, among them being Theodore Roosevelt. The subject of accidents gradually began to create widespread interest.

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1. Rhodes, J.E., Workmen's Compensation, page 89
2. Ibid., page 89
3. Ibid., pages 14-19
4. Ibid., page 96
Sensational articles commenced to appear in the press describing conditions in the factories from which the victims of accidents were depicted as issuing in a never-ending stream. As a result of all this, the first national workmen's compensation bill was passed and made a law in 1908. This referred to government employees, particularly laborers.

By this time, certain industrial leaders had come to at least a partial realization of the needs of safety education, and some of them had undertaken to carry out a plan of organized accident prevention within their own organizations. To say who first started the movement would be impossible, but credit is usually given to the movement which started in the steel plants of the Illinois Steel Company. In 1906, the late Judge Gary issued the following historic instructions:

"The United States Steel Corporation expects its subsidiary companies to make every effort practicable to prevent injury to its employees. Expenditures necessary for such purposes will be authorized. Nothing which will add to the protection of the workmen should be neglected."

Attention first centered on safety devices and other mechanical means of protection, and in 1907 there was held in the American Museum of Natural History in New York under the auspices of the American Institute of Social Science,

1. Rhodes, J.E., Workmen's Compensation, pages 97-98
the first public exhibition of safety. In the same year there was formed the Association of Iron and Steel Electrical Engineers. Because of the introduction of electricity in the steel industry and the hazards which it created, this body at once displayed its interest in accident prevention by appointing a safety committee - probably the first to be established by any association in the United States. Accident prevention as a topic for discussion at its annual meetings grew in importance until, in 1911, the decision was reached to hold a larger and more widely representative conference at which safety should be the sole topic for discussion. The year 1911 also saw the foundation of the Mine Safety Association of America.

The first "Cooperative Safety Congress" was held in Milwaukee in 1912. After several days of addresses and discussions, it directed the president of the Association of Iron and Steel Electrical Engineers to appoint a committee to organize and create a permanent body devoted to the promotion of safety to human life in the industries of the United States. This committee offered itself as the nucleus of such a body and, with the addition of representatives from other organizations, became the "National Council for Industrial Safety" (1912). In the following year its name was changed to the "National Safety Council".

2. Ibid., pages 21-22
3. Ibid., pages 22-23
4. Ibid., page 23
The following tables will show the results of some actual experiments in accident prevention as conducted at this time.

Table IX is significant in that it shows what actually happened in the way of reducing industrial accidents in the Illinois Steel Company's plants from the years 1905 to 1917 inclusive. It is significant that the accident and death rate fell from 34.5 per cent in 1905 to 12.9 per cent in 1917 while at the same time the number of 300-day workers rose from 6,406 men in 1905 to 10,862 in 1917.

<table>
<thead>
<tr>
<th>Year</th>
<th>300-Day Workers</th>
<th>Accident Frequency Rates (Per 1,000 of 300-Day Workers)</th>
<th>Accident Severity Rates (Days lost per 300-Day workers, including allowance for deaths and disabilities)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1905</td>
<td>6,406</td>
<td>300</td>
<td>34.5</td>
</tr>
<tr>
<td>1906</td>
<td>7,494</td>
<td>274</td>
<td>54.3</td>
</tr>
<tr>
<td>1907</td>
<td>7,585</td>
<td>189</td>
<td>26.1</td>
</tr>
<tr>
<td>1908</td>
<td>4,575</td>
<td>150</td>
<td>39.9</td>
</tr>
<tr>
<td>1909</td>
<td>6,215</td>
<td>174</td>
<td>23.7</td>
</tr>
<tr>
<td>1910</td>
<td>7,642</td>
<td>192</td>
<td>19.9</td>
</tr>
<tr>
<td>1911</td>
<td>5,774</td>
<td>112</td>
<td>18.6</td>
</tr>
<tr>
<td>1912</td>
<td>7,296</td>
<td>153</td>
<td>14.3</td>
</tr>
<tr>
<td>1913</td>
<td>7,652</td>
<td>115</td>
<td>21.2</td>
</tr>
<tr>
<td>1914</td>
<td>4,741</td>
<td>74</td>
<td>12.2</td>
</tr>
<tr>
<td>1915</td>
<td>5,599</td>
<td>48</td>
<td>12.8</td>
</tr>
<tr>
<td>1916</td>
<td>9,834</td>
<td>96</td>
<td>12.4</td>
</tr>
<tr>
<td>1917</td>
<td>10,862</td>
<td>85</td>
<td>12.9</td>
</tr>
</tbody>
</table>

Table X shows the results of an experiment conducted by the Commonwealth Steel Company after the formation of the National Safety Council in 1912. It will be noted that the actual number of deaths dropped from 2 in the year 1913 to 0 in the year 1918. The lost-time cases decreased from 800 in 1913 to 124 in 1918; the number of compensation cases decreased from 330 in 1913 to 57 in 1918; the compensation received by the injured decreased from $20,015 in 1913 to $4,391 in 1918 and the actual days lost per employee decreased from 7.2 per cent in 1913 to .6 per cent in 1918.

**TABLE X¹**

Accident Statistics: Commonwealth Steel Company

<table>
<thead>
<tr>
<th>Years</th>
<th>Deaths</th>
<th>Lost-Time Cases</th>
<th>Compensation Cases</th>
<th>Compensation Rec'd by Injured</th>
<th>Days Lost Per Employee</th>
</tr>
</thead>
<tbody>
<tr>
<td>1913</td>
<td>2</td>
<td>800</td>
<td>320</td>
<td>$20,015</td>
<td>7.2</td>
</tr>
<tr>
<td>1914</td>
<td>1</td>
<td>414</td>
<td>168</td>
<td>8,138</td>
<td>4.2</td>
</tr>
<tr>
<td>1915</td>
<td>0</td>
<td>190</td>
<td>98</td>
<td>2,622</td>
<td>2.3</td>
</tr>
<tr>
<td>1916</td>
<td>0</td>
<td>769</td>
<td>223</td>
<td>7,638</td>
<td>2.6</td>
</tr>
<tr>
<td>1917</td>
<td>1</td>
<td>371</td>
<td>141</td>
<td>9,175</td>
<td>1.4</td>
</tr>
<tr>
<td>1918</td>
<td>0</td>
<td>124</td>
<td>57</td>
<td>4,391</td>
<td>.6</td>
</tr>
</tbody>
</table>

While the figures given in the above tables are not conclusive, they are significant in that they show the actual results of the pioneer beginnings in accident prevention. They show that well-directed safety programs in industrial organizations saved not only the lives but the time and money of both the employers and the employees as well.
EARLY ATTEMPTS TO INTRODUCE THE SAFETY MOVEMENT INTO THE PUBLIC SCHOOLS OF THE UNITED STATES

With the business man already acquainted with the significance of safety work, it is improbable that any movement in education ever received more impetus than the safety movement. This appeal was perhaps due to two reasons: first, when the educator, after having become interested, began to talk of education in terms of saving human lives he was using a language that was comprehensible to the man outside the profession. Second, a few leaders in the field of industry had become thoroughly acquainted with the possibilities of educational endeavor in the reduction of accidents. Those leaders who had set to work to prevent the loss of life or limb had found by experience that the number and seriousness of accidents had decreased in a very marked way. But they had found also that these accidents were not to be prevented as they had originally conceived, that is by the process of guarding machinery so that it would be made as nearly as possible proof against carelessness on the part of their employees. Rather they discovered that the conservation of life and limb was not a matter of mechanical guards, but one of education. They soon saw that if

1. Payne, E.G., A program of Education in Accident Prevention, with Methods and Results: Bureau of Education: Department of Interior Bulletin, 1922, Number 32, page 1
everyone of their employees was thoroughly educated on the matter of safety that their problems would be solved and accidents would cease almost over night.

With this viewpoint on the part of a few industrial and educational leaders, the educational phase of the safety movement was launched. It was a movement of general rather than of specific education. Thousands of other industrial leaders had to be educated to the realization of the wastefulness of accidents and the value of preventive work; engineers had to be educated to build safe machines, safe buildings, and safe highways. Law-makers and law-enforcers had to be educated. Teachers who in turn were to train school teachers to teach safety to school children had to be educated. Verily, these industrial and educational leaders had chosen a big task.

It would be interesting to follow each phase of work which these men acting as the National Safety Council accomplished, but since this research is concerned only with the progress which the public schools made in the instruction of safety we shall henceforth follow specifically this one phase of national safety work.

One of the earliest steps in this field, although not a particularly significant one, was made in 1914 when the Wisconsin Industrial Commission and the State Superintendent of Public Instruction of Wisconsin prepared a leaflet on accident prevention for school use. In this

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leaflet, common hazards and precautions were listed. While the attempt toward safety education was noteworthy, something of a much more scientifically remedial nature was needed.

During this time attempts were also made by other than educational agencies to help along the cause of safety education through boys and girls of school age. In 1916 the Brooklyn Rapid Transit System distributed to schools a safety calendar and a safety film; in 1917 the Bureau of Safety in Chicago, serving various public utilities, produced a pamphlet on safety instruction in the schools; at about the same time the Philadelphia Rapid Transit Company and others sent representatives into the schools to talk "Safety to Children". Railroads distributed safety stories and safety pictures among both children and adults.

In 1918 the National Safety Council, further realizing the significance of the safety movement in the public schools, established very definitely as a part of their National Council an educational department. It was the duty and the aim of this department to be ready at all times and in any way possible to help further the cause of safety work in the public schools.

In the same year the National Safety Council undertook to supervise a six month's experimental safety campaign in Rochester, New York. A comprehensive educa-

2. Ibid., page 11
3. Ibid., page 11
tional campaign was conducted, including a study of the causes of accidents, a committee organization, public meetings, publicity through newspapers, motion pictures, posters, activities in the schools and on the playgrounds. A monograph consisting of topics adapted to the various grades was placed in the hands of teachers. There was no attempt made in this monograph to suggest a method of incorporating the instruction in the regular subjects of the curriculum, although the list of topics served as an adequate basis for instruction where teachers were trained in the proper use of data presented. The result was an eighteen per cent reduction in public accidents during the first six months of the campaign. Important as this may seem, it evidently had had little direct influence in extending safety instruction in the schools outside of Rochester.

Teachers elsewhere who may have become familiar with the suggestions for the Rochester course of study were apparently unwilling to undertake accident instruction. This may have been because of the fact that the Rochester course meant the addition of a new subject to the curriculum, or the introduction of this additional material into a single subject, such as civics. It may have appeared to the teacher that an enlargement of the number of subjects

2. Payne, E.G., A Program of Education in Accident Prevention, With Methods and Results: Bureau of Education: Department of Interior Bulletin, 1922, Number 32
or the crowding of safety material into any single subject would mean an extra burden that she was unwilling to carry. It may have been that superintendents were not willing to undertake the extra burden. Be that as it may, safety instruction was not greatly stimulated by the Rochester experiment.

The National Safety Council, assisted by state bureaus of labor and others interested in safety education, next attempted to promote safety work in the schools by an appeal to the state legislatures, with the result that Ohio passed a law requiring every teacher in the state to devote one half hour each week to the instruction of accident prevention, in 1920, but the teachers in general disregarded the law, with the result that very little was accomplished.

While the National Safety Council was busily engaged in promoting plans for safety instruction in the public schools of the country, other influences more vital than those already mentioned were at work to make their plan, when once worked out, easier of introduction into the schools. The World War with its calamitous loss of life created a demand for man power that turned the thought of the country as whole to a consciousness of the criminal and wholly unnecessary loss of life from accidents, and added greatly to the growing opinion among educators and others that a plan of education in accident prevention should be worked out and put into operation as a part of our school curriculum.

1. Loc.cit., page 3
2. Ibid/, page 3
If the reader will recall, one of the problems of the National Safety Council was to "educate" teacher trainers. It seems to the author fitting and proper to give as an indication of their progress in this a statement made by Dr. Harold Rugg, one of the foremost trainers of Teachers College, Columbia University. Dr. Rugg said:

"Should the public school accept safety education as a part of its obligation to society? Undoubtedly. In the same sense that it accepts the obligation to teach children to read, to appreciate the value of robust health, to understand the conditions and problems of industrial and political society, to enjoy the fine and the beautiful in art, music and literature.

Safety education is a conception of life, a state of mind, a point of view. But it is more than that. It clothes itself in clearly stated ideals, sets up a constructive philosophy of living together in a well-ordered world. At the same time it creates a machine for building efficient conduct. But if a conception of life is to work itself into the conduct of human beings it must express itself intelligently through the activities of the school. This means that safety education is no new subject demanding a place in the school program. Safety education will be most effective only when its ramifications permeate the daily activities of the school. It will find itself woven into the early reading lessons of the elementary grades. It will outcrop in the science work of the lower schools in the study of a multitude of safety devices. It will be, of course, an integral part of the physical education program. The study of community life, likewise, will make constant use of its materials. Thus safety education does not wish to create a new school subject. Rather it seeks a thorough diffusion of safety activities, reading, games, exercises, drills, pageants, class discussions and debates,
safety organizations, whatnot - throughout the work
of the school. I am confident that the school of­
ficers and teachers will welcome the work of the
National Safety Council and will cooperate heartily
with its officers in the work which they are doing."

In the year 1918 the school city of St. Louis,
Missouri, under the direction of City Superintendent John W.
Withers, Dr. E. George Payne of Harris Teachers College, and
Mr. C. W. Price, General Manager of the National Safety Council,
began the first scientific experimentation in the way of the
experimental teaching of safety in the public schools of St.
Louis. This experiment had a far reaching influence upon the
interest in the safety movement of school men in general.
Quoting directly from the report of the experiment as written
by Dr. Payne, we find:

"The method, therefore, of educa­
tion in accident prevention is to secure the social
result of reducing accidents by utilizing those situa­
tions which naturally develop in history, geography,
drawing, English, and the like. The plan involves
two distinct aspects, each designed to serve a spe­
cific purpose in the elimination of accidents. First,
the instruction in safety, as a part of the daily
studies, as suitable situations arise; second, the
organization of the school into a safety council or
league with adequate committees for the promotion of
safety work. When a school organization once begins
to plan for its own welfare, it takes on new life and
becomes conscious of its power and its opportunity as
a unit for service.

The point of view from which we are
studying education is social, and we are attempting to
reconstruct the curricula on social grounds. The pur­
pose is, on the one hand, to ascertain the kinds of
social needs the individual has while in the school
and when he leaves the school for a place in society
outside of the school environment. On the other hand,
it is our purpose to discover the habits, skills, atti­
tudes, points of view, and ideals concerning these so­
cial situations that should be developed in the child

1. Rugg, H., Introduction to Safety Education: National
Safety Council, Chicago, 1918, pages 5-15
by means of the curriculum during his school career. For instance, by a study of society and its demand upon the individual going out from school, we find that it is necessary that he possess certain habits, skills, ideals, attitudes, and so forth, relating to the health, vocational fitness, civic duties, and responsibilities, accident prevention, thrift, and so forth to be an effective unit in the social organization. It is our purpose to develop these ideals, habits, skills, and attitudes through curricular instruction.

The experiment in teaching accident prevention, then, is merely one effort of many in process to reconstruct the whole elementary school curriculum from the point of view of the needs of the individual as a social unit. The dominant motive in this experiment is threefold. First, to combat the serious menace to human welfare of the constantly increasing number of serious public and industrial accidents.

Second, as pointed out above, the material and situations available in accident instruction afford unusual opportunity for providing motive in the work in English, history, civics, arithmetic, ethics, and, in fact, all the subjects of the curriculum. These situations are familiar to the child and touch his life in such a vital way that nothing we have found is more valuable in arousing his interest and activity. The need of accident prevention and the desirability of creating attitudes and ideals about accidents, both as a community and individual need, provide unit situations through which may be taught most successfully English, history, reading, and, in fact, all the subjects in the school curriculum.

Third, the subject matter of accident prevention helps to make possible the use of the project method in the presentation of the various subjects. Since the teacher must seek actual situations, through which she expects to develop skills, ideals, and attitudes, all the work becomes actual projects to the child. It furthermore socializes the educational processes.

These objectives afford, then, the motive for this experiment. The result of this experiment has been the introduction of teaching of accident prevention into the curriculum of our schools. An important element in the experiment was the determination of the place of accident instruction in the curriculum. When the need of instruction in accident prevention was sufficiently felt for us to undertake accident instruction, the first problem was to seek to carry it out without the addition of a further burden to the already congested curriculum. Our first step, then, was to give our
attention to the problem of the introduction of this additional subject matter. Upon examination of the curriculum we found that the subject matter of the regular curriculum could be more effectively taught through the use of accident situations.

A third means of teaching accident prevention is through the organization of the children in the schools themselves and through a larger organization of the representatives of the various schools in a community assembly. The method here given is to regard each room as a safety council when matters of accident prevention are considered. Each room has its various committees elected by the children themselves, for the purpose of safeguarding the welfare of the room. From each room in the school, usually from the second grade up, the children send representatives, generally a boy and a girl, to a meeting of representatives of the whole school. This group is the safety council of the whole school.

The school council has committees for safeguarding the street crossings, putting out street signs, reporting and correcting the unsafe conditions in the community and the careless actions of the children in the school or on the streets. The school organization cannot have its greatest effectiveness unless backed up by a larger group of children from the whole city who come together for information and inspiration at periodic times. This type of organization is provided by the Junior Safety Council of the city. This Junior Safety Council should be affiliated with the National Safety Council. If no local branch of the National Safety Council is organized, then with the Rotary Club or some similar prominent group of local men. Such an organization has been found to develop leaders in the school, school loyalty, and a feeling of community responsibility. Nothing has ever been so effective in this direction in the school life of the city of St. Louis."

Dr. Payne then listed in his report the results which the St. Louis educational experiment in accident prevention had found. These were briefly:

1. Education in accident prevention aroused interest in school work.

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1. Payne, E.G., A Program of Education in Accident Prevention With Methods and Results: Bureau of Education: Department of Interior, 1922 Bulletin, Number 32, page 42
2. Education in accident prevention developed civic ideals.

3. Education in accident prevention reduced accidents.

Table XI presents this latter fact graphically.

<table>
<thead>
<tr>
<th>Table XI</th>
</tr>
</thead>
</table>

Distribution by Causes of Accidental Deaths of Children of School Age in the City of St. Louis in the years 1917 to 1921.

<table>
<thead>
<tr>
<th>Cause</th>
<th>1917</th>
<th>1918</th>
<th>1919</th>
<th>1920</th>
<th>1921</th>
</tr>
</thead>
<tbody>
<tr>
<td>Automobile</td>
<td>14</td>
<td>17</td>
<td>15</td>
<td>16</td>
<td>13</td>
</tr>
<tr>
<td>Street Car</td>
<td>8</td>
<td>1</td>
<td>6</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Wagon</td>
<td>3</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Railroad</td>
<td>0</td>
<td>1</td>
<td>4</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Burns</td>
<td>8</td>
<td>5</td>
<td>8</td>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td>Firearms</td>
<td>4</td>
<td>2</td>
<td>3</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Drownings</td>
<td>2</td>
<td>2</td>
<td>4</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>All others</td>
<td>10</td>
<td>6</td>
<td>9</td>
<td>1</td>
<td>1</td>
</tr>
</tbody>
</table>

| TOTAL      | 50   | 36   | 49   | 20   | 16   |

From the experiment conducted, Dr. Payne draws the following conclusions:

"The very patent conclusion from these data, then, is that instruction in accident prevention must be real education; it must not be spasmodic nor misdirected if it is to be effective. The problem is..."
specifically that of developing controls within the children themselves - that is, habits, attitudes and ideals that will carry over into the complex life of the community when persons are unsupervised. This conclusion implies a generally misdirected effort by safety advocates in that they have devoted unnecessary energy to the care of school children coming out of schools and going home from and coming to school. The efforts of the schools, the public safety councils, and directors of safety should be centered upon the problem of the whole population away from school influences. The schools have the finest opportunity and the greatest possibility of effecting favorable results. We must meet our opportunities."

While the experiment conducted by Dr. Payne covered only one city, it proved conclusively that tangible results might be obtained in the way of decreasing accident fatalities from a well-directed safety program.

1. Loc. cit., page 51
CHAPTER VII
STATUS OF SAFETY EDUCATION WITHIN
PUBLIC SCHOOL SYSTEMS THROUGH
THE YEAR 1926

Just as the organization of the National Safety Council was the focal point from which the great safety movement started, so was the experiment conducted in St. Louis schools the "grumblings that grew into mighty rumblings" of the safety movement throughout the school system of the United States. Once shown "how", the movement took on a new aspect to educators in general, and other school systems soon followed in the adoption of a safety program.

One of the first cities to follow St. Louis was Detroit, which incorporated as a part of its curriculum, studies in accident prevention in the year 1919. In the same year the superintendent of the state of Oregon prepared a monograph which was placed in the hands of teachers throughout the state. By the opening of the school year in September, 1921, the Cleveland Board of Education had followed St. Louis and prepared a course of study for the first six grades. The state of Pennsylvania published a state course of study in safety education in 1923, and the city of

1. Course of Study in Safety Education: Detroit Board of Education, 1920, page 31
2. Course of Study for Safety Education in Oregon Schools: Oregon Department of Education, 1920, page 26

44
Chicago entered actively into the work in the same year.

The movement was given further impetus in the year 1924 when Dr. Frank W. Ballou, president of the Department of Superintendents of the National Education Association, conferred with Secretary of Commerce, Herbert Hoover, on how to assist in developing and furthering a national interest on the part of school men in the safety movement in the public schools. In the way of assistance, Secretary Hoover wrote to the superintendents of public school systems throughout the United States calling their attention to the safety movement in the public schools and requesting them to consider active participation in such a movement. Arrangements were made to supply each school system, upon request, copies of the National Education Committee and conference reports for distribution to their principal and teachers. This had a far reaching influence on the interest of educators throughout the country.

In order to arrive, in so far as possible, at some accurate conclusion, the National Society for the Study of Education sent out in 1926 the following questionnaire to seven hundred and eighty superintendents of schools in cities of ten thousand population and over, scattered over a wide area.

THE QUESTIONNAIRE

City..........................State...............Date.............
Superintendent...............This reply by...............

1. Is safety instruction given in your elementary schools?
   Yes(   ) No(   )

   If so,
   
   A. Has it been introduced voluntarily(   ) or because required by law(   )?

   B. Check the method or methods used in presentation:

   (1) Made a portion of regular school subjects(   )?
   (2) Taught as separate subject(   )?
   (3) Carried on by school organization, like Junior Safety Councils, Civic Clubs, etc.(   )?

   What grades included in such organizations(.........................).

2. Is safety instruction given in your Junior High Schools?
   Yes(   ) No(   )

   If so, which of the methods just cited is used?
   (..............................)

3. Is safety taught in your Senior High Schools? Yes(   ) No(   )

   If so, which of the methods just cited is used? (............)

4. Add any remarks that will make your replies clearer........
   ........................................................................

5. What is your general opinion of safety instruction, with respect to its importance and with respect to the results secured in your schools? Comment will be welcomed.

From 760 questionnaires sent out, 312 replies were received, with the following results indicated:

1. Is safety instruction given in your elementary schools?
   - Yes, 293; No, 19
   A. Has it been introduced voluntarily? Yes, 275; By law, 14.
   B. Check the method used in presentation.
      1. Made a portion of the regular school subjects, 206.
      2. Taught as a separate subject, 82.
      3. Carried on by school organizations like the Junior Safety Council, Civic Clubs, etc., 125.

   What grades included in such organizations?
   - Grades 1-8: 121
   - Grades 1-6: 43
   - Grades 2-8: 21
   - Grades 6-8: 23
   Total: 208

2. Is safety instruction given in your Junior High Schools?
   - Yes, 215.

   If so, which of the methods just cited is used?
   1. Made a portion of the regular school subjects, 85.
   2. Taught as a separate subject, 17.
   3. Carried on by school organizations like Junior Safety Councils, 37.

Considering the fact that no city with a population of less than ten thousand people had been sent a questionnaire, the results must have been rather heartening to those individuals who had been so energetically striving to develop and further safety education in the public schools. It will be noted that 293 elementary, 215 Junior high schools, and 143 Senior high schools were giving safety work. It will be noted that 420 schools were correlating their safety work with other subjects, while 106 were presenting it as a separate subject.
and 226 schools were carrying on their safety work by school organizations such as the Junior Safety Council and Civics Clubs.

The comment as to the need of safety work in the public schools as learned by the National Society's survey are of interest to us here in that they reflect in a manner the general attitude of superintendents at this time.

10 superintendents termed safety work "a good thing".
14 " " " " "valuable".
13 " " " " "essential".
27 " " " " "necessary".
73 " " " " "important".
15 " " " " "worth while".
20 " " " " "want it".
2 " " " " "helpful".

The following questions illustrate some of the reactions of school men toward safety education:

(1) "Important but need more time for regular school subjects."

1. Loc. cit., page 99
(2) "We want safety education but where shall we put it?"

(3) "It is a good thing but how much gets over into conduct?"

These answers and comments, as given by superintendents to the questionnaire sent out, warrant the statement that the first fourteen years of effort on the part of the National Safety Council had not been in vain.

There will be made in a recent survey conducted by the Educational Department of the National Safety Council. In this survey, the questionnaire method was used. Questionnaires were sent on December 9, 1927, to 4,918 superintendents of schools whose names appeared in the 1929 Educational Directory of the Bureau of Education of the United States Department of the Interior. Sixty-four

1. Loc.cit., page 100
CHAPTER VIII

PRESENT STATUS OF SAFETY EDUCATION WITHIN PUBLIC SCHOOL SYSTEMS OF THE UNITED STATES

In order to carry the investigation of the development of safety education in the public schools down to a more recent date and thus give a comprehensive view, as set forth in the introduction of this research as one purpose, we shall now consider what is being done with safety education at the present time in public school systems throughout the United States.

Recourse will be made to a recent survey conducted by the Educational Department of the National Safety Council. In this survey the questionnaire method was used. Questionnaires were sent on December 9, 1929, to 2,916 superintendents of schools whose names appeared in the 1929 Educational Directory of the Bureau of Education of the United States Department of the Interior. Sixty-four per cent of 1,875 of the questionnaires were returned. The information tabulated by the Educational Department of the

1. Unpublished material pertaining to the Safety Survey as made December, 1929 by Miss Idabelle Stevenson, Executive Secretary of the Educational Department of the National Safety Council, New York, N.Y.
National Safety Council is as follows:

<table>
<thead>
<tr>
<th>Description</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of questionnaires distributed</td>
<td>2,916</td>
</tr>
<tr>
<td>Number of questionnaires returned</td>
<td>1,872</td>
</tr>
<tr>
<td>Number of schools represented</td>
<td>19,698</td>
</tr>
<tr>
<td>Number of pupils enrolled in these schools</td>
<td>9,705,239</td>
</tr>
<tr>
<td>Number of cities reporting safety instruction in the elementary schools</td>
<td>1,620</td>
</tr>
<tr>
<td>Number of cities reporting no safety instruction in the elementary schools</td>
<td>107</td>
</tr>
<tr>
<td>Number of cities reporting safety education in the secondary schools</td>
<td>1,070</td>
</tr>
<tr>
<td>Number of cities reporting no safety instruction in the secondary schools</td>
<td>574</td>
</tr>
<tr>
<td>Number of cities reporting incidental safety instruction</td>
<td>39</td>
</tr>
<tr>
<td>Number of cities where safety is taught in correlation with other subjects:</td>
<td></td>
</tr>
<tr>
<td>Civics</td>
<td>1,278</td>
</tr>
<tr>
<td>English</td>
<td>867</td>
</tr>
<tr>
<td>Health and Physical Education</td>
<td>294</td>
</tr>
<tr>
<td>Audtorium</td>
<td>118</td>
</tr>
<tr>
<td>Visual Education</td>
<td>43</td>
</tr>
<tr>
<td>Mathematics</td>
<td>10</td>
</tr>
<tr>
<td>Number of cities where safety is taught as a separate subject</td>
<td>386</td>
</tr>
<tr>
<td>Number of cities where safety is taught as an extra-curricular subject</td>
<td>760</td>
</tr>
<tr>
<td>Number of Junior Safety Patrols</td>
<td>475</td>
</tr>
<tr>
<td>Number of Junior Safety Councils</td>
<td>165</td>
</tr>
<tr>
<td>Number of other clubs which do safety work</td>
<td>121</td>
</tr>
</tbody>
</table>

# The word city is here used to mean any community having a population of over 2,500 people.
IV. Number of cities with separate course of study
for safety........................................ 288
Number of cities with no separate course of
study for safety.................................. 1,481

V. Number of cities where Board of Education fur­
nishes safety teaching materials............... 805
Number of cities where Board of Education does
not furnish safety teaching materials........... 952
Number of cities where other organizations
contribute materials to the schools:

<table>
<thead>
<tr>
<th>Organization</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Automobile Clubs</td>
<td>508</td>
</tr>
<tr>
<td>Chamber of Commerce</td>
<td>221</td>
</tr>
<tr>
<td>Industrial Firms</td>
<td>216</td>
</tr>
<tr>
<td>Safety Councils, including National Council</td>
<td>168</td>
</tr>
</tbody>
</table>

VI. Number of cities where the responsibility for direct
supervision of safety teaching rests with:

<table>
<thead>
<tr>
<th>Role</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Superintendent</td>
<td>420</td>
</tr>
<tr>
<td>Principal</td>
<td>406</td>
</tr>
<tr>
<td>Health and Physical Education Supervisor</td>
<td>303</td>
</tr>
<tr>
<td>Assistant Superintendent</td>
<td>159</td>
</tr>
<tr>
<td>Teachers</td>
<td>237</td>
</tr>
<tr>
<td>Safety Supervisor</td>
<td>36</td>
</tr>
<tr>
<td>Elementary Supervisor</td>
<td>30</td>
</tr>
<tr>
<td>Art Supervisor</td>
<td>8</td>
</tr>
<tr>
<td>Civics</td>
<td>12</td>
</tr>
<tr>
<td>Auditorium</td>
<td>6</td>
</tr>
</tbody>
</table>

1. Tabulated results of the Safety Survey as made in December, 1929, by Miss Isabelle Stevenson, Execu­
tive Secretary of the Educational Department of the National Safety Council, New York, N.Y.
COMMENT ON RESULTS:

I. Eighty-six per cent of the schools replying to the questionnaire teach safety in the elementary schools, while only fifty-six per cent teach it in the secondary schools. This may be because there has been a stronger appeal made for the safety of young children, and associations interested in this problem have done more to stimulate the school's interest; or the elementary teacher may be more concerned with the physical well-being of her pupils than the secondary teacher; or the elementary curriculum may lend itself more easily to the inclusion of such subject matter as safety.

II. The answers to question II indicate that the method most generally used for teaching safety is by correlation with required school subjects--Civics, Art, Geography, Health and Physical Education. This is done in 79 per cent of the cities. Forty per cent of the
cities report extra-curricular safety work. Many of the cities reporting junior safety councils also reported junior patrols. This is probably explainable by the fact that the junior safety council is a comprehensive organization including patrol work as one of its many different types of activities. Some cities reporting extra-curricular activities had these organizations in only a few schools while others reported organizations for every school.

III. In view of 1,620 cities reporting safety teaching in the elementary schools and the 1,076 reporting for the secondary schools the number of cities (288) having courses of study is relatively small. This represents but 15 per cent of the cities reporting.

IV. In 40 per cent of the cities the Board of Education furnishes material which seems to indicate that more consideration is given to safety than the 15 per cent of cities with courses of study indicates. The number of other organizations supplying material to the school may show two things: (1) that the Board of Education has not considered safety education of sufficient importance to include an item in the budget; (2) that safety teaching in the school is being developed in cooperation with other agencies concerned with the problem.
V. Since the superintendent is the responsible administrative officer for all the schools, and the principal for the individual school, it is expected that they would be responsible for the teaching of safety along with all other subjects. For special supervision by far the largest number of schools place responsibility with the supervisor of health and physical education, a natural allotment since the subjects are so closely related that it is difficult to make a definite line of demarkation between them. The fact that 36 cities report a "Safety Supervisor" is significant of the growing importance of the subject.
CHAPTER IX

CURRENT PRACTICES OF SAFETY EDUCATION AS OBSERVED IN INDIVIDUAL SCHOOL SYSTEMS.

In order to obtain a definite detailed view of current practices of safety education as followed in actual life situations in present day school systems of the country, the investigator sent out through the courtesy of the Houghton Mifflin Publishing Company (Atlanta Office) an inquiry addressed to Supervisors of School Safety asking for a synopsis of how the safety movement "got under way" and what was being done at the present time in the way of safety education in their respective individual school cities. These inquiries were made strictly informal in tone in order to insure as great a response as possible. No city having a population of less than 2,500 people was selected. One hundred and fifty letters were sent to one hundred and fifty cities, picked at random from the states of Arkansas, California, Illinois, Delaware, Indiana, Iowa, Kansas, Kentucky, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Nebraska, New Jersey, New York, North Carolina, Ohio, Texas, and Oregon.

Forty-two replies were received or a
percentage of 28 per cent. One hundred eight or 72 per cent of the requests were unanswered. Some of the replies were complete and full of pertinent informational data; some were incomplete and contained very little of the information which had been requested. Space will not permit a digest of each individual city's plan but the results given herewith of this particular investigation will represent the general practice of safety education as it is being followed in present day school systems.

**Toledo, Ohio:** While some safety patrol work and educational work on the part of teachers was in operation prior to 1925, the first school safety organization in Toledo was started in 1925 with a full time Toledo Safety Council manager employed. The movement in the schools was started with a luncheon meeting of principals of both the public and parochial schools of Toledo, and the organization of Junior Safety Councils in 78 schools immediately followed.

At present each Junior Safety Council consists of a president, vice president, secretary, fire marshal, captain of patrols, a group of active members elected from fourth, fifth, sixth, seventh and eighth grades
representing rooms and an associate membership of varying sizes in the different schools. The total membership now is approximately 420 officers, 1,200 active members, 1,200 safety guards and 7,500 associate members.

At present there are two things of major importance in maintaining interest in the Toledo safety movement; first, one or more of the presidents have been selected to attend the National Safety Congress each fall since 1925 as a guest of a local newspaper, "The Toledo Blade"; second, weekly meetings have been held consisting of a half hour safety conference followed by a complimentary theater party. In this connection the custom now is to have one of the five officers and a guest attend the meeting on Friday afternoon and then go to the Paramount Theater on passes supplied by the theater. In this manner every fifth week each officer attends a meeting.

Suitable badges, buttons, pennants, safety magazines and posters have been supplied by the Toledo Safety Council, which is supported by the Community Chest. Contests of one kind or another have been inaugurated from time to time and for the past two years Junior Safety Council representatives have regularly broadcasted safety
messages over Station WSPD.

**Grand Rapids, Michigan:** The rise of safety work in Grand Rapids was due to a large extent to traffic hazards. This safety work has developed from merely a policeman at certain dangerous corners to the present widely organized safety program which is as follows:

1. A full-time police officer is employed who has a regular lecture schedule throughout the entire school system, using motion-pictures to illustrate his lectures. The same officer edits and sends out alternately a school safety magazine and a school safety bulletin every two weeks. Safety talks are given over the radio every week in the interest of children’s safety by this officer. Children’s sectional meetings on safety are held in different parts of the city each Saturday morning. In conjunction with the Safety Council of Grand Rapids a safety rally is held in a local theater at least once a year. This full-time officer swears in the safety patrols and helps them in the conduct of their work.

2. The Junior Safety Patrol constitutes a vigilance committee which is on duty from the time children leave their front doors in the morning until they reach school, and from the time they leave school until
they arrive home. It is the duty of this patrol to see that children cross the street safely in blocks near the school building, and to assist in all safety matters in the schools. The patrols are governed by an extensive constitution, which is printed and given to them free of cost.

3. Safety lessons are taught constantly in the elementary schools in the various grades. Also safety plays are produced frequently. Some of these are written by the children and others are furnished by the National Safety Council.

4. Several times during the year the school has speakers come in and talk to the children in the elementary and high schools on safety.

5. Occasionally, a principals' meeting is held at which safety is the main topic of discussion.

6. Accident reports are sent to the superintendent's office of all children who are out of school for a half day or who require the attention of a physician. These reports are sent to the local Safety Council where they are analyzed and a report made of them.

7. Recently the Board of Education passed a resolution calling for a safety survey to be made
throughout the school system. The cost of this is estimated to be approximately $1,100.

Louisville, Kentucky: The story of safety education in Louisville comprises four episodes - the original enthusiasm was brought to Louisville from the National Safety Congress in Cleveland seven years ago by a local manufacturer, Mr. Robert Schmitt. The cause of safety education was so clearly presented to the Board of Education that 1,200 copies of Doctor Payne's book, "Education in Accident Prevention", were purchased for distribution among the teachers, and a bulletin announced the arrival of another subject for the curriculum.

For three years there was no organized supervision, and the new subject gained favor only where the principal was really interested.

During the next three years there was a definite supervision. The responsibility of the still struggling, new subject was added to the already full schedule of one of the assistant superintendents. Then the work began to gain momentum and uniformity. There was full cooperation with the Louisville Safety Council, of which Mr. G. H. McClain was then secretary. The most
A successful project was the annual "Paint-up and Clean-up Campaign."

In September, 1924, a full-time Director of Health and Safety was appointed. In the opinion of the present superintendent of schools, safety education is absolutely necessary, and can be successful only when administered by a director who is a member of his staff. During 1924-1925 the entire time of the director was given to establishing thoroughly the instruction in safety education.

Within the classrooms there is a definite time allotment for one lesson each week in safety. While this period varies in different schools from 30 to 45 minutes, it is a period specifically given to safety education, since health education is provided in entirely separate periods. The instruction in safety education is based on a printed course of study, prepared especially for Louisville.

The instruction in safety is supplemented by a junior safety organization in each school. Use is made of safety plays, "stunts", talks by authorities on various subjects, debates, etc. The junior safety councils are encouraged to supervise such activities as home-inspection, clean-up, and paint-up campaigns, essay contests,
radio talks, and poster contests. The junior safety council guards and safety patrols are on duty every day on the stairs, halls, playground, in the lunchroom, and at the drinking fountains, to maintain discipline and order. They act as traffic officers in guarding curbs and in taking younger children across the street. In some schools a student government organization is maintained.

There has been a material reduction in fatalities among children of school age since safety education and junior safety councils have been in operation. During 1923 twenty-four children between the ages of five and eighteen lost their lives in motor accidents. In 1930 this number was reduced to fourteen, a saving of nine lives. Nearly half the number killed were parochial school children; safety has not been taught in the parochial schools in Louisville.

In Louisville the effort which has been made to induce children and the adult population to think, feel, and act safety has been more than justified by the results obtained.*

*Syracuse, New York: Educational Safety began in Syracuse about 1920. Prior to that time there had

*Statement made in reply received but no statistics given.
been a marshall system among boys in some of the elementary schools, supervised by a teacher. However, the marshall system was more disciplinary and remedial than preventive.

When the automobile problem began to develop, the Syracuse Chamber of Commerce began to give safety work some attention and as a result in 1920 enlisted the services of a safety manager and the marshall system was extended to cover supervision at street intersections. The boys were called "Safety Patrols".

At the present time every school in Syracuse has an efficient patrol squad working under a police officer assigned by the police department to act as city safety manager.

The city safety manager provides monthly lesson sheets on safety for each classroom teacher. These lessons are taken up with the pupils and all seasonable hazards are discussed. The manager also provides a safety film each term available for any school. When the film is shown the safety manager makes a talk on safety. The safety manager also provides monthly safety posters for use in each classroom.

The safety patrols direct traffic and carry
the usual patrol work. One of the greatest values of a patrol system is that it keeps the safety idea fresh in the minds of all pupils and acts as a stimulus for the work. Each school carries on its own safety program and in some of the schools awards are made for patrol service.

St. Paul, Minnesota: Education for safety is not being neglected in the St. Paul schools. In fact, reports received from the large number of building principals show that the subject is being well presented. In other words, among the many subjects taught, education for safety is given a place in the daily program of studies although no regular time of the day is assigned to it. Effective teaching for safety is being linked up with several phases of school activities such as physical education and playground activities. Education for safety is not confined to teaching children to beware of vehicles on the streets, but extends to teaching safety from fires, safety in health, and sanitation.

Great praise is given to the school police by all principals who are using them. They report that all boys and girls who wear the badge take responsibility seriously, take care of the younger children when crossing streets, take care of playgrounds, of school property, and
manifest a cooperative spirit.

Opening exercises are sometimes devoted to education for safety, the language periods are used in like manner, while in the upper grades, lessons from history are illustrative, and again, in the civics classes education for safety is given economic value. Art departments as a general rule cooperate by making posters visualizing good and poor habits of conduct on the streets. These posters, with those of the St. Paul Automobile Club, are made subjects for discussion and written language. In one school actual practice with stop and go signs is had in the intersecting corridors.

Organized safety education began in St. Paul in 1920 when the police department with the cooperation of the Department of Education, entered into a plan for safety service by organizing the school police division.

Through the combined efforts and the cooperation of the Departments of Education and Public Safety, a safety patrol has been developed composed of school children. This patrol is at the present time twelve hundred strong. These children are selected as leaders in their respective schools, and serve as aids to police officers for protecting life and for carrying out the safety program.
Both the safety patrol and the patrolman stand for the enforcement of law and order. School children learn that a police officer is not a man put in uniform to act as a scarecrow does to birds, but one to whom they may run for protection in case of trouble. "Pals" are thus made of the school boy and girl and this creates a feeling between the children and the officer that is conducive to the highest form of cooperation.

The following rules and regulations describe the plan in detail.

"To cultivate safety habits, inculcate safety ideals in the minds and hearts of others, and assist the director in every possible way to increase safety in the streets of the city of St. Paul.

To act in emergency.

Before being enrolled for safety service, all members will take the pledge and will then be designated as school police, safety aids to the police.

A school police member is compelled to wear his star on the left side, just over the heart, and to have to fully exposed at all times when around the school building and when on special detail duty. The school badge is the emblem of authority, therefore stars are to be left at home in a safe place when school is not in session. All stars must be turned in to the principal at the end of the school year."

There are certain rules which govern the police patrol. They are:

1. Information furnished by Lieut. F. L. Hetzmecker, Director of St. Paul School Police, in answer to the request made by the author for information.
1. One chief of school police shall be selected by a vote of the captains of the school police.

2. He shall work directly under the supervision of the director detailed from the St. Paul police department.

3. Each school patrol is to consist of a captain and five or more officers, who are to be 12 years of age or more.

4. The officers of a patrol are to be chosen by a vote of the pupils, and the captain is to be elected by the vote of the officers. Candidates must have the approval of the principal of the school.

5. The patrol officers are to be responsible to their captains, who in turn are responsible, through the principal of the school to the director of the Police Department for the conduct and work of the officers of their squads.

6. Selection of officers to constitute the patrol is to be made twice a year, viz: the first week in September and the first week in February.

7. Boys may be officers of the patrols in a given school for as many terms as they are elected.

8. A member may be suspended or retired from the patrol for non-performance of duty or for conduct unbecoming a patrol officer.

9. All suspensions or dismissals must be handled by preferring charges in writing to the captain of the patrol.

10. The captain, upon receipt of the written charges, calls a meeting of the trial board, which consists of the following members: the principal and one patrol officer selected by him or her; the captain and one patrol officer selected by him and one officer selected by the officer against whom the charges are preferred.
This board presents and hears all testimony in the case and their action will be considered final. The chief is an ex-officio member of all boards or committees, and in the case of a tie has the deciding vote.

11. In performance of these duties, the patrol officer in no way and at no time interferes with the city police.

12. All reports shall be made by the captain through the principal of the school to the director detailed from the police department in charge of the school police.

13. The time and place of selecting the chief of school police is as follows: the director who is detailed from the police department to supervise the school police calls a general meeting of all the captains of school police the first month of each school semester, at which meeting a chief of school police is selected by ballot. At this meeting the supervising director acts as the chairman."

Portland, Oregon: Safety education began in the Portland, Oregon schools seventeen years ago with the organization of a Public Safety Commission. The members of this commission were appointed by the mayor and subsequently reappointed. Prominent citizens and officials were asked to lend their services. The commission elected a chairman.

Along with other factors in safety, particular attention was given to the public schools. Fire drills were held and time to empty the schools was

1. Information furnished by Lieut. F. L. Hetznecker, Director of St. Paul School Police, in answer to the request made by the author for information.
kept. The most efficient high school and grammar school were awarded silk flags. A national reputation for quick time, orderly exits and fire squad efficiency was established. Jefferson High School, with 1,800 students, left the building in 45 seconds.

Safety patrols were established in each school and an officer from police headquarters detailed as instructor. Safety talks were given by the chairman of the Safety Commission in all schools then under the traditional plan. Since the adoption of the platoon system (work-study-play), the teaching of safety has been made a part of the auditorium work, under the direction of a supervisor -- thus pupils receive Safety First instruction weekly which is augmented by Safety First plays, essays, and talks by pupils.

Portland has about 50,000 pupils enrolled at the present time. The accident record to date shows 54 children have been hurt by automobile, two of them dying from injuries sustained.

Each year a chart is prepared which shows the number of accidents which has occurred at each school for the year. Each month a printed form is used to notify principals of the accidents which have

1. See Appendix "D" of this investigation.
taken place that month. A red circle is placed in
the proper column by the principal or the captain
of the patrol. Considerable interest is thus maintained
and the slogan "Keep Your School Off the Chart" is a
constant reminder to every boy and girl.

Park Ridge, Illinois: The movement for
safety education in the public schools of Park Ridge
took active form in 1924 when the principal of the
Park Ridge Elementary School, seeing the need for some
sort of protection to school children particularly in
regard to the growing traffic problem, appointed two
boys to act as traffic directors at nearby street in-
tersections during the morning, noon, and afternoon street
passing of pupils. At the same time a lieutenant and a
captain were appointed to assist the two patrols. These
four boys were under the supervision of a manual train-
ing teacher.

A court composed of the traffic officers
and the principal was held every Friday afternoon at
which the careless and thoughtless traffic offenders
were tried. To begin with there were some fifty to
seventy-five offenders per week from out of eleven to
twelve hundred pupils.
The traffic system grew rapidly. At present there are two elementary buildings each with a patrol squad composed of from twelve to fourteen boys. Each building has a captain and a lieutenant. Court is held every Tuesday afternoon at each school with usually twelve to fifteen offenders in each court.

The report from Park Ridge goes on to say:

"Pupils and parents now realize the great benefit of the safety organization and are cooperating to the fullest extent."

Kansas City, Missouri: In the spring of 1922 the Kansas City Safety Council was reorganized, and the first work to which it gave consideration was the possibility of a definite program of safety education in the public schools. It should be stated that for many years the subject of accident prevention had received some attention in many of the schools, but not as an organized, city-wide movement. As the first step, and with only a few general ideas in mind, a conference was held with the superintendent of schools for the purpose of outlining their views and of obtaining his

1. From material furnished by S. E. Merrill, Personnel Administrator of Park Ridge, in answer to the request made by the author for information.
ideas and cooperation, and further, his suggestions as to the best method of procedure. As a result of this conference, a children's activities committee was appointed by the safety council with Mr. George Melcher, Assistant Superintendent of Schools, as chairman. On this committee, the chairman appointed several elementary-school principals and teachers, the president of the parent-teacher council, and some four or five lay members.

The duties of this committee, as outlined by the chairman at the first meeting, were to prepare a program on the subject for submission to the Kansas City Board of Education for approval, and if approved by that body, to direct its introduction into the schools, and lastly, through periodical conferences, to act as a stimulating agency, to carry on the work.

It was readily agreed that the program would call for two lines of activity: first, classroom instruction, and second, pupil organization. Two sub-committees were appointed to draft the program—one on instruction, composed exclusively of representatives of the schools, and one on organization, made up of representatives of the parent-teacher council and
of the safety council. Space will not permit detailed mention of the enthusiasm which the sub-committees threw into the work and of the very careful and painstaking way in which the field was studied. The theory on which the committees worked was that the school curriculum was already so overcrowded, that great caution should be taken to add nothing, either to classroom instruction or school activity, which would be a burden on the staff of instruction. This caution was particularly shown in the report on instruction, which was based on the theory of furnishing safety material for use in connection with the courses in civics, arts, mathematics, and language. On completion, these reports were submitted to the general committee and later to the immediate staff of the superintendent of schools for criticism and suggestion. After the program was approved by these groups, it was submitted to the Board of Education in the name of the safety council and was approved in toto. The complete report on instruction and junior safety council organization was then printed in pamphlet form for distribution to every teacher in Kansas City. This pamphlet contained a strong endorsement over the signature of Superintendent Cammack.
It was the opinion of the committee that the next step was the selling of this plan to the principals after the opening of the school year, for the purpose of outlining the proposed work so far as it concerned pupil organization. In addition, the several principals serving on the committee outlined to this meeting the method of classroom instruction, laying emphasis on the fact that the introduction of "safety" would not call for any additional work on the part of the teachers.

In so far as the inauguration of the program was concerned, the instruction work was started in all schools immediately thereafter. However, as to junior safety council organization, it was the feeling that, inasmuch as they were to a greater or lesser extent blazing the trail, they should start in a moderate way and profit by their experience as they progressed. Accordingly, twelve schools were selected for initial work. Prior to the forming of each of these organizations, a representative of the safety council met with the principal and teachers of the individual schools, going over the entire plan in detail. Then, after the active members of the junior organization had been
selected, the safety council representative returned for the second time and aided in starting the organization. The experience gained from this initial work proved very valuable indeed. Before the close of the first year's work approximately sixty schools had such organizations.

The following year (1925) the parochial school authorities were approached and readily agreed to the introduction of safety into their schools on the same basis as the public schools. During that year the work progressed to the extent that the number of junior organizations increased to ninety. As an indication of the vital interest of the child in this work, mention is made of the fact that twelve schools organized their councils on the opening day of the school year 1924. In most instances this was the result of a demand from the pupils that they "have their junior safety council". During that year the number of councils rose to ninety-eight, including every school of any size, either public or parochial, in Kansas City, Missouri.

It has been the junior safety council work and its proper stimulation with which the Safety Council has been primarily concerned. From the first, the feeling of the children's activities committee was that, no matter how live or vital the subject of safety might
be, constant stimulation was needed. New and better things must be constantly brought to the children if the work was to live and progress as it deserved. With that thought in mind, the committee first determined that the members of the council must have an insignia of membership. Accordingly, the use of buttons, was adopted, with a small button for associate members, a little larger one for the active members, and a large medallion for the patrol. It was the desire of the committee to make of this button something more than a mere scrap of celluloid and tin, something with a real meaning, so that in many instances these buttons are taken away from the children for careless habits and at times the active members of the council have been suspended and deprived of their buttons for failing to obey the rules of the council.

An activity of primary importance, both as a stimulus to the children and as means of doing a real service, is found in the junior safety patrol. In Kansas City, these enroll approximately 1,250 boys and girls who are the envy of all council members. In most instances the patrols are used, not only for street crossing duty, but also on the playground for the elimination of hazardous
practices and in the building proper for directing the exit and entrance of the pupils. Each member of these patrols is provided with a large medallion button, three and one-half inches in diameter, and so proud are many of the pupils of their distinction, that the button rarely leaves a prominent place on their persons.

After the end of the first year's work a new office was created in the junior council, known as "Captain of Patrols." To be selected for this position by one's comrades is an honor second to none, not even the presidency surpassing it in distinction.

After the inauguration of this work, and as soon as a sufficient number of the schools were organized, the task of forming an association of safety councils was undertaken. This group was known as "Associated Junior Safety Councils of Kansas City." A constitution and by-laws were adopted and student officers were elected. The program calls for two or three mass meetings each year, interspersed with monthly meetings of the officers for an exchange of ideas. These meetings have proved very valuable, in that the children are anxious to tell of the things they are doing in their own school.

In order to tie the various junior organ-
izations in with the work of the senior safety council
and to give the directing committee knowledge of what is
being done throughout the city, monthly reports on a
regular printed form are requested of each organization.
On this form is shown the number of committees actively
in service, just what they are doing, the number of new
associate members taken in during the preceding month,
requests for buttons and other supplies. On these forms
are also reported hazards coming to the attention of the
children, and it is always the aim of the senior council
to follow up every request thus made by the children and
bring about a solution if possible.

To keep the children in contact with
safety work throughout the city, a monthly bulletin is
sent to each school. This bulletin outlines definite
programs for council meetings and also contains short
essays and poems and general news of the safety movement,
particularly in so far as it concerns the children.

In 1924, as a further stimulus to active
work on the part of the junior safety council, a set of
standards was formulated which, if adhered to, would con-
stitute the individual council a "Standard Junior Safety
Council" for that year. The requirements, six in number,
are as follows:

(1) Four officers: a president, vice-president, secretary, and captain of patrols.

(2) Two or more active members from each fourth, fifth, sixth and seventh grade room in the school.

(3) At least one-half of the other pupils in these rooms enrolled as associate members by March of the school year.

(4) An active safety patrol established.

(5) Meetings held regularly at least twice a month.

(6) Reports in full made promptly each month to the Kansas City Safety Council.

Aside from these activities for stimulation of interest in the junior safety council, there are certain ones which pertain to the school as a whole. They are:

1. Contests of various kinds are held for the best essays, posters, plays or pageants submitted. The general usage of these activities in many communities precludes any necessity for detailed description.

2. An activity of very widespread effect is the Semi-Annual Home Inspection Campaign. The safety council will very shortly inaugurate the eighth of these campaigns. They believe this work has done more than any one single activity to stimulate the adults of Kansas City to greater care and caution and to bring home to them how much the children are doing for safety. Particularly in the direction of fire has this activity had a very marked effect. This is demonstrated by the fact that in the last three years the

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2. Ibid.
record of residence fires has shown a steady decrease in Kansas City amounting to more than fifty per cent, whereas all other classes of fires have increased.

3. "Award of Merit". Every community has its examples of individual courage or bravery and Kansas City is no exception to the rule. As a consequence, last year an award of merit was developed, consisting of a gold badge, which was to be awarded to children for conspicuous acts of courage. Three of these medals have been awarded. It is but another illustration of the activity which must be carried on properly to stimulate the children and keep the movement vigorous.

Safety is not a special subject in the Kansas City schools nor is there any special appointee for it in the school organization. However, there is a very general interest in the work on the part of the teacher who is constantly on the lookout for new and stimulating ideas for classroom instruction.

It will be understood that the Safety Council is a purely recommendatory body and has no direct jurisdiction over school activities. The work of the children's activities division is purely suggestive. Outside agencies have a place within the Kansas City schools or within other administrative bodies only in so far as they approach these bodies in the proper spirit. At all times the safety council endeavors to hold its proposed suggestions to a minimum, realizing the great burden that is already placed upon the schools and the necessity for
conserving their time. In other words, it has been the purpose of the committee at all times to put itself in the place of the city school authorities and to view all recommendations from their standpoint.

Los Angeles, California: Approximately ten years ago, the Automobile Club of Southern California asked the authorization of the City Superintendent of Instruction of the city of Los Angeles for a program of safety instruction designed to acquaint the children of that city with the ever increasing danger of accident hazards. The Los Angeles Board of Education agreed to cooperate and the Safety Movement, directed by a Supervisor of Safety Education, was started by the Automobile Club of Southern California. Since that time the safety program has grown until it includes safety committees as well as programs of instruction in secondary and elementary schools, throughout southern California and approximately one thousand school safety committees are now actively functioning in the schools. All manuals, pins, posters and etc.,¹ are furnished by the Automobile Club. In addition the Club has produced two safety motion pictures of one reel each, one entitled "Why Be A Goose," designed for children of elementary age and one entitled "Goofs" for children of secondary age. The Automobile Club underwrote the entire

¹ See Appendix "E" of this investigation.
cost of these productions and made these films available at cost to the Visual Education Departments in all school systems of southern California.

**Detroit, Michigan:** The development of a workable program of safety education by the Board of Education of Detroit began in the school year 1918-1919 with the appointment of a small committee of principals and teachers to devise plans and collect suitable material for the teaching of safety in the public schools. The necessity for accident prevention measures was forced upon the attention of the schools by the serious traffic situation growing up in a city occupied with the manufacture of automobiles, and the struggle to control heavy streams of traffic all converging to the center of the city and all flowing on one level - traffic that was exacting an alarming sacrifice of children's lives. The Safety Education Committee met at intervals during the year, but being occupied with regular duties in their several positions, the members were unable to give the time required to develop an untried subject or to devise adequate plans for training boys and girls to cope with ever increasing traffic dangers that during the school year 1918-1919 caused the death in Detroit of 96 school children.

In September 1919, a teacher who had both teaching and administrative experience in the Detroit
schools was appointed Supervising Instructor of Safety Education and given full time to devote to this special field or work. The most urgent tasks were undertaken first, and a fourfold program was developed:

1. A study and analysis of traffic accidents to school children.

2. The construction of a course of study in safety education for the elementary schools.

3. Instruction of a class of Detroit Teachers College students in the principles of safety education.

4. Cooperation with all civic agencies concerned with public safety.

While each of these phases is here discussed separately, emphasis needs to be placed upon their interdependence for the development of a constructive, permanent safety program.

1. The Safety Education Department was supplied by the Detroit Police Department with copies of all accident reports in which school children were involved. These reports were found to furnish so much first-hand information that they proved invaluable and their use has continued through successive years. Copies of them are sent by the Safety Education Department to the principals of the schools concerned. Providing data on causes and types of accidents, seasonal dangers, etc., they serve to show what special kind of instruction is needed and what results are being accomplished by safety education.

2. A course of study in safety education
was planned with reference to the actual situation as revealed through study and analysis of the accident reports referred to above, with consideration for the natural interests and activities of children in the various elementary grades, and with the assistance of a group of teachers who experimented with materials and methods and made many valuable contributions to the undertaking. This course of study was introduced in all of the elementary schools in September, 1920, and has been in use ever since. It aims to provide the teacher with suggestions for teaching safety through the regular subjects of the curriculum. The instruction is of a constructive nature and tends to the establishment of safety habits in the children. The children of all the grades take a keen interest and delight in their safety work, and the teachers display great ingenuity in varying the instruction and finding new devices to use in developing the work. The course of study is supplemented, whenever occasion demands, by the insertion of material in the monthly bulletin published by the Detroit Board of Education for the teachers of the public schools.

(3) An elective course in safety education, dealing with the principles of accident prevention and methods of teaching safety, was given for several semesters at the Detroit Teachers College; later, it had to be discontinued because the increasing demands of the work in the public schools occupied the supervisor's time.
(4) Cooperation with the other civic agencies of public safety has been one of the most important functions of the Safety Education Department. The Police Department and Fire Department officials welcomed the opportunity afforded by safety education to have their ideas injected into the public schools through official channels of the Board of Education. A schedule of short talks by a traffic officer in uniform was carried out with such success in all of the elementary schools that the plan has become a regular part of the safety education program, to the satisfaction not only of the Police Department, but of principals, teachers, and pupils as well. In the same way, a schedule of talks by a fireman given to all elementary school children is believed to be one of the factors contributing to the reduction of the city's annual fire loss. The following news story illustrates also the cooperation given between departments. 1

"An instance of the prompt cooperation given by city departments in promoting safety for the school children might be cited. Soon after the opening of the new public library on the main thoroughfare of Detroit, a little girl was killed in front of the library as she crossed the street after leaving the building. The children's librarian notified the Safety Education Department and the situation, evidently a new hazard, was investigated. Within three days the Board of Public Works moved the side walk to eliminate a dangerous jog in the crossing, the Police Department appointed an officer to safeguard the crossing during the hours that school children were found to visit the library, and the schools in the vicinity gave notice to the pupils of these protective measures.

1. Information furnished by Harriet E. Beard, Supervisor of Safety Education, Detroit Public Schools, in answer to the request made by the author for information.
Thus, the Library Commission, the Board of Public Works, the Police Department, and the Board of Education worked together without any red tape or delay to correct a dangerous situation, with the result that no accident has occurred in the vicinity of the library during the three years that have since elapsed."

From time to time, mutually helpful contacts have been developed with numerous organizations such as the Board of Health, Department of Public Works, Detroit Automobile Club, Detroit Safety Council, Boy Scout, Parent-Teachers Circles, Women's Safety Committee of Detroit, Federation of Women's Clubs, etc.

The cooperation of all these organizations is largely responsible for the success of the Board of Education's safety program. By means of the women's organizations, safety education has been carried into the homes as well. The number of fires and of fatal accidents occurring in homes shows that it is needed there and that the education of adults in safety principles is quite as imperative as that of the children if accidents are to be prevented. The process, however, is slower and vastly more difficult of accomplishment.

In addition to the fourfold program originally planned and briefly outlined above, various other needs and possibilities have arisen from time to time that have seemed naturally to come within the jurisdiction of safety education and have materially broadened its scope. Two of
The most important of these may be mentioned next.

The question of organizing safety activities of pupils has been referred repeatedly by school principals to the Safety Education Department. Such organizations, of necessity, differ widely, varying with the type of school, its locality, the age and ability of the pupils, etc., but the existence of some worth-while activity in which the children participate or which they themselves conduct seems vital to the success of safety education. Whether the safety organization is a club in the lower grades, a traffic court or safety patrol in the upper grades, or some other safety enterprise, appears to matter little so long as the pupils are allowed and encouraged to take an active part and responsibility in the work. School Safety Patrols have proved to be one of the most helpful factors in the actual prevention of accidents and in training the younger children to cross the streets in a safe manner. While they do not control or direct the vehicle traffic, they willingly render a most valuable and effective service in marshalling the children at the curbstone and assisting them in crossing the street.

Another phase of work that has devolved upon the Safety Education Department in Detroit is the solution of dangerous traffic situations in the vicinity of schools. Requests for assistance in these matters come
from school principals, parent-teacher associations, or anxious parents. After each case has been investigated and diagnosed, some solution is proposed and carried out. In most of the serious situations the Police Department is asked to provide a traffic officer. Sometimes, the school janitor is deputized to do the traffic work or possibly a safety patrol is organized and given training by the policeman assigned to assist the schools' safety program.

The administrative aspects of safety education in individual schools of Detroit are left to each principal to work out for his own building. On account of the variation of organization of the 175 public schools in the city system, a few schools have only the primary grades; some comprise eight grades, but the majority six grades; the newer schools are of the so-called "Platoon" organization, while the older buildings adhere to the traditional type -- considerable variety exists in the administration of safety education in different schools. However, a few general statements apply to them all. For example, safety instruction is included in the curriculum of all the elementary grades, beginning with the kindergarten, and every teacher is expected to stress safety education in at least one lesson a week, through any subject or by any method that best suits her general plan. Most teachers do not confine themselves to this minimal requirement, but
are encouraged by the interest and response of the pupils to develop more frequent lessons, in each of which some safety principle is used as motivation.

In addition to this regular, systematic safety instruction on lesson topics outlined in the course of study, or suggested by the ingenuity of the teacher and the accident situations constantly arising, safety education is given impetus and assistance by various school activities closely related to the instruction and affording the pupils an opportunity to work out their safety ideas and put them into actual practice. The principal usually assigns some teacher, or possibly the assistant principal, to have charge of the safety activities. The teacher of social science is frequently the one to sponsor this work, assisting the children in planning and carrying out their traffic work, both inside the buildings and at the school crossing, and having a general supervision of the safety patrol. Many of the older patrol boys have developed unusual powers of leadership, working on all the details so effectively and faithfully that the teacher is relieved of any arduous duties.

Sometimes the auditorium teacher is given special charge of safety education and during the year plans a series of plays designed to teach safety; to depict the nature of a safety council meeting in which pupils from the different grades participate; or to illustrate some other pupil participatory exercise. Frequently, a number of teachers and
classes unite in these undertakings - for example, in the preparation of a safety play the English classes write the parts; the art classes plan the simple stage settings; the sewing classes make the costumes, while the auditorium teacher has the general supervision of the whole affair.

Up to the present time, the work of the Safety Education Department in Detroit has been confined chiefly to the elementary schools where the need seems greatest and the field most fertile. However, plans are under way for the gradual extension of safety instruction and activities into the intermediate schools, where pupils who recently graduated from the elementary grades have of their own accord organized safety patrols that are rendering good service. A revised and simplified form of the traffic code is being prepared for use in the social science classes, as that form of instruction seems most practical and interesting for use in the intermediate schools.

Mention should be made of a special form of safety education that has been carried on by the Detroit Board of Education for ten or twelve years. The Department of Vocational Education publishes each year a small handbook of instruction for teachers in that department. This handbook states the safety rules that each teacher should know regarding the use and safeguards of power machinery and of the equipment of classes in domestic science and domestic arts, such as gas stoves, electric irons, sewing machines, etc. In addition, each boy taking machine shop work is furnished with a copy of "Accident Prevention in the Machine Shop," another handbook published by
the same department. Thus, a very practical and necessary form of safety instruction is carried on in all vocational and trade classes. These are for the most part located in intermediate and high schools. In this way a valuable contribution is being made to the problem of safety in the industrial world which the boys and girls of the vocational classes are preparing to enter.

At the beginning of this chapter the author stated his aim for the chapter. Briefly, this aim was to present to the reader some definite detailed views of current practices of safety education as followed in actual life situations, in present day school systems. This, the author has done in ten specific cases, namely: Toledo, Ohio; Grand Rapids, Michigan; Louisville, Kentucky; Syracuse, New York; St. Paul, Minnesota; Portland, Oregon; Park Ridge, Illinois; Kansas City Missouri; Los Angeles, California; and Detroit, Michigan. From these digests of different individual city's plans a knowledge is gained of the general scope and practice of safety education as it is being followed in present day school systems. A complete summary of these different methods and practices will be made in the following chapter.
CHAPTER X
SUMMARY AND CONCLUSION

In the foregoing chapters of this investigation the author presented material to show that safety education as a movement was an outgrowth of man's social needs. Material was presented to point out the fact that in a primitive society or among peoples with simple industrial interests hazards which endangered the conservation of life and limb existed. The fact was then pointed out that as the economic life of man became more complex accident hazards increased to the extent that certain men of industry started a movement toward decreasing the number of accidental fatalities which were occurring each year in the field of industry. The activities of the organized movement were then used by the author as the background of this investigation; namely, The Rise and Development of Safety Education within the Public School systems of the United States. Data were then furnished to give a comprehensive view of the status of safety education within public school systems as well as to give detailed accounts of actual life situations of safety work as it is being carried out in individual situations today. These investigations warrant the following conclusions:

I. It is evident that many public school
Educators are beginning to recognize safety education as an integral part of the modern school curriculum.

II. From this investigation the statement is warranted that emphasis is being placed upon safety organizations, particularly in regard to the "School Patrols or School Policemen."

III. It is evident that the "School Patrols" are lending a great deal of assistance toward keeping the spirit of enthusiasm for safety alive and functioning. Moreover, the use of patrols and councils for safety work gives a good contact with the police department and an opportunity for pupils to assume the responsibility of protecting others.

IV. In some cities the patrols are under the supervision of teachers or principals. In other cities such as Detroit a special supervisor of safety is in charge. In a majority of schools studied the patrols are selected by principals or sponsors.

V. There seems to be no uniformity in the administration of safety education among cities nor among schools within a city. In general three methods of administration are being followed. These are:

1. Safety as an individual subject is being taught.

2. Safety as a subject is being correlated with other school subjects.
(3) Safety as a subject is being taught through the organization of extra-curricular activities such as junior safety councils, school-boy patrols and safety clubs.

VI. Although there has been a decrease effected in the total accidental death rate (excluding automobile fatalities) since the beginning of organized safety education in the United States in 1912 the study indicates that there still remains a great deal of work to be done in the way of safety education within our public schools. Obviously the dangers of our environment are constantly changing and the recommendation is made herewith that school curricula should be organized primarily upon a basis of local needs, to meet these dangers.
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Organization.

(a) PLAN: The School Safety Committee is composed of two representatives and two alternates, each classroom, also a group known as the Safety Council.

(b) REPRESENTATION: The representatives, a boy and girl, are chosen by popular election from each classroom and wear the insignia.

(c) ALTERNATES: The alternates, a boy and girl, are chosen from each classroom of the same sex but in the exact manner as the representatives are elected. They wear no insignia.

APPENDICES

(d) PATROLS: The patrol members of the Safety Committee, whereas a sub-committee of the school is committed by the principal because of their ability and importance, each year they are called upon to select from among the pupils who have good character and dependability. They wear no insignia of office.

(e) TERM OF OFFICE: The term of office of the patrol Safety Committee is one-half a school semester.

(f) CERTIFICATION BY SERVICE: At the expiration of the term of office, every representative and alternate who has served on the Safety Committee will receive a Certification of Service. The presentation of these certificates should be made in a dignified and impressive manner by means of an assembly of pupils or an assembly of representatives and principals.

Membership.

Every child in the grades which are to be represented on the School Safety Committee is eligible for membership.
APPENDIX A

A SAFETY MANUAL FOR SCHOOLS

Organization.

(a) PLAN: The School Safety Committee is composed of two representatives and two alternates from each classroom, also a group known as the Safety Patrol.

(b) REPRESENTATIVES: The representatives, a boy and girl, are chosen by popular election from each classroom and wear the insignia.

(c) ALTERNATES: The alternates, a boy and girl, are chosen from each classroom at the same time and in the same manner as the representatives are chosen. They wear no insignia of office.

(d) PATROL: The patrol members of the Safety Committee, which compose a sub-committee of the same, are appointed by the principal because of their fitness for the important work which they are called upon to do. They are chosen from among the pupils who have qualifications for leadership and dependability. They wear upon their left arm the insignia of office.

(e) TERM OF OFFICE: The term of office of the School Safety Committee is one-half a school semester.

(f) CERTIFICATES OF SERVICE: At the expiration of the term of office, every representative and patrolman who has served on the Safety Committee will receive a Certificate of Service. The presentation of these Certificates should be made in a dignified and impressive manner before an assembly of pupils or an assembly of parents and pupils.

Membership.

Every child in the grades which are to be represented on the School Safety Committee is eligible for membership.

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1. Quoted directly from "School Safety Committee Organization Plan": Public Safety Department: Automobile Club of Southern California, Los Angeles.
Qualifications.

Every candidate for representative and every patrolman appointed is required, before taking office, to pass an examination upon the safety code, such examination to be given by the Principal or some one designated by the Principal.

Safety Code.

I. I do at least one good turn for safety every day.
II. I warn little children and aged people of dangers and assist them to avoid accidents whenever possible.
III. I keep to the right in halls—on walks, stairs, and street.

At School

IV. I walk on stairs, taking but one step at a time.
V. I use playground apparatus properly and see that others do the same.
VI. In a baseball game I stand away from the batter and never throw or unnecessarily swing a bat.
VII. I never throw stones, as it is a dangerous and useless habit.

At Home

VIII. I put things away after using them in order that they may not cause a fall.
IX. I never put things in my mouth about which I do not know, and I warn small children of this danger.
X. I never play near open fires and I never leave a lighted match or bonfire until I am sure that it is out.
XI. I never play with electrical appliances and remember that any wire may be a live wire.

On Street

XII. I cross the streets at corners only, looking both ways before leaving the curb.
XIII. I never ride my scooter or coaster wagon across or in a street.
XIV. When alighting from a street car I always wait until it has stopped, look sharply for approaching vehicles and then alight facing the front.
XV. I wait until I can see that it is safe before crossing behind a street car, automobile, wagon or other vehicle.
XVI. Where there are no sidewalks, and I must walk in the highway, I always walk on the left side so that I will face the approaching vehicles.
XVII. I never play or run in streets.
XVIII. I always remove my roller skates before crossing streets.
XIX. I never beg rides or steal rides on street cars, automobiles, wagons or other vehicles.
General Duties.

Committee

The duties of the School Safety Committee are:
1. To attend all meetings of the Safety Committee.
2. To act as members of sub-committees.
3. To be considerate at all times for the safety of all children, especially those who are younger.
4. To assist the principal in every way he or she may direct, not only in matters pertaining to safety but also in any other manner possible.
5. To perform all duties to which they may be assigned by the principal or president of the committee.
6. To help spread the educational message of safety and accident prevention, obey all safety rules, and help the school in every way by setting a good example.

Representatives

The duties of the representatives are:
1. To wear at all times during their term of office the insignia of the representative.
2. To represent their classroom in the Safety Committee meetings.
3. To report the proceedings of the meetings to their respective classroom.
4. To create and maintain among their constituents a standard of good conduct.

Alternates

The duties of the alternates are:
1. To participate in any discussions at meetings without the privilege of voting.
2. To automatically fill a vacancy which may occur in representation from their classroom.
3. To perform any duties to which they may be assigned.

Patrol

The duties of the patrol are:
1. To this group shall be assigned all problems pertaining to school traffic.
2. To have regular meeting dates for consideration of problems concerning their special activity.
3. To present at each meeting of Safety Committee, report of its activities.
4. To perform all duties to which they may be assigned by the principal and patrol chairman. (Which office shall
have been elected by this group or appointed by the principal).

5. To wear the insignia of the patrol at all times during their term of office.

Installation

Before taking office or attending a regular meeting, the representatives and patrol should be formally installed in an impressive manner before an assembly of students or parents and students. The installation should include the flag salute followed by the repeating of the Safety Committee Pledge in concert by the entire committee.

Pledge

I will work for the safety of others as I would want them to work for my safety;
I will be careful, all the time, everywhere;
I will not take unnecessary chances of getting hurt, and will warn others against so doing;
I will in no way, by my own acts, do anything which might result in injury to others;
All this I will do for the sake of humanity and the honor of my school;
I will always remember, even after my term of office is over, that, as a member of the Safety Committee, I took this pledge, and will always practice safety.

Officers and Duties

Immediately following their elections and installation, the principal, or someone designated by the principal, will call a meeting of the committeemen for the purpose of electing from their members a president, vice-president and secretary.

Duties of the officers are:

President
1. to preside over meetings.
2. to appoint all sub-committees.
3. To perform all other duties pertaining to the office of president.

Vice-President
1. To preside in the absence of the president.

Secretary
1. To keep the minutes of all meetings, all records of the committee, and handle all correspondence.
Meetings

The School Safety Committee will meet once each week at a regularly designated place and hour. The principal to act as a faculty advisor, shall be present at all meetings.

Suggestions for Organization

When starting a School Safety Committee in many instances it has been found advantageous to first present the plan and idea to the grades from which the representatives and patrol are to be chosen, showing the insignia of office, certificates and all other material used in the organization. (Upon request these materials will be furnished gratis by the Automobile Club of Southern California). This action obtains their fullest support, cooperation and enthusiasm in making the organization a success. An organization composed only of the upper grades has been found more effective than one in which the primary children are included, i.e., fourth, fifth, and sixth grades in a school of only six grades, or fifth, sixth, seventh and eighth in a school of eight grades.

By thus confining the Safety Committee to the upper grades, is created immediately an additional responsibility for the care and safety of the children in the lower grades. Great emphasis is given to the thought that the Safety Committee is a democratic and not an autocratic organization, that the members are not dictators but helpers, being always ready to help protect the boys and girls in every possible way from both physical and moral dangers.

The importance of the position of the Safety Committeemen is impressed upon the entire school at the time of installation, which is made a ceremony of great importance. The formality of taking the Safety Committee Pledge before the assembly very forcibly impresses upon the Committeemen and the school the honor, the seriousness and the responsibility of the Safety Committee.

As the foregoing shows, it is possible to make the installation an event to be remembered. An important fact in regard to the School Safety Committee is that it is not a "make-believe" organization, it is not an imitation; it is real, with real objectives. This fact is readily appreciated by the pupils with the result that the interest is sustained throughout the entire year.

Conduct of Meetings

That the meetings may have the greatest possible value, the following Order of Business is suggested:

Order of Business:

1. Meeting called to order by president.
2. Rising and saying of Safety Pledge by all members, in unison.
3. Minutes of last meeting ready by secretary.
4. Report of all sub-committees, for example: Inspection, Publicity, etc.
5. Report from committee members on accidents which they have seen, heard or reported. This discussion should include suggestions for prevention of the recurrence of such an accident. In the case of a serious injury to a pupil of the school the committee may find it advisable to appoint a special sub-committee to make a detailed investigation and report at the next meeting, which report at the meeting should then be made available, with recommendations, for the entire school.
6. Report by Patrol Captain of safety violations by pupils of the school.
7. Disposal of cases.
8. Two "two minute" talks on some phase of safety by committee members, appointed by the president at a preceding meeting.
9. Appointment of two members to talk at next meeting, and assignment of their subjects.
10. Discussion of old and new business.
11. Rising and saying one section of the Safety Code in unison.

(The discussion of accidents, under Number 5, considering how they could have been prevented, is a very important part of the Order of Business as is also the "two-minute" talks which is Number 8 in Order of Business. The talks or discussions brought out under these items should be designed to bring out positive or "do" suggestions rather than "don'ts" or negative suggestions.)
APPENDIX B

A LIST OF SAFETY FILMS FOR

SCHOOLS.

For Elementary Schools

Ask Daddy. National Safety Council, Chicago. Two reels. Standard and narrow stock. $10.00 daily rental to members. $15.00 daily rental to non-members. Deals with home and street safety. Shows the dangers of modern life in contrast with those of cave man.

Be a Goose. Automobile Club of Southern California, Los Angeles. One reel. Standard and narrow stock. $1.50 daily rental or $5.00 weekly rental. A series of accident hazards and safety episodes based on traffic accidents.


The Man at the Throttle. Y. M. C. A. Motion Picture Bureau, 120 West 41st Street, New York. One reel. 35 minute non-flammable stock. Free. A ride beside the engineer of the Twentieth Century from New York to Albany.
- Forest Fires - one reel
- Trees of Righteousness (story) - three reels
- Good Turns for our Forests - one reel
- Red Enemy - two reels
- Trees of Tomorrow - two reels
- What the Forest Means to You - two reels
- Forest Green and Forest Gray - one reel

Through the Ages. Castle Films, 630 Ninth Avenue, New York.
- One reel 35 mm. non-flammable stock. Free

Fire prevention film made by National Board of Fire Underwriters.

When Trees Talk. Castle Films, 630 Ninth Avenue, New York.
- One reel 35 mm. non-flammable stock. Free

Forest fire prevention.

Film Strips. Safety film strips of interest to elementary school students may be purchased at 9 cents a frame or about $2.50 per strip, or rented for a nominal sum from the National Safety Council, 20 North Wacker Drive, Chicago, Illinois. Their titles are self-explanatory.
- #30 Child Accidents in the Home
- #34 School Boy Patrol
- #38 Safety in Bicycle Riding


Elementary School Safety Series. - 60 slides on accident prevention.

For Secondary Schools

The Cross-Road Puzzle. American Automobile Association, Mills Building Washington, D. C. Two reels, 35 and 16 mm. non-flammable stock. $10.00 daily rental.
An actual motor journey across the country depicting the hazards of traffic due to congestion and lack of uniformity in regulations.

The Verdict. National Safety Council, 20 North Wacker Drive, Chicago, Illinois. Two reels, 35 and 16 mm. non-flammable stock. $10.00 daily rental to members - $15.00 daily rental to non-members.
Story depicting the speeder, the jay-walker, the heedless driver, etc., before the Court.

Shows the latest and approved methods of rescue and resuscitation, including first aid as practiced by Boy Scouts.

What Price Recklessness. Center Cinema Producing Corporation. 551 Fifth Avenue, New York. Two reels, 35 mm. non-flammable stock. $5.00 daily rental.
Shows the results of careful and conscientious training versus irresponsible carefree type.

Fire.
Through the Ages.
The Man at the Throttle (See list for Elementary Schools)
Forest Fire Films
When Trees Talk

First Aid to the Injured. Bray Productions Inc. 729 Seventh Avenue, New York. Two reels, 35 mm. Free.
Lessons in first aid for home use.

Shows in realistic fashion the adventures of a good-natured but reckless truck driver, until death of a little girl teaches him the lesson of safe driving. Effective without being gruesome.

Goofs. Automobile Club of Southern California, 2601 South Figueroa Street, Los Angeles, California. One reel. 16 and 35 mm. non-flammable stock. Rental $5.00 daily.
Shows a series of automobile accidents that have actually occurred.

Artificial Respiration. Loucks and Norling, 245 West 55th street, New York. One reel. 35 mm. non-flammable stock. $5.00 daily rental.
Film shows in practical fashion how to revive persons from drowning and from asphyxiation by gas and electrical shock.
Film Strips. (See List for Elementary Schools).

Additional Strips -
#27 Home Safety
#32 Safe Housekeeping Practices

Stereopticon Slides. (See List for Elementary Schools).

Additional Slides -
Safety in Transportation - 50 slides on the development of safety in aviation, water and railroad transportation.
APPENDIX C

PRESENT STATUS OF THE NATIONAL SAFETY COUNCIL.

The National Safety Council is a non-profit, non-sectarian organization free from political affiliations. The fundamental purpose of the Council is to conserve human life. It seeks this goal through a continuous campaign of accident prevention that is nation-wide in scope, applies to all lines of hazardous activity, and directly or indirectly reaches all types and classes of people. A National Safety Congress is held once a year.

The work of the National Safety Council is divided among several main divisions. They are the Industrial, Safety, Public Safety, Industrial Health and Education Divisions. The staffs for all but the Education Division are located in Chicago. Each division has a volunteer vice-president in charge of its activities and a paid director. The Education Division is located in New York because Mr. A. W. Whitney, the vice-president is in New York and since he supervises the educational work it is best to have the office where he is.

While for the most part the council is supported by membership, it also receives each year several contributions for special work. The National Bureau of Casualty and Surety Underwriters contributes $35,000 to the council.

1. Quoted directly from a statement prepared by the Educational Department of the National Safety Council, New York City, New York, 1931.
each year to be used for the support of the Education Division. Mr. A. W. Whitney is an Associate Manager of the National Bureau of Casualty and Surety Underwriters.

The Education Division is concerned primarily with child safety and confines its work to the school child and those responsible for the educational program of the child. It assists school departments in developing local plans for carrying on a regular safety program in the schools. It works with teacher associations and teacher-training colleges or normal schools. It also works with such organizations as the National Congress of Parents and Teachers, the National Playground and Recreation Association, Boy Scouts, Girl Scouts, etc. There is a field secretary who travels all over the states. She addresses teachers meetings, assists in the preparation of courses of study, investigates the local child accident problem and suggests prevention work suitable to the locality. Through correspondence the division is also able to answer about 5,000 inquiries a year for material and special information.

In order to further assist the teacher the division publishes a variety of materials suitable for teaching children of different ages. In general safety is correlated with other subject matters such as English, civics, geography, science. Much is accomplished through club work and special activity committees in the school. The most popular publication is Safety Education Magazine. This is now going to over 11,000 teachers. Fifty thousand safety posters and outlines
of study are printed and distributed each month. In addition to this there are manuals for the teacher, special posters and a number of plays.

Figures prepared by the United States Bureau of the Census show that if the accidental fatalities of children had increased during the last seven years at the same rate as the accidental fatalities of adults, there would have been over 3,000 killed in accidents other than traffic who are now living. In other words the effect of educational activities among children largely self-educative but also largely helped by organized efforts through the schools, appears to be a saving of 6,000 lives a year.
SAFETY PLEDGE

TOLEDO SAFETY COUNCIL

TOLEDO, OHIO

This is to certify that
jointly with Parent or Guardian has signed
the Safety Pledge for the protection of human life.

________________________________________
Parent or Guardian

We hereby solemnly pledge that we will at all times to the best of our ability, studiously cultivate, carefully observe, and actively practice all safety precautions to the end that the appalling sacrifice of human life and unnecessary suffering caused by carelessness may be stopped - and the streets of Toledo be made safe.

Mail Parent or Guardian Address
APPENDIX D

MISCELLANEOUS TYPES OF SCHOOL SAFETY MATERIALS

I. AN EXAMPLE OF A SAFETY PLEDGE