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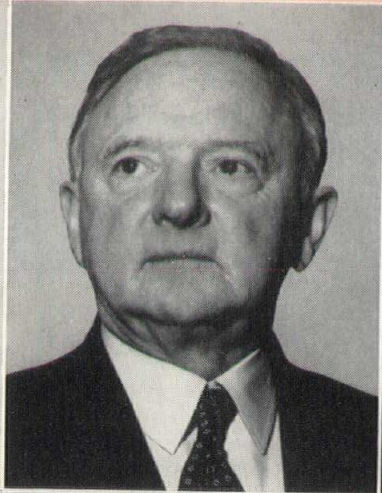
Virginia

SEPTEMBER
1956

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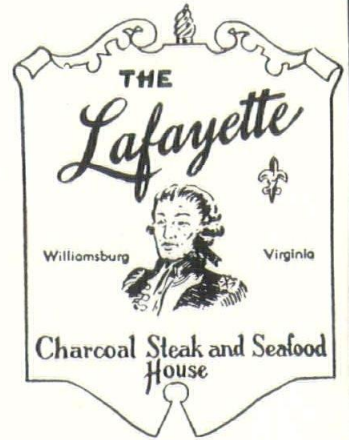
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VOLUME LXXVIII SEPTEMBER 1956 NUMBER NINE

Route 5: The Road of History

IN OUR SALUTE to the State Highway Department, VIRGINIA RECORD, with its interest in the state's historical sites, wishes to point out the curio of Highway Department achievement that combines road engineering with the preservation of physical history. That is Route 5, which winds from Richmond to the Jamestown-Williamsburg road.

Among incredibly rich associations with the past is its curious distinction of being the only road in America on which were born a president and a vice-president of the United States who were elected on the same ticket—William Henry Harrison and John Tyler, the latter who became president on the death of the former.

In their election, Harrison and Tyler gave a twist to the staid conservatism of the Virginia character by introducing into American political life the campaign-carnival replete with slogan. Harrison had been born in the luxury of Berkeley plantation when his father owned more than 100 slaves, but, seeking his own fortune in the wilds of Indiana and Ohio, he achieved his fame as the victor of a battle called Tippecanoe. When he ran for president (in 1840), as the "plain man" had then come into fashion and the Eastern aristocrats were regarded with scornful suspicion, Harrison passed himself off as a denizen of log-cabins, campaigned with picture-handkerchiefs, depicting him behind a plow, and associating virtue with humble status, invented the "log-cabin to White House" legend. Since Tyler was not only a Democrat on a Whig ticket, but was then an oc-

cupant of a plantation manor-house, these inconsistencies were covered by the alliterative value of his name, and instead of a platform, "Tippecanoe and Tyler too" became the first campaign slogan. Their birthplaces may be visited today on that Route 5 which served as the highway for, what an envious Northerner called, "the lords of the James."

The first plantations in the world developed along what became Route 5 before Plymouth Rock was settled, and at the more famous—such as Westover, Berkeley, Shirley—the early 18th century houses still stand as in the days when the plantation-masters built manor-houses as dynastic centers. Thus, along that picturesque road America's first pioneers hacked clearings out of the wilderness and America's first aristocratic society evolved from the golden leaf of tobacco and the shipping lane of the James River.

Even before the great houses, law-makers traveled the road to Jamestown to assemble in the House of Burgesses, America's first form of popular government. While Jamestown was still the capital, fiery young Nathaniel Bacon galloped the road by night to his plantation at Curles Neck, from where he led the first revolution in America (1676).

When the capital was shifted to Williamsburg, the big manor-houses began to appear, and from them the Byrds and Harrisons, Hills and Carters and Randolphs, rode in their carriages for their "season" in the charming, small town, where first-class taverns relieved the tedium of politics. Later the law-

makers traveled the shady road more somberly as they risked their estates and their lives in planning the revolution against the Mother Country and, declaring Virginia independent, instructed their delegates at the Continental Congress to declare for independence and a confederation of the colonies.

The sandy-haired young Virginian who drafted that Declaration had many times traveled Route 5 in the courtship of the young woman who became his wife. A contemporary of his, "Light Horse Harry" Lee, also traveled that road on romantic journeys, and married the Miss Carter of Shirley who became Robert E. Lee's mother.

During the Revolution, the hard-bitten British regulars, commanded by the traitor Benedict Arnold, used Route 5 for their raid from Westover to Richmond, then the capital; and during the later War of the Confederacy, McClellan's vast hordes swarmed over the road in their retreat from the gates of Richmond to safety at Berkeley, where the Union gunboats and transports used the wharf from where the Harrisons once shipped to England.

Route 5 is a thread not only through Virginia's but America's history, and the Highway Department is to be congratulated for making the road convenient for modern methods of transportation while preserving the evocative charm of its natural course.

COVER NOTE: Inset on the cover photograph of Route 60 are three gentlemen who have contributed greatly to Virginia's highway and motor vehicle systems. They are left to right: Senator Harry F. Byrd, long-time advocate of the "pay-as-you-go" plan for state highways (photo, TV & Motion Picture Productions, Inc.); James A. Anderson, present State Highway Commissioner (Foster Studio), and Chester H. Lamb, present Commissioner of the Division of Motor Vehicles (Dementi Studio). U. S. 60 photo, courtesy of the Highway Department.

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VIRGINIA BUSINESS REVIEW

By WILLIAM BIEN

*Business Editor
The Richmond News Leader*

VIRGINIA BUSINESSMEN went on making news in the heat of the Summer last month. Apparently they hadn't got around to vacations.

The Virginia-Carolina Chemical Corporation, having stood the test of bitter internal struggle without visible weakening of its structure, moved along under impetus of optimistic forecasts by the new management. The Independent Stockholders Committee, which had mustered a preponderant majority of votes for its campaign to elect a new board, put a likeable Baltimore bottle—William C. Franklin—in to serve as acting president.

Another corporate change involves the Riverton Lime and Stone Company with plants at Riverton and Piney River.

This 88-year-old company, headed by Edward I. Williams, was acquired by Chadbourn-Gotham, Inc., of Charlotte, N. C.

J. Chadbourn Bolles, president of the North Carolina textile concern, said "this diversification into the hard goods field will prove especially beneficial because the peak of Riverton's business occurs during the Spring and Summer—a traditionally slack period for hosiery sales."

Williams was to continue heading the Riverton operation as a division of Chadbourn-Gotham.

* * *

The State Ports Authority reported that foreign commerce tonnage for the ports of Virginia climbed 70 per cent during the first quarter of 1956. Hampton Roads had 10,931,934 of the 1,014,082 total for all ports in the state. The tonnage increase for exports and imports was more than four times the national figure.

* * *

Six commercial banks in Virginia showed up in a list of the nation's 300 largest. Leading the Virginia institutions was First and Merchants National Bank of Richmond.

The others:

State-Planters Bank of Commerce and Trusts, Richmond; National Bank

of Commerce, Norfolk; Bank of Virginia, with offices in six Virginia cities; First National Exchange Bank of Roanoke, and Central National Bank of Richmond.

* * *

The Virginia Economic Review, published by the state Division of Planning and Economic Development, has surveyed the horizon and found that industrial development corporations have had a threefold growth in three years.

Today there are at least 50 such organizations at work to attract new industry to various localities in Virginia.

"Young as they are," the article comments, "many have already been successful in bringing one or more new industries to their communities; and except for those which are still in their beginning stages, most of them have raised funds, purchased or secured options on desirable industrial sites, and stand ready to assist industry when a likely prospect appears."

Communities with such corporations are Alexandria, Bristol, Clifton Forge, Danville, Galax, Lynchburg, Petersburg, Portsmouth, Abingdon, Alberta, Blackstone, Bluefield, Clarksville, Farmville, Kenbridge, Lawrenceville, Lebanon, McKenney, Strasburg and Victoria.

* * *

(Continued on page 23)

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After Half a Century: **THE VIRGINIA DEPARTMENT** **OF HIGHWAYS**

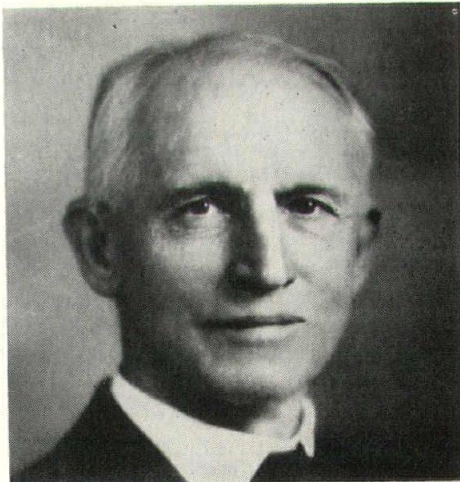
by HARRY SMITH
Director of Public Information, Va. Dept. of Highways

(photographs, courtesy Highway Department)

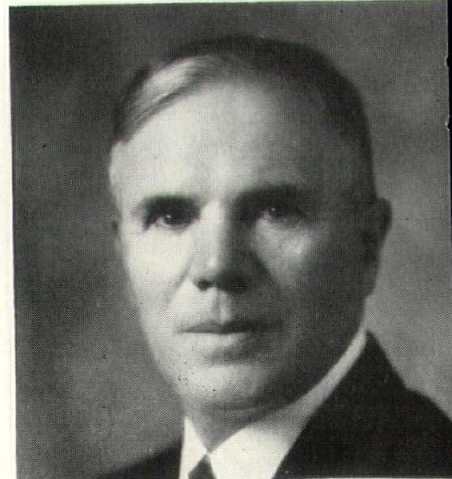
P. ST. JULIAN WILSON,
First Highway Commissioner of Virginia.



GEORGE P. COLEMAN,
State Highway Commissioner, 1913-1923.



HENRY G. SHIRLEY, State Highway Com-
missioner from mid-1922 until mid-1941.
(Foster Studio)



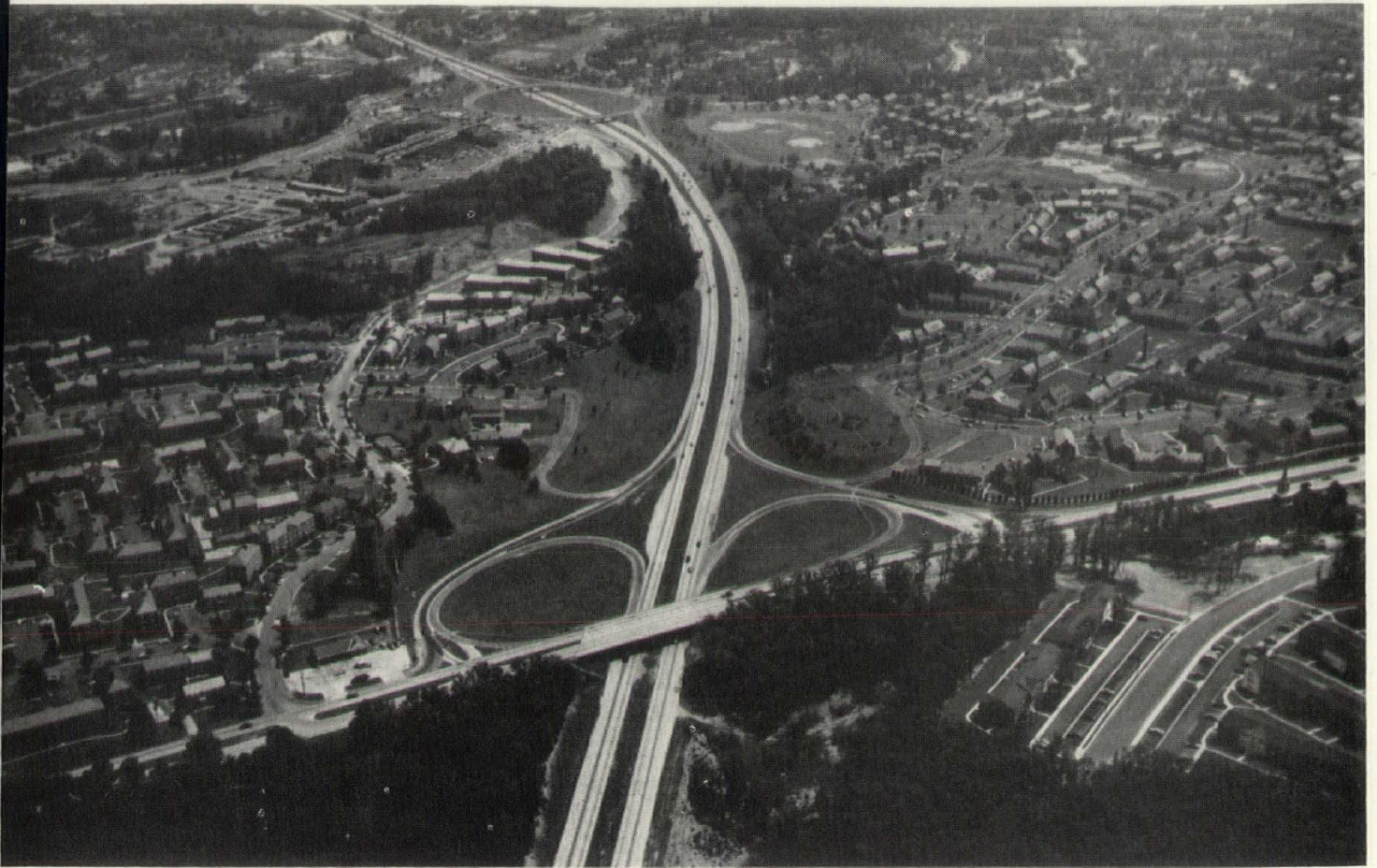
ON JULY 1, the Virginia Department of Highways completed 50 years of service to the people of Virginia. Since the early 1900's, when the cry was "get us out of the mud," many advances have been made in Virginia's highway network.

We now have more than 48,900 miles in our rural highway system spreading into all areas of the state. Only a few miles of the 7,938-mile rural primary system are not hard surfaced. Of the 40,980-mile secondary road system, approximately 2,200 miles are still without a surface of some kind—paved, light or all-weather. In addition to the primary and secondary roads in 96 of the 98 counties, more than 3,000 miles of urban roads and city streets are supported in part from highway funds.

Today, when we are truly a nation on wheels, it is difficult to realize that anything so vital to humanity as transportation has been so slow in its development. The entire history of modern transportation has been written within the past century and a half. The grandfathers of today's school children can well remember when there were no motor vehicles and very few paved roads. Now, automobiles and trucks carry us and our goods anywhere and everywhere, day or night, in all kinds of weather.

The growth of our highway system and the great increase in the number and use of motor vehicles have had tremendous effect on the way we live. In our cities, a generation ago, it was desirable to live on or near the trolley line, or within walking distance of work. Now, this is no longer true.

Life in the country has changed, too. The nearest neighbor may still be a far away in miles, but not in time. The 15-mile trip to town is no longer a



Above, an interchange on the modern, controlled-access Shirley Highway (Route 350) in Fairfax County. Below, the Richmond- Washington Highway near Dumfries in 1919.



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Looking back, the progress made during the past 50 years has been phenomenal. But yesterday's accomplishments must be considered in the light of today's realities. Despite the great progress made in highway development, the roads never caught up with the motor vehicle. A safe, adequate highway involves much more than a smooth-riding surface. On many of our highways there are still too many curves, too many hills, and pavements that are not wide enough for today's traffic.

The unprecedented growth of motor vehicle use since the war and the need for new and better roads brought about a development that will usher in a new era of highway construction in our country. As a result of the recently-passed Federal Highway Act, we shall have major roads through our state that are wider, safer and more convenient than most of our highways today.

"It is my firm conviction," said Highway Commissioner James A. Anderson recently, "that this act gives us the greatest opportunities we in the highway field have ever known. It offers us challenges which should serve to spur us to the finest work we have ever done."

Most of us are more conscious of the importance of good roads than we have ever been. We have made substantial progress in broadening our viewpoint on highway problems at all levels. Vast national requirements, involving the vital issues of safety and national defense, brought about recommendations for the unprecedented highway program by the Federal government.

APPROPRIATIONS INCREASED

The new Federal Highway Act provides for the building of the interstate road network in Virginia and also increases yearly appropriations to other highways in the state—primary, secondary and urban. It will have a tremendous impact on our highway planning and development.

The standards for the interstate highway network throughout the nation were designed to meet the need of traffic forecast for 1975. They will incorporate all known features of safety and utility, to provide for safe and relaxed driving, economy of motor vehicle operation and pleasing appearance. On these routes, access will be controlled and facilities will be planned to enable vehicles to enter the highway safely. Grade separations will carry intersecting roads over or under interstate highways. Traffic

(Continued on page 24)

VIRGINIA RECORD

Golden Anniversary Greetings

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MR. CHAIRMAN, His Excellency the Governor, distinguished guests, and my friends. It is always a great pleasure for me to leave that turmoil at Washington and come to Virginia, but it is a peculiar pleasure and a great honor for me to come on this occasion, the Golden Anniversary of the Virginia Highway Commission. I think that Golden is a very appropriate designation because good roads are the foundation of the present day of great prosperity of our beloved state.

Now, I have not prepared a speech. I have only a few notes to reminisce a little as to what has happened in the past. I am not going to quote a lot of statistics as to the miles of road that have been built or the sums of money that have been spent because you, no doubt, have already heard this. I do not think that it is necessary to do so when we speak of the Virginia highway system, because that system is a monument to itself. We see it every day. We see the roads in the mountains, the secondary roads, the roads in the swamps, the roads on the main highways, in as good condition, I think, as any other state in this union; constructed, I think I am safe in saying, at far less cost. I make it a policy when I ride around the state, especially up in the mountains, to go on these side roads to see how they are kept up, because the people that live on those roads are entitled to good roads as well as the people on the main thoroughfares. I have yet to go on a side road within the past fifteen or twenty years that is not passable practically at all times of the year.

My first interest in the road business, if you will let me reminisce a little, was way back in 1908, when I was twenty-one years of age. I was elected president of the Valley Turnpike Company. That turnpike, as you know, ran from Winchester to Staunton. It was constructed by one of Napoleon Bonaparte's engineers, a man by the name of Crozet. The State of Virginia contributed two-thirds of the cost and the people in the Valley contributed one-third, and formed a corporation known as the Valley Turnpike Corporation. The cost was five thousand dollars a mile. That was over about one hundred twenty years ago. I imagine the cost of that road today would be six to seven hundred thousand dollars a mile, showing how things have come up in that time.

NOW THE VALLEY TURNPIKE was built like the old Roman roads were built. You know, if you go through Europe as many of you have, you will see these old Roman roads that have withstood the traffic and weather conditions for centuries. Some of them are as old as three to four hundred years and they were well built. They have good foundations. That is one of the most important things in road building.

The Valley Turnpike had a toll of five cents a mile, when I was elected president, for an automobile. We later reduced it to three cents a mile. The Valley Turnpike was probably the most traveled road of any road in the War Between the States. As long as human history is recorded, the Valley campaign of Stonewall Jackson along the Valley Turnpike will stand as an example to all those who want to learn the art of war. Time and time again, the generals of Europe have come to the valley and have gone over these marvelous campaigns of Stonewall Jackson. It was Stonewall Jackson who took locomotives off the Baltimore and Ohio Railroad at Martinsburg, West Virginia, and hauled them to Strasburg, Virginia, with mules over the Valley Turnpike and put them on the Southern road.

I WAS THE PRESIDENT of the Valley Turnpike at the time of an evolution in the road business. Up to that time, 1908, the Valley Turnpike was maintained by breaking stone by hand. A man would be in the middle of a road and he would have a hammer and break the stone up. That stone would then be spread over the road. The Steel tires of the wagons would pulverize the rock and as it was limestone, it would cement together and make a solid road. I happened to be president at the time when the automobiles came along, and the automobiles would not permit the stone to be pulverized because they would knock it off the road, so we had a great problem as to what to do. St. Julian Wilson was then the State Highway Commissioner of Virginia, and he came down to the Valley Turnpike and conducted experiments, perhaps the first of such experiments, I am told, of putting a bituminous binder on

(Continued on page 17)

An Address Delivered

by

SENATOR HARRY F. BYRD

at the

GOLDEN ANNIVERSARY CELEBRATION,

VIRGINIA DEPARTMENT OF HIGHWAYS

ON JUNE 22, 1956

SENATOR HARRY FLOOD BYRD
(TV and Motion Picture Productions, Inc.)



A Fifty-Year History of the Division of Motor Vehicles and its Antecedent Organization

By G. WATSON JAMES, JR.

ANUARY 23, 1956 marked the fiftieth anniversary of licensing automobiles in Virginia as on that day 50 years ago Richard Evelyn Byrd, the elder, introduced into the legislature a bill to license automobiles. This bill, House Bill 98, known as Chapter 299 of the Acts of 1906, became law when it was signed by Governor Claude A. Swanson on March 17, 1906. The new statute was to be administered by the Secretary of the Commonwealth, D. Q. Eggleston.

It is safe to predict that neither Mr. Byrd nor the members of that historic General Assembly realized that they had brought into being the antecedents of a state department which 50 years later was to become the largest revenue producing agency in the government of the State of Virginia.

The first law covering the registration of vehicles netted during the next four years (1906-1910) a total revenue of \$9,198 as the result of registering 4,599 vehicles at a registration fee of \$2.00 which was for the life of the car. At the end of the fiscal year, June 30, 1956, the total revenue deposited by the Division of Motor Vehicles and its antecedent organization over the 50 years and six months period was \$1,091,229-234.71. Isn't that growth *ne plus ultra*?

(Commissioner's note—As the Division of Motor Vehicles is in the midst of celebrating its golden anniversary *in extenso* by means of special issues of its magazine, *The Virginia Motor Vehicle Messenger*, this article will be confined to the highlights of the 50 years. The Division wishes to express its sincere appreciation to the editors of *The Virginia Record* for their invitation to include this article in the current issue. C.H.L.)

Simultaneous with the passage of the first Virginia automobile licensing laws was the passage of Chapter 73, approved March 6, 1906, "An Act to establish a state highway commission and define its powers, etc."

On July 1, 1906 the law became effective under the administration of Mr. Eggleston and by a singular quirk of fate the present Commissioner of Motor Vehicles, Chester H. Lamb, was born on October 6, 1906, six months and twenty-three days after the first law was signed by the Governor.

Incidentally on June 12, 1906 Carl E. Armentrout, of Staunton, was issued the first license plate.

The General Assembly of 1910 enacted a law which was to make motor

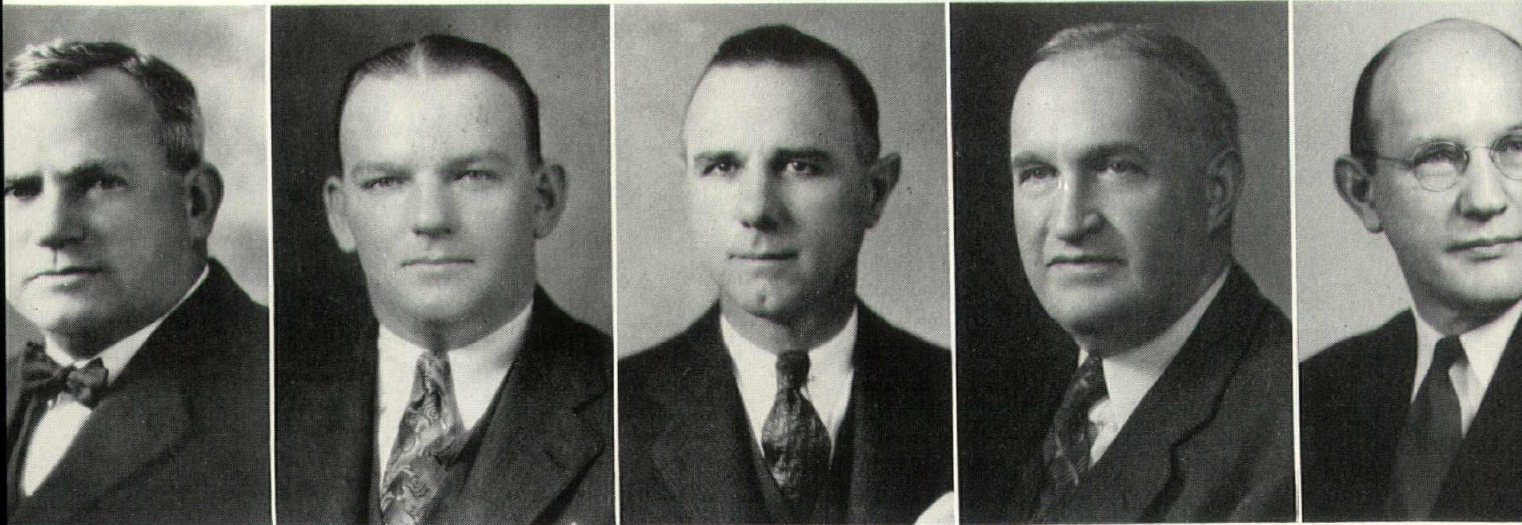
vehicle as well as highway history in the Old Dominion. It was Chapter 326 Acts of 1910, sponsored by Senators E. E. Holland, of Suffolk, and T. Ashby Wickham, of Henrico, which provided that all fees collected by the Secretary of the Commonwealth under the provisions of that Act after payment of necessary expenses incident to the cost of purchasing plates and paying the cost of marking same should be paid into the State Treasury and constitute a special fund to be expended under the direction of the State Highway Commissioner in the permanent improvement of the main highways of the State, which at this juncture were for all purposes practically non-existent unless we consider mud in the winter time, and rocks and dust the rest of the year, as constituting the roadway of Virginia.

But for a moment, let us consider that in 1910 total passenger car registrations in the nation were 181,000* against 2,704 vehicles in Virginia.

Referring again to the 1910 Act license fees were increased from \$2.00

*From *Chronicle of the Automotive Industry in America 1893-1949*. Courtesy of Easton Manufacturing Company.

From left to right: James M. Hayes, Jr., first Commissioner of Motor Vehicles and later Director of the Division, 1924-1930; T. McCall Frazier, Director from 1930 to 1934; Col. John Q. Rhodes, Jr., Director from 1934-1938; Col. Marion S. Battle, Director from 1938 to 1942; Crawley F. Joyner, Jr., Commissioner of the Division from 1942 to December 31, 1954. (Pictures of Mr. Frazier and Colonel Battle by Dementi Studio, Col. Rhodes by Foster Studio, and Mr. Joyner by Boice Studio.)





Chester H. Lamb, the present Commissioner, was acting Commissioner of the Division of Motor Vehicles from January, 1953, to February, 1954 when he became Commissioner.

(Dementi Studio)

the General Assembly after 1910 enacted law after law to provide highways over which the vehicles were to run. That the highways were needed went without question. A chart prepared by the Department of Highways for the author reveals that in 1912 there were seven miles of hard surface roads per 1,000 vehicles and 320 persons in Virginia per vehicle.

In nineteen hundred and fourteen, \$185,000 was appropriated for highway construction and there had been collected \$120,826.50 from registrations. How much of this was allocated to roads is not available. In 1916, license plates were required by an Act for both the front and rear of the car; this becoming effective with the 1917 license year.

Nineteen hundred and eighteen brought about legislation empowering the use of convict forces on the road, and an Act was passed accepting for road construction grants from the Federal Government. There was also established by law the first highway system.

\$5.00 for twenty horsepower vehicles and a sliding scale based on horsepower, the largest fee being \$20.00 for vehicles over forty-five horsepower. The speed limit was raised from 15 to 20 miles per hour, and what was of paramount importance, the Act provided for a certificate of ownership which was the forerunner of Virginia's present title law. The text of this Act is not without humor when we learn that "if required of the driver of a horse-drawn vehicle, the motorist would not only bring his horse to a complete stop, but lead the horse around the contraption." This Act also included the licensing of dealers and manufacturers of motor vehicles and chauffeurs.

Nineteen hundred and ten also brought to the office of the Secretary of the Commonwealth, Colonel B. O. Ames, who was to administer the laws subsequently enacted from 1910 to 1924.

With a growing appreciation of the progress of the motor car year by year,

Richard Evelyn Byrd (the elder) started it all. He was a member of the House of Delegates from Frederick County from 1906 to 1912 and was patron of House Bill 98, the first law for the regulation of motor vehicles in the state of Virginia.



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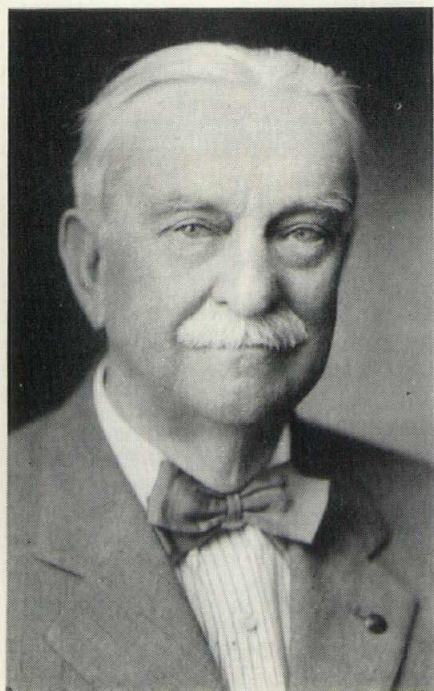
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Amid the fanfare of bands an extra session of the General Assembly convened in August 1919, and, among other laws enacted, was one for recording titles to motor vehicles. In 1920 the theft of an automobile was made a felony, and in that year, U. S. passenger car registrations soared to 1,905,060 as opposed to 145,340 registered in Virginia. The 1922 laws with respect to motor vehicles included raising the speed limit to 30 miles per hour, and the authorization for employing eight Inspectors which formed the nucleus of the now Department of State Police. Included among these Inspectors was Crawley Finney Joyner, Jr., who in the future was to be appointed Commissioner of Motor Vehicles for three successive terms.

The 1922 legislators imposed severe penalties for hit-and-run drivers. An extra session was called in 1923 to enact Virginia's first gasoline tax law which became effective as of June 27 and imposed a two-cent tax per gallon which was raised to three cents on July 1, 1923. This tax for the last six months of 1923 brought in a revenue of \$1,536,699.53. There also were enacted laws that penalized one for the use of wrong number plates, an appropriation of \$15,000 to the Secretary of the Commonwealth for the appointment of six additional Inspectors; powers of the sheriff were given to the Secretary of



(Dementi Studio)

Colonel B. O. James, Secretary of the Commonwealth, administered the auto licensing laws from 1910-1924.

the Commonwealth and his assistants; the first-drunk-driving Act was enacted, the regulation of lights on automobiles, and regulations of firms and corporations controlling and operating or managing motor vehicles in the transportation of persons for compensation.

During the General Assembly's 1924 session, the Division of Motor Vehicles, as it exists today, was created, and a young man, James M. Hayes, Jr., who had started as an extra clerk in 1902 under Mr. Eggleston was made the first Commissioner of Motor Vehicles. Incidentally this man, "Jim" Hayes, as he was known to thousands of Virginians, had a pioneer's insight to the future of motor vehicles, the planning of legislation and development of roads and administrative problems, all of which have won for him a lasting debt.

The law creating the Office of Commissioner of Motor Vehicles transferred from the Secretary of the Commonwealth, Colonel B. O. James, the administration of the automobile licensing laws which he had so ably administered for fourteen years. In this same year fate played a part in the future of the Division in that a spare young man, Chester H. Lamb, six feet, six inches tall, reported for work in the mailing room of the Division, then located in one of the various "cubby-holes" in the capitol building. At the same time Crawley Finney Joyner, Jr., took off his uniform as an Inspector on the highways and assumed the management of the Gasoline Tax and Bus Line Section, and there was appropriated \$78,100 for the administrative expenses and 55 employees. In 1924 also the state highway mileage was 4,468 (unclassified).

CONSOLIDATE LAWS

The General Assembly of 1926 tackled the problem of consolidating and restating such motor vehicle laws (of 1919 and 1924 which were in conflict). It also passed an anti-smoke screen law, the first bus laws, raised the gasoline tax to four and one-half cents, which incidentally helped to bring the net total revenue from this tax for the year 1926 to \$5,855,669.92. This revenue and that from motor vehicle licensing was showing its effect on highway construction in 1926 as we note the following figures: — concrete highway mileage—483.42; asphalt—12; macadam — 1594.91; untreated soil and gravel—1739.23; graded—283.26, which with 966.29 of unimproved roads brought the state's total mileage to 5,079.51.*

*Authority: Department of Highways.



D. Q. Eggleston, Secretary of the Commonwealth, was the first administrator of Motor Vehicle and License Laws (1906-1910) and it was under him the first license plates were sold.

During the off-legislative year of 1927, Governor Harry F. Byrd called for an extra session, the principal objective of which was the Governor's reorganization of all Departments of State which set up twelve administrative units. Nineteen hundred and twenty-seven also saw the enactment of a law protecting pedestrians on the highways and streets, and during the early part of 1927 that veteran State official B. O. James, passed to his last reward.

The Reorganization Act referred to above changed the title of Mr. Hayes from Commissioner of Motor Vehicles to Director of Motor Vehicles, and the gasoline tax was raised to five cents per gallon.

Under the forceful and far-seeing "Jim" Hayes, during his incumbency as Commissioner and later Director, was sparked-plugged one law after the other. He was continually seeking to bring about laws that would protect, as well as penalize, Virginia motorists. In this respect, in 1926 he promoted legislation creating branch offices for the Division, provided for accident statistical reports, registration fees of 70 cents per hundred pounds of weight, abolishing smoke screens, raising the maximum speed limit to 35 miles per hour, strengthened laws for drunk-driving, inaugurated a uniform hand signal system, a non-resident law limiting the powers of local authorities; thus making the State vehicle law paramount, also requiring modern equipment as to brakes, mirrors, cutouts and lighting equipment, to mention but a few.

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The legislators, constantly building for the future provided in 1928 for the issuance of motor vehicle licensing plates for cities and towns, approved the employment of twenty additional inspectors to patrol the highways, raised the gasoline tax to five cents per gallon, and required clerks and justices to report drunk driving convictions to the Division. Also the General Assembly of that year enacted a law empowering the Corporation Commission to regulate motor vehicle carriers in accordance with the authority granted it by the Congress of the United States.

With the constant increase of motor vehicle registrations and the administrative problems incident thereto, it was necessary that the Division have larger quarters which Mr. Hayes recommended in his annual report to the Governor dated July 1, 1929; stating that the Department had grown from a few clerks in 1906 to 250 officers and clerks and that new quarters were imperative. On a basis of this plea, an appropriation was made by the legislature for the purchase and improvement of a building on the northeast corner of 12th and Main Streets, which was to be the Division's home for many years to come.

MR. FRAZIER SWORN IN

Succeeding Mr. Hayes was a twenty-nine year old man, T. McCall Frazier, who was sworn in as of January 17, 1930. In support of the new Director, the 1930 legislature provided for the employment of twenty-two additional men for the Highway Patrol, the result of which was that Mr. Frazier immediately set to work to mold the highway patrol into a military unit on a non-political appointment basis, and the civilian personnel was screened for more efficient operating procedures. In 1932 an additional burden was placed on the Division in carrying out the licensing provisions of the law imposing a gross receipts tax on carriers, and other regulatory provisions.

Meanwhile, Director Frazier opened the first Basic Training School for members of the State Police, which was held at Virginia Beach on the National Guard Range. The Motor Vehicle Code was consolidated in 1932, and the Act passed which was the forerunner of the Safety Responsibility Law; this early Act making it compulsory for the operator of a motor vehicle to respond to damages. The consolidation of the Motor Vehicle Code included the setting up of an examination for operators and chauffeurs, that operators driving licenses formerly issued by counties and

cities would be issued thereafter by the Division. All persons operating motor vehicles prior to the enactment of this Act were accepted on what was known as the "Grandfather Clause", but were required to take an operator's examination the following year when the Operator's Licensing Law became effective. The legislation of 1932 provided for the license year to begin as of March 15, instead of December 15, and licenses of the previous year to expire on March 31. There was also passed in 1932 the Motor Fuel Tax Act.

According to the figures prepared when the Division submitted its 1932-34 budget, 100 men were on the highway patrol and 80 persons employed in the civilian section of the Division. The figures for the 1934-36 budget revealed 106 civilian personnel and 105 on the highway patrol.

In 1934, license fees for passenger cars were reduced from 70 cents to 40 cents per hundred pounds; motor vehicles were to be equipped with shatter-proof glass; semi-annual inspection of motor vehicles provided for, and \$75,000 appropriation was approved for a police radio system.

Director T. McCall Frazier, in 1934, was requisitioned to apply his organization talents to the newly-established

ABC Board. He took with him another valuable Division official, T. K. Sexton, who had served with distinction as Superintendent of the State Police. With Frazier and Sexton leaving the service of the Division, it was fortunate in having appointed as Director, Colonel John Q. Rhodes, whose administration from 1934 to 1938 was fraught with many problems from which that earnest public official did not flinch—strikes to be policed, the constant fight to make possible a radio police communication system which was begun in his administration in 1934 when \$75,000 was appropriated for such a system.

POLICE PERSONNEL INCREASED

During Colonel Rhodes' administration there were several amendments and re-enactments instant to the original appropriation for the police system which are of no particular interest at this juncture. In 1936 he succeeded in having the police personnel increased from 100 to 150 men through an appropriation of \$308,000 which included adjustments in the salaries of old officers, and among other things, secured the passage of an Act levying the three cent tax on aviation gas used in Virginia intra-state flights.

Colonel Marion S. Battle succeeded Colonel Rhodes as Director on March 1, 1938. Ahead of this one-time military man were the increasing problems of the nation preparing for war, the conveying of troops and material by the State Police, the construction of a State Police Headquarters on Route 60, three miles west of Richmond, perfecting a radio communication system to cover the State, enlargement of the functions of the Safety Department, redistricting the State for greater police efficiency, better supervision of inspection stations by the appointment of a supervisor, and the establishment of a business office for the force.

From the angle of the Finance Department of the Division, Colonel Battle set himself to the task of installing mechanical equipment and the consolidation of accounting procedures, semi-annual audits of License Agents and a more improved and closer supervision of the Agents; installation of a teletype system to speed registration data to interested parties and the police, creation of a Correspondence and License Section; securing the enactment in 1940 of the Use Fuel Tax Act which levied a tax on Diesel fuel used in motor vehicles, and requiring motor vehicles registered in Virginia to purchase motor fuel in Virginia proportionate to their

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operation in the State; installing a checking system in applications for refunds on the motor fuel tax; improving methods for issuing licenses through a photographic process of completing the license cards; reciprocal agreements with all the States on automobile licenses issued to the personnel of the Armed Forces, and the overall reorganizations and segregations of duties by department heads resulting in an increased *esprit de corps* in the civilian section of the Division.

Insight to the financial picture under the Battle administration is gained by noting that during the fiscal year 1937-1938 total collections were \$23,701,588.10; and for the fiscal year ending June 30, 1941—\$30,963,480.81.

Nineteen hundred and forty-two resulted in important legislation affecting the entire set-up of the Division. It was created as a separate State Agency as was the Department of State Police. Trucks were, as of January 1943, licensed on the gross and empty weight basis (Fenwick Law), and C. F. Joyner, Jr., who had served as Assistant Director from November, 1928, became Commissioner of Motor Vehicles on July 1, 1942, heading the new Division and beginning his first term through an appointment by Governor Colgate W. Darden, Jr.

WARTIME "HEADACHES"

When the new Commissioner took office it was with a potential force of 286. Collections for 1942 were \$26,286,129.23, not including revenues from operators' permits, and vehicle registration had jumped to 563,008. War had affected the total receipts, and not the least among the Commissioner's "headaches" was gas rationing, which he had inherited as the result of the OPA order of May 1942. This naturally affected the gas tax revenues as did the curtailment of production of vehicles for civilian use affect the registration revenue and registrations. Loss of personnel due to the war—to the Armed Forces—and by reason of the fact that private and federal employment paid higher salaries, was another stumbling block in the path of the official.

One of Commissioner Joyner's first constructive steps was made late in 1942 when under a reorganization plan he reduced from ten to six the number of bureaus in the Division.

Along with other war-time problems the Commissioner had kept a watchful eye on the safety situation on the highways at that time and what might develop in the years after the cessation of hostilities. He, therefore, set to work

(Continued on page 26)

SENATOR BYRD'S HIGHWAY ANNIVERSARY ADDRESS

(Continued from page 9)

an old road. We did that, and then we found that the traction engines coming up and down the Valley Turnpike mashing, the farmers' wheat with cleats on the wheels, would tear up this binder. Then I was instrumental in having a law passed—I was not in the State Senate then—requiring traction engines to have filler blocks put on. The farmers objected very much to that because they said, if you put the filler blocks on the traction engines on the Valley Turnpike and then got on a mud road, they could not get traction. We had quite a time about it. When I ran for the State Senate several years later, it did not do me a bit of good that I got this bill through, because at that time the foreign tourist was anathema to the farmers.

Then in 1918, as a State Senator, I offered a bill in the Senate which was passed, and my friend Connor Goolrick helped me with it, to turn the Valley Turnpike over to the State without a cent of cost, giving the State all the houses, toll gates, and so forth. It has been maintained since that time as a part of our state system.

I am especially glad to be here today to pay tribute to two men to whom Virginia owes a debt of gratitude that I think can never be fully repaid. I speak of Henry Shirley and Jim Anderson. I know that everything is not perfect in the conduct of the State Highway Department of Virginia. Nothing is perfect these days. I don't think they have ever been perfect at any time, but I think that the Highway Department of Virginia so far as I can ascertain is as ably and efficiently operated or more so than most of the highway departments of this country. Time and time again the Senators and Congressmen who go through Virginia by automobile going home, have remarked upon the fine condition of the Virginia roads, and especially how clean our roads are as compared to other roads. The trash is picked up, and so forth. So I know that while the Highway Department is striving constantly to improve its operations, yet in the gigantic job they have, there is always room for improvement, but I for one am deeply grateful for the service of these men.

I WANT TO MENTION, too, a former Highway Commissioner, George P. Coleman, a man of the highest character and of fine abilities, and he was succeeded, as you know, by Mr. Shirley who was appointed in 1922. And Virginia has been extremely fortunate, let me say, in having the fine and able men that have served on the State Highway Commission all through these years—men of great capacities, men that devoted work and time without compensation to this public work—and I know that you miss, as I miss today, a very able man and a dear friend of mine, Frank Wysor, who would be here today on this platform were he living.

Now as the result of the efforts of these able men, we have today fifty thousand miles, I think it is, of road maintained and constructed by the state, and only three other states in the union maintain and construct all their roads. In Virginia we have done this without any bond issue and financed entirely so far as state funds go, from the gasoline tax and the motor tax.

Any review of the State highway system in Virginia would not be complete without paying tribute to Connor Goolrick who is here today. Connor and I differed about the road bond issue, but I think that is about the only thing we have differed on in relation to public matters. I admire him as a man and love him as a friend. He is a great Virginian. I believe that in my experience, which

has been long, in the halls here in Richmond and twenty-four years in the Senate at Washington, that I have never heard an abler debater than Connor Goolrick—in a rough and tumble debate. He aroused the people to the need of good roads back in a time when they needed to be aroused. He was Chairman of the original Highway Commission of which I had the honor to be a member.

THE FIGHT FOR GOOD ROADS in Virginia began in earnest right after the time of World War I. We were then truly in the mud. Valley Turnpike was the only road of any length in the entire state of continuous hard surfacing. Down around Fredericksburg the people from North Carolina who built their roads with bond issue would try to get north and they would get down there in the swamps and get stuck and then the farmers would charge them about five or ten dollars to pull them out with mules. That irritated them considerably. The people in Virginia didn't like it too much either because no one in Virginia wants to think that North Carolina is better than Virginia and no one in North Carolina wants to think that Virginia is better than North Carolina, so that stirred up a good deal of discussion. The newspapers were very much in favor of bond issues for the roads. They had photographers down there and every time an automobile got stuck they would take pictures and publish them in all the papers as evidence of how bad the roads in Virginia were. In 1918, our State constitution was amended to permit bonds to be issued by the General Assembly of Virginia for roads. In 1922 the first bond issue was introduced. I was then in the State Senate, the Chairman of the Roads Committee at that time. That bond issue passed the Senate by one vote. It went over to the House and on the first vote, as I recall it—these figures I am giving you are all from memory as I have not had a chance to check—the bond issue over there on the first vote was defeated by about 15 to 20 votes. The Senate refused to concur and they continued to have votes, so finally we got down to a five or six majority in the House as to a bond issue. So just as we were about to adjourn one night—that was the time we had a stated date to adjourn and they put the clock back—we put the clock back a number of times until it was about four or five o'clock in the morning—old man Barney Keezle—some of you old fellows remember him—came over from the House and reported to the Senate that the House refused to have any further conference with the Senate, which was a very unusual procedure. Connor Goolrick got up and gave him a castigation such as I have rarely heard—that such treatment of the Senate by the House was improper and wrong and so forth, so Keezle walked back and Senator Goolrick made the motion that the bill be sent back to the House and that the Senate demand a further conference. Now Vic Hanger was the Clerk of the Senate and he said, "Senator Goolrick, there is no bill here." Keezle had left the bill over in the House and had gone back and adjourned the House—made a motion to adjourn—so there was nothing that could be done.

THIS WAS THE BEGINNING of the fight. It was decided that we submit the matter to the people in a public referendum where everybody could vote pro and con. Connor Goolrick and I were put on the committee to fix the ballot, the wording of the ballot. I thought I got a little the best of him on the wording, I don't know whether I

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did or not, but here was the wordin
It was the only ballot I know of to b
submitted that had two affirmative
The first was pay-as-you-go, and th
second was for bond issue. So I thoug
that gave, maybe the pay-as-you-g
people a little advantage because w
could say, and it was true, that we w
just as much for roads as the bond iss
people were. The only thing was w
wanted a different method of buildin
them. So our plan was called "pay-a
you-go". That was rather intriguing
to a lot of people who did not want t
spend any money in those days. So th
election came and the bond issue wa
defeated by 60,000 majority. The par
of the state that had no roads whatev
noted this largest vote against the bon
issue. They had a heavy storm that da
and Colonel Copeland, who was th
editor of the Newport News paper an
was very much in favor of bonds, wrot
an editorial. He said the only reason th
bond issue wasn't beaten by 100,00
was because the farmers could not ge
through the mud to get to the polls.
I think there was some truth in tha
Every newspaper — only three news
papers in the state supported the pay
as-you-go, the paper that I owned, th
paper Senator Keezle owned at Har
risonburg, and the paper that Senato
Glass owned at Lynchburg—was adv
cating the bond issue, and I can't blam
them for thinking, ladies and gentlem
in those days that that was the onl
way that appeared that roads could b
built, because the gasoline tax had no
then demonstrated the enormous reve
nue it would bring in.

I DID NOT think I had any furthe
political future in those days, didn
bother about it, and of course if
had been wrong in advocating a pa
as you go plan that didn't go, then
doubt if I would ever have had any
further political consideration given m
But I wasn't thinking about that.
I just felt that while bonds and borrow
money at times are necessary, if yo
can accomplish the given purpose with
out borrowing money, it is far bette
not to borrow money than to do so
Sorry, however, that I have not been
able to inculcate that theory down to
Washington because they take great
pleasure in spending money and borrow
ing it. That fear that many people have
of bond issues resting upon them and
what's going to happen to our childre
and grandchildren in future generations
to come, doesn't appear to have much
effect up there. Since I have been in
Washington, fellow Virginians, the Fed
eral debt has increased 1,700 per cent

Even in recent years they have borrowed money to pay for reduction of taxes, which I think is about as near fiscal insanity as it is possible to get. I am glad to report, however, that for the first time, in the last several days we have gotten a bill through up there to pay three billion dollars upon our debt. It is not much. It is only about two per cent, but that is a good start, and we ought to begin to pay this debt off. We ought to pay it off in times of prosperity; we ought to pay it so that our children and grandchildren in generations to come will not have this hanging over their heads. Just interest on this debt is ten per cent of the total revenue of the Federal Government. We could then reduce taxes ten per cent across the board if we did not have this debt.

So then the bond issue was defeated, and it was up to those of us who advocated the pay-as-you-go to have a substitute plan. I was then, as I have stated, Chairman of the Roads Committee. I introduced the bill for three cents gasoline tax back in 1923. That was the highest tax, far higher than any other state in the union. In my recollection, no other state had over one cent gasoline tax.

And then they were collecting that tax through the filling station which was very difficult to collect, and great losses occurred. I went to New York and saw Mr. Archibald who was president of the Standard Oil Company and tried to induce him, and finally succeeded in doing it, to have the distributors, those that sell the gasoline pay the taxes at the source because that is the only way you can collect—to collect it through the filling stations would be very difficult; there would be great losses—and that was done. For the first time, I believe, it was done in Virginia. That tax began in 1923, and fortunately for those of us that advocated it, the price of gasoline went down by the gasoline companies nearly in proportion to the tax, so the people were not conscious for the time being that this big tax was placed upon them. That helped me some.

WE MADE FAIRLY GOOD progress until the depression came. Then the House of Delegates of Virginia passed the bill to divert the gasoline tax which was in a segregated fund for roads, and give it to schools. I had pledged whatever influence I had with the people of Virginia, that if they paid a gasoline tax, that would be put on the roads, so that those who paid the tax would get a direct benefit from the tax they paid because the gasoline tax is collected in proportion to the use of the roads. When it passed the

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House, I came down to Richmond and opposed it in the Senate committee. It was defeated. That was the depression. Everything was down. People were going into bankruptcy, as you remember, could not pay their taxes, and so forth and so on. We were in a terrible fix. There is no doubt about that, but I knew that once you divert the gasoline tax to schools, you would never get it back again, and you would never have a great highway system in this state, and that is in the nature of a toll and should be so considered. I'll explain to you about a bill we passed yesterday in Washington which is along that same line. So I appeared before the committee, and then the next day I went home, and Lt. Governor Junius West, who was a good friend of mine and was in favor of this diversion, sent me a telegram. He said, "Now that you have defeated the only way to save the farmers of Virginia from bankruptcy by giving this gasoline tax to the schools, what's your plan?" Well, it kind of took me by surprise a little, but I had been looking into the plan of the state taking over all the roads. North Carolina did it. Max Gardner came up here and made a speech on it about the same time to the members of the General Assembly. So I got started early the next morning. I knew something had to be done because it would be disastrous to divert this tax. You would never get it back if it was ever diverted in this fashion, so I got in my automobile about six o'clock, came on down to Richmond and I first went to see Governor Pollard, who, let me say, made one of the finest governors in my judgment that Virginia ever had. He was able. He was patriotic. He came into office for the purpose of building up the school system of Virginia. The roads we had started. He was prevented at that time from doing these things by that terrible depression that confronted him when he took office. He took office in 1930 and the depression was just beginning. He made a pledge—Governor Pollard did—to balance the budget, and he balanced the budget. He cut expenses of this government by twenty per cent, and to show that we were not a wasteful government either we got along pretty well. He even cut the Confederate pensions. I did not think anybody would attempt to do that, but he made the cut straight on down the line, But it was restored just as soon as the depression was over, and he kept Virginia on a balanced budget, as the only one of three states in this union that had a balanced budget during that time.

I went to see Governor Pollard, and

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I said, "Governor, I am very fearful that if something isn't done that this gas tax is going to be diverted. The committee, it is true, didn't pass it in the Senate, but it is going to be brought up again. It's gone through the House." And I said, "I think we ought to take over the entire system of roads, fifty thousand miles, cancel the county road taxes which would be a great relief to the farmers and to the land owners, and put it all under the state administration, and take from the counties the one-third of the gasoline tax, that they were then receiving and which was being wasted in large measure. We had at that time five hundred different magisterial districts in this state that were operating separate organization for roads that had bought separate machinery in many instances. The rich sections of the county would have road machinery, the poorer section would not, and the rich would not loan the machinery or permit the use of it to the poor, so the roads were just good roads here and bad roads there, and I felt that an administration by the state straight through would be advisable.

WELL," HE SAID, "Governor"—I mean "Senator." Let's see. What was I then? I had just gotten out of the Governorship and I was still being called Governor, which incidentally, I like better than any title I've ever had—The Governor of Virginia. There is no greater honor that can come to any Virginian as I see it. So he said, "I would like to be helpful, but I made a statement just a few days ago that I did not favor taking over either the schools or the roads, and I can't do it, but if you and others think it is a wise thing to do, I will cooperate. I won't oppose it in any way."

Then I went down to see Mr. Shirley, and I have never had greater admiration for him in my life than I had that day. I said, "Shirley, we are up against a proposition we have got to meet. This depression is going to get worse and worse. We have got to get relief back to the counties some way." And I said, "I want to suggest that we take over all the roads, that we repeal the county road tax and save the farmers four or five million dollars a year, and so forth." I said, "I want to ask you can it be done? If it can't be done, we will forget about it." He said, "I will tell you, Governor, it can be done, but," he said, "that will destroy the dream of my life, if that should be done, because my dream is to build up a great highway system here, mainly on the main arteries of traffic."

It turned out later he did both. He

said "But I will cooperate."

Then I went to see Sam Ferguson, a great friend of mine. He was chairman of the Roads Committee then. I told Sam about it. He said, "Harry, you have gone crazy. Absolutely crazy." He said, "We have spent a whole week here discussing whether we will put 300 miles in the state system." It was then about seven or eight thousand miles. He said, "Now, you come and want to put forty-some thousand miles in addition to what we already have." He said, "It is perfectly absurd and ridiculous. We couldn't. It can't be done."

Well, I was a little disturbed by that because I had great confidence in him, but I knew that when it got around the state what we proposed, the people would favor it. So I left Richmond and went back home and stayed there. It got around finally that the state would take over all the roads and relieve the counties of the cost of the roads, eliminate the local road taxes, and so forth, and they began to have mass meetings back home over the state to favor the bill. So finally, it was passed. It became operative, and the day it became operative—I think it was July 1st of that year—Mr. Shirley had his road machines going without regard to county lines, without regard to magisterial lines, scraping all the roads, miles and miles a day, and within a few weeks there was the most astonishing improvement in these farm-to-market roads.

AND FROM THAT DAY to this, the highway system in Virginia has been going forward by leaps and bounds without any interest to pay, without any bonds to repay, and it is getting along as well, if not better, than most any state in the union.


It was August 11, 1933, when I was on speaking terms with Mr. Roosevelt—we still continued to speak later, but not so cordially—we were driving up in the Shenandoah Park. He then dedicated the Park on August 11, 1933, and I said to him, Mr. Hoover built about ten miles of a very fine skyline road into his camp at Rapidan. I said, "Mr. President, it would be a wonderful thing to extend this road from the Shenandoah Park to the Great Smokies, along the top of the Blue Ridge." He said, "Harry, that is a wonderful idea. The only thing is, we ought to start up in New England." Whenever you gave him an idea about spending money, he agreed. "But", he said, "Ickes is along, and you talk to him." That is the time he had all this money to allocate around, and I thought if he

was going to waste it some other place, it would be much better to put it on this, which would not be a waste. So he said, "You talk to Ickes, and I will allocate some funds to you." So I talked to Ickes, and they made me the Chairman of the Committee to get the right of ways, and Mr. Pettigrew did the work. They got the right of ways clear into the Great Smokies and North Carolina, and Virginia has two hundred miles of that highway. If you have not taken that trip, I certainly urge you to do it. It is simply wonderful.

Now, in conclusion, ladies and gentlemen, when I retire to private life—and I hope that will not be so long off—the fondest recollections of my public career will be my association with those able men and women, too, that have worked, all of us together, to build up in Virginia this great highway system that has meant so much to this State and has put Virginia on a parity, if not in advance, of practically any other state in this union.

I thank you.







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VIRGINIA BUSINESS REVIEW

(Continued from page 5)



Murphy, a director of Virginia Electric and Power Company and Standard Products Company at White Stone, is also engaged in farming and real estate activities.

Smith, an attorney, is a director of the Christ Church School and president of the Warsaw Rotary Club.

* * *

The Seaboard Air Line Railroad has named *Robert N. Hoskins*, industrial forester since 1945, to serve as general forestry agent with headquarters in Norfolk . . .

Virginia Electric and Power Company has named *C. E. Anderson* manager of sales promotion; *K. E. Kraemer*, system sales staff engineer; *C. A. Smith*, director of residential and rural sales, and *W. P. Johnson* Richmond district sales supervisor . . .

Francis D. Wertz, 36, formerly regional manager in Virginia for State Life Insurance Company of Indianapolis, has been named general agent for First Colony Life Insurance Company of Lynchburg in Norfolk . . .

Robert D. Wendell has been named Virginia general agent for Penn Mutual Life Insurance Company. He had been in the company's home offices in Philadelphia and will make his headquarters in Richmond . . .

C. E. (Jack) Hash has been named assistant advertising manager of the Norfolk & Western Railway with headquarters in Roanoke . . .

Virgil R. Goode, a widely known Richmond and Chesterfield County attorney and business leader, has been elected a director of Central National Bank in Richmond . . .

William Ellyson, Jr., public relations director for Miller & Rhoads Department Store and onetime advertising director for Richmond Newspapers, Inc., has been appointed public relations chairman for the National Retail Dry Goods Association.

* * *

Donald W. Cuthrell has been named secretary of Export Leaf Tobacco Company, succeeding Thomas W. Smith. Mr. Smith retired last month after 43 years service with the tobacco company. He is a native of Danville.

Cuthrell, a native of Rocky Mount, N.C., began his career with Export Leaf Tobacco in 1923 as a clerk. He was appointed auditor in 1946 and assistant secretary in 1954.

The directors named W. Edloe Craig to succeed Cuthrell as assistant secretary.

* * *

Dr. T. K. Wolfe, director of volume building services for Southern States Cooperative, has been elected a district director by the National Sales Executives Association. There are 36 district directors in the nation.

* * *

Edwin P. Finch, a native of Henderson, N. C., has been elected a vice-president of Brown & Williamson Tobacco Corporation.

In the announcement, Emery M. Lewis, president, said Finch joined the company at Petersburg in 1932. He was named assistant factory manager at Louisville in 1946 and administrative assistant to the vice-president of manufacturing in 1951. He is married to the former Lucy Marshall Goode of Dinwiddie.

~

The American Safety Razor Corporation at Staunton has organized a new division of marketing and has named Leslie E. Parkhurst, above, as director of marketing.

He will coordinate all activities relative to the marketing of Gem and Pal razors and blades and other ASR products, according to Sidney Weil, president.

* * *

Alfred J. Dickinsen, a vice-president of Virginia-Carolina Chemical Corporation, has been named a member of the business statistics committee of the United States Chamber of Commerce.

* * *

Raymond E. Caudle, formerly vice-president and manager of the Bank of Cradock-Portsmouth, has joined the American National Insurance Company in Richmond in association with Wilson M. Brooks, general agent.

* * *

Rodney M. Coggin, president of the Tidewater Telephone Company, has announced the election of two new directors following a recent board meeting.

New members are W. Tayloe Murphy, member of the House of Delegates from the Northern Neck, and former state treasurer, and H. Marston Smith of Warsaw, assistant trial justice of Richmond and Westmoreland counties.

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THE VIRGINIA DEPARTMENT OF HIGHWAYS

(Continued from page 8)

lanes will be at least 12 feet wide.

Median areas on divided highways generally will be at least 36 feet wide, but in urban and in mountainous areas a minimum of 16 feet will be permitted. Where unusual conditions exist, the median may be reduced to not less than four feet.

Development of our interstate highways to these new standards will require many changes in our thinking. The only highway in Virginia built with most of

the features of controlled access is the 17-mile Shirley Highway (Route 350) between Woodbridge and Alexandria. Under the new federal program, this type of construction will be extended to all our interstate routes: U. S. 11, U. S. 1 from Shirley Highway to the North Carolina line, 301 from Petersburg to the North Carolina line, 250 from Richmond to Staunton, 60 and 168 from Newport News to Richmond, 50, 211 and 55 from the District of

Columbia to U. S. 11 near Strasburg and 60 from Lexington to the West Virginia line.

To realize the importance of the new program, we must have a clear understanding of what a controlled or planned-access highway is and what its advantages are. This type of road has its capacity permanently preserved. The conflicts created by vehicles entering and leaving the highway are eliminated by the design of the separation structure and the interchange ramps. A four-lane expressway, statistics show, has an accident rate of about one-third that of the average highway. It can carry as many vehicles as eight 42-foot streets where parking is permitted. In some areas service roads, paralleling the main highway, will be built to serve abutting properties.

Another important development that will affect Virginia's future highway program is the study now being made by the Virginia Advisory Legislative Council. A report on this study, one of the most comprehensive ever made of the financial aspects of our highway system, is expected to be completed by mid-October.

These developments will mean better roads and consequently better living for the people in Virginia.

MAJOR DEVELOPMENTS

No discussion of future highway developments would be complete without a review of some of the more important events that have shaped the course of Virginia's highway progress in the past. Many major developments have occurred to affect the growth of our highway system since the Commission was created in 1906. Some of the more important are:

1. Licensing of motor vehicles in 1910.
2. First Federal-aid allotment to Virginia in 1916.
3. Appointment of a legislative commission in 1916 to establish a highway system to connect the large population centers of the state.
4. Establishment of the primary highway system of about 4,000 miles in 1918.
5. Adoption of a three cents gasoline tax in 1923. (This was increased to four and one-half cents in 1926 and to five cents in 1928).
6. Creation of the secondary system in 1932.
7. Increase in the gasoline tax to six cents in 1946. (With 30 per cent of the total Highway Revenue, plus \$2,500,000 earmarked

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for the secondary system).

Virginia is one of four states that have assumed responsibility for all rural roads. This applies to all secondary roads in the state, except those in Arlington and Henrico Counties, which elected not to come into the secondary system when it was created in 1932.

Highway users are the sole supporters of the state's highway. Revenue for this purpose comes mainly from the following sources—motor fuel taxes, registration fees, motor carrier taxes and Federal-aid. As provided by statute, the Highway Commission is responsible for administering these funds.

Virginia's highway needs have increased enormously since World War 2. More vehicles are using the state's roads today than during any period in our history, thus creating an urgent demand for greater highway improvements.

To meet these needs, the Highway Department, in line with the Twenty Year Plan prepared in 1945, is undertaking four-lane divided construction on major highways and in congested areas as rapidly as possible.

The standards toward which the Department is working for improving the primary system are to provide four-lane highways when traffic exceeds 4,000

vehicles per day; two-lane 22-24 foot construction for roads carrying from 1,500 to 4,000 vehicles per day; and two-lane, 20 foot construction for roads with traffic ranging from 500 to 1,000 vehicles per day.

The long range program for the secondary system has three principal objectives:

Roads carrying 50 or more vehicles per day shall be hard surfaced; school bus routes and other roads carrying from 10 to 50 vehicles per day shall have an all-weather surface; roads other than school bus or mail routes with less than 10 vehicles per day shall receive as much improvement as funds will permit, with a minimum expenditure of \$50 per mile per year.

The Highway Department does not have jurisdiction over extensions of primary routes in cities and towns of 3,500 or more people. Consequently, the types of improvements selected to provide relief from congestion and other deficiencies must be determined by the municipalities.

For a better understanding of what has happened to Virginia's highway system in the postwar years, consideration must be given to three basic factors governing vehicle ownership and highway use: population, persons per vehi-

cle, and average use of each vehicle.

In 1950, Virginia's population was almost 3,319,000. By 1953 it had increased to about 3,526,000 and is expected to total more than 4,000,000 by 1965. At the same time, the "person-per-vehicle" figure dropped from 5.1 in 1940 to 3.4 in 1950. A further decrease to about 2.7 by 1960 and 2.6 by 1965 is predicted. When anticipated increases in registration and vehicle use are taken into consideration, it is expected that travel in 1975 may be as much as 100 per cent above 1955.

A well-known highway official has pointed out that the best guide to the future, perhaps, is the trend of the past. We now have, he noted, a record of traffic growth extending back a third of a century. This trend, when viewed with trends of other elements, reveals a very striking relation — a relation which makes projection into the future a very simple, if perhaps an unscientific process, he continued, and added:

"It requires merely the acceptance of the premise that highway transportation has become an integral part of our economy—of our way of life—and that it grows and will continue to grow as our economy expands."

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(Continued from page 16)

drafting suggestions for a safety responsibility law with "teeth in it." Such a law was passed by the 1944 legislature and became effective on January 1, 1945, after an intensive "selling program" directed by Mr. Joyner. This created an additional bureau which has grown in personnel from three employees to the Division's largest Bureau in terms of personnel. The new law included provisions for the Division to hold hearings for operators with bad driving records, which has had a salutary effect on the safety picture.

On October 1 in his budget request, Commissioner Joyner, asked for a new building, 200 x 300 feet, to house the rapidly expanding Division.

Out of the regular session of the General Assembly of 1946 came laws vitally affecting the operation of the Division and increasing its work load and activities. The gasoline tax was raised from five to six cents a gallon under what was known as the "Governor Tuck Bill." The much-discussed two-per cent gross receipt tax that had been temporarily suspended during the war-time emergency was repealed, license fees for Contract and Common Carriers were increased under the new law, under which the contract carriers are now required to pay one and one-half times the license fee paid by owners of private trucks and common carriers to pay two and one-half times the private truck fees. Private passenger license plate fees were reduced twenty-five per cent at the same session.

JOYNER REAPPOINTED

Other legislation of that year passed by means of suggestions from Commissioner Joyner were: amending the time required to report accidents and the minimum amount of damages reportable; fees for dealer licenses set up in the Dealer Licensing Law of 1944 were reduced for the first set of plates and additional plates; and an amendment to the Operators and Chauffeurs Licensing Act that after July 1, 1946, all licenses should expire and be renewed every three years during the licensee's birth month. This was a far-reaching piece of legislation which has benefited both the licensee and the Division.

Meanwhile, Commissioner Joyner had received on February 1, 1946, at the hands of Governor William M. Tuck, his second appointment as Chief Executive of the Division. The gas rationing order had been revoked as of

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August 15, 1945, and so revenues were on the climb, and also the Division's work-load. In consequence, W. L. Beale was appointed Deputy Commissioner as of July 1, 1946.

When mentioning increasing work-loads, it is not to be forgotten that on July 1, 1948, the examining and inspection force for operators' permits were transferred from the jurisdiction of the Department of State Police to the Division.

Shortly after the first of January 1948, the Division moved to its present quarters at 2220 West Broad Street; Commissioner Joyner having acquired this structure which was in keeping with his plans for a new building and which saved the State considerable expense incident to a new building, due to the shortage of building materials, etc.

In the Spring of 1948, the resignation of Deputy Commissioner W. L. Beale resulted in the well-deserved promotion of Chester H. Lamb, a veteran employee, to that post. Nineteen hundred and fifty was unproductive in legislation of major significance for the Division.

COMMISSION APPOINTED

Then on March 1, 1950, Commissioner Joyner was appointed for his third term by Governor John S. Battle much to the delight of his associates.

Always active in his efforts to clarify laws pertaining to the effective operation of the Division, probably Commissioner Joyner's outstanding contribution in this particular was when in 1950, at his suggestion, a commission was appointed to make a thorough study of the "Motor Fuel" and "Use Fuel" Tax Laws and file their report with recommendations prior to the meeting of the General Assembly in 1952.

This commission removed the liability for tax on diesel fuels from the "user" and "user-seller" and placed it on the "supplier"; the "suppliers" being defined as any person who sells or delivers special fuels to a service station for resale as a motor fuel or who sells or delivers special fuels to anyone who maintains storage facilities from which licensed motor vehicles are serviced. In other words, an attempt was made to have the tax on diesel fuel parallel the tax on gasoline.

Prior to July 1, 1952, Virginia was collecting the tax on diesel fuels under the provisions of a law that was enacted in 1940. This law was reasonably effective until the use of diesel motors began to expand; then it was realized it was totally inadequate.

to tell the Virginia Story

In December 1952, Commissioner Joyner after thirty years service to his State, decided to enter private business and on December 13, 1952 submitted his resignation to Governor Battle, effective at the close of the year.

In retrospect the retiring Commissioner, at the close of business December 31, 1952, saw that the gas tax collections had risen from a net of \$3,187,521.31 for the calendar year of 1924 (when he became associated with the Gasoline Tax and Bus Line Section) to a net of \$52,657,961.98 for the calendar year of 1952, and also that gas tax collections from July 1, 1923, (the date of the imposition of this tax), had risen from a net of \$1,536,699.53 (July 1 to December 31, 1923) to \$569,852,621.34 as of December 31, 1952. The total revenue from operators permits since the law of 1932 became effective had upped (as of December 31, 1952) to \$4,270,329.81, and the grand total of all collections from 1906 to the date of his resignation has soared to the staggering total of \$804,393,522.86. Again, registration, for the first four years (1906 to 1910) of 4,599 had reached 1,071,618 on December 31, 1952.

Governor Battle acted swiftly in the matter of a man to take over where Commissioner Joyner left off. The Chief Executive appointed Chester H. Lamb as Acting Commissioner on January 1, 1953, and thus the wheels of DMV continued to revolve swiftly under the direction of another veteran employee.

As previously mentioned, Chester H. Lamb, like his predecessor in office, had started his climb to Chief Executive of DMV in the mailing room; this was in July 1924. From duties in the mailing room—the proving ground of other DMV veterans—Mr. Lamb served as the years progressed, as Supervisor of the License and Correspondence Section, Director of the Bureau of Vehicles, and as such, was assigned directional duties of administering the Dealer's Licensing Act, and then as of July 1, 1948, was appointed Deputy Commissioner.

On February 2, 1954, much to the satisfaction of his associates and the Motor Vehicles public at large, Mr. Lamb was appointed Commissioner of DMV by Governor Thomas B. Stanley.

In the two and one-half years ending June 30, 1956 let us examine briefly the highlights of Commissioner Lamb's administration. Upon his recommendation based upon long experience in DMV service, legislation has been effected with the major objective of strengthening the Motor Vehicle Code to punish the reckless motorist as well



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as to protect the law-abiding operators on the State's highways.

These are a few highlights: a voluntary safe pledge from motorists which was sent out with the registration cards for the 1956 license year, and which, to date has netted some 250,000 pledges and letters, and commendations as well as suggestions for future safety on the highway; and also a special issue of license plates for owners of antique motor vehicles.

In the matter of the legislation at the 1954 Session of the General Assembly:

- 1.—This amendment, section 46-532 of the Dealer's Licensing Act, provided that every retail installment sale of motor vehicles where any charge for a summary of insurance coverage appears on such statement, the seller or his assignee shall, in cases where coverage does not include a policy of motor vehicle liability insurance, stamp on the face of the document the following words: "No liability insurance included." It also provides that where a policy of insurance of any kind is purchased at the time of the sale of the motor vehicle, the seller shall deliver to the purchaser the policy of insurance or a copy of the policy within a reasonable time.
- 2.—Amendments to Sections 46-431, 46-437, 46-455, 46-460, 46-474, 46-492, the Motor Vehicle Safety Responsibility Act to provide that persons involved in accountable accidents on or after July 1, 1955, must furnish evidence that an automobile liability policy was in effect at the time of the accident in amounts of at least \$10,000, \$20,000 and \$1,000 in order to be exempt from suspension until such a time as security is deposited or releases obtained. Persons who were, as of July 1, 1955, required to furnish proof of financial responsibility for the future, had to furnish such proof in the amounts of \$10,000, \$20,000 and \$1,000 for each vehicle licensed; and if such proof after the above date was in the form of liability insurance, the policy must have been written in at least the above minimum amounts for each vehicle. (All persons who had automobile liability insurance in amounts less than \$10,000, \$20,000 and \$1,000, whose policies expired on or after July 1, 1955, were advised to consult their insurance agents.

3.—In 1954 also a new section, numbered 46-416.2, was added to the Safety Responsibility Act which requires the Commissioner to revoke for a period of sixty days the license of any person, upon receipt of a record of his conviction of reckless driving and of any provision of law establishing the lawful rates of speed of motor vehicles, when the offenses upon which the convictions are based were committed within a period of twelve consecutive months.

Turning now to the actions of the 1956 General Assembly, also upon the recommendation of Commissioner Lamb, we find among other enacted laws the following:

1.—A new section (46-105.3) to the Virginia Code and provides for the issuance and use of temporary license plates by purchasers of motor vehicles under certain conditions, requires the maintenance of records by dealers in connection therewith and penalties for violations.

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temporary plates are issued. No such temporary plates shall be issued to any person possessing current license plates for a vehicle that has been sold or exchanged nor can they be loaned for use on a dealer's vehicle.

Each dealer issuing temporary license plates shall insert the date of issuance and expiration of the plates and the make and serial number of the vehicle for which issued. Failure to comply with the provisions of this law by the dealer may result in the suspension of the right of the dealer to issue such temporary plates. The plates are valid for a period of ten days or until receipt of current license plates from the Division, whichever event shall first occur. The Act provides that violations constitute a misdemeanor and upon conviction a fine of not more than \$500, or imprisonment for not more than twelve months, or both, may be imposed.

2.—This amendment, Section 46-376 increases the fee for an operator's license to \$1.00 for each such license issued or renewed by the Division on and after July 1

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1956. It also provides that within ninety days prior to the date shown on the operator's license as the date of expiration, the Division shall mail notice of expiration to the holder at the address shown on the records of the Division in its operators' license file. Such notices of expiration begin with those licenses expiring in October, 1956. Failure to receive such notices does not serve to extend the period of validity of such operator's license beyond the expiration date shown thereon.

3.—Section 46-363 is of great importance with respect to teen-age operators. Minors under the age of eighteen year will be required to obtain the written consent of both parents on their application for a driver's license, except under certain circumstances where one parent is deceased or one parent has sole custody, or other factors enter into the individual case so as to make one parent's signature unobtainable. The guardian having custody of such minor may also grant consent in proper cases, and where the minor under the age of eighteen years has no father, mother or guardian, then an operator's license shall not be issued to the minor unless the application therefor is signed by the juvenile judge.

Any father, mother, surviving parent, parent having custody or at the discretion of the Commissioner, either parent

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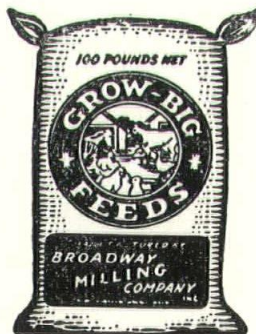
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in cases where both are not present within the State, or guardian, as the case may be, may thereafter file with the Division a written request that the license of said minor so granted be cancelled. The Division shall then cancel the license and it shall not be reissued until a period of six months has elapsed from the date of cancellation.

4.—Of tremendous importance is the legislation advocated by Commissioner Lamb, both in his capacity as head of D.M.V. and as a member of the Governor's Highway Safety Committee.

This adds to Section 18.75.1 covering driving while intoxicated, Sections 18.75.2 and 18.75.3.

A number of presumptions are provided herein which relate to broad samples taken in accordance with 18.75.1 in criminal prosecution for violation of 18.75 (driving while intoxicated). A finding of 0.05% or less by weight of alcohol in the blood of the accused creates the presumption that this defendant was not under the influence of alcoholic intoxicants. A finding in excess of 0.05% but less than 0.15%, shall not give rise to any presumption that the accused was or was not under the influence of alcoholic intoxicants, but additional facts may be considered with other competent evidence in determining the guilt or innocence of the accused. If there was at the time 0.15% or more by weight of alcohol in the blood of the accused, it shall be presumed that the accused was under the influence of alcoholic intoxicants.

5.—Section 46-209.2 adds a new section which prohibits racing on the highways and provides that any person engaging in a race

between two or more motor vehicles shall be guilty of reckless driving. The conviction under this section, in addition to any other penalties provided by law, also requires the court or judge to suspend the operator's or chauffeur's license of such person for not less than six months nor more than two years. The license shall be ordered surrendered to the court where it shall be disposed of according to 46-195.1.

This brings us to the middle of the fiftieth year of motor vehicle licensing in Virginia. Commissioner Lamb reported at the end of the fiscal year June 30, 1956, total collections from 1906 of \$1,091,229,234.71, which included the paltry revenue for the first 4 years of motor licensing in the State of \$9,198.

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In addition, at present, the Division has 110 license agents throughout the State and 8 branch offices located at Arlington, Alexandria, Danville, Hampton, Norfolk, Portsmouth, Roanoke and Lynchburg, the latter being the first branch office, which was established in 1932.

Also, this is the story of 50 years backed by hard work, dreams, disappointments, progressive legislature, and albeit, great achievements in the cause of good road building, safety, and scientific law enforcement, and of paramount importance, service to the motoring public under any and all conditions.

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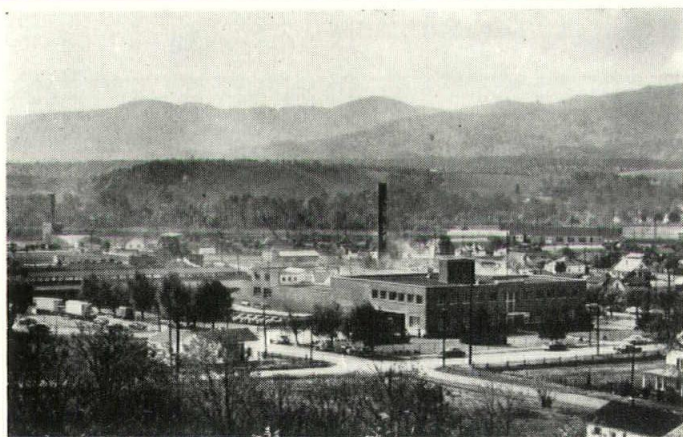
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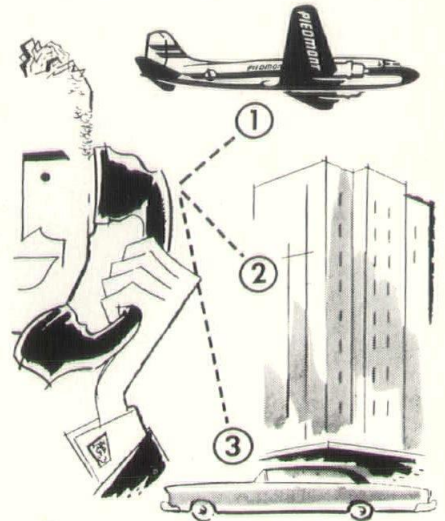
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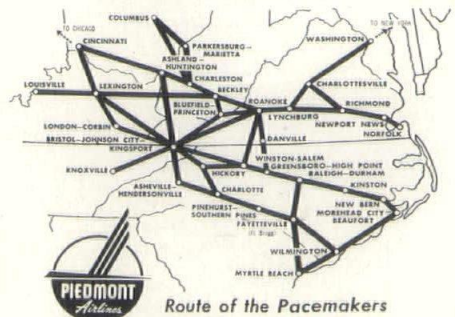
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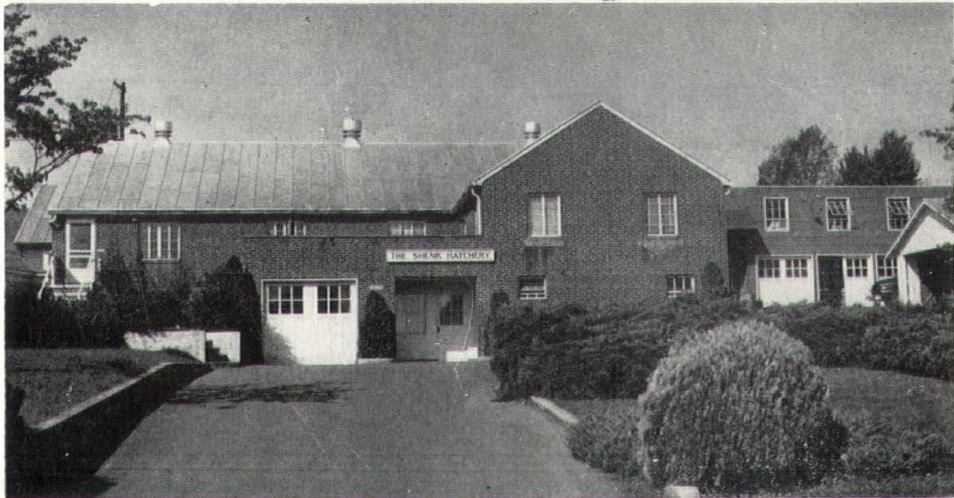
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