

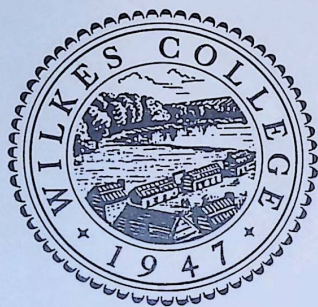
WILKES COLLEGE LIBRARY

# TRAFFIC LECTURES

ARCHIVE S

HE370  
W682

INSTITUTE of MUNICIPAL GOVERNMENT  
WILKES COLLEGE  
1958



**LIBRARY**

WILKES-BARRE  
PENNSYLVANIA

The new problem here is the type of traffic which flows from the residential, commercial and office areas. These are the points of access with the increased traffic into your building. The local people of our papers and reports the traffic and the location of the building and the way in which the reports of traffic are being used in all of us the community of the system. The automobile problem along with the increased traffic and the position of the traffic is being.

The way the traffic is the same in the way in which the traffic is being used. The traffic is being used in the way in which the traffic is being used. The traffic is being used in the way in which the traffic is being used.

Being the traffic is the same in the way in which the traffic is being used. The traffic is being used in the way in which the traffic is being used. The traffic is being used in the way in which the traffic is being used.

To help you better, Wilkes College's library is being used. The traffic is being used in the way in which the traffic is being used. The traffic is being used in the way in which the traffic is being used.

Therefore, the traffic is being used in the way in which the traffic is being used. The traffic is being used in the way in which the traffic is being used. The traffic is being used in the way in which the traffic is being used.

Therefore, the traffic is being used in the way in which the traffic is being used. The traffic is being used in the way in which the traffic is being used. The traffic is being used in the way in which the traffic is being used.



WILKES COLLEGE LIBRARY  
WILKES-BARRE, PENNSYLVANIA

ARCHIVE S

HE 370

W 682

#### FOREWARD

No one problem looms larger today in the eyes of our citizenry than does the regulation, enforcement and study of traffic. While the marvels of science with its forecasted flights into space headline the front pages of our papers and capture the fervor and imagination of young and old, so too, do the every day reports of traffic tragedies instill in all of us the immensity of the problem the automobile presents along with its recognized convenience and position in our nation's economy.

You who are right in the scene in daily contact with directing and enforcing traffic are more aware than others of the major proportions the problems of traffic safety have assumed.

Judging entirely by my own personal observations and by the reports that come in to me at the Wyoming Valley Motor Club, I know that the police of our communities are doing a magnificent job handling traffic that has outstripped the engineering and design of our city streets and local highways. Certainly, ten or twenty years from now our roadways will be better designed and constructed to care for this great traffic flow but, in the meantime, any alleviation of the problem, any decreases in our spiraling traffic tragedies directly in your capable hands.

To help you help us, Wilkes College's Institute of Municipal Government have presented these five lectures on traffic safety and its attainment. I know you will find these lectures helpful to you in your daily work and, at the same time, they will impart a full appreciation of what a vital role you have assumed in your chosen careers.

Personally, one of the basic premises I've operated on all my life has been the fact that if you have a dollar, and I have a dollar and we exchange dollars, we still each have a dollar. However, if you have an idea and I have an idea and we exchange ideas, we both have two ideas.

In the same way, your attendance at this series of lectures will give you new methods and new ideas of how to help us from becoming traffic accident statistics. I sincerely believe it will make you even finer officers than I already know you to be.

ANDREW J. SORDONI  
President  
Wyoming Valley Motor Club

58786

## DIRECTING TRAFFIC FLOW

Clark E. McClelland

Gentlemen, I do not need to go into a long discussion in the seriousness of the traffic situation as it exists today-- and as it will increase in seriousness.

Forty thousand persons killed on our streets and highways in one year! This, plus the number of seriously injured, is almost unbelievable. This, in a country that is wrought up to its present pitch over the fact that another country may get to the moon before we do! We are ready to spend any amount to accomplish this feat, and justifiably so, in the world picture. Yet, we cannot assure our citizens that they can drive to and from their jobs without exposing themselves to possible fatal accidents every day. Our streets and highways should be made as safe as outer space!

To be effective, any program of traffic control and accident prevention must have EDS added. This additive, nebulous and intangible as some of the ingredients of modern merchandise, is very real. It can be seen and felt in every successful traffic program.

For a better view of EDS let us develop the traffic problem in several of its aspects:

Fundamental approaches to the problem are through the well-known avenues of education, engineering and enforcement. The degree to which these fundamentals are effective depends upon the soundness and logic of the methods used, the ingenuity with which devices are applied, and the acceptability of procedures to the public.

The objective of traffic engineering is to provide the best functional use of existing roadways with a reasonable balance between safety and movement. Also, to plan routes and functional design for new streets and highways.

The objective of the traffic safety educator is to bring about voluntary compliance with regulations applied to the use of streets and highways through educational and advertising techniques for masses, specific groups and individuals.

The objective of the police is to aid in the function of the streets and highways by manual assistance at intersections and through parking control -- and to gain widespread voluntary compliance through enforcement of regulations, for safe operation of motor vehicle transportation.

ANDREW J. SRODNI  
President  
Wyoming Valley Motor Club

DIRECTING TRAFFIC FLOW  
Clark E. McClellan

Gentlemen, I do not need to go into a long dissertation in the seriousness of the traffic situation as it exists today... and as it will increase in seriousness.

Forty thousand persons killed on our streets and highways in one year! This, plus the number of seriously injured, is almost unbelievable. This, in a country that is wrought up to the present pitch over the fact that another country may get to the moon before we do, is ready to spend any amount to accomplish this feat, and justifiably so, in the world picture. Yet, we cannot assure our citizens that they can drive to and from their jobs without exposing themselves to possible fatal accidents every day. Our streets and highways should be made as safe as outer space.

To be effective, any program of traffic control and accident prevention must have EDS added. This additive, nebulous and intangible as some of the ingredients of modern merchandising, is very real. It can be seen and felt in every successful traffic program.

For a better view of EDS let us develop the traffic problem in several of its aspects:

Fundamental approaches to the problem are through the well-known avenues of education, engineering and enforcement. The degree to which these fundamentals are effective depends upon the soundness and logic of the methods used, the ingenuity with which devices are applied, and the acceptability of procedures to the public.

The objective of traffic engineering is to provide the best functional use of existing roadways with a reasonable balance between safety and movement. Also, to plan routes and functional design for new streets and highways.

The objective of the traffic safety educator is to bring about voluntary compliance with regulations applied to the use of streets and highways through educational and advertising techniques for masses, specific groups and individuals.

The objective of the police is to aid in the function of the streets and highways by manual assistance at intersections and through parking control -- and to gain widespread voluntary compliance through enforcement of regulations, for safe operation of motor vehicle transportation.

A fourth element is the courts and prosecutors. Our courts to a large degree regulate the effectiveness of our enforcement program. However intelligently and diligently enforcement is applied, a judge or prosecutor not sincerely interested in the traffic problem can defeat the best enforcement effort devised.

None of these areas of control can have a maximum effect without the aid of the others. All must coordinate their efforts in harmony toward a common goal. All must be fortified with E.D.S.

First of all, the police should examine the need for traffic officers in the smooth and efficient movement of vehicles and in parking control. Where -- when -- and how much? That should dictate the number of officers necessary to give adequate assistance to traffic. Nothing brings public criticism more quickly or more vehemently than inadequate and inefficient police handling of traffic. Conversely, nothing is appreciated more, or brings quicker enthusiastic commendation to an officer and his department than an efficient, well-trained traffic officer of material assistance in stimulating a rapid flow of traffic through an intersection.

The same attitude of the public exists as to parking control. Parking limitations and restrictions are accepted in good grace if enforced rigidly, impartially and fairly. Better to have no parking restrictions than to have them without requiring people to obey them. It is ridiculous to have two-hour limits and let cars park all day; or to have "tow-in" zones and never tow a car in, or to have no parking zones and let cars occupy them. Lax enforcement destroys the respect for police and undermines the rest of the traffic program.

No department can be adequately effective without properly trained men. The greatest economic waste that any city experiences is hiring inexperienced men, expecting them to learn to be policemen through contact with other policemen and the public. They may eventually become officers, but only after much inefficiency. Often they end up with disastrous results, to themselves and to the public. Formal classroom training will not make an officer without experience, but neither will experience without training produce a top-flight policeman. Because experienced police officers are usually not available for hiring it is necessary to train the rookies we hire, if we expect to get the best from them.

Enforcement is at best a deterrent, not a compeller. There can never be enough enforcement to compel society to obey. In its broadest concept, enforcement is educational. In only a minority of cases is it intended as punishment. It is intended to convert the driver to better driving habits and to furnish an example to others. Enforcement is not necessarily arresting the driver. It may merely be the presence of an offi-

A fourth element is the courts and prosecutors. Our courts to a large degree regulate the effectiveness of the enforcement program. However, intelligently and diligently and diligently, a judge or prosecutor not sincerely interested in the traffic problem can defeat the best enforcement effort devised.

None of these areas of control can have a maximum effect without the aid of the others. All must coordinate their efforts in harmony toward a common goal. All must be furnished with E.D.S.

First of all, the police should examine the need for traffic officers in the smooth and efficient movement of vehicles and in parking control. Where -- and how much? That should dictate the number of officers necessary to give adequate assistance to traffic. Working hours of officers should be checked or more vigorously than adequate and inefficient police handling of traffic. Conversely, where is appreciated more, or brings quicker, enthusiastic commendation to an officer and his department than an efficient, well-trained traffic officer of material assistance in stimulating a rapid flow of traffic through an intersection.

The same attitude of the public exists as to parking control. Parking limitations and restrictions are accepted in good grace if enforced rigidly, impartially and fairly. Better to have no parking control than to have them without requiring people to obey them. It is ridiculous to have two-hour limits and let cars park all day or to have "no parking" zones and never tow a car in, or to have no parking zones and tow away them. Law enforcement destroys the respect for police and undermines the root of the traffic program.

No department can be adequately effective without properly trained men. The greatest economic waste that any city experiences is hiring inexperienced men, expecting them to learn to be policemen through contact with other policemen and the public. They may eventually become officers, but only after much inefficiency. Often they end up with disastrous results, to themselves and to the public. Formal classroom training will not make an officer without experience, but neither will experience without training produce a top-flight policeman. Because experienced police officers are usually not available for hiring it is necessary to train the rookies we hire. If we expect to get the best from them, enforcement is at best a detour, not a competitor. There can never be enough enforcement to control society to obey. In the enforcement, enforcement is educational. In only a minority of cases is it intended as punishment. It is intended to correct the driver to better driving habits and to furnish an example to others. Enforcement is not necessarily arresting the driver. It may merely be the presence of an officer for psychological effect, an admonition or written warning.

cer for psychological effect, an admonition or written warning.

Accident reports resulting from police accident investigation could be put to use by many individuals and groups; insurance companies, attorneys, advertisers and many industries, but these uses are not the purposes of accident investigation for the law enforcement officer. Even prosecution resulting from the investigation is of secondary concern. The principal purpose of investigating accidents is to provide quantities of valid factual data upon which to base a logical and effective enforcement program.

That program is one of selective enforcement aimed at cause, time, place, and group. For the educator such statistics direct his efforts in the same way in the proper direction. For the engineer such data furnish the nucleus for safety engineering on existing roadways. They help him resist demands for engineering in places it is not needed. Such data takes the guess work out of planning for all phases of traffic and safety control.

However well-planned an enforcement program may be, it must be acceptable to a majority of the community. It is wise to remember that ours is a government of the people --- God forbid ever of the police, by the police, and for the police. This is not to say that the public will not accept enforcement of the law; for they will. Yet the degree of acceptance is based on the reasonableness of the law and the reasonableness of the police.

Even a well-planned enforcement program, properly advertised and supported, can fail to obtain widespread voluntary compliance, if enforcement is seen to be inconsistent. Inconsistencies can only be avoided by clearly defined policies of a police administrator. When we ask ourselves what degree of tolerance should be given in various types of violations, we can summon to mind many degrees of tolerance and support each with a valid reason. Yet, however valid the reason for tolerance, the DEGREES of it differ among individuals.

Should a tolerance on speed be one mile over the limit, or five miles, or ten miles -- or should no tolerance be shown? If this decision is left to the individual officer, a wide variation in enforcement can frustrate the motorist. When a driver five miles over the speed limit finds his excess "tolerated" in one section of a city or state, and receives a traffic summons for the same degree of violation in another section, he feels he has been unjustly arrested. He cannot know what is expected of him.

I believe in a realistic freedom. I don't believe in putting up a sign that says 35 on a four land divided highway and allowing the traffic to

move 45 miles an hour and turn my back. To me that sign means nothing. A speed zone must be realistic. Tolerance must be in instruments, not in lax enforcement.

Most cities have streets poorly arranged for today's heavy traffic. Many small towns with public squares are traffic monstrosities, and some large cities have intersections where three or more streets come together, or where two streets merge instead of bisecting. Such conditions make it virtually impossible to equalize the flow of traffic with signal systems. Engineers do an outstanding job with what they have to work with, but many situations cannot be solved without costly changes in both streets and intersections.

The more prevalent these conditions in a city, the greater the need for police assistance. When police ignore the conditions, a cry from the public for assistance invariably results. Gratifying, police and engineers ingeniously use traffic cones, portable signs and signals and public address systems on police vehicles to get the best movement on thoroughfares during peak hours.

Proper manual control of intersections requires training. Uniformity of hand signals and clear, understandable signals come through training and understanding the driver's visual problems. Training affords an understanding of the need for equalizing the flow from different directions and the coordination of flow between movements. Many of our colleges and universities are offering such training through extension of services. Wise police administrators make such courses available to their men.

We cannot emphasize too greatly the importance of close liaison between the traffic engineer and the police. While the police would not be expected to contribute too greatly in the matter of technical engineering know-how, the data that is collected by the police department is the traffic engineers' most valuable source of information. In turn, the police can, and should, depend upon the engineer to furnish advice and information to assist them in the basic functions of accident investigation, directing traffic and enforcing traffic laws. Such interchange of information can result in a smooth, well-planned program.

While the police, as we stated, cannot offer too much in a technical plane relating to design or installation of facilities, the police should develop an understanding of such matters and have the opportunity to review plans before an actual installation is made. The engineer with all his technical qualifications may still overlook some factor having an important bearing on police work. The police will be required to patrol and enforce laws, and if the proposed facility will create unusual or difficult problems for the police it is better to recognize and discuss them before the facility

is installed than to wait until the problem becomes acute.

Interdependency of the police and traffic engineer shows up most conspicuously in the realm of mechanical installations and maintenance. Parking meters which are out of order, signs which are down or not legible, curb markings faded, worn away channel stripes, pose unnecessary burdens on the police. Not only is supervision over such run-down facilities hampered, but the public interprets the limited action of the police as a general let-down in supervision and enforcement.

Another important police function in a traffic control and traffic safety program lies in the field of education. In some large cities, departments of Traffic Safety Education have been created in the city government. In all such cases the police take an important role in safety education in liaison with such departments. If no such special department exists, the police should not miss the opportunity to carry on such a program from their own department.

For the promotion of educational programs, men should be carefully selected. Officers who take part in these programs should be thoroughly acquainted with the traffic problem and the objectives of the enforcement program. They should possess good personality; be pleasant, firm, conduct themselves with dignity, and carry themselves well. They should be sincerely dedicated to their job. Their sincerity and dedication should be apparent in their enthusiasm to put over the program. A good safety education program not only sells traffic safety but as a by-product it sells the police!

Perhaps now is the time to talk about the E.D.S. -- "an essential ingredient of our product." E.D.S. is as old as time. It is elusive as a rainbow and can come and go as quickly.

Being a law enforcement officer is like teaching, nursing, social work and several other professions -- a public service. The honest law enforcement officer has no prospect of appreciable dollar-gain or of fame and fortune. He has only the satisfaction of rendering of service, that warming satisfaction of being helpful to someone, the gratification that comes from a job well done.

Any program of traffic control becomes effective only through a personal, enthusiastic for accomplishment, dedicated to an ideal, and sincere in effort.

However logical the enforcement procedure, however, well-planned the traffic control program and highly organized the department,



is installed than to wait until the problem becomes acute.  
most conspicuously in the realm of mechanical installations and maintenance. Parking meters which are out of order, signs which are down or not legible, curb markings faded, worn away channel strips, pose unnecessary burdens on the police. Not only is supervision over such run-down facilities hampered, but the public interprets the limited action of the police as a general let-down in supervision and enforcement.

Another important police function is a traffic control and traffic safety program lies in the field of education. In some large cities, departments of Traffic Safety Education have been created in the city government. In all such cases the police take an important role in safety education in liaison with such departments. If no such special department exists, the police should not miss the opportunity to carry on such a program from their own department.

For the promotion of educational programs, men should be carefully selected. Officers who take part in these programs should be thoroughly acquainted with the traffic problem and the objectives of the enforcement program. They should possess good personalities, be pleasant, firm, conduct themselves with dignity, and carry themselves well. They should be sincerely dedicated to their job. Their sincerity and dedication should be apparent in their enthusiasm to put over the program. A good safety education program not only sells traffic safety but as a by-product it sells the police!

Perhaps now is the time to talk about the E.D.S. -- "an essential ingredient of our product." E.D.S. is an old as time. It is elusive as a rainbow and can come and go as quickly.

Being a law enforcement officer is like teaching, nursing, social work and several other professions -- a public service. The honest law enforcement officer has no prospect of appreciable dollar-gain or of fame and fortune. He has only the satisfaction of rendering of service, that warming satisfaction of being helpful to someone, the gratification that comes from a job well done.

Any program of traffic control becomes effective only through a personal, enthusiastic for accomplishment, dedicated to an ideal, and sincere in effort.

However logical the enforcement procedure, however well-planned the traffic control program and highly organized the department,

it stills remains for people to put it into practice. The program will succeed to the degree in which these people possess EDS --

ENTHUSIASM, DEDICATION, and SINCERITY.

Clark E. McClelland, Director of Traffic Engineering and Safety for the PMF-AAA, Harrisburg, Pennsylvania, has been actively engaged in the field of traffic engineering and safety since 1936. Mr. McClelland received his Bachelors Degree from the Slippery Rock State Teachers College and studied at the graduate level at both the Penn State University and Geneva College. While at PSU he received valuable training under the "Father of Driving Education", Dr. Amos E. Neyhart. Since assuming his duties with PMF, Mr. McClelland has attended the Traffic Institute, Northwestern University, to supplement his knowledge of traffic engineering. Mr. McClelland works throughout the state to assist motor clubs in solving their traffic engineering and driver training problems.

## DRUNKEN DRIVERS

Dr. John M. Williams

Before discussing some of the effects of alcohol on the body, I feel that it is essential to define the condition of alcoholism. Therefore, I offer you my definition of alcoholism. Alcoholism is a chronic progressive incurable disease which is characterized by an abnormal reaction to the ingestion of alcohol. The abnormal reaction is usually described as uncontrollable drinking. With this definition in mind, let us talk about some of the common effects of alcohol on the human body. In all people who drink alcohol, the following may be true, whether alcoholic or not:

In considering the effects of alcohol on the body, it is convenient to consider its effect upon the various systems of the body.

### (1) The effect of alcohol on the gastro-intestinal system:

When Ethyl alcohol is ingested, the first effect of alcohol is on the mucuous membranes of the oral cavity, stomach, and the intestines. If alcohol were not absorbed from the digestive tube the local effect of the alcohol upon the tube would be its only effect, and there would be no problem of alcoholism. However, about 20% of the alcohol is absorbed directly from the stomach and the remaining 80% from the first three or four feet from the intestinal tract. The rapid absorption of alcohol from the stomach and the first few feet of the intestinal accounts for its rapid systemic effects.

Alcohol in a concentration of 7% will stimulate the stomach to secrete its digestive juices. It is on this basis that a small amount of alcohol taken with some substance to disguise the taste of the alcohol has a stimulating effect on the glands of the stomach. On the other hand, concentrations of 10 or 20% or greater, especially above 20%, there is a tremendous inhibition of the secretory action of the stomach. Not only is there inhibition, but if one ingests distilled liquors of from 40 to 50% without dilution, they may eventually cause severe inflammation of the mucuous membrane lining of the stomach and the intestines. Thus acute alcoholic gastritis is a very common condition which results from the ingestion of large quantities of highly concentrated alcohol.

### (2) The effect of alcohol on the nervous system:

The effect of alcohol on the nervous system is extremely important because so many features of the acutely intoxicated person are a result of the embarrassment produced to the nervous system.

Alcohol is a continuously acting depressant of the nervous system. The brain centers of higher intellectual activity and those concerned with emotions and personality appear to be depressed with the smallest concentration of alcohol. Thus, the initial symptoms are those which result from the depression of the centers concerned with worry, anxiety; and there appears a feeling of expansiveness, exhilaration, vivaciousness, loss of inhibition. As a result, the individual frequently feels lifted up. Hence, alcohol is often wrongly felt to be a stimulant. Actually, it depresses, and a



...of fatigue, worry, and inhibition are decreased from the level of the motor centers of the cerebrum and the cerebellum which are the parts concerned with the control of movements. The result is that all movements become progressively less inhibited and reflex movements are significantly slowed. This is the case in the mid-brain which controls eye movements, head movements, and the greater alcoholic concentration has depressed the inhibitory centers to the point of marked inhibition and the effect is that the inhibitory centers are less inhibited and the inhibitory effect is less marked. Simultaneously the greater alcoholic concentration has depressed the inhibitory centers to the point of marked inhibition and the effect is that the inhibitory centers are less inhibited and the inhibitory effect is less marked. Simultaneously the greater alcoholic concentration has depressed the inhibitory centers to the point of marked inhibition and the effect is that the inhibitory centers are less inhibited and the inhibitory effect is less marked.

If a large quantity of alcohol has been consumed immediately after the stage of helplessness, concentrations of alcohol are found to be at the level of 50% to 60% and as before the respiratory and heart centers in the hind-brain until their activity stops and death occurs.

(3) The effect of alcohol on the reproductive system. The fallopian tubes and uterus are less inhibited because of the presence of alcohol. The higher centers concerned with the maintenance of the reproductive system are less inhibited because of the presence of alcohol. The higher centers concerned with the maintenance of the reproductive system are less inhibited because of the presence of alcohol. The higher centers concerned with the maintenance of the reproductive system are less inhibited because of the presence of alcohol.

However, in mild intoxication, sexual activity may occur from the inhibition of fatigue. As the concentration of the alcohol increases the ability to perform the sex act necessarily progressively decreases. The numerous erroneous opinions that alcohol itself causes blindness, insanity, sterility, stillbirth of the fetus are untenable.

Another fallacious belief widely extant concerns the effect of alcohol upon children conceived while one or both partners are under the influence of alcohol during pregnancy. There is no evidence to indicate that alcohol acts any differently upon the fetus than upon the mother. Alcohol and some of these effects are due to the maintenance of the fetus. Alcoholic mothers are more prone to infection, more frequently suffer from tremors before and during childbirth, and are more likely to give in unhygienic surroundings.

Likewise, alcoholic parents generally do not provide proper social environments for their children. It is this combination of all these

secondary effects of alcohol which accounts for the greater rates of stillbirths and defective children born to alcoholic parents.

Briefly with reference to the other systems of the body we may say that alcohol has no significant effect upon the respiratory system until very high concentrations of alcohol are consumed at which time the respirations become very slow and deep and may finally cease.

The effect of alcohol upon the cardio-vascular system, that is the heart and blood vessels, is not significantly altered either until high levels of blood alcohol are obtained. Then there occurs a progressive slowing of the heart as the vital centers of the brain are depressed until finally the heart may stop.

The effect of alcohol upon the excretory system indicates that alcohol may stimulate kidneys to increase the output of urine, but this effect is not marked.

The effect of alcohol upon the muscular system indicates that muscles are not significantly effected until extreme high concentrations of alcohol exists. The incoordination seen as has been mentioned before is attributed to the effect of this drug upon the nervous system.

The effect of alcohol upon the skeletal system is unknown. In other words the effects that have been described here would be true in all people who drink. However, the effect of alcoholic beverages on susceptible people may be considered a moot question since it is not understood as to what makes certain individuals more susceptible to the toxic effects of alcohol than others. In other words, we are not sure if it is just purely over sensitiveness upon the part of the body of an alcoholic to alcohol beverage or if there are certain psychological defects in the individual which renders him more susceptible or perhaps both the purely physical drug and psychological problems may render the individual more susceptible to alcohol.

Ideally, an iron clad case of intoxication should provide the following type of data to the police officers:

- (1) Proof of alcohol consumption.
- (2) Alcohol blood level of 1.15% or greater at the material time in question.
- (3) Physical and mental examinations by physicians in which all or a combination of signs and symptoms are present. With exclusion of all pathological conditions which may cause similar signs and symptoms. Combinations of the following signs and symptoms are usually found in intoxicated individuals: (1) Either furry tongue or excessive salivation. (2) Irregular behavior, loquacity, excitement, or sullenness or ill temper, lethargy to coma. (3) Suffusion of the conjunctiva. (4) Pupillary reactions - variable from extreme dilation to contraction - equal or unequal. (5) Loss or confusion of memory. (6) Hesitancy and thickness of speech. (7) Tremors or errors in incoordination.

In examining the patient the police officer should realize that superimposed upon the effect of alcohol there may be shock of trauma and

... effects of alcohol which accounts for the greater rate of still...  
... children born to alcoholic parents...  
... with tolerance to the effect of alcohol...  
... alcohol has no significant effect upon the respiratory system...  
... concentrations of alcohol are consumed at which the respiratory...  
... become very slow and deep and may finally cease...  
... The effect of alcohol upon the circulatory system, that is...  
... heart and blood vessels, is not significantly altered when high...  
... of blood alcohol are obtained. Thus there occurs a progressive...  
... of the heart as the vital centers of the brain are depressed and...  
... the heart may stop...  
... The effect of alcohol upon the excretory system indicates that...  
... may stimulate kidneys to increase the output of urine, but this...  
... is not marked...  
... The effect of alcohol upon the muscular system indicates that...  
... are not significantly affected until extremely high concentrations of...  
... alcohol exist. The intoxication seen as has been mentioned before is at...  
... to the effect of this drug upon the nervous system...  
... The effect of alcohol upon the skeletal system is...  
... after words the effects that have been described here would be true in all...  
... who drink. However, the effect of alcoholic beverages on...  
... people may be considered a moot question since it is not understood...  
... what makes certain individuals more susceptible to the toxic effects...  
... than others. In other words, we are not sure if it is just...  
... over sensitivity upon the part of the body or an alcoholic to alcohol...  
... or if there are certain psychological defects in the individual which...  
... him more susceptible or perhaps both the purely physical and...  
... psychological problems may render the individual more susceptible to...  
... alcohol...  
... identify, an iron clad case of intoxication should provide the...  
... following type of data to the police officer:  
... (1) Blood alcohol level of 1.15%  
... (2) Period of alcohol consumption.  
... (3) Physical and mental...  
... at the material time in question.  
... by physicians in which all or a combination of signs and symptoms...  
... present with exclusion of all pathological conditions which may cause...  
... and symptoms. Combinations of the following signs and...  
... are usually found in intoxicated individuals: (1) Eyes watery...  
... or excessive activation. (2) Irregular behavior, incoherence, excite-  
... or silliness or ill temper, lethargy to come. (3) Slowness of...  
... (4) Pupillary reactions - variable from constant dilation to...  
... equal or unequal. (5) Loss or confusion of memory. (6) Incoherency...  
... of speech. (7) Tremor or ataxia in intoxication...  
... In examining the patient the police officer should realize that...  
... upon the effect of alcohol there may be a check of...  
... -9-

anxiety of the situation which may also have an effect upon the suspect's behavior and performance. There is considerable variation in the amount of alcohol required to produce death in both men and animals. In general, it may be said that when the blood alcohol level exceeds 500 mgm per 100 cc of blood the individual is either unconscious or dead. Errors of technique and judgment can be made in all these evaluations. There is widespread impression in the public mind that a scientific test is infallible. However, it should be realized that every measurement made by man has a quantum of error in it, and the results may be too high or too low.

How about tests to determine whether a person is drunk? How scientific are they? About 10 or 12 tests are recognized which would give you the suggestion that no one alone is too good. Blood level test of 1.15% is felt to be a blood concentration that makes a person intoxicated. The balloon test is not meeting with too much favor just now.

In general, I would say the test is not better than the laboratory that does it. The quantum of error can be very large. Two different people can get two different results. The decision as to whether a person is intoxicated would have to be based on a composite of tests, the blood test is the most universally accepted.

Now before discussing the type of individual we treat and see in our clinic I thought it might be of interest to you to consider some of the public health implications of the problem of alcoholism.

It is not easy to discover the number of cases of any illness particularly one like alcoholism which is not a disease reportable to Public Health Authorities, and it is a disease which, unfortunately, is still generally considered to be a reflection upon the family and hidden in an effort to avoid disclosure. Likewise, the boundary line between the state of health and excessive alcoholic beverage ingestions is frequently quite fuzzy. For these reasons, it is particularly difficult to establish the incidence of chronic alcoholism.

In the past century, the consumption of malt beverages and wine has increased and distilled liquors has decreased. In the United States, it has been estimated that from a total population of drinking age of 100,000,000 there are 60,000,000 who consume alcoholic beverages, 3,900,000 alcoholics, and 750,000 chronic alcoholics. The rate of alcoholism is 3,952 male alcoholics and 1,248 female alcoholics per 100,000 adult population. Thus alcoholism is nearly four times as men as in women.

With such a large proportion of the population drinking alcoholic beverages it is not surprising that large sums of money are spent for these beverages. Over nine billion dollars annually are spent for alcoholic beverages.

Approximately 4.1% of the personal consumption expenditures are spent for alcohol, only 4.9% for medical care, and 5.3% for recreation. The direct cost of the alcoholic beverage comprises only a part of the money spent; for vast sums of money are spent by the alcoholic, his family, friends, and from the public funds to pay for property damage and injury and loss of life due to the actions of intoxicated persons.

It has been estimated that these indirect costs contributable to alcoholism total nearly three quarters of a billion dollars and include over four million dollars annual loss in wages, one hundred and eight billion dollars loss in crime and eighty nine million dollars loss from accidents. These costs do not include those very important tangible losses which occur from alcoholism such as divorce, unhappy families, and loss of friendship, untold personal misery and suffering on which no money value can be placed.

Since the type of persons likely to come under the supervision of the police officer are most probably chronic alcoholics, at our clinic at the Philadelphia General Hospital we have divided our chronic alcoholics into three groups: First group is the patient who has classical or uncomplicated alcoholism. Second group is the person whose alcohol picture is secondary to some underlying psychotic emotional or personality situation. The Third group is the homeless man and skidrow type of alcoholic.

The first group is composed of individuals who have apparently gone along for many years without any difficulty due to alcohol and either insidiously or suddenly they exhibit what is often known as the alcoholic reaction. These are the people, who as a rule, do well with a great deal of support from their families, Alcoholics Anonymous, their wives or some other member of the family, and other patients in order to be sure that the proper understanding exists. This type of alcoholic is the one we refer to as the classical alcoholic.

The second group, or secondary alcoholic, is composed of individuals in whom their alcoholism is complicated by the fact that they are psychotic, an emotional or personality disturbance that requires psychiatric care. Here it behooves the general practitioner to see that this patient is brought to clinical psychiatry. This is not, however, the end of the therapeutic regime because these patients exhibit the same compulsive drinking as primary or classical group. It is obvious that complete abstinence has to be the rule here as well as with the first group. Psychiatry, alone, cannot help the alcoholic return to normal drinking because of the metabolic changes that have taken place even if the emotional, psychotic disturbance is overcome.

When a person is hallucinating, then you are dealing with a

chronically sick person. We at Philadelphia General do not use barbituates but the ameliorating pills. It usually takes two weeks or so to recover from hallucinations. We don't use morphines but tranquillizers now.

Hypnosis is sometimes used. However, it has not generally been effective. The experience has been that those who have been alcoholics can't go back to moderate drinking.

If this type of person is found in a coma-like state, you are obliged to take him to a hospital diagnose to determine his condition - to the emergency section of the hospital and let a doctor decide what is the cause of the stupor-like condition. It would be dangerous actually to take him to jail. This may be a case where he may or may not be an alcoholic. If he is an alcoholic, then take him to the jailhouse after examination.

The third group of patients are those who are rarely seen by a general practitioner and is composed primarily of homeless men or the so-called skidrow individual or bottle gangers. Here the problem is primarily a socio-economic one although it may depend upon primary or secondary alcoholism as well. Here we have a group of people who for any one of many reasons (alcoholism, psychic, personality problems, physical disabilities, severe emotional problems, etc.) have turned their back on what we call normal society and have chosen to live in a social system in which drinking is a necessary and integral part. They have a very dependent existence but no thought of personal appearance, cleanliness or any of the so-called luxuries of life. They exist at the expense of society and are no way amenable to any type of treatment without first going through a period of long term rehabilitatory institutionalization. I feel that this group of people cannot be treated adequately in the office of the general practitioner.

How about the rumbunctious individual who can't be handled? Pretty belligerent? Treat him like an incorrigible child if that is what he is. He may need discipline. Handle him positively. Don't water down the treatment.

How about the person who is "out for the night?" Approach him like you would a normal individual. He is not an alcoholic? Most drunken drivers are not chronic alcoholics.

Most of our alcoholics are passive, dependent like people who have to be treated like children. There may be loss of memory preceding some blackout, but they should be treated like children, and skillfully. Don't pull out the black jack. You must understand their illness, but don't water down the treatment.

In conclusion, let me say that we are ever encouraged by the

... We don't use morphine for...  
... We at Philadelphia General do not use...  
... We don't use morphine for...  
... We at Philadelphia General do not use...

... This type of person is found in a...  
... This type of person is found in a...  
... This type of person is found in a...

... The third group of patients are those who are...  
... The third group of patients are those who are...  
... The third group of patients are those who are...

... How about the person who is "out for the night"?  
... How about the person who is "out for the night"?  
... How about the person who is "out for the night"?

... Most of our alcoholics are passive, dependent...  
... Most of our alcoholics are passive, dependent...  
... Most of our alcoholics are passive, dependent...

increased interest of the public at large to this problem and with the continued support of (1) the police force, (2) the judicial system, (3) the medical profession, (4) Alcoholics Anonymous, founded in 1935, (5) families of alcoholics, that much will be accomplished in the future.

Dr. John M. Williams, M.D., has been associated with the Philadelphia General Hospital for the past two years.

Dr. Williams received his medical degree from the Ohio State University in 1950. Prior to attendance there he was a student at the University of Southern California.

The doctor has done advanced study at the Harlem Hospital, New York City; Norwich State Hospital, Norwich, Conn. and the Child Memorial Guidance Clinic of Richmond, Virginia prior to associating himself with the Alcoholism Unit at the Philadelphia General Hospital.

Doctor Williams is also associated with the Philadelphia Public Schools and the Pa. State Tuberculosis Hospital in Phila. In addition, he is engaged in the private practice of medicine.



## SUSPENSIONS AND REVOCATIONS OF LICENSES

John Simonetta, Esq.

I deem it a pleasure, and I am very happy to have this opportunity to speak to you this evening on a topic of great concern to all, i. e., the problem of highway safety. It is most important that your enforcement officers be familiar with the procedure used by the Bureau of Highway Safety in the suspension and revocation of an operator's license.

Before starting on my topic, I would like to give a little background on the prior system used in the suspension of licenses. Before February of 1956, there was no organized system of suspending licenses. Any motorist who was arrested and convicted for exceeding the lawful speed limit received a ninety-day suspension of his license.

In effect, at that time, was the restricted license for "employment purposes only". If a person had his license suspended and knew someone, he could very easily obtain a restricted license. In addition, the Courts frowned on this arbitrary ninety-day suspension, and as a result, the majority of suspensions, which were appealed, were reversed by the Courts.

The problem of highway safety is of great concern in Pennsylvania and throughout the Country. You are all aware of the thousands of people killed on our highways every year. Accidents do not just happen; they are caused by the careless and reckless operation of motor vehicles by human beings.

In an effort to make our highways as safe as may be humanly possible, Governor Leader instructed the Justice Department to work out a workable system of license suspensions. A new system was effected in February of 1956. A copy of this new system of graduated penalties was mailed to every applicant with the 1957 license application. Many telegrams and letters from citizens and from directors of motor clubs, safety bureaus, and associations were received in the Governor's office--all stating approval of Pennsylvania's new system of license suspension penalties.

This system of graduated penalties is aimed at the "repeater" who is the real problem in enforcing our Motor Vehicle Code. The restricted license has been abolished. A record is maintained of all violations, and these will be counted for penalties within a period of

SUSPENSIONS AND REVOCATIONS OF LICENSES  
John Simonson, Esq.

I seem to be a pleasure, and I am very happy to have this opportunity to speak to you this evening on a topic of great concern to all of us, the problem of highway safety. It is most important that our law enforcement officers be familiar with the procedure used by the Department of Highway Safety in the suspension and revocation of an individual's license.

Before starting on my topic, I would like to give a little background on the prior system used in the suspension of licenses. In February of 1956, there was no organized system of suspending licenses. Any motorist who was arrested and convicted for exceeding the speed limit received a ninety-day suspension of his license.

In effect, at that time, was the restricted license for "employment purposes only." If a person had his license suspended for any reason, he could very easily obtain a restricted license. The Courts frowned on this arbitrary ninety-day suspension and as a result, the majority of suspensions, which were reversed by the Courts.

The problem of highway safety is of great concern in Pennsylvania and throughout the Country. You are all aware of the thousands of people killed on our highways every year. Accidents do not happen; they are caused by the careless and reckless operation of motor vehicles by human beings.

In an effort to make our highways as safe as may be possible, Governor Simonson instructed the Justice Department to develop a workable system of license suspension. A new system was developed in February of 1956. A copy of this new system of license suspension was mailed to every applicant with the 1957 registration. Many telegrams and letters from citizens and members of motor clubs, safety bureaus, and associations were received in the Governor's office—all stating approval of the new system of license suspension penalties.

This system of graduated penalties is shown in the "regulations" which are being distributed to you. The real problem in enforcing our Motor Vehicle Code. The Department has been abolished. A record is maintained of all license suspensions and these will be covered for penalties within a period of

three years in accordance with the schedule of graduated penalties. Warnings and license suspensions, of course, can be in addition to such fines or other penalties as the law may provide.

Along with its severities toward the habitual offender and the irresponsible driver, this system allows due consideration for the careful and otherwise law-abiding citizen who may be guilty of unintentional violations which bring only a "warning" are made part of the driver's permanent record and will count toward license suspension should other violations occur.

Prior to 1956, the suspension of a license was not being performed in an equitable manner. In a majority of cases, only people who were arrested by the Pennsylvania State Police received a suspension of their license. All magistrates are required, under Section 1206 of the Motor Vehicle Code, to make a report of the disposition of all violations to the Department of Revenue not later than the tenth day of the following month. A check of our records revealed that the magistrates were not complying with Section 1206, and as a result, motorists who were arrested by local police, only paid a fine and never received a suspension. In order to correct this injustice, a letter was sent to every magistrate in Pennsylvania, informing them of their duty to send reports to the Bureau of Highway Safety. Since these letters were mailed, we have been receiving wonderful co-operation from most of the magistrates; however, there is still that small minority who feel that they are above the law, and do not have to comply. We have, at the present time, Information Specialists who are covering talks on highways safety. In addition, they are checking on the magistrates who are failing to submit reports.

A motorist's license can be suspended or revoked for any of the following reasons:

1. That such person has committed any violation of the motor vehicle or tractor laws of this Commonwealth.
2. That such person has committed a violation of the Motor Vehicle Code which resulted in a motor vehicle accident.
3. That such person is incompetent to operate a motor vehicle or tractor, or is afflicted with mental or physical infirmities or disabilities rendering it unsafe for such person to operate a motor

- vehicle or tractor on the highways .
- 4. Section 614--Mandatory Revocation of Operation Privileges.
- 5. Failure to comply with the Pennsylvania Safety Responsibility Act.
- 6. Reciprocity with the other States.

After a person is arrested and convicted of a violation of the Motor Vehicle Code, a certified report of the disposition of the conviction is submitted to the Bureau of Highway Safety. Upon receipt of these certifications, a check is made in our Central Files to determine whether the violator has a prior record--if he has a record, this new violation is placed in his file. If he has no record, a file is created.

Section 615 of the Motor Vehicle Code gives the Secretary of Revenue the authority to suspend a license upon sufficient evidence. However, before this could be done, the person must be advised of his right to request a Departmental hearing. After the file is reviewed, the Hearing Division notifies the individual of his violation and advises him that before any action is taken, he has a right to request a hearing. If a hearing is requested, the person is notified as to the time and place of the hearing, and his file is forwarded to the Hearing Examiner. At the present time, we have twenty-five Hearing Examiners located throughout the State, and the hearings are scheduled in the person's home county. Departmental hearings are of a quasi-judicial nature and are held to determine whether or not a person's license should be suspended. The hearings are recorded, and the record is returned to the Bureau for a final review. The review is conducted by a Board of Review, and the decision of the Board is final.

A person's license can also be suspended as a result of a motor vehicle accident. Section 1214 of the Motor Vehicle Code imposes as a duty to report certain accidents. This Section is as follows:

"(a) The operator of any motor vehicle, involved in an accident resulting in bodily injury or death to any person or damage to the property of any person in excess of one hundred dollars (100) shall, within twenty-four (24) hours, forward

Section 614 - A summary Revocation of Operator's Privileges.  
5. Failure to comply with the Pennsylvania Safety Responsibility Act.  
6. Reciprocity with the other States.

After a person is arrested and convicted of a violation of the Vehicle Code, a certified report of the disposition of the case is submitted to the Bureau of Highway Safety. Upon receipt of such reports, a check is made in our Central Files to determine whether the violator has a prior record - if he has a record, a violation is placed in his file. If he has no record, a violation is placed in his file.

Section 615 of the Motor Vehicle Code gives the Bureau the authority to suspend a license upon sufficient evidence. Before this could be done, the person must be advised of his rights and a Departmental hearing. After the hearing, the Bureau notifies the individual of his violation and advises him of his right to request a hearing. Before any action is taken, he has a right to request a hearing. If a hearing is requested, the person is notified as to the time and place of the hearing, and his file is forwarded to the hearing room. At present time, we have twenty-five hearing rooms located throughout the State, and the hearings are scheduled in the person's county. Departmental hearings are of a quasi-judicial nature and are held to determine whether or not a person's license should be suspended. The hearings are recorded, and the record is returned to the Bureau for a final review. The review is conducted by a Board of Review and the decision of the Board is final.

A person's license can also be suspended as a result of a vehicle accident. Section 1214 of the Motor Vehicle Code imposes a duty to report certain accidents. This section is as follows:

(a) The operator of any motor vehicle, involved in an accident resulting in bodily injury or death to any person or damage to the property of any person in excess of one hundred dollars (\$100) shall, within twenty-four (24) hours, forward

a report of such accidents to the department, upon forms furnished by the department. If the operator is physically incapable, as a result of the accident, it shall be the duty of any other participant in the accident, who is not incapacitated as the result of the accident, to forward such report."

When the accident reports are received, they are carefully reviewed to determine whether a violation has been committed. If so, the persons are cited to appear for a hearing, and the same procedure is followed as mentioned for violations.

Whenever we receive evidence that a person is afflicted with a mental or physical infirmity or disability, his license is suspended and not restored until sufficient medical proof is submitted, indicating that the person is competent to safely operate a motor vehicle. The licenses of all people who are admitted to mental institutions, are taken and sent to the Bureau. In the majority of cases of suspensions for incompetency, the person must take a re-examination before his license is restored.

Section 614 of the Motor Vehicle Code, which reads as follows:

- "(a) Upon receiving a certified record, from the clerk of the court, of proceedings in which a person pleaded guilty, entered a plea of nolo contendere; or was found guilty by a judge or jury, of any one of the crimes enumerated in this section, the secretary shall forthwith revoke, for a period of one (1) year from the date of revocation, the operating privilege of any such person, and where such where such person was convicted, or entered a plea of guilty or nolo contendere, of any one of the crimes enumerated in clauses (1), (2), (3), and (4) of this section, such operating privilege shall not be restored, unless and until the fine and costs, imposed in such cases, have been fully paid. The clerk of the courts shall, when such fine and costs have been paid in any such case, certify such fact to the Department of Revenue.
1. Operating a motor vehicle or tractor while under the influence of intoxicating liquor, or any narcotic

a report of such accident to the Department, and  
forms furnished by the Department. If the person  
is physically incapable, as a result of the accident,  
it shall be the duty of any other participant in the  
accident, who is not incapacitated as the result of  
the accident, to forward such report.

Whenever we receive evidence that a person is afflicted  
with a mental or physical infirmity or disability, his license is  
and not restored until sufficient medical proof is sub-  
mitted indicating that the person is competent to safely operate a  
vehicle. The licenses of all people who are admitted to  
Pennsylvania, are taken and sent to the Bureau, in the  
case of cases of suspensions for incompetency, the person  
has a re-examination before his license is restored.

Section 615-B-C of the Motor Vehicle Code, which reads as  
follows:

(a) Upon receiving a certified record from the clerk  
of the court, of proceedings in which a person  
pleaded guilty, entered a plea of no contest,  
or was found guilty by a judge or jury, of any  
of the crimes enumerated in this section, the  
Secretary shall forthwith revoke, for a period  
of one (1) year from the date of revocation,  
the operating privilege of any such person, and where such  
person was convicted, or entered a  
plea of guilty or no contest, of any one of the  
crimes enumerated in clauses (1), (2), (3), and (4)  
of this section, such operating privilege shall not  
be restored, unless and until the fine and costs  
imposed in such cases, have been fully paid. The  
clerk of the courts shall, when such fine and costs  
have been paid in any such case, certify such fact to  
the Department of Revenue.  
Operating a motor vehicle or tractor while under  
the influence of intoxicating liquor, or any narcotic

or habit forming drug, or permitting any person, who  
may be under the influence of intoxicating liquor or  
narcotic or habit producing drug, to operate any  
motor vehicle or tractor owned by him or in his  
custody or control.

2. Unlawful possession or sale of narcotics.
3. Any crime punishable as a felony under the motor  
vehicle or tractor laws of this Commonwealth, or any  
felony in the commission of which a motor vehicle or  
tractor is used.
4. Conviction of an operator of a motor vehicle or tractor  
involved in an accident, resulting in injury or death to  
any person or damage to property, upon the charge  
of failing to stop and render assistance or disclose his  
identity at the scene of the accident."

makes it mandatory for the Secretary of Revenue to revoke for one  
year the operating privileges of the person involved. This is a man-  
datory provision of the law and there is no discretion vested in the Sec-  
retary of Revenue to alter or change this penalty.

Section 615-B-C of the Motor Vehicle Code gives the Sec-  
retary of Revenue authority to suspend a Pennsylvania resident's  
license for a violation committed in another State. Whenever we  
receive a certified report of a conviction from a foreign State, and  
that violation would call for a suspension if committed in Pennsylvania,  
the same procedure is used to suspend the violator's license.

A person's motor vehicle privileges can also be suspended  
for failure to comply with the Pennsylvania Safety Responsibility  
Act. This Act is very difficult to administer, simply because it  
does not follow the normal concept of fault liability.

Pennsylvania does not have in effect compulsory insurance;  
however, if a person is involved in a reportable accident and does  
not have liability insurance, he must comply with this Act or suffer  
suspension of his operating and/or registration privileges. In ad-  
ministering this Act, it is not the function of the Financial Respons-  
ibility Division to determine who was at fault. If a person does  
not have liability insurance, he becomes subject to the Act, whether  
or not he is at fault or not. The purpose of this Act is to rid our  
highways of irresponsible motorists.

The evaluation of a case, or setting of the amount of security called for from each operator and/or owner who has not complied with the Safety Responsibility Law, is a most important assignment, and one which must be accomplished with sound judgment after a thorough review of the case file. The purposes and functions of the Evaluation Unit are:

1. To make certain all cases are accounted for and that some disposition is made of each case, i.e., either process into a case or close it and mark file "no action".
2. To review reports of accidents and supplemental data, and determine the amount of security to be deposited by the uninsured operator and/or owner.
3. To establish the exact date of suspension.

In order to determine that no action will be taken, the evaluator reviews the cases for the following:

1. Insurance verification,
2. Security deposit,
3. Release from liability,
4. Adjudication of non-liability,
5. Evidence that vehicle was legally parked,
6. Evidence of a duly acknowledged written agreement to pay an agreed amount in installments, and
7. Receipt of any other form of satisfactory evidence as provided by the Act.

In the process, the validity and sufficiency of documents are verified by the following procedures:

1. Insurance verification--every Accident Report Form has attached an SR-21 Form (Insurance Declaration Stub), which must be answered giving name of insurance carrier, etc. These forms are checked for completeness and accuracy and sent to the insurance carriers indicated for verification of coverage. The SR-21 Forms are to be returned within fifteen days, with the verification indicated. If the person had no insurance, or the insurance policy does not meet the requirements of the law, this information should also be indicated.
2. Where security deposit has been made, the amount



requirements I just mentioned, the evaluator must evaluate the case for an estimated amount of security adequate to cover injuries or property damage incurred.

The evaluator determines the amount of property damage by considering the mature damage done to parts of the vehicle, the year of the vehicle at the time of the accident, and other pertinent data. In this work, the evaluator mails to the insured or aggrieved party a Garageman's Estimate Report. They are asked to have a garage execute the report, giving an estimate on the amount it would cost to have the vehicle repaired. The evaluator also has car dealer's handbooks, establishing market values of all types of vehicles, to guide him in arriving at an evaluation.

In cases of personal injury, Personal Injury Report forms are mailed to the injured parties. In these reports, it is required that they give the following information; probable length of period of incapacity, age dependents, salary, employer and occupation of the injured party, medical and hospital costs, prospects of permanent, total or partial disability, and any other factors which would aid in arriving at an evaluation. These reports must be signed by an authorized employee of the hospital and the physician who attended the injured party.

After considering all of the evidence thoroughly, the evaluator makes a decision as to the amount of security that the party will be required to deposit.

After the amount of security is determined, the party is notified that he had no liability insurance at the time of the accident, and it is, therefore, necessary that he deposit the amount of security stipulated within ten days, or suffer suspension of his motor vehicle privileges for failure to comply with the Pennsylvania Safety Responsibility Act.

The suspended person may be reinstated after the expiration of one year following the date of accident by filing evidence, satisfactory to the Secretary of Revenue, that, during such period, no action at law for damages arising out of the accident which resulted in suspension has been instituted. An affidavit of the applicant is considered prima-facie evidence of that fact.

The same procedure is followed where the party deposited



...the amount of security deposit to cover damages incurred.

The evaluator determines the amount of property damage by considering the nature and extent of damage to the vehicle at the time of the accident, and other factors. In this work, the evaluator calls to the insured or agent a Carpentier's estimate Report. They are asked to have a mechanic estimate the report, giving an estimate on the amount to have the vehicle repaired. The evaluator also has car dealers' estimates, establishing market values of all types of vehicles, in arriving at an evaluation.

In cases of personal injury, Personal Injury Report forms are filled to the injured parties. In these reports, it is required that the following information: probable length of period of disability, age dependents, salary, employer and occupation of the injured, medical and hospital costs, prospects of permanent total or partial disability, and any other factors which would aid in arriving at an evaluation. These reports must be signed by an authorized physician of the hospital and the physician who attended the injured party.

After considering all of the evidence thoroughly, the evaluator makes a decision as to the amount of security deposit that is required to deposit.

After the amount of security is determined, the party is notified that he had no liability insurance at the time of the accident. If the violator, necessary that he deposit the amount of security within ten days, or suffer suspension of his motor vehicle license for failure to comply with the Pennsylvania Safety Responsibility Act.

The suspended person may be reinstated after the expiration of one year following the date of accident by filing evidence, such as to the Secretary of Revenue, that, during such period, no law for damages arising out of the accident which would require suspension has been instituted. An affidavit of the applicant is required prima-facie evidence of that fact.

The same procedure is followed where the party deposits

security. After a year from the date of accident, if he submits an affidavit to the effect that, during such period, no action at law for damages arising out of the accident has been instituted, his deposit can be refunded.

If, however, a suit is instituted within the year period, the suspension cannot be restored or deposit refunded until there is a final determination of the suit at law.

The other section of the Pennsylvania Safety Responsibility Act deals with the filing of Proof of Financial Responsibility for the future. Proof of Financial Responsibility, for the future, is required of those persons whose licenses have been suspended or revoked because of conviction or forfeitures of bail for certain offenses under the Motor Vehicle Code. Similarly, Proof is required of those who have failed to pay judgment upon causes of action arising out of ownership, maintenance or use of motor vehicles of a type subject to registration.

Proof of Financial Responsibility in the amount of \$25,000 is most usually filed in the form of liability insurance, which must be maintained by the violator for at least three (3) years after a period of suspension or revocation has been served or a judgment has been satisfied.

As was previously mentioned, the most common form of filing Proof for the future is in the form of insurance. However, Proof may be filed in the form of a surety bond, cash, or a real estate bond. The latter form of filing is rarely used. Ninety-nine per cent of the Proof is filed by a certificate of insurance, which is referred to as an SR-22 Form. This is a form filed by the insurance carriers in behalf of the person required to file Proof.

If the SR-22 Certificate expires and the person has not renewed his insurance, his license is suspended for failure to maintain Proof of Financial Responsibility, and is not restored until we receive a renewal certificate from the insurance carrier.

The SR-22 Certificate, filed by the insurance carriers, indicates the type of insurance issued to the person. We then must issue a license in accordance with the type of insurance which the person received. If the person is insured only to operate "owned

After a year from the date of accident, if he continues to be insured, during each period, an affidavit of the insurer showing that the accident has been reported, his license shall be returned.

However, a suit is instituted within the year period, the license cannot be restored or deposit returned until date of determination of the suit at law.

The other section of the Pennsylvania Safety Responsibility Act deals with the filing of Proof of Financial Responsibility for the license. Proof of Financial Responsibility, for the motorist, is required in those persons whose licenses have been suspended or revoked because of conviction or forfeiture of bail for certain offenses under the Motor Vehicle Code. Similarly, Proof is required in those who have failed to pay judgment upon causes of action arising out of negligence, maintenance or use of motor vehicles of a type subject to regulation.

Proof of Financial Responsibility is the amount of \$25,000 most usually filed in the form of liability insurance, which must be maintained by the violator for at least three (3) years after a period of suspension or revocation has been served or a judgment has been satisfied.

As was previously mentioned, the most common form of Proof for the future is in the form of insurance. However, Proof may be filed in the form of a surety bond, cash, or a real estate bond. The latter form of filing is rarely used. However, the cost of the Proof is filed by a certificate of insurance, which is referred to as an SR-22 Form. This is a form filed by the insurance carrier in behalf of the person required to file Proof.

If the SR-22 Certificate expires and the person has not renewed his insurance, his license is suspended for failure to maintain Proof of Financial Responsibility, and is not restored until he receives a renewal certificate from the insurance carrier.

The SR-22 Certificate, filed by the insurance carrier, indicates the type of insurance issued to the person. The law now requires a license in accordance with the type of insurance which the person received. If the person is insured only to operate "owned

vehicles", we then must restrict his license to operate "only owned vehicles". If he is insured to only operate "non-owned vehicles", we issue a license restricted to operate "only non-owned vehicles". The person can, of course, apply for broad coverage and, in this case, no restriction will be placed on his license.

Proof of Financial Responsibility may be waived after three (3) years from date that Proof was required if, during that period, the Department has not received record of a conviction of any offense of the Motor Vehicle Code.

John J. Simonetta was educated in the Easton Pennsylvania School System and graduated from Mount St. Mary's College in Maryland. Upon completion of his legal training at Georgetown University Law School, he practiced law for three years in Washington D.C. before both the courts of the District of Columbia and the Circuit Court of Appeals. His work with the Bureau of Highway Safety began in 1955. Prior to his promotion as Assistant to the Director of the Bureau of Highway Safety, he was the Chief of the Safety Responsibility Division.

**AUTOMOBILE THEFT PREVENTION**  
Charles S. Black

It is certainly an honor to be invited to appear before your group. With your indulgence, I would like to explain something about our organization.

The National Automobile Theft Bureau is a wholly owned organization supported by 350 insurance companies. We were organized in 1917, in New York City by five insurance executives, and today we represent 350 insurance companies. The purpose of this organization is to assemble and disseminate information on stolen automobiles and to assist all law enforcement agencies in the examination, identification, and the return to the proper owner of any vehicles that had been stolen. The organization is national in scope and the United States is divided up into five territories. I happen to manage the territory in the Northeast, or the Eastern Division. We have similar organizations located in the central part of the United States with headquarters in Chicago, one on the Pacific Coast with headquarters in San Francisco, a Texas Division with headquarters in Dallas, and a headquarters in Atlanta servicing the Southeast section. All these are divisions are controlled by committees, the members of which are elected from the membership. These elections take place each year, and the controlling committee, or the governing body, serves without pay. The method of obtaining funds to operate the various divisions of the National Automobile Theft Bureau is by virtue of an assessment based on the premium income that the company derives from the particular territory that is serviced by each individual division.

The problem of stolen automobiles, gentlemen, is one that concerns law enforcement agencies nationwide. In the United States during the year of 1956 there were 263,720 vehicles reported stolen. That set a record as far as stolen cars were concerned, according to the reports published in the Uniform Crimes Report. The 263,720 thefts reported in 1956 were 35,570 over the previous year for an increase of 16.1%. The value of automobiles stolen in 1956 represented 54.9% of all the property taken in the United States during that year by larceny, loss by burglary, robberies and other thefts during 1956. There were 720 cars stolen every day during the year of 1956. Of these, 93.3% of the vehicles reported stolen were recovered and this is a great tribute to you gentlemen. This is an excellent recovery percentage, leaving but 6.7% that were not recovered, which

AUTOMOBILE THEFT  
Charles S. Black

It is certainly an honor to be invited to speak before your group. With your indulgence, I would like to speak about our organization.

The National Automobile Theft Bureau is a wholly owned corporation supported by 350 insurance companies. It was organized in 1917, in New York City by five insurance companies. It represents 350 insurance companies. The purpose of this organization is to assemble and disseminate information on stolen automobiles and to assist all law enforcement agencies in the investigation, identification, and the return to the proper owner of any vehicles that have been stolen. The organization is national in scope and the United States is divided up into five territories. I happen to manage the territory in the Northeast, or the Eastern Division. There are similar organizations located in the central part of the United States with headquarters in Chicago, one on the Pacific Coast with headquarters in San Francisco, a Texas Division with headquarters in Dallas, and a headquarters in Atlanta servicing the Southeast section. All these are controlled by committees, the members of which are elected from the membership. These elections take place each year. The controlling committee, or the governing body, serves without remuneration. The method of obtaining funds to operate the various divisions of the National Automobile Theft Bureau is by virtue of an assessment on the premium income that the company derives from the territory that is serviced by each individual division.

The problem of stolen automobiles, gentlemen, is one that concerns law enforcement agencies nationwide. In the United States during the year of 1956 there were 361,730 vehicles reported stolen. That set a record as far as stolen cars were concerned. According to the reports published in the Uniform Crime Report, the 1956 thefts reported in 1956 were 35,570 over the previous year. An increase of 16.1%. The value of automobiles stolen in 1956 was \$4.9% of all the property taken in the United States during that year by larceny, loss by burglary, robbery and other thefts. There were 750 cars stolen every day during the year of 1956. Of these, 93.3% of the vehicles reported stolen were recovered. This is an excellent percentage, leaving but 6.7% that were not recovered, which

amounts to 17,669 cars, for a value of slightly over \$15, million.

Let us see what the situation is in Pennsylvania. According to the Uniform Crimes Report based on reports received from 216 cities in the state, in 1956 there were 9,260 vehicles stolen compared with 8,275 for the previous year, an increase of 12% which was slightly less than the national average. Nationwide, during the first six months 1957, according to the reports of the Uniform Crimes Report, there was an increase in auto thefts of 7.9%. Over a like period in 1956, there was a total of 114,827 vehicles reported stolen. Auto thefts are divided into either three or six different categories. I personally like to divide them into six categories. The six categories are as follows:

- A. Joy riding
- B. Transportation
- C. Commission of crimes
- D. Trick & Fraud Thefts
- E. Stripping thefts
- F. Commercial thefts

Let us go back and consider joy riding. I recall about two years ago when I was in the Washington headquarters of the F. B. I. talking about automobile thefts and I mentioned the joy rider as a problem. Well, I thought the building fell in on me. Someone said, "When are you going to get wise and not use the word joy rider, but just call them auto thieves?" Joy riding is responsible for over 70% of all the automobiles that are stolen, so I think the gentleman had something. We know what the joy rider is -- that is, the young individual who steals somebody's car due to the apathy of the owner in not protecting his property. He takes it for a ride, he drives around town to influence his girl friends and he will drive it until he runs out of gas, or he is chased by a law enforcement officer, or perhaps wrecks the car as often happens, or causes an accident injuring somebody, maybe fatally.

In many cases he causes an accident in which the law enforcement agent is injured. Unfortunately, these perpetrators when they are apprehended are treated, I believe, entirely too lightly. I don't believe that the first time someone steps over the line that he should go to jail. If he did, then possibly we would all be in jail, but I definitely feel that the joy rider, the young individual who is apprehended for stealing an automobile, is treated, on the whole, entirely too lightly. Many cases in our files show where month after month, these individuals will be picked up for stealing cars, only to be released on probation; and, until they get involved in some real serious crime, they don't seem to pay for their crimes of auto larceny.

The transportation thief is the individual who uses a car for a trip home, or to travel from one state to another, many times traveling clear across the country. These cars, for the most part, are not damaged. They are usually abandoned, and within a reasonable time the police will pick them up and return them to their respective owner. Unfortunately, some of them find their way to garages where they are stored, often for months. In the meantime the owner is deprived of the use of his automobile, because many of our member companies are re-to pay a total theft loss by virtue of the fact that the car was left in some parking facility for months on end.

We call those cars "The Forgotten Cars" because usually they won't be brought to the attention of the law enforcement agency that covers the particular area until a sizable bill accrues, and at that time the garage operator takes into consideration the value of the automobile. So the transportation thief costs the citizens of the United States a terrific sum yearly. We are unable to determine just how much from our records because many times we do not know whether the theft was for transportation, or whether it was used for the commission of a crime, or if it was used for joy riding.

The third class are those that are stolen for the commission of crimes. I am sure we all agree that practically every crime today has an automobile involved in it in some manner; either in advance of the crime or as a method of get-away. Many times, more than one automobile will be used in that particular type of theft. Especially in bank jobs, you might have three cars used: one at the scene, one to transfer to a mile or so away from the scene of the crime, and then possibly a third car in order for the perpetrators to get out of the territory without the possibility of having a car that could be identified from its particular markers. So that these cars, while they are not outstanding too long, are usually found shortly after the commission of the crime.

The type of theft that we class as trick and fraud thefts covers a number of different types of thefts, such as the individual who calls around at a used car dealer or a new car dealer. He becomes friendly with the salesman and may spend two or three hours around the used car lot or the new car show-room looking over automobiles and suddenly decides to ask the proprietor or the man in charge if he could try the car out. In many instances he gets into the car to drive it around the block and neglects to bring it back. Many times he takes the car into some other jurisdiction and sells it. Fortunately, that individual can be identified not only at the scene of the sale, but he can also be

identified at the place where he obtained the car. Unfortunately, the majority of law enforcement officers are hesitant to make a theft report in a case such as this. The man did not actually steal the car, he borrowed the car to try it out, and there is usually a lapse of several days before the police will accept a theft report.

Another type of trick case is that individual who goes in, and with a minimum down payment, purchases an automobile, finances it, and then takes off for some other jurisdiction, only to dispose of the automobile by virtue of obtaining proof in some state that does not have the benefit of a certificate of title. There are a number of those states. There are about ten in which you can go into the Motor Vehicle Department and obtain registration just by making application, and affirming that the facts you state on the application are true.

There are also those fraud cases where individuals will register and title non-existent automobiles. Now in Pennsylvania that would be hard to understand, but just recently in New York City we had a case involving a 1956 Cadillac. It was reported to us as having been stolen in New York City. We checked the police alarm and there was an open alarm on this automobile. The company paid a total theft loss in the amount of \$4,200. It wasn't until some 30 days later, when the car had not been recovered in a specified time, and contacting the factory to determine the shipping destination of that automobile, that we found that the factory never made an automobile with a 56-60 model bearing the number that number that we had submitted. We traced back on the ownership, and found that the car had been previously registered as a 1950 automobile. We traced the registration back to Connecticut and found that the 1950 automobile was being used by a reputable citizen in Connecticut.

There is a type of individual who rents vehicles from auto rental concerns for a specified time and fails to return the vehicle. In many instances these vehicles are taken to other jurisdictions where they are sold. In this particular type of crime the perpetrator has sufficient opportunity to dispose of a vehicle before same is missed. This theft is another type that police officers are hesitant to accept as stolen vehicles and disseminate police alarms.

The fifth class of thefts are those automobiles that are stolen for the purpose of stripping the salable parts. These parts consist of hub caps, wheel and tires, radios, and in some instances complete front ends, doors, bumpers and other parts that are disposed of

to wrecking yards, body shops and garages that specialize in rebuilding wrecked automobiles. Unfortunately, the parts that are sold cannot be identified due to the parts not having serial numbers, or if numbered no record is maintained of the numbers. This type of theft is extremely difficult to halt due to the fact that the parts cannot be identified as belonging to any particular automobile.

The commercial theft ring operation is the type of theft that our Bureau is particularly interested in, and this group is largely responsible for the unrecovered cars that are listed in police records each year.

The professional stolen car ring operation is not confined to individuals, but frequently the group is highly organized. Auto larceny by the commercial thief is a highly profitable business and is not similar to other types of crime against property, for it is unnecessary for the automobile thief to clear his commodity by the use of a fence, where in other types of larceny the individual would have to be satisfied with 10 or 15% of the actual value of the item involved. In handling stolen automobiles the auto thief has a commodity on which he can collect practically one hundred cents on a dollar.

The Saturday Evening Post wrote and excellent story, I think it was the issues of August the 11th and 18th of 1956, in which they wrote about Bla-Bla, the king of the automobile thieves. Well, unfortunately for Bla-Bla, he is now boarding with Uncle Sam out in Leavenworth and will be for several more years.

An automobile thief, who decides to go into business of handling cars for resale, has to decide one of three things: 1. How is he going to dispose of the automobile, 2. What particular system he is going to use, and 3. Where is he going to obtain the stolen automobile. We find that auto thefts are more prevalent in the cities where you have a large concentration of population. For instance, New York City with a population of seven and three quarter million had approximately 14 thousand automobiles stolen last year. That means slightly over 1,000 a month. You can take 40 or 50 extra cars out of there every month without increasing or decreasing the records a whole lot. A good many of the successful auto gangs have operated in the various boroughs of New York City.

The automobile thief decides first what particular type of car he is going to handle. Is it going to be a Chevrolet, a Buick, a Plymouth, a Lincoln, or what have you. Usually, the thief will handle in the particular area the type of car that is popular in that area. Of course there are more Chevrolets on the road than any other automobile, and we have more Chevrolets reported stolen. It is a natural ratio. So that he decides he'll handle Chevrolets.

He must decide how he will disguise them. With the various color combinations today, it is no longer necessary for an automobile thief to repaint an automobile, and really it is not necessary for him to change the motor and serial number because very few people ever check their motor or serial number on their cars. I venture to say that even though the serial number in the majority of automobiles appear on the left front door post, there are very few of you gentlemen who have checked your car to see whether or not the serial number appearing on your registration actually appears on the automobile. The automobile thieves know that. They know that the dealers don't check them. So in many cases, they steal an automobile and sell it as is, without changing the numbers.

Then

Then there is the group that will decide that they will disguise the automobile by changing the motor pad and restamping another, they file the motor and serial number off, keeping the car within the year model according to the numbers.

They will obtain the serial plate from a car that has been determined a total loss as the result of a collision, fire or flood, and use this serial plate on an automobile of like description, which has been reported stolen. In some jurisdictions they change the motor number of the stolen automobile to agree with the motor number of the salvage vehicle, from which they had removed the serial plate.

Another system used is the removing of the motor in its entirety from the wrecked automobile and substituting it in the stolen automobile, and of course substituting the serial plate. This system is the hardest to detect because no amount of tracing through the Motor Vehicle records or by contacting the factory will disclose any break in the chain of title, except that it should show that the car at one time was in the possession of a salvage buyer.

We maintain in our New York Office a complete list of all the salvages that are disposed of by our member companies. These are filed in our records the same as our thefts are filed. In addition to that, we maintain a record on the number of pieces of salvage by file number, that each salvage buyer acquires. If you should have an investigation in your particular locality, involving salvage, we possibly could help you out by furnishing you with a large list of salvage that the particular salvage buyer may have acquired.

I would like to go into the methods used to break up thefts



in cities and towns. If you represent a Police Department in a large city, it might be well to establish a pin-point map showing, by various types of pins, the location of thefts and the location of recoveries.

Other methods of the breaking up of thefts in cities and towns is to maintain a close liaison with the new car dealers, the used car dealers, garages, service stations, wrecking yards, banks specializing in auto financing, and car finance companies. A great many of the automobile commercial rings dispose of their cars by sales through used car dealers. By maintaining a close liaison with the used car dealer, so that he will alert you of strangers offering particularly good buys, which well might break a ring operation. Who is responsible for the majority of automobile thefts? According to the Uniform Crimes Report, in 1956 there were 28,035 arrests for stolen automobiles, that covers larceny and receiving. Of the 28,035 arrests, 18,622 or 66.4% were under 18 years of age. Further, 22,244 or 79.3% were under 21 years of age. Exactly 24,466 or 87.3% were under 25 years of age, and that leaves 12.7% of the 28,035 apprehended over 25 years of age.

Juveniles often start car stealing by stealing parts. The stealing of hub caps has become an epidemic nation-wide. I refer to the wheel discs rather than the small hub caps. I am happy to report that the Pennsylvania State Police as of January 7th of this year, started a state-wide campaign in conjunction with retail gasoline service stations to mark hub caps on automobiles, so that you gentlemen in the Police Departments who have your Lost Property rooms full of parts will have another method of identifying hub caps. This hub cap program started back in 1956 on the Pacific Coast. Pennsylvania, I am happy to report, is the first State to start on a state-wide basis. All the other programs have been by a town, city or county basis. In many of the towns it is handled by the oil industry. In some other towns it is handled by the new and used car dealers. I favor somewhat the car dealer, especially the franchise dealers, because the hub caps are marked at the time of delivery of the car. The proper marking should be the vehicle identification number. However, in Pennsylvania they are using the registration number. Since Pennsylvania now has a five-year registration plate, the plate number on the hub cap will probably last as long as the hub caps are of any value.

Another method is that of checking cars to determine whether or not they have been stolen. Too many of us identify automobiles by the registration, and not by the vehicle identification num-

ber. The vehicle identification number is a new name for the serial number. But before many years, we will hear very, very little about the serial number, and it will be called the I. D. number or vehicle identification number. On all current model automobiles, with the exception of those cars manufactured by American Motors, the serial or identification number will be found affixed to the left front door pillar post. This was one of the ground rules that was established by the Motor Vehicle Administrators.

A thorough search should be made of all automobiles for your own protection. People are so prone to blame the law enforcement officials for material that they miss from their automobiles. It is well to record and make a thorough search of all material that may be found in an automobile.

On apprehension of suspicious cars and interrogation of the occupants, check the keys. It isn't uncommon for an automobile thief to have a key in switch, in an off-position and have the motor running, denoting a jumper on the ignition of the car. So, check the keys and it might be well to check to see if they are original or blank keys. Check for car accessories. See if the radio, spare tire and wheel are missing, these items may have been sold to obtain money for the occupants of the automobile.

Check the decals on the car--- I'm not referring to "We visited Yellowstone National Park", I mean those decals that are put on, as they are in your State, by the mechanical inspection station. A good many cities have inspection. I recall one, Chicago, has a city inspection, and you can identify that car by the inspection sticker information. This is the same as you are able to do in Pennsylvania or New Jersey. Check the decal on the back, showing where the car was originally sold. Pay particular attention in road-side interrogation to the service sticker, which is usually placed on the left front door. The owner will know when he had his car serviced last, and the chances are that the thief operating the car will not know where or when the car was serviced last. Above all, preserve all evidence.

I might add that we put out a Manual for the Identification of Automobiles. We are unable to supply each police officer with a copy of this Manual, but if your Police Department does not have one, if you drop me a line, I will see that your Department has at least one.

The vehicle identification number is a new name for the serial number. But before many years, we will have very, very little about the serial number, and it will be called the I. C. number or vehicle identification number. On all current model automobiles, with the exception of those cars manufactured by American Motors, the serial or identification number will be found etched in the left front door sill post. This was one of the ground rules that was established by the Motor Vehicle Administration.

A thorough search should be made of all automobiles for your own protection. People are so prone to blame the law enforcement officials for material that they miss from their investigations. It is not to record and make a thorough search of all material that may be found in an automobile.

On apprehension of suspicious cars and investigations of the occupants, check the keys. It isn't uncommon for an automobile thief to have a key in his pocket, in an off-position and have the motor running, denoting a jump on the ignition of the car. So, check the keys and it might be well to check to see if they are original or blank keys. Check for car accessories. See if the radio, spare tire and wheel are missing, these items may have been sold to obtain money for the occupants of the automobile.

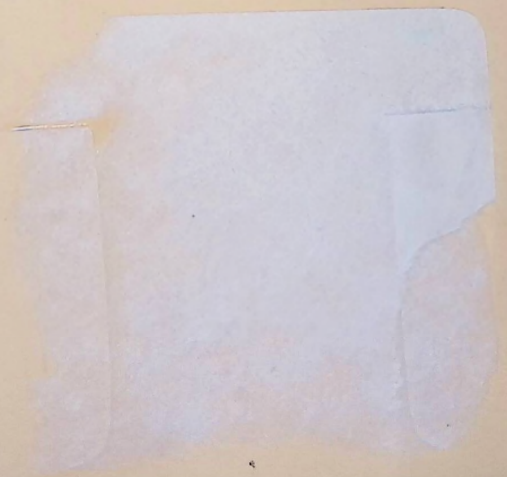
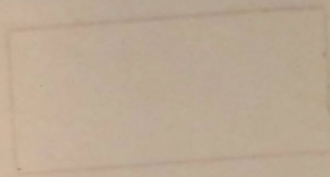
Check the books on the car---I mean referring to the visited Yellowstone National Park, I mean those books that are put on, as they are in your state, by the mechanical law enforcement. Good many cities have inspectors. I mean car, Chicago, has a city inspection, and you can identify that car by the inspection sticker in the window. This is the same as you are able to do in Pennsylvania or in Jersey. Check the floor on the back, showing where the car was originally sold. Pay particular attention to whether the inspection sticker is in the original place or the left door door. The owner will know when he had his car serviced last, and the chances are that the thief operating the car will not know where he had the car serviced last. Above all, preserve all evidence.

I might add that we put out a journal for the identification of Automobiles. We are unable to supply each police officer with a copy of this Manual, but if your Police Department does not have one, if you drop me a line, I will see that your Department has at least one.



1000151589

WILKES COLLEGE LIBRARY



8 34 1000

WILKES COLLEGE LIBRARY