HOW CAN WE WIN THE BATTLE OF TRANSPORTATION?

A Discussion Leaflet from the Office of War Information

For the use of teachers, speakers, discussion leaders, and others interested in solving the problem of wartime transportation in their own communities.

Discussion Guide No. 6

The Nazis and Japanese did not have to invade our shores to strike us at home. On one side of the world the men of Nippon cut off our rubber, while on the other the German U-boats were sinking our tankers and cargo ships. This "pincer" movement has had an effect similar to bombing, though without civilian casualties: we have had to build factories; we have had to use substitutes; some of our homes have been under-heated. In order to prevent our losses of materials and shipping from holding back war production, we have had to take strong measures of self-denial; we have had to invent new ways to get along with what we have left.

The place we were hurt first was our transportation system, which is to the life of this country what legs are to an individual. We are, in a sense, still counter-attacking in the battle of transportation—a battle in which every American has received blows and is fighting back. Now is a good time to look at the fight and find the answer to three questions: What needs to be done about personal transportation? What is being done? What more can we do?

The answers will, to a certain extent, be different in each community. The transportation problem is shaped by the life and work of the people. A discussion of this problem should help people to arrive at the answers that are tailored for them.

What Would Happen Here (in this community) If Most of the Private Automobiles Stopped Running Altogether?

In Peoria, Ill., the people tried an experiment that gave them a glimpse of the future if worse should come to worst. A little over a third of the drivers voluntarily left their cars in the garages on Tuesday, November 24, 1942. All over town that morning, working people—from ditch diggers to bank presidents—were getting up half an hour or more earlier than usual so that they could walk to work. The crowded downtown sidewalks looked like a parade; 19 percent more pupils were missing from school than had been absent the Tuesday before.

The Peoria "car-less" Tuesday was only a hint of the trouble that would come if most of the cars went off the road.

Some recent events show even more dramatically a few of the things that would happen in an America without cars. Late in January 1943, a heavy snowstorm weighted down the nets which camouflage the parking lot at a certain airplane factory. Because the lot could not be used the workers could not come in their cars; there was no other way for them to get to work; the plant shut down.

At a certain plant on Long Island, car-sharing arrangements had not been worked out by the winter of 1942–43. No extra busses could be put on the line serving the district. Workers at that plant lined up in a queue three blocks long to wait for the bus. Some of those who left at 5 did not get home until 9 o'clock.

The United States has arranged its homes, factories, and stores in such a way that transportation by private automobile is the most efficient transportation for most people, and the only transportation for millions.

In normal times only about 15 percent of American workers get to their jobs in streetcars and busses. We simply do not have enough public passenger-carriers to haul us. Without private automobiles most of us would either have to walk or stay at home. And many live so far from jobs and from the places we must visit on business that walking is out of the question.

Neither our enemies nor our allies normally depend on automobiles as we do. In no country beside ours does a large proportion of the workers own cars or ride to work in them in

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peacetime. For this reason Japan (to take the most striking example) has been able to stop all travel by private automobile. Our problem is different because mass production has made the products of industry available to most of the people.

From the time the Japanese took our rubber supply it has been clear that the Nation had to keep its tires from wearing out until synthetic rubber plants could produce the materials for recaps and new tires. The Baruch Committee, a group of experts headed by the president of Harvard University, the president of Massachusetts Institute of Technology, and Mr. Bernard M. Baruch, who was in charge of war production during World War I, estimated that our tires will see us through if the average car goes only 5,000 miles a year instead of the 9,000 miles it runs in normal times. Gasoline rationing seemed to these experts the simplest, fairest, and most effective way to save tires. If you have only a limited amount of gasoline, you simply cannot wear your rubber out as fast as usual—except by downright abuse.

In spite of the fact that it changed the habits of millions, gasoline rationing is rapidly proving its effectiveness. By February 1943 average driving had dropped to a rate fairly near the 5,000-mile-a-year goal. In the 17 eastern States alone, over 150,000,000 tire miles are being saved each day.

In addition, tire inspection and the 35-mile speed limit will enable the Nation's tires to run thousands of miles farther than they would under usual conditions. In the first 2 months of the tire-inspection program, 400,000 tires were given repairs they would not otherwise have had and thus were saved from the scrap heap. Careful driving and intelligent upkeep mean that the cars themselves—which cannot be replaced until the war's end—will last longer.

It appears now that, as a result of growing citizen cooperation, enough of our private automobiles will still be running to keep the Nation going when we reach the low point in our rubber supply.

That point will come in the winter of 1943–1944. Stocks of natural rubber will be all but exhausted. Most of the tires already manufactured will have been issued to those who need them most. The synthetic rubber plants now building will not be in full production. The number of tires still in condition to be recapped will have shrunk.

From now until mid-'44 is the critical time. Every tire that can be made to last even a few weeks longer will be doing its part to thwart the Axis plan to wreck us on the home front by taking the rubber on which American life rolls.

Even when synthetic rubber plants come into production we will not be able to drive as usual. Our aging cars will have to be nursed along. The more our war production grows, the greater our military use of rubber becomes. The synthetic rubber produced in 1944 will have to be carefully rationed and used almost entirely on wheels that must turn.

Furthermore, transportation difficulties will almost certainly continue to restrict driving. A Flying Fortress uses 2,000 gallons of gasoline on a flight over the Continent, gasoline that must be shipped from the United States. The use of tankers in carrying military fuel across the ocean—plus sinkings by submarine—has thrown a tremendous burden on the railroads. It is impossible for the Nation's tank cars to carry all the gasoline we civilians want and all the fuel that people in cold climates need. The Nation has had to choose between pleasure driving and adequate heat for homes in cold climates.

To keep America going efficiently till the war ends, driving must be limited to necessary trips.

What Is Necessary Travel?

At Christmastime last year we passed one great test of a free people to meet the problems of war. Railroad men and bus-line operators, as well as officials of the Office of Defense Transportation, were gravely worried about what would happen if people traveled as usual. In peacetime, Christmas travel usually fills all of our 7,000 sleeping cars and most of our day coaches as well. But today, half of

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our sleeping cars and over 15 percent of our day coaches are needed to carry troops on duty.

There had been serious talk of travel priorities. But it was decided to ask us not to travel at Christmastime and see how much we were willing to sacrifice voluntarily. We "stayed at home in crowds." Space on trains and busses was available for all the "necessary" travelers—for the businessmen and technicians who took no holiday but went where their wartime duties took them. There was room for all the fighting men who had Christmas furloughs—many of whom would have been stranded at camp or at some way station if all of us had traveled "as usual." Those who really needed to travel got to their destinations and back in spite of the fact that our railroads carried approximately 2,000,000 troops that month, not counting the men on leave.

Travel priorities on railways and bus lines are not likely to be imposed at this time, for it seems clear that most of us realize that we cannot travel as we please and that we must leave enough room for the fighting men and the people who must travel on war business.

In deciding whether to travel or to stay at home, everyone's conscience is his guide. To help in making the decision, the Office of Defense Transportation suggests dividing travel into three types:

Necessary—travel that will help win victory at the front and keep us efficient at home. Necessary travel includes: military travel, including furloughs, official and company business, urgent family business, family emergencies, and trips to doctors, dentists, hospitals.

Permissible—travel that may sometimes be necessary to keep the life of the country going efficiently. Permissible travel includes: visits to service men, necessary shopping trips, and vacation travel from home to the place where one spends his holiday, and home again.

Nonessential—travel that cannot in any way help us to win the war. Nonessential travel includes: social visits; trips to sports events, theaters, fairs; unnecessary shopping trips; tours, including vacation excursions; and trips to conventions, trade shows.

Have We Done All We Can to Get Along Without Train Trips? Without Bus and Boat Trips? Without Trips By Automobile?

Even though we were to make greater sacrifices than those we are asked to make, most of us would travel farther in 1943 than did the average American of 75 years ago. It is necessary that we should.

We are not softer, nor more helpless nor more selfish than our forefathers. To keep the Nation going we have to move about, for modern America has built its life, its work, and its leisure on swift, cheap, plentiful transportation. To get along on the means of transportation war has left us means learning to live as our ancestors did, but with modern adaptations.

For example, the American Bankers Association and other organizations have given up their large annual conventions and publish a "convention in print" which contains the speeches and resolutions that a person would have heard had the meeting been held. A manual on this way of doing without travel has been published by the Graphic Arts Victory Committee, National City Bank Building, Madison Avenue at 42d Street, New York City. It is called "How to Hold Your Convention by Mail," and may be obtained free of charge.

All over the country, communities are finding that local speakers have a lot to say and rapidly develop the skill to interest and please an audience. Now that Government speakers are being told to travel less, and communities are requested not to ask for them, local speakers have a duty to the country—and local audiences owe them an attentive hearing.

The place you live is going to be more important in every way. You now stay there most of the time. There is not much, in the way of entertainment and improvement, that can be brought in from outside. The happiness of a community, and the way in which the community comes through the stress and strain of war, depend on what the people, working through their own societies and organizations, are able to do for themselves with what they have at hand to work with.

War has also brought to neighborhoods and

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families the same need for self-reliance and initiative in developing what lies close to home. Parks and resorts are often too far away to be used, now that driving is limited. Many sources of education and amusement are drying up. The big, shaded vacant lot up the block; the attic that can be turned into a game room; the outdoor play equipment lying neglected in somebody's yard; and above all, the creative spirit of those who belong together will do a great deal to prevent our necessary sacrifices from causing unnecessary hardships.

Are We Sharing Our Cars As Much and As Efficiently As We Can?

Doing without transportation is a purely defensive way of dealing with the transportation problem, and defense is never enough. We have therefore attacked the problem by striving to make the most of every vehicle we have. Since about 85 percent of us normally get where we are going by automobile, it is just as important to "keep 'em rolling" at home as to "keep 'em flying" at the front. The most important single way for the citizen to help in this is to use all the space in his car when it must be on the road.

A car-sharing arrangement that makes it possible for each person to drive only one day out of four, will make four sets of tires last nearly four times as long. And it will greatly lengthen the life of the cars themselves. When several people who do not own cars ride regularly with a person who must drive to work, the service to the Nation may also be great. For in many places the crowds that swarm onto the busses and streetcars are greater than can be carried efficiently; people wear themselves out getting to and from work and all too often arrive late. If all the people who ride a lightly patronized line can be transported by automobile, the busses and streetcars can be moved to a line where they will be filled to capacity.

Though many people know these facts, the average number of passengers per automobile is only a little more than in peacetime; the figure has risen from 1.69 to about 2.1 passengers per trip, including the driver. In one town the average persons per car-trip is 4.7—the highest in the country.

Your Local War Transportation Committee (usually a part of the Defense Council) may know what your community record is. If not, it is fairly simple to find out. The method used in most places is to station volunteers on certain street corners at certain times of day and have them note down the number of cars and the passengers in each. The Local War Transportation Committee is responsible for having the figures analyzed. The job itself can be done by the Chamber of Commerce or some other organization or business concern accustomed to handling such work.

It is important to find out the average number of passengers per car at different times of day and in different sections. For by so doing it can be known which people are sharing their cars and which are not. It has been found in many places that workers in war plants are sharing their cars most often; sometimes the average number carried to and from work is four or more. Women and drivers going on errands are sharing their cars the least; they are likely to be driving all alone. Businessmen and white-collar workers are not doing nearly as well as the factory workers.

For best results, it is wise to seek competent advice in choosing the corners from which the count is made, and to lay out the forms on which cars and passengers are noted down.

As the national figures show, ride-sharing has been much easier to organize among people who work together than among others. The reasons are clear enough; the place where the driver is going is the place everybody wants to go at the same hour; the ride-sharers can easily be gotten together, and are likely to be acquainted with one another. It is often possible to find in one neighborhood several persons who are going to the same part of town at the same hour and who are acquainted with one another. The Office of Civilian Defense has asked Local Defense Councils to promote ride-sharing through their "block leaders."

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Have We Done All We Can To Get Along Without Deliveries From Stores?

The cold fact is that, as a whole, our trucks must travel 40 percent less per month than in peacetime to meet the current rubber shortage and to save vehicles and manpower. "Over-the-road" miles cannot be reduced to any great extent, for the truck travel saved by greater efficiency is being used up in hauling the products of increased war production. Therefore, every possible mile that can be saved now in delivering goods to homes means that deliveries can be kept up longer.

There are three ways in which methods of cutting down delivery-truck miles directly affect the private citizen:

1. The number of articles delivered can be cut down even further than at present, which means that people will have to take more parcels home themselves.

2. Many more "personal" delivery services can be ended. No one should phone for a pint of ice cream or dinner groceries and expect to receive them within the hour; such individualized service wastes trucks.

3. The number of deliveries can be cut down, as has been the case with milk, which means that people will have to plan further ahead and store necessities, unless they want to go and fetch for themselves.

The citizen can help in several ways in the program to make delivery trucks last longer:

1. Merchants who have depended on prompt, "personalized" deliveries to win and keep customers will be hard hit by truck-saving. It will help if they are reassured that their patriotism will not cost them the good will of their customers.

2. The number of deliveries can be most easily cut down if trucks are able to deliver a large quantity of goods to one neighborhood on a single trip, rather than delivering small quantities on several trips. Customers can help by pooling their orders. One way of doing this is to appoint one person to telephone in the orders for a group of neighbors. Another way is to cooperate with the stores in working out arrangements whereby neighborhoods do all their ordering on certain days.

Citizens can help themselves to get around the difficulties caused by fewer deliveries. The simplest way is to shop during the middle of the day when the streetcars and busses are not crowded with workers. Other methods depend on cooperation. For example, many groups have worked out share-the-ride shopping trips, several people riding to a shopping center in one car. Time, energy, and wear-and-tear are saved when such expeditions are made systematically, and several cars used in rotation. Likewise, people who drive to work or on other necessary business can often pick up orders for others. This method is not too inconvenient if orders have been telephoned in and the purchases are ready for the driver when he arrives at the store.

Are Delivery Trucks Being Used as Efficiently as Possible?

The next great step in prolonging the life of our trucks is to pool them. There are two general methods for doing this: (1) Several firms can interchange trucks, each hauling goods for the others, and (2) a separate organization which operates, services, and routes the trucks for the benefit of all can be set up along the lines of certain well-known parcel services.

Successful truck pooling depends upon patriotism, common sense, and ingenuity on the part of all who have goods to deliver. It also depends to a certain extent on the public, which must understand truck pooling and the reasons for it.

Are the Local Streetcar and Bus Systems Being Used as Efficiently as Possible?

In 1940 Americans traveled 498 billion miles by automobile, but only 27 billion miles by streetcar and 21 billion miles by bus. Today, travel in busses and streetcars has risen—partly because of the rubber shortage; partly because millions of new workers have gone into industry; partly because so many people have moved to centers of war production. Populations have doubled and trebled. Yet the streetcars and busses are the same ones—for the most part—which served the smaller populations of peacetime. In Charles-

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ton, S. C., busses and streetcars are now carrying seven times as many people as in peacetime; in Wilmington, N. C., six times as many; in San Diego, Calif., four and one-half times as many; in at least ten other cities, twice as many. In every city public vehicles are crowded to the limit.

The transportation companies of the Nation are doing their best. Their goal is to get people to and from work as quickly as possible, with the least fatigue, and to make the streetcars and busses last as long as possible, for there can be few replacements until the war ends. They cannot get the most out of their equipment unless the people understand what the situation is and what changes must be made to meet the emergency.

The chief way of making a crowded transportation system more efficient is to "stagger" hours of work. In peacetime, when most people go to work at the same hours and quit at the same hours, two-thirds of the streetcars stand idle most of the day. A carefully-worked-out plan by which various groups of people go to work at different times has the same effect as adding a large number of cars and busses; three to five times as many people can be carried. It is sometimes helpful, also, to change school hours.

These "stagger" plans have been adopted in many places, and will be adopted in more. They cause some inconvenience, but not nearly so much as standing in the rain while bus after filled bus goes by—as happens in crowded places where "staggering" has not gone into effect.

Here are ways for making streetcar and bus service more efficient, as recommended by the U. S. Office of Defense Transportation. All may not fit the needs of your community, but some will be helpful in any case:

1. Skip stops.
2. Diversion of passenger traffic from vehicles requiring rubber to those operating on rails.
3. Operation of shuttle service on outlying routes which are not heavily patronized.
4. Reduction of service in periods between rush hours, so that each vehicle will be filled.

Are We Using Our Streets Efficiently?

Here is a list of recommended methods for making automobile travel on city streets more efficient:

1. Eliminate unnecessary traffic signals and stop signs.
2. Make signal-cycles as short as possible.
3. Coordinate time signals to reduce the number of vehicle stops on main thoroughfares.
4. Revise traffic regulations (such as those governing one-way streets and parking) to facilitate movement of war workers.

In addition, the upkeep of streets is now extremely important, difficult though it may be in wartime. A pavement full of holes is not only hard on tires; it shortens the life of the cars that travel it, and may cause damage that requires repairs. A car in need of repairs may be laid up for weeks, due to a critical shortage of both parts and mechanics. These are also special wartime reasons why it is the citizen's duty to drive carefully and take safety precautions.

Is There a War Transportation Committee Here (in this community)?

There are now over 2,000 Local War Transportation Committees, organized at the suggestion of the Office of Defense Transportation, in cooperation with the Highway Traffic Advisory Committee in the State where they are located. Most of them are closely associated with the Local Defense (or War) Council, or actually form a part of it. For greatest service to the whole community, an efficient transportation committee operating as a part of an efficient Defense Council is the preferable arrangement.

The head of the Local War Transportation Committee is the Local Transportation Administrator. Under him works a committee large enough to handle the local problem. It has been recommended that the committee have members representing industry, labor, local business, transportation, city police and traffic departments, schools, civil and improvement groups. The committee should have the

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service of experts and publicity men as needed.

The Local War Transportation Committees have been asked by the Office of Defense Transportation to make traffic surveys, put "stagger" plans into effect, improve the efficiency of automobile traffic, promote car-sharing, and to carry out all recommendations which will make both public and private passenger transportation serve our wartime needs more effectively.

Local War Transportation Committees have the advice and expert help of members of State and local highway departments and of the field representatives of the Office of Defense Transportation.

Should This Group Have a "War Transportation Committee" of Its Own?

The U. S. Office of Defense Transportation and the Office of Civilian Defense have recommended that civic-minded citizens' organizations help to promote car-sharing and give what other aid in solving the local transportation problem each group is especially suited to offer.

Such organizations are natural centers for dealing with the transportation problems of their members. They are acquainted. They are brought together by some common interest such as business, children, or society, which makes it more likely that they can use their cars cooperatively. Organizations provide ready made the machinery for finding out which drivers plan to make necessary trips—to work, to school, to stores, or to attend community affairs at about the same hours. An organization provides a natural way for people to get together and keep in touch with one another. Furthermore, many organizations already have transportation committees, organized for peacetime purposes, which might now be very useful to the members and to the Nation.

It is particularly important to the person who drives a car that ride-sharing be organized effectively. No extra gasoline can be rationed unless the driver proves that he is carrying passengers, or that it is impossible for him to do so. "Plant Transportation Committees" are being organized extensively under the auspices of the OPA. They have the authority to:

1. Certify the amount of supplemental gasoline rations permitted to a worker who is driving his automobile to and from work.
2. Certify to employees supplemental mileage requirements at the time application is made for tires, to allow board to redetermine such gasoline rations.
3. Assist employees in the preparation of applications and forward these to the local boards.
4. Secure board-issued gasoline ration books, and tire, automobile, and bicycle certificates from the boards and distribute to the employees.

To aid car-sharing outside the plants, Local Defense (War) Councils may advise ration boards of the facts when a car owner, for legitimate reasons, is not able to carry a full load of passengers to and from work. It will, therefore, often be simpler for members of responsible clubs and civic organizations to get supplemental gasoline when there is a close relationship with the Defense (War) Council. An active transportation committee in a civic-minded club or organization can be very helpful to members by working out car-sharing arrangements among them—useful forms for car-sharers may be obtained from Local Defense Councils and a number of national organizations. Transportation committees also help members prepare and present applications for gasoline, tires, and recaps. Such committees will, in many instances be able to apply expert knowledge and influence indispensible in working out larger community problems such as staggered hours and more efficient use of streets.

Field representatives of the Office of Price Administration will aid in working out relations between Defense (War) Councils and local ration boards. It is most important that transportation committees in citizen organizations work in close cooperation with the Local Defense Council in order that their activities and those of the "block leaders" support one another and thus avoid confusion.

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The community is served best when an active Defense Council works out a community plan in which all organizations play their parts.

Suggestions as to how to work out ride-sharing arrangements have been published by the Office of Civilian Defense, the Office of Defense Transportation, the Office of Price Administration, as well as by many private organizations. Copies can be secured from the Local Defense (War) Council.

Sacrifice as Investment

The pleasure and convenience of normal travel which we must give up now are among the "real" costs of the war—like the meat we do not eat, and the shoes we cannot buy, these are things we cannot have while the war lasts.

But sacrifices, like most other things, can be changed into money, and a dollar will buy more after the war than it does now. America's motorcar owners saved in 1942 approximately $1,070,000,000 on gasoline, tires, and tubes alone—$53 per car owner, in many cases more than the difference between this year's taxes and last year's. In 1943 they will save considerably more.

If spent, this money will tend to raise prices, in spite of the ceilings. If put into War Bonds, it will help to defeat the enemy now and pay for trips you would like to take when the bonds come due.

SUGGESTIONS FOR READING

Progress Report No. 2. Free from the Office of the Rubber Director, War Production Board, Washington, D. C.

Report of the Rubber Survey Committee (called the "Baruch Report"). Free from the Division of Public Inquiries, Office of War Information, Washington, D. C.

Transportation and the Future, National Resources Planning Board. Free from the Division of Public Inquiries, Office of War Information, Washington, D. C.

Wartime Highway Traffic Program. Free from the Automotive Safety Foundation, 321 Tower Building, Washington, D. C.

Automobile Transportation in the War Effort, Pamphlet No. 37. Brookings Institution, Washington, D. C. Price, 25 cents.

The Crisis in Transportation, Group Report No. 7. National Planning Association, 800 Twenty-first Street, NW., Washington, D. C. Price, 25 cents.

The Rubber Crisis, University of Chicago Round Table Transcript No. 235. The University of Chicago, Chicago, Ill. Price, 10 cents.

These pamphlets are available in most libraries, or often they may be secured from Local War Transportation Committees.

MOTION PICTURES

Rubber Goes Synthetic. The story of the making of synthetic rubber and some ways of making tires last longer. 16 mm., sound, 25 min. Standard Oil Company of New Jersey, St. Paul Place and Franklin Street, Baltimore, Md.

It's Up to Us. Ways to save tires, gasoline, oil, wear and tear on car. 16 and 35 mm., sound, 11 min. General Motors Public Relations Department, 1775 Broadway, New York City.

Drive for Victory. First part of film shows how our regular sources of rubber supply have been taken by the enemy, and explains why the present rubber situation is so serious and what the future needs of our armed forces will be. Second part gives some practical "do's" and "don't's" for tire conservation. 16 and 35 mm., sound, 22 min. Sales Promotion Department, Goodyear Tire and Rubber Co., Akron, Ohio.

Battle for Oil. Stresses the strategic importance of oil in the present war. The enormous quantities of oil needed by the planes, ships, and tanks make the rich oil fields of the United Nations a most vital asset. New York University Film Library, Washington Square South, New York City.

U. S. News Review: Issue No. 2. This film contains five interesting stories. The first is devoted to discouraging unnecessary civilian travel. The others are: Mobile laundry for front-line soldiers; completion of the Alcan Highway to Alaska; jungle fighting in New Guinea; and the Marines' Hymn. 16 mm., sound, 19 min. Bureau of Motion Pictures, Office of War Information, Washington, D. C.

A limited number of copies of this pamphlet may be obtained from the Division of Public Inquiries, Office of War Information, Washington, D. C.

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